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# A.I.D. TRANSITION FACT BOOK

This book provides basic factual and descriptive material on the U.S. foreign assistance program, and the Agency for International Development (A.I.D.) which administers the program.

The most important issues confronting the Agency - as the present staff perceives them - are discussed in a separate Issues Book.

We have tried to make this Fact Book readable to someone relatively new to the aid program, by avoiding the jargon which only the Agency's "old hands" can understand. We are prepared to supplement the materials in this book with additional backup papers - or oral briefings - in all of the areas covered.

This binder contains Part One of the book - Sections I through X. Part Two - in a separate binder - contains Section XI and Section XII.

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# HISTORY OF U. S. ECONOMIC ASSISTANCE PROGRAMS IN BRIEF

The U. S. has multiple foreign policy objectives--security, political, economic, developmental and humanitarian.

U. S. economic assistance programs have been called upon to address these different objectives in varying degrees, and in different circumstances, since the end of World War II.

Vastly oversimplifying, it is possible to identify the major periods of U.S. foreign assistance strategies and programs.

## 1. Post-World War II Period and 1950s

During this period the Cold War was at its height. First, there was an urgent need to reconstruct war-torn Western Europe via the Marshall Plan, and massively to support other countries directly threatened by the Communist aggression. Starting in Greece and Turkey, and later in Korea and Taiwan, enormous amounts of U.S. military and economic security assistance were provided to help these countries maintain their independence and, as part of U.S. global strategy, to check Communist expansion. Beginning with the Point IV program, which was enunciated by President Truman in his 1949 inaugural address, the U.S. also provided technical and capital assistance to nearly all independent nations. The international assistance burden fell heavily upon the United States, because few other industrialized nations had yet recovered sufficiently to be able to carry their share.

## 2. Kennedy Administration: Decade of Development for the 1960s

The early 1960s witnessed the independence of scores of countries from colonial rule. The U.S. Government publicly announced that it was launching a "Decade of Development" to help countries develop more rapidly, and to participate more fully in the international political and economic systems. The Agency for International Development (A.I.D.) was established, combining into one organization capital development programs of the Development Loan Fund, and the technical, capital, and supporting assistance operations of A.I.D.'s predecessor organization (the International Cooperation Administration).

The Alliance for Progress for Latin America was initiated in 1961, and the 1960s also witnessed very large development assistance programs in India and Pakistan, as well as multiyear aid commitments in Tunisia and Nigeria in Africa.

Large resource transfers for major capital projects and essential imports were provided in support of multiyear development plans to accelerate investment and economic growth, and help these countries to reach the "take-off stage," which would bring economic benefits to all the people.

3. Vietnam War and the Decline of Support for Foreign Assistance

The deep U.S. involvement in the Vietnam War, with its terrible human suffering and enormous financial costs, had a traumatic effect upon the U.S. body politic. Many quarters of the American public and the Congress began to reject the basic premise that the U.S. had a global responsibility to assist any country faced with Communist aggression, and similarly questioned the advisability of continuing involvement of the U.S. in wide-ranging foreign assistance programs.

Our economic assistance programs also faced a growing U.S. public disillusionment as to their effectiveness. Despite the provision of tens of billions of dollars of U.S. economic assistance, the problems of the developing world appeared intractable. While our assistance programs did help accelerate growth rates in the developing countries in the 1960s, (many LDCs experienced a more rapid growth rate than developed countries at any comparable period in their history), there were some very disturbing signs. The income disparities between rich and poor populations in many developing countries became worse; rapid increases in population growth reduced per capita income growth, and in some countries outstripped agricultural production. In addition, assistance programs often emphasized technology transfers and investment which were capital-intensive and ill-suited to the factors of production availabilities in the developing countries, many of whom suffered from massive underemployment and unemployment.

U.S. official development assistance flows declined sharply in real terms, and as a percentage of our gross national product, fell to 0.29% in 1972, in contrast to the period 1964-66 when U.S. assistance flows amounted to 0.49% of our GNP.

At the same time, the other industrialized countries were rapidly increasing their assistance. In 1972 the other industrialized countries were providing over 60% of the total assistance flows to the developing world, in contrast to earlier period when the U.S. played the predominant role in providing assistance and guidance to the developing countries. A vast international assistance framework of bilateral donors and international lending institutions had been developed.

While the decrease in U.S. assistance reflected, in large measure, disillusionment in the Congress over a seeming lack of effectiveness of foreign assistance programs, it also reflected concern about the U.S. international financial position. In the early 1970s, the U.S. was experiencing chronic balance of payments deficits, putting enormous pressure on the dollar, which necessitated two devaluations and the imposition of an import tax in 1971.

4. Nixon Administration's Foreign Assistance Program for the Seventies

In April 1971, the Administration sent legislation to the Congress proposing a major transformation of foreign assistance programs for the 1970s.

The Administration proposals were based upon the recognition that

> "...the world has been changing dramatically; by the end of the 'Sixties, there was widespread agreement that our programs for foreign assistance had not kept up with these changes and were losing their effectiveness. This sentiment has been reflected in declining foreign aid levels.
>
> "The cause of this downward drift is not that the need for aid has diminished; nor is it that our capacity to help other nations has diminished; nor has America lost her humanitarian zeal; nor have we turned inward and abandoned our pursuit of peace and freedom in the world.
>
> "The answer is not to stop foreign aid or to slash it further. The answer is to reform our foreign assistance programs and do our share to meet the needs of the 'Seventies."

The Administration transmitted two separate bills: the International Security Assistance Act, and the International Development and Humanitarian Assistance Act. The purpose was to distinguish clearly between our security and development/humanitarian objectives, by creating separate programs and organizational structures for each. The Agency for International Development was to be replaced by an International Development Corporation to handle our bilateral lending activities, and an International Development Institute to bring the genius of U.S. science and technology to bear on the problems of development.

5. A.I.D.'s Reform and Reorganization

In the fall of 1971, when it was apparent that the Congress was not going to act on the Administration's new foreign assistance proposals, A.I.D. undertook a series of internal reforms and a self-reorganization in an effort to respond to the needs of the 1970s.

A.I.D.'s reform program was launched officially in January 1972. It started from the premise that A.I.D.'s program strategy and structure needed to reflect the development needs and conditions of the 1970s including, inter alia, that the developing countries had gained a

better perspective and understanding of their own problems, and that these problems were more complex and intractable and required different and more innovative approaches.

A.I.D.'s reform program included:

-- A more collaborative style of assistance, which places the developing countries at the center of the development process.

-- Greater application of U.S. scientific and technical advances in research, and development of new and innovative techniques for development problems.

-- Broader reliance upon American private groups in the practical work of development.

-- Reshaping of assistance programs to achieve greater responsiveness to the priorities of the less developed countries, with concentration in the major priority sectors of agriculture and food production, education, public health and population and public administration.

Establishment of two new bureaus was included in A.I.D.'s organizational reform: the Bureau for Population and Humanitarian Assistance, which incorporated all the elements of the Agency's programs and research in population and family planning; and the Bureau for Technical Assistance, to provide Agency leadership in technical assistance policy, program development, and research focused on basic human problems.

6. New Directions and Support for U.S. Development Assistance Programs--1973 to the Present

In May 1973, the Administration sent forward to the Congress an authorization request for FY 1974 and 1975 without any major legislative changes.

On May 30, a bipartisan group of 26 House Foreign Affairs Committee members expressed the belief that "the time had come to put an end to foreign aid as it has been conceived and administered in the past." They introduced legislation for a major restructuring of U.S. bilateral economic assistance programs, which served as the basic framework for the Foreign Assistance Act of 1973, enacted in December 1973.

Section 102(b) of the Foreign Assistance Act called for restructuring our relationships with developing countries, and stated that the President should place emphasis on the following:

"(1) Bilateral development aid should concentrate increasingly on sharing American technical expertise, farm commodities, and industrial goods to meet critical development problems, and less on large-scale capital transfers..."

The Congressional reports on the bill stressed that past foreign aid programs had a heavy emphasis on large-scale capital transfers to the "third world," but that the benefits had seldom "trickled down" to the majority of the people. Growth in the gross national product is not enough. Governments of the developing nations must actively attempt to distribute income more equitably, and to attack directly the most pressing problems of their peoples.

"(2) Future U.S. bilateral support for development should focus on critical problems in those functional sectors which affect the lives of the majority of the people in the developing countries: food production, rural development, and nutrition; population planning and health; education, public administration, and human resource development."

The House Committee noted that hunger, malnutrition, disease, ignorance and poverty continue to plague the majority of the human race. The needs of low-income peoples are staggering. The ability of the United States to meet those needs is limited. For that reason, attacks on the problems of the developing countries must be based on clear priorities. U.S. bilateral assistance henceforth should be problem-solving, people-oriented and targeted on the basics: food, nutrition, health, population control, education, and development of human resources. Development assistance funds are appropriated according to these categories.

"(3) U.S. cooperation in development should be carried out to the maximum extent possible through the private sector, particularly those institutions which already have ties in the developing areas, such as educational institutions, cooperatives, credit unions, and voluntary agencies.

"(4) Development planning must be the responsibility of each sovereign country. U.S. assistance should be administered in a collaborative style to support the development goals chosen by each country receiving assistance.

"(5) U.S. bilateral development assistance should give the highest priority to undertakings submitted by host governments which directly improve the lives of the poorest majority of people and their capacity to participate in the development of their countries."

"(6) Under the policy guidance of the Secretary of State, the Agency (A.I.D.) should have the responsibility for coordinating all U.S. development-related activities."

Section 640B of the FAA called for the President to establish a Development Coordinating Committee, i.e., an inter-agency committee under the chairmanship of the A.I.D. Administrator, "to advise him with respect to coordination of United States policies and programs affecting the development of the developing countries, including programs of bilateral and multilateral assistance."

The International Development and Food Assistance Act of 1975, enacted in December 1975, reinforced the basic development objectives of the FAA of 1973, and added a new Title II, Food Aid to Poor Countries. In addition to restating the traditional objectives of PL 480 of supporting a strong and viable American farm economy and expanding markets for America's agricultural products, this section calls for giving high priority to the use of food aid for development purposes in the LDCs. It also calls for the United States to maintain a significant contribution to the annual target of at least ten million tons of food assistance for needy nations recommended by the World Food Conference, and that 75% of Title I food aid shall be allocated and delivered to countries with per capita gross incomes of $300 or less.

7. Changes in Military and Security Supporting Assistance

The evolution of these programs can be roughly characterized from their "high point" during the Cold War in the 1950-60s, to their "low point" at the end of the Vietnam War. Throughout that period, it was conventional wisdom that security assistance, both military and economic supporting assistance, was the "engine" that pulled the development assistance bills through the Congress and, therefore, authorizing legislation for foreign assistance combined development, military and security supporting assistance.

In recent years the following major changes have taken place in security assistance:

a. After a number of tries, Congress, for the first time, has enacted separate authorization legislation for development assistance and for military and security supporting assistance for FY 1976 and 1977 (appropriations continue to be provided in one omnibus bill, however). The authorization legislation submitted by the Administration to Congress in May 1976, for FY 1978 and FY 1979, continues this separate authorization approach.

b. Military assistance is under increasing Congressional pressure; the military grant assistance program has been drastically reduced, and the foreign military sales program has numerous restrictions imposed upon it.

c. Economic Supporting Assistance (SA) has become an important element of U.S. foreign policy in the Middle East, Portugal and now, to an increasing degree, in Southern Africa. It is a vital ingredient in maintaining peace and stability in the Middle East, by helping those countries direct their energies and resources into increasing economic growth and development, in place of violent confrontation.

8. A.I.D.'s Progress to Date

A.I.D. was already beginning to move in the New Directions at the time the FAA of 1973 was enacted and, since then, has made very considerable progress in the following areas:

-- Increased concentration on basic human needs

As indicated in the table on the following page, between 1974 and 1977 there was a sharp increase in funding for the key functional areas.

-- Increased allocations for the poor countries

By 1977, over 70% of bilateral functional assistance funds was allocated to countries with per capita incomes of $300 or less.

-- Increased support for the poor majority

In designing and implementing projects, emphasis is given to increasing the income and employment of the poor majority. We are supporting broadly based participatory development strategies, which are intended to improve both economic growth and equity. Increasing the production of the poor small farmers will directly improve their living standards, and also generate a higher overall level of resources to help finance the services needed by the poor majority.

-- Increasing emphasis on the application of science and technology and expanded research and development to solve basic development problems

R&D was stepped up in agriculture, health, education, rural development, etc., and new science and technology programs are being undertaken--e.g., in satellite and communication technology, energy conservation, development of appropriate technology and industrial technology transfer. Between FY 1974 and 1977 the budget for Technical Assistance programs increased from $41 million to $83 million.

-- Increased support and use of Private Voluntary Organizations (PVOs)

A.I.D. funding in support of PVOs increased from $30 million in FY 1975 to $53 million in FY 1977.

A.I.D. Functional Development Assistance Accounts
Program Trends
(In millions of dollars)

| | FY 1974 | | FY 1975 | | FY 1976 | | FY 1977 | |
|---|---|---|---|---|---|---|---|---|
| | $ | % | $ | % | $ | % | $ | % |
| Food and Nutrition | 275 | 35 | 436 | 57 | 407 | 56 | 481 | 52 |
| Population Planning and Health | 182 | 23 | 155 | 20 | 158 | 22 | 237 | 25 |
| Education and Human Resources | 89 | 11 | 79 | 10 | 71 | 10 | 117 | 13 |
| Other a/ | 234 | 30 | 98 | 13 | 85 | 12 | 94 | 10 |
| Total b/ | 779 | 100 | 768 | 100 | 720 | 100 | 929 | 100 |

a/ In FY 1976 the Foreign Assistance Act of 1961, was amended to authorize funds under "Section 106 Technical Assistance, Energy, Research, Reconstruction and Selected Development Problems" to replace and incorporate the previous "Section 106 Selected Development Problems" and "Section 107 Selected Countries and Organizations" under which program loans and infrastructure projects were financed.

b/ Excludes Disaster Assistance, American Schools and Hospitals Abroad, Lebanon Relief and Rehabilitation, Operating Expenses, Contingency Fund, and other minor programs; numbers may not add due to rounding.

-- Increased effectiveness in responding to international disasters

The FAA of 1975 established a separate chapter on International Disaster Assistance, and reaffirmed the U.S. commitment to alleviate human suffering caused by natural and man-made disasters. It recognized disaster relief as an important tool of U.S. foreign policy, and prompt U.S. response as an important activity within the context of humanitarian and development objectives. Under this legislation, A.I.D. is not only providing assistance for disaster relief and rehabilitation, but also for disaster preparedness training and contingency planning for natural disasters.

-- Increased funding and Congressional support for the New Directions

The bilateral development aid program is regaining Congressional and public support. The FY 1977 A.I.D. appropriations bill passed by a healthy margin, with only token cuts of 6% from the Administration's request (in contrast to 30% cuts a few years ago), and represented a 21% increase over 1976 appropriations.

However, there is a long way to go. The cost of helping the poor countries meet their basic human needs in food production, family planning, basic health and education services is immense. The development process is an arduous, long-term process, requiring systemic changes involving policy reform, institution building, training people, changing attitudes, etc. Sustained development for the poor countries, those with very low per capita comprising some 1.5 billion people, will require sustained levels of foreign assistance.

# I. A. BASIC COMPONENTS OF U. S. FOREIGN ASSISTANCE

## 1. Introduction

The U.S. foreign assistance program is normally described in one of two alternative ways:

* One approach is to divide the program into its two basic components: Development Assistance and Security Assistance.

* Another approach is to divide and classify the program under two descriptive headings: Economic Assistance and Military Assistance.

Both approaches are valid, and both are commonly used to add up the cost of U.S. foreign aid. Whichever approach is used, the overall dollar totals come out the same. In this A.I.D. Fact Book, however, the Economic/Military dichotomy is the one used to explain the basic components of U.S. foreign assistance.

## 2. Economic Assistance

U.S. economic assistance is generally subdivided into two broad areas: the Bilateral U.S. program and the Multilateral U.S. program.

### a. The Bilateral U. S. Program

Bilateral aid is that assistance which is directly administered by the U. S. Government. It, in turn, comprises three main categories:

-- Development Assistance;

-- Security Supporting Assistance;[1/] and

-- Food Aid, which is often referred to as Public Law 480 assistance.

The Development and Security Supporting Assistance components of the Bilateral program are budgeted and administered by A.I.D. The PL-480 food program is budgeted by the Department of Agriculture and administered jointly by that agency and State/A.I.D.

1/ If this description followed the overall Development/Security dichotomy, then the Security Assistance program would be combined with Military Assistance programs under the rubric "Security Assistance".

(In addition to the three main categories just described, Bilateral U.S. aid normally also includes funds made available to the Peace Corps, the Overseas Private Investment Corporation (OPIC), and the Inter-American Foundation.)

(1) Development Assistance

The A.I.D.-administered Development Assistance is normally broken down and described in terms of the individual funding categories that are set forth in the Agency's enabling legislation: the Foreign Assistance Act of 1961, as amended. These categories--actually they are specific appropriation accounts--include four "functional" accounts:

-- Food production and nutrition;

-- Population planning and health;

-- Education and human resources; and

-- Section 106 development activities.

These functional accounts came into being in FY 1974. Prior to that year, the core of the Agency's development assistance program was broken down into accounts for loan money on the one hand, and grant money on the other. The next several pages describe these important functional accounts in more detail.

(a) Food Production and Nutrition (Section 103)

The Food and Nutrition program is by far the largest of the "functional accounts" (53% of A.I.D.'s development assistance monies in FY 1977). The authorization for this program emphasizes that funds are to be used "to alleviate starvation, hunger and malnutrition, and to provide basic service to poor people, enhancing their capacity for self help." The law also stresses that these programs are primarily for activities designed to increase the productivity and income of the rural poor.

Within the Food Production and Nutrition category, the Agency finances a wide range of projects designed to increase food production, improve food distribution and marketing, enhance the nutritional content of food, provide basic agriculture inputs such as seeds, fertilizer and pesticides, provide better rural services such as farm to market roads and irrigation systems and finance agricultural research.

(b) Population Planning and Health (Section 104)

The Population Planning and Health program is the second largest program of the functional accounts (26% of A.I.D.'s development assistance monies in FY 1977). Normally, this program is described along the lines

of its two basic components: Population on the one hand and Health on the other--although there is an important interrelationship between these two components, and the Agency has taken steps to insure an effective integration.1/

The Population program focuses primarily in the following areas: Family Planning Delivery Systems (includes technical services and provision of contraceptives); education and information; manpower and institutional development (largely for training); collection of demographic data; biomedic and social science research. In addition, this program category includes the U.S. contribution to the United Nations Fund for Population activities.

The Health portion of the Population/Health category includes programs in three basic areas: Low Cost Integrated Health Delivery Systems, Improved Health Planning and Management, Environment and Disease Control.

(c) Education and Human Resources Development (Section 105)

The legislation for this program emphasizes that assistance shall be used for nonformal education, increasing the relevance of formal education systems, and strengthening the management capabilities of education institutions.

The education program can be descriptively organized into four basic categories: increasing the relevance of education (includes curriculum reform, new education technologies and improved teacher training); nonformal education (this includes activities designed to improve literacy and the skills of those outside the traditional educational system); helping countries at the university level; general scholarship and training programs (this is the largest component of the education effort, and provides funds for the A.I.D. Participant Training Program which handles roughly 7,000 participants a year).

(d) Technical Assistance, Energy, Research, Reconstruction and Selected Development Problems (Section 106)

This program area includes a wide variety of activities: reconstruction projects following natural or man-made disasters; activities to help developing countries meet energy problems; funds for research and studies on economic development, and programs in urban development. Finally, this category includes the Agency's programs to directly assist private and voluntary organizations including institutional budget support and contributions to ocean freight.

1/A.I.D.'s proposed FY 1978 legislation calls for a division of this account into two separate accounts along these lines.

In addition to the four basic program categories described above, there are a number of important emphases that cut across and influence all aspects of the program. These are discussed more extensively in later sections of the Fact Book and include the following: an emphasis on the integration of women into the economic life of the developing countries; an emphasis on the development and use of cooperatives in developing nations; an emphasis on the development of intermediate technology; and an emphasis on strengthening the capacity of the U.S. Land Grant Colleges to participate more effectively in the development process.

(2) Security Supporting Assistance

This form of Bilateral economic aid is administered by A.I.D., and is authorized under the International Security Assistance and Arms Control Act of 1976, which amends the basic Foreign Assistance Act (FAA). Security Supporting Assistance is designed to help stabilize areas under some accentuated form of political or other kind of stress which interferes with the normal conduct of economic and social processes, where the United States has special interests.

Security Supporting Assistance is flexibly administered and less bound by statutory criteria than Development Assistance. The money is used for a broad range of economic programs, such as: commodity import, or balance of payments programs designed to sustain economies or support stabilization activities; cash grants for budget support and for the indirect costs of special host country programs, such as repositioning defense lines in Israel; and refugee programs. Assistance may also be in the form of traditional technical or capital assistance projects.

Present A.I.D. Supporting Assistance levels approximate $1.8 billion per year. They are programmed mostly in the Middle East, with Southern Africa a potential substantial recipient, when the political situation there clarifies.

(3) Food Aid (PL 480)

The U.S. food aid program is administered under the provisions of the Agricultural Trade Development and Assistance Act of 1954, commonly known as Public Law 480. That legislation makes clear that PL 480 food agreements are to serve multiple purposes: for surplus disposal; to develop and expand export markets for U.S. agricultural commodities; to combat hunger and malnutrition; to encourage economic development in developing countries; and to promote U.S. foreign policy.

When first created, the Food Aid program was primarily a surplus disposal measure. The emphasis changed, and in 1966 the Congress explicitly declared it to be U.S. policy to use food aid to carry out

the development purposes of the Foreign Assistance Act as well. At the same time, the House International Affairs Committee assumed jurisdiction over the foreign policy aspects of PL 480.

Higher priority is now given to allocating PL 480 food aid to those poor countries with food deficits that have made efforts to help themselves toward a greater degree of self-reliance, especially to increase food production through small, family farm agriculture, and to reduce the rate of population growth.

Title I of PL 480 authorizes concessional sales of U.S. agricultural commodities to friendly countries on long-term dollar repayable terms. These sales provide a foreign exchange resource to the recipient, contributute toward development of a market for U.S. agricultural products, provide a buffer against shortfalls in the recipient's domestic production, and enlarge the volume of food available for consumption. The recipient government, through resale of the agricultural commodities, generates funds which can be used for development purposes.

The law requires that 75% of Title I food must be allocated to countries with an average annual per capita GNP of $300 or less. In FY 1977, the Title I program will total about $930 million, about $60 million for ocean freight shipping costs, and the balance for 4.6 million tons of commodities.

Title II of PL 480 authorizes donations of agricultural commodities for disaster relief, to combat malnutrition (with highest priority to maternal and child health), and to promote economic and community development, frequently through food-for-work programs. Most Title II programs are administered by U.S. voluntary agencies, but donations are also made to the World Food Program, United Nations Relief and Works Agency (UNRWA) and United Nations International Children's Emergency Fund (UNICEF), and some grants are made directly to governments.

A recently enacted provision requires that a minimum of 1.3 million tons of commodities be provided under Title II, with a minimum of 1 million tons distributed through voluntary agencies and the World Food Program. In FY 1977 the Title II program will total about $550 million for 1.3 million tons of commodities, including $153 million in ocean freight.

(The administration of PL 480 is an interagency responsibility shared by United States Department of Agriculture (USDA), Office of Management and Budget (OMB), Treasury, Commerce, State and A.I.D. With respect to foreign policy, all functions under the Act are subject to the responsibilities of the Secretary of State, most of which have been redelegated to A.I.D. USDA has delegated to A.I.D. responsibility for administering the Title II donation program, and A.I.D. is responsible for coordinating food aid with other forms of

U.S. foreign assistance. Coordination and reconciliation of Agency interests is achieved within the framework of these delegations of authority and through the Interagency Staff Committee (ISC) which is chaired by USDA.)

b. The Multilateral U.S. Program

The Multilateral Assistance program involves U.S. contributions to international agencies engaged in development work. Normally, the Multilateral Program is divided into two categories: assistance to the International Financial Institutions (which are backstopped by the U.S. Treasury Department); and assistance to United Nations and other international development agencies (which are backstopped by the Department of State's Bureau for International Organizations).

Contributions to International Financial Institutions (IFIs)

The IFIs include: the World Bank family (especially, the International Development Association--IDA--which is the "soft-loan window" of the World Bank, in addition to the International Finance Corporation--IFC), the Inter-American Development Bank (IDB), and Asian Development Bank (ADB). Assistance through these institutions has grown substantially over the last 15 years; in FY 1977 it will be roughly 30% of the total U.S. Development Assistance program. The IFIs have provided a steadily increasing share--now over one-fourth--of the Development Assistance receipts of developing countries.

U.S. contributions to the Banks are made both for lending at near commercial rates, and for concessional lending through so-called "soft-loan windows." Our contributions are normally divided into paid-in capital and callable capital. The paid-in portion involves a straight contribution of funds for relending. The callable capital provides backing for bonds and other securities sold in the international money markets to raise money for bank lending. Funds that are callable are held by the U.S. Treasury and are not transferred to the Bank.

(1) The World Bank (IBRD)

The World Bank is now undergoing an $8.3 billion Selective Capital Increase of which the U.S. share over FYs 1978-80 will be $1,570 million, with $157 million paid in and the rest callable. With this, the Bank is expected to be able to lend $5.8 billion a year indefinitely without a capital increase.

(2) The International Development Association (IDA)

Commitment authority of IDA will run out at the end of June 1977, the end of the three years of the Fourth Replenishment (IDA IV). Discussions on the Fifth Replenishment (IDA V) are continuing, but cannot move forward until the U.S. is able to commit itself to some level and share. There is a tentative consensus around a $7.2 billion IDA V replenishment for FYs 1978-80, plus up to $0.8 billion from new OPEC donors.

(3) Inter-American Development Bank (IDB)

The U.S. share of the current $6.2 million IDB capital replenishment for FY 1976-78 is $1,650 million, of which $120 million is paid in (in three tranches) and $1,530 million is callable. IDB's soft window, the Fund for Special Operations (FSO), has a $1,045 million replenishment for FY 1977-79, of which the U.S. share is $600 million, in three tranches of $200 million each.

(4) Asian Development Bank (ADB)

The U.S. share of ADB's current $1.8 billion replenishment for FY 1975-77 is $362 million in three tranches. The next replenishment is $4.1 billion, with a U.S. share of $814 million, of which 15% would be paid in.

(5) African Development Fund

The U.S. is preparing to join the African Development Fund, the soft window of the African Development Bank. The Bank membership is limited to African countries, but non-African donor countries may join the Fund. Our initial contribution will be $25 million.

Voluntary Contributions to United Nations and Other International Development Agencies

Included in this subcategory are the U.S. voluntary contributions to the UN Development Program, the Organization of American States, the UN Children's Fund, the UN Relief and Works Agency and a number of other smaller UN agencies. (It should be noted that the U.S. also makes assessed contributions to the operating budgets of a number of international agencies. These are not part of economic assistance, and are provided for in the State Department's budget.)

3. Military Assistance

U.S. Military Assistance is administered by the Department of Defense (DOD), not A.I.D. It is authorized under the International Security Assistance and Arms Export Act of 1976, and consists of three different types of programs:

a. The Military Assistance Program (MAP) consists of grants of military hardware to friendly countries or international organizations to strengthen the security of the United States and promote world peace.

b. The Foreign Military Sales (FMS) involves DOD sales of material and related services to eligible allied and friendly nations on both a cash and credit basis in accordance with the 1968 Foreign Military Sales Act, as amended. Foreign aid is involved when appropriated funds are used to extend direct or guarantee of privately obtained credit.

c. The Foreign Military Training Program (FMTP) provides for the training on a grant basis of foreign military personnel in the United States.

A.I.D. participates in the budget review of military aid in order to express its concerns if the defense burden on a recipient LDC appears to interfere with economic and social growth. In addition, Section 620(s) of the Foreign Assistance Act requires the Administrator, acting for the President, to report annually to Congress on the extent to which a recipient of economic aid is spending its resources on defense.

The Congress applied severe restraints to military aid in the 1976 Security Act. All Military Assistance Advisory Groups (MAAGS) presently administering military aid and all military assistance grant programs (MAP) are to be terminated by September 30, 1977, except for special cases to be separately legislated.

* * *

The various components and subcategories of U.S. foreign assistance--which were described above, and which often change--are summarized on the following page.

4. Summary of Basic Components of U. S. Foreign Assistance

a. Economic Assistance

(1) Bilateral Assistance
- Development Assistance
  - A.I.D. administered
    - Food Production and Nutrition
    - Population Planning and Health
    - Education and Human Resources
    - Technical Assistance, energy, etc.
    - International Disaster Assistance
    - American Schools and Hospitals
  - Other
    - Peace Corps
    - Inter America Foundation
- Security Supporting Assistance (includes Middle East Special Requirements Fund)
- Food Aid (PL 480)
  - Title I
  - Title II

(2) Multilateral Assistance
- Contributions to International Organizations
- Contributions to International Financial Institutions
  - Inter-American Development Bank
  - Asian Development Bank
  - International Development Association

b. Military Assistance

(1) Military Assistance Program

(2) Foreign Military Sales

(3) Foreign Military Training

* * *

The tables on the next four pages show the total amount of U.S. foreign aid from fiscal year 1966 to the present. Table I shows total U.S. foreign assistance; Table II shows total A.I.D.-funded assistance; and Table III shows A.I.D. Development Assistance by the four major functional accounts. Table IV shows the number of countries and territories receiving economic and military assistance.

Table I

U.S. FOREIGN ASSISTANCE, 1966 - 1977
($ millions)

| | 1966 | 1967 | 1968 | 1969 | 1970 | 1971 | 1972 | 1973 | 1974 | 1975 | 1976 | TQ | 1977 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| A. Economic Assistance | 4,784 | 3,943 | 4,102 | 3,524 | 3,676 | 3,442 | 3,940 | 4,117 | 3,906 | 4,908 | 4,392 | 1,525 | 5,779 |
| Bilateral: | | | | | | | | | | | | | |
| Development Assistance | 1,634 | 1,502 | 1,439 | 1,009 | 1,261 | 1,165 | 1,303 | 1,252 | 1,022 | 1,154 | 1,021 | 330 | 1,240 i/ |
| Security Supporting Assistance a/ | 905 | 773 | 602 | 443 | 503 | 573 | 620 | 622 | 640 | 1,226 | 1,123 | 890 | 1,780 |
| Food Aid (PL 480) | 1,558 | 970 | 1,329 | 1,179 | 1,142 | 1,231 | 1,223 | 1,119 | 973 | 1,328 | 1,287 f/ | 156 g/ | 1,425 h/ |
| Other b/ | 195 | 179 | 174 | 175 | 177 | 170 | 504 | 223 | 310 | 277 | 230 | 60 | 250 |
| Multilateral: | | | | | | | | | | | | | |
| Contributions to IFIs | 354 | 374 | 424 | 480 | 480 | 180 | 142 | 775 | 814 | 784 | 599 | - | 745 e/ |
| Int'l. Bank for Reconst. & Dev. | - | - | - | - | - | - | - | 13 | - | - | - | - | - |
| Inter-American Development Bank | 250 | 250 | 300 | 300 | 300 | - | 104 | 405 | 282 | 348 | 225 | - | 270 |
| International Development Assoc. | 104 | 104 | 104 | 160 | 160 | 160 | 38 | 347 | 469 | 386 | 320 | - | 375 |
| Asian Development Bank | - | 20 | 20 | 20 | 20 | 20 | - | 9 | 62 | 50 | | - | 90 |
| African Development Bank Fund | - | - | - | - | - | - | - | - | - | - | 5 | - | 10 |
| Contributions to IOs | 138 | 144 | 135 | 138 | 113 | 123 | 149 | 127 | 147 | 139 | 132 | 89 | 413 |
| B. Military Assistance | 2,205 | 2,497 | 2,792 | 3,207 | 3,111 | 4,635 | 5,303 | 5,758 | 5,073 | 2,331 | 2,490 | 673 | 2,334 |
| MAP Grants | 975 | 877 | 594 | 455 | 385 | 766 | 556 | 594 | 789 | 583 | 234 | 78 | 312 d/ |
| Credit Sales (FMS) | 317 | 323 | 263 | 281 | 70 | 743 | 550 | 550 | 1,396 | 750 | 2,205 | 594 | 2,022 |
| Service Funded (MASF) Grants | 695 | 921 | 1,379 | 1,872 | 2,094 | 2,510 | 3,016 | 4,067 | 1,257 | 851 | - | - | - |
| Other c/ | 218 | 376 | 556 | 659 | 562 | 616 | 1,181 | 547 | 1,631 | 147 | 51 | 1 | - |
| C. Total U.S. Assistance | 6,989 | 6,440 | 6,894 | 6,731 | 6,787 | 8,077 | 9,243 | 9,875 | 8,979 | 7,239 | 6,882 | 2,198 | 8,113 |

a/ Includes Indochina Postwar Reconstruction, Middle East Special Requirements Fund, Contingency Fund, etc.
b/ Primarily Peace Corps, Inter-American Foundation, Narcotics Control, Darien Gap, Migration and Refugees, etc.
c/ Primarily transfers from excess stocks.
d/ Includes supplemental appropriation.
e/ Appropriation level.
f/ Title I includes T.Q.; Title II includes Transportation.
g/ Includes Title II Transportation.
h/ Includes Emergency Reserve and estimated Title II Transportation.
i/ Includes Disaster Assistance, American Schools and Hospitals Abroad, Lebanon Relief and Rehabilitation, Operating Expenses, Contingency Fund and other minor programs.

Table II

A.I.D. PROGRAM LEVELS, 1966 - 1977
by Account
($ millions)

| | 1966 | 1967 | 1968 | 1969 | 1970 | 1971 | 1972 | 1973 | 1974 | 1975 | 1976 | TQ | 1977 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Bilateral Program | | | | | | | | | | | | | |
| Development Loans | 739 | 674 | 615 | 474 | 534 | 464 | 386 | 458 | - | - | - | - | - |
| Alliance for Progress | | | | | | | | | | | | | |
| Loans | 505 | 439 | 429 | 248 | 330 | 232 | 245 | 229 | - | - | - | - | - |
| Grants | 79 | 82 | 78 | 76 | 80 | 81 | 80 | 74 | - | - | - | - | - |
| Technical Assistance | 234 | 234 | 218 | 195 | 186 | 186 | 184 | 172 | - | - | - | - | - |
| Functional Development Assistance | | | | | | | | | | | | | |
| Food and Nutrition | - | - | - | - | - | - | - | - | 306 | 500 | 407 | 115 | 481 |
| Pop. Planning and Health | - | - | - | - | - | - | - | - | 203 | 181 | 158 | 52 | 237 |
| (Population Planning) | - | - | - | - | - | 92 | 123 | 103 | (100) | (100) | (103) | (32) | (144) |
| Education & Human Resources | - | - | - | - | - | - | - | - | 101 | 93 | 71 | 12 | 117 |
| Selected Development Activities | - | - | - | - | - | - | - | - | 268 | 112 | 85 | 31 | 94 |
| Sub-Total | 1,557 | 1,429 | 1,340 | 993 | 1,130 | 1,055 | 1,018 | 1,036 | 878 | 887 | 720 | 210 | 929 |
| Other Assistance Programs | | | | | | | | | | | | | |
| American Schools & Hospitals Abroad | 7 | 11 | 11 | 15 | 26 | 13 | 20 | 26 | 19 | 18 | 17 | 6 | 20 |
| Disaster (including Rel. & Rec.) | - | - | - | - | - | - | - | - | 25 | 128 | 61 | 54 | 49 |
| Portugal & Portuguese Colonies | - | - | - | - | - | - | - | - | - | 20 | 3 | 1 | 1 |
| African Development Program | - | - | - | - | - | - | - | - | - | - | - | 5 | - |
| Refugee Relief (Bangladesh) | - | - | - | - | - | - | 194 | 100 | - | - | - | - | - |
| Famine & Disaster Relief - SAHEL | - | - | - | - | - | - | - | - | 25 | - | - | - | 1 |
| Albert Schwertzer Hospital | - | - | - | - | - | - | - | - | 1 | - | - | - | - |
| Prototype Desalting Plant | - | - | - | - | - | - | - | - | - | 20 | - | - | - |
| Lebanon Relief & Rehabilitation | - | - | - | - | - | - | - | - | - | - | - | - | 20 |
| Indochina Postwar Reconstruction | - | - | - | - | - | - | - | - | 502 | 431 | 9 | - | - |
| Security Supporting Assistance | 703 | 718 | 595 | 464 | 518 | 573 | 593 | 622 | 126 | 678 | 1,087 | 872 | 1,751 |
| Middle East Special Requirements | - | - | - | - | - | - | - | - | - | 100 | 36 | 18 | 29 |
| Operating Expenses 1/ | - | - | - | - | - | - | - | - | - | - | 196 | 54 | 198 |
| Foreign Service Retirement Fund | - | - | - | - | - | - | - | - | - | 16 | 16 | 1 | 17 |
| Contingency Fund | 209 | 50 | 28 | 14 | 21 | 26 | 33 | 27 | 16 | 2 | - | 1 | 5 |
| Other | 64 | 68 | 70 | 65 | 69 | 69 | 63 | 61 | 70 | 80 | - | - | - |
| Total Bilateral | 2,540 | 2,276 | 2,044 | 1,551 | 1,764 | 1,736 | 1,921 | 1,872 | 1,662 | 2,379 | 2,145 | 1,222 | 3,030 |
| Multilateral Programs | | | | | | | | | | | | | |
| International Organizations | 138 | 144 | 135 | 138 | 113 | 123 | 149 | 127 | 147 | 139 | 132 | 89 | 213 |
| International Fund for Agr. Dev. | - | - | - | - | - | - | - | - | - | - | - | - | 200 |
| Total Multilateral | 138 | 144 | 135 | 138 | 113 | 123 | 149 | 127 | 147 | 139 | 132 | 89 | 413 |
| Total A.I.D. | 2,677 | 2,419 | 2,176 | 1,690 | 1,877 | 1,861 | 2,072 | 2,001 | 1,809 | 2,519 | 2,276 | 1,310 | 3,433 |

1/ Operating Expenses for period 1966-1975 were funded from various program accounts. For 1976 Congress established a separate

Table III

A.I.D. Functional Development Assistance Accounts
Program Trends
(In thousands of dollars)

| | FY 1974 | | FY 1975 | | FY 1976 | | FY 1977 | |
|---|---|---|---|---|---|---|---|---|
| | $ | % | $ | % | $ | % | $ | % |
| Food and Nutrition | 275 | 35 | 436 | 57 | 407 | 56 | 481 | 52 |
| Population Planning and Health | 182 | 23 | 155 | 20 | 158 | 22 | 237 | 25 |
| Education and Human Resources | 89 | 11 | 79 | 10 | 71 | 10 | 117 | 13 |
| Section 106 Development Activities[a/] | 234 | 30 | 98 | 13 | 85 | 12 | 94 | 10 |
| Subtotal | 799 | 100 | 768 | 100 | 720 | 100 | 929 | 100 |
| Operating Expenses Charged to Above[b/] | 99 | n/a | 119 | n/a | n/a | n/a | n/a | n/a |
| Total[c/] | 878 | n/a | 887 | n/a | 720 | n/a | 929 | n/a |

a/ In FY 1976 the Foreign Assistance Act of 1961, as amended, was again amended to authorize funds under "Section 106 Technical Assistance, Energy, Research, Reconstruction and Selected Development Problems" to replace and incorporate the previous "Section 106 Selected Development Problems" and "Section 107 Selected Countries and Organizations". For comparability the two previous accounts are combined and shown under the new account in FYs 1974 and 1975.

b/ In FY 1976 an Operating Expenses appropriation was established to fund all operating and overhead-type costs for the Agency. In previous years these costs were funded from a smaller Administrative Expenses appropriation supplemented by charges to program appropriations. (The Administrative Expenses appropriation was discontinued after FY 1975 with the establishment of the Operating Expenses appropriation).

c/ Ties to Table II, "Functional Development Assistance, Sub-Total".

PPC/PB
11/22/76

Number of Countries and Territories Recei conomic and Military Assistance, 1975-77[a]

Tabl

| Region | Fiscal Year | Net Total Countries | Economic Assistance: Net Total Countries | Development Assistance | P.L. 480 Title I/II | Supporting Assistance | Other A.I.D. | Peace Corps | Military Assistance: Net Total Countries | MAP | Training | (Credit FMS |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| AFRICA[b] | 1975 | 37 | 37 | 10[b] | 37 | - | 1[c] | 26 | 6 | 1 | 6 | 4 |
| | 1976 | 38 | 38 | 16[b] | 37 | 1 | - | 27 | 6 | 1 | 6 | 4 |
| | 1977 | 39 | 39 | 22[b/d] | 36 | - | - | 26 | 6 | 1 | 6 | 4 |
| ASIA | 1975 | 16[e] | 15[e] | 8 | 14 | 1 | 4[g] | 6 | 12 | 7 | 11 | 6 |
| | 1976 | 15[e] | 14[e] | 9 | 11 | - | - | 6 | 10 | 5 | 10 | 6 |
| | 1977 | 15[e] | 14[e] | 8 | 11 | - | - | 5 | 10 | 5 | 10 | 6 |
| PACIFIC | 1975 | 7[h] | 7[h] | - | 1[h] | - | - | 7[h] | - | - | - | - |
| | 1976 | 6[h] | 6[h] | - | 1[h] | - | - | 6[h] | - | - | - | - |
| | 1977 | 6[h] | 6[h] | - | 1[h] | - | - | 6[h] | - | - | - | - |
| LATIN AMERICA | 1975 | 24[i] | 24[i] | 19 | 20 | - | 2[j] | 15 | 18 | 9 | 18 | 11 |
| | 1976 | 23[i] | 23[i] | 17 | 18 | - | - | 15 | 17 | 9 | 17 | 15 |
| | 1977 | 23[i] | 22[i] | 17 | 18 | - | - | 15 | 17 | 9 | 17 | 16 |
| NEAR EAST (includes Cyprus, Greece, Malta, Portugal, Spain) | 1975 | 20 | 18 | 5 | 12 | 5 | 3[k] | 8 | 11 | 5 | 9 | 6 |
| | 1976 | 19 | 17 | 4 | 11 | 8 | 1[l] | 8 | 11 | 7 | 10 | 7 |
| | 1977 | 17[m] | 15[m] | 4 | 11 | 8 | - | 7 | 9[m] | 4 | 8 | 7 |
| EUROPE | 1975 | 2 | - | - | - | - | - | - | 2 | - | 2 | - |
| | 1976 | 2 | - | - | - | - | - | - | 2 | - | 2 | - |
| | 1977 | 2 | - | - | - | - | - | - | 2 | - | 2 | - |
| TOTAL | 1975 | 106[n] | 101[n] | 42 | 84 | 6 | 10 | 62 | 49 | 22 | 46 | 27 |
| | 1976 | 103[n] | 98[n] | 46 | 78 | 9 | 1 | 62 | 46 | 22 | 45 | 32 |
| | 1977 | 102[n] | 96[n] | 51 | 77 | 8 | - | 59 | 44[m] | 19 | 43 | 33 |

a/ In each of the three "Net Total Countries" columns each country is counted once, regardless of how many types of assistance it receives.
b/ For accurate comparison, Special Self-Help and Development only countries are excluded from the FY 1975 and FY 1976 count as they are not enumerated in advance for FY 1977.
c/ Foreign Disaster Assistance Act funds for Somalia.
d/ Includes six Sahel and CWR regional countries in FY 1976 and nine in FY 1977 that are programmed for individual projects within the regional program.
e/ Includes Burma with International Narcotics Control funds only.
f/ Not used.
g/ One, Pakistan, Foreign Disaster Assistance Act funds; three, Cambodia, Laos, Vietnam, Indochina Postwar Reconstruction funds.
h/ Three are countries; the balance are territories (P.L. 480 recipient is a territory).
i/ Includes Argentina and Mexico in FY 1975 and FY 1976 and Mexico in FY 1977 with International Narcotics Control funds only.
j/ Famine or Disaster Relief funds for Honduras and Nicaragua.
k/ Cyprus-Famine or Disaster Relief Assistance funds; Portugal-Assistance to Portugal and Portuguese Colonies funds; Syria-Middle East Special Requirements Fund.
l/ The President's Budget proposed Security Supporting Assistance funds for Cyprus; Congress has authorized appropriations under Section 495, Cyprus Relief and Rehabilitation.
m/ FY 1977 assistance proposed for Spain is not available at this time, therefore Spain is excluded from the FY 1977 country count.
n/ Recap:-(1) includes 4 territories in FY 1975 and 3 in FY 1976 and FY 1977; (2) includes 3 countries with International Narcotics Control funds only in FY 1975 and FY 1976, and 2 in FY 1977; (3) Spain is excluded from the FY 1977 figures (see m/).



PPC/PB
/ /1/76

## 2. A.I.D. Organization and Functions

### a. Overall Structure

A.I.D. performs its functions under an Administrator, who (as noted above) reports to the Secretary of State and the President, and is charged with central direction and responsibility for the U.S. foreign economic assistance program. The Agency consists of a central headquarters staff in Washington, D.C., and a number of overseas missions and offices.

### b. Washington

The structure of the Agency headquarters is shown in the organization chart in Section VI.A. above. A.I.D./Washington includes: the Office of the Administrator; the Office of the Executive Secretary, which serves as a channel of communication between the Office of the Administrator and the Agency's senior staff; ten program and staff offices; four functional bureaus; and four geographic bureaus. A.I.D./W Bureaus and Offices and their responsibilities, briefly described, are as follows. (For detailed descriptions of their functions, see Section VI.H. below.)

A.I.D./W program and staff offices, which report directly to the Administrator, are:

-- The Office of Interagency Development Coordination - provides analyses and support to the Development Assistance Committee, chaired by the A.I.D. Administrator, in carrying out its responsibilities for the interagency coordination of U.S. policies affecting development.

-- The Office of Legislative Affairs - serves as the Agency's central point of contact with the Congress.

-- The Office of Public Affairs - ensures that information about A.I.D. objectives and programs is made fully and accurately available to the American public, both directly and through the news media.

-- The Office of the General Counsel - provides all legal advice and services to Agency officials, both in the United States and overseas.

-- The Office of the Auditor General - reviews the integrity of the Agency's operations through audits, appraisals, investigations, inspections, and the provision of security services.

-- The Office of Equal Opportunity Programs - ensures A.I.D. implementation of all Government regulations regarding equal opportunity for employees of, and applicants for employment with, the Agency, A.I.D. contractors, and A.I.D. grantees.

-- The Office of Food for Peace - coordinates A.I.D.'s role in the Food for Peace program, including the sale and donation of agricultural commodities under Titles I and II of P.L. 480 (the Agricultural Trade Development Assistance Act of 1954, as amended).

-- The Office of Foreign Disaster Assistance - coordinates the responses of U.S. agencies to foreign disasters.

-- The Office of Labor Affairs - provides leadership and policy guidance for Agency activities in the development-related labor and manpower fields.

-- The Office of Women in Development - coordinates Agency efforts to promote the integration of women into the national economies of developing countries.

A.I.D.'s four functional Bureaus have policy, program, and services responsibilities as follows:

-- The Bureau for Program and Policy Coordination - develops economic assistance policies, provides guidance for Agency analyses, program planning, budgeting and evaluation activities; coordinates the formulation, revision, and presentation to OMB of the Agency's program and budget; develops Agency-wide programming and budgeting systems; and manages the Agency's program planning and program management information systems.

-- The Bureau for Technical Assistance - provides professional leadership and guidance for Agency activities in the areas of Agriculture, Nutrition, Education and Human Resources, Health, Rural Development, Urban Development, Development Administration, and Science and Technology. In these areas, the Bureau manages the Agency's central research and development activities and provides technical expertise, advice and assistance to the Geographic Bureaus and the Missions in program development, implementation and evaluation.

-- The Bureau for Population and Humanitarian Assistance - administers A.I.D.'s activities in population and family planning and carries out programs to encourage and strengthen private and voluntary agency involvement in A.I.D.'s development activities.

-- The Bureau for Program and Management Services:

* provides centralized services for the Agency in the areas of participant training, direct contracting, commodity management, engineering, financial management, personnel, management planning, management operations, data management, and systems coordination;

* carries out the Agency's labor relations program;

* develops Agency policies in these areas;

* administers the American Schools and Hospitals Abroad program, the Housing Investment Guaranty program, and the centralized operational aspects of the Country-Financed Technical Services program; and

* coordinates A.I.D.'s role in international narcotics control activities as set forth in the agreement between the Department of State and A.I.D.

The four A.I.D. Geographic Bureaus--the Bureau for Africa, the Bureau for Asia, the Bureau for Latin America, and the Bureau for Near East--are each responsible for the planning, formulation implementation and evaluation of U.S. economic assistance programs in their assigned geographic areas. The geographic area responsibilities of each Bureau are as follows:

-- The Bureau for Africa is responsible for continental Africa and surrounding islands, with the exception of those countries bordering on the Mediterranean.

-- The Bureau for Asia is responsible for the entire Asia region, including East Asia, the South Pacific and South Asia, east of Afghanistan.

-- The Bureau for Latin America is responsible for all of Central and South America and the Caribbean.

-- The Bureau for Near East is responsible for the Middle East (including Afghanistan), North Africa, and the Mediterranean, (e.g., Portugal, Spain and Malta), as well as for limited European residual activities.

c. Overseas

1. A.I.D. Country Organizations

a. A.I.D. Country Organizations are located in countries where A.I.D. is carrying out bilateral economic assistance programs. The three types of A.I.D. Country Organizations are:

-- A.I.D. Missions (currently 33 worldwide), located in countries for which the U.S. economic assistance program is major and continuing, usually involving multiple types of A.I.D. in several sectors;

-- A.I.D. Offices (currently 12 worldwide), located in countries for which the U.S. economic assistance program is moderate, declining, or has limited objectives; and

-- A.I.D. Sections of Embassy (currently nine worldwide) located in countries for which the U.S. economic assistance program is very small or is being phased out. (These units are often headed by an Embassy economic officer and may be staffed only by A.I.D. foreign national employees.)

b. A.I.D. Country Organizations may perform the following functions:

-- Represent A.I.D. with the cooperating-country government and private organizations, with other U.S. Government and private organizations, with other bilateral donors, and with multilateral organizations.

-- Advise cooperating-country officials and institutions on key development problems, opportunities, and talent.

-- Develop A.I.D. strategy and program proposals for U.S. bilateral assistance to the country.

-- Prepare and/or review documentation for A.I.D. program and resource allocation decisions. Such documentation includes budget/manpower submissions; loan, grant, P.L. 480, and housing guaranty grant proposals; and program/project implementation documents.

-- Negotiate and execute agreements with the cooperating country, within the limits of delegated authority, program approvals, and AID/W instructions.

-- Monitor implementation of A.I.D.-financed programs and projects by the cooperating country and intermediaries (or, in rare cases, directly implement such programs and projects).

-- Provide or arrange for financial management services; maintain fiscal and accounting records where these

services are not provided by AID/W or the Offices for Multi-country Services; and provide financial reports as required by AID/W.

-- Provide or arrange for the administrative and logistical support of A.I.D. programs, projects, personnel (including participating agency personnel) and contractors -- either directly or through joint administrative support arrangements with the Embassy.

In general, A.I.D. Missions perform all of the above functions, while A.I.D. Offices and Sections of Embassy rely to a greater extent on AID/W and other U.S. overseas organizations.

2. Other A.I.D. Overseas Organizations

a. Development Assistance Coordination and Representation Offices (currently six worldwide), maintain liaison with various international organizations and represent U.S. and A.I.D. interest in development assistance matters. Such offices may be only partially staffed by A.I.D. personnel and may be headed by employees of other U.S. Government agencies. One major example of A.I.D.'s six Development Assistance Coordination and Representation Offices is the Office of the U.S. Representative to the DAC (Development Assistance Committee of the Organization of Economic Cooperation and Development (OECD)) headquartered in Paris.

b. Offices for Multi-Country Programs (currently 14 offices worldwide) administer A.I.D. overseas program activities which involve more than one country. These offices also perform "A.I.D. country organization" responsibilities for assigned countries.

c. Offices of Multi-Country Services (currently four worldwide) provide services to other A.I.D. overseas organizations, primarily A.I.D. country organizations and Multi-Country Program Offices.

d. Audit and Inspections Offices (currently four Audit and five Inspection Offices worldwide) are maintained by the Office of the Auditor General at overseas locations to carry out a comprehensive program of selected audits, investigations, inspections, surveys, reviews and security services for the Agency.

* * *

A.I.D. overseas organizations are listed by category and by country in section VI.I.1. and 2.

3. Division of Responsibilities Between Washington and the Field

A.I.D. is first and foremost a foreign affairs agency charged specifically with administering foreign economic assistance to developing countries. This role requires that the Agency maintain strong overseas organizations. The Agency's field missions are the primary links with the developing countries which A.I.D. was established to assist. The role of the Mission in representing A.I.D. and the U.S. Government on development-related matters, and in planning and executing assistance programs and projects is critical to the fulfillment of A.I.D.'s mandate under the Foreign Assistance Act as redefined by major amendments in 1973 and 1975. Within this context, A.I.D.'s overseas organizations are delegated sufficient authority and provided with the staff necessary to respond to LDC needs within new program and policy directions.

At the same time, the A.I.D. Administrator--in carrying out his responsibility for the overall direction of U.S. foreign economic assistance and for administration of appropriated and other funds made available to A.I.D.--is assisted by various A.I.D./W Bureaus and Offices, as well as by A.I.D.'s overseas organizations.

The division of responsibility between Washington and the field is based, in the final analysis, on the nature of the specific function to be performed. It also derives from such other factors as:

-- the legislative and budgeting process;

-- working relationships and contacts; and

-- the type of program to be administered, i.e., central research and development activities (where grants are made to U.S. institutions for work here and abroad) as contrasted with U.S. bilateral economic assistance programs in the less-developed countries.

Simply stated, the basic division of responsibilities between Washington and the field is as follows:

a. Overall policy and guidance for the development of the Agency's program must be established by the Administrator from Washington. The Bureau for Program and Policy Coordination (PPC) plays a major role in this area, along with other Bureaus and Offices for their specific areas of responsibility and as members of the Administrator's Advisory Council. The Geographic Bureaus provide additional guidance to the field for the development of regional and country programs in their areas.

b. Within this overall guidance, A.I.D. overseas missions develop--in close cooperation with the LDC government--a development assistance program (DAP), fitting together both A.I.D. and country priorities in an action plan. A.I.D.'s field organizations--again, working with the LDC institutions--design the specific assistance projects and activities to carry out the overall plan, as approved. In this task they are often assisted by the appropriate Geographic Bureau, either directly or by drawing on the expertise of other A.I.D. Washington staff (e.g., in TAB, PHA, FFP, or the Office of Housing in the SER Bureau), other Federal agencies, U.S. universities, U.S. private consulting firms, etc.

c. Projects are approved in Washington either by the appropriate Assistant Administrator or by the A.I.D. Administrator. In general, the Geographic Bureau Assistant Administrators approve most country assistance projects other than population/family planning projects which are approved by the Assistant Administrator for Population and Humanitarian Assistance. However, new projects involving grant elements of $2 million or loan elements of $10 million and projects which provide for a total project life of more than five years are approved by the Administrator.

d. Once programs and projects are approved, the A.I.D. mission has primary responsibility for implementation management--e.g., requesting specific implementation services from Washington; supervising A.I.D. contractors who are carrying out specific implementation actions; sending host country selected participants for training; and monitoring the arrival and use of commodities in project activities. The appropriate Geographic Bureau (or PHA, in the case of population activities) along with various offices in the SER Bureau provide program and project implementation services. These services include, for example:

-- locating and contracting with U.S. Government agencies, universities, private organizations, and industry to provide technical advice to the developing country;

-- placing and monitoring participant trainees in U.S. institutions; and

-- procurement of commodities, etc.

e. Overseas missions also have first-line responsibility for preparing budgets for their operating expenses and the programs they administer. These budgets are reviewed in Washington and put together by the appropriate Geographic Bureau for program activities (in coordination with PHA for population activities) and by the SER Bureau for operating expenses. PPC reviews these budgets (along with Interregional Budget submissions from A.I.D./W Bureaus and Offices with central program responsibilities) and puts together the Agency's

Budget Submission to the Office of Management and Budget. The Office of Legislative Affairs then coordinates the preparation of the Agency's Congressional Presentation.

f. Once funds are appropriated by the Congress and initial allocations are made to the Geographic Bureaus (and others), the missions are advised of the resources available for their approved program activities. Missions are then responsible for management of obligations and expenditures for all funds made available to them; for maintaining necessary fiscal and accounting records where such financial services are not provided from AID/W or a regional office overseas; and for providing required financial reports to Washington.

Some Agency projects are truly "interregional" in that they focus on development problems which are common to countries in more than one geographic area. The Agency's central research and development program is comprised of such projects. Central administration of this program is desirable for several reasons. First, it promotes the most efficient use of Agency funds to address common problems where specific technology does not exist or where adaptive research is required. Second, many A.I.D. research and development efforts are carried out by American universities, land grant colleges, and other research institutions at their U.S. locations as well as in the less-developed countries selected for inclusion in the specific research project effort. Relationships with these U.S. institutions as well as management of the central research program can be more effectively accomplished from Washington.

Some Agency functions are not amenable to overseas action and must be carried out by A.I.D. staff in Washington.

Liaison with the Congress and within the Executive Branch--particularly with the Office of Management and Budget--in the preparation and presentation of the Agency's annual budget submission is perhaps the most obvious of these functions. Another is providing information on A.I.D. programs to the American public. Coordination of development-related policies with other U.S. Government agencies would be difficult, if not impossible, to perform outside of Washington.

Much of the Agency's requirement for legal services must be met by a central legal staff in A.I.D.'s headquarters. Examples are: liaison with the Department of Justice; interpretation of statutes for Agency management; development of A.I.D. regulations; legal counsel for A.I.D. matters which require adjudication in the U.S. courts; and legal advice and services on contracts negotiated in Washington.

In addition to the program support services already described, the SER Bureau provides to the Agency generally and to the field specifically a number of management support services which could

not be done effectively--if at all--overseas. Among these are:

-- recruitment, assignment and training of American personnel;

-- central data processing;

-- a variety of logistic support and administrative services (e.g., procurement of real and personal property, automobiles, office equipment, etc; arrangements for the international travel of A.I.D. employees and their dependents going to or returning from overseas assignment; shipment and storage of their household and personal effects; the provision of mail, telegraphic and records processing and disposition services; and space planning and management, Agency wide).

Overall, the Geographic Bureaus serve as the bridge between A.I.D. Washington and the field. In this capacity they speak for the mission within Washington. As described above, the are also the conduit for providing policy guidance and overall program direction, and for coordinating the provision of program development and implementation assistance as well as program and management support services.

## I. B. MAJOR METHODS OF A.I.D. FINANCING

1. Dollars are appropriated to A.I.D. for Development Assistance and Security Supporting Assistance.

2. Dollars finance activities through loans and grants.

a. A loan is a transfer of resources, for the procurement of goods and services, which must be repaid over time.

b. A grant is a transfer of resources, usually for the procurement of goods and services, which is not repaid. Under Security Supporting Assistance, grants may be used to transfer cash to achieve short-term political objectives. Under Development Assistance, grants may be used to transfer cash to international organizations or domestic institutions for budgetary support.

3. Activities are classified as project or non-project (Program) assistance.

a. Project assistance provides goods and services for a specific activity to achieve a defined development objective. Project assistance is composed of capital assistance and technical assistance.

-- Technical assistance is usually financed by grants. However, for the more advanced less developed countries, or where capital and technical assistance are combined in one project, A.I.D. may choose to finance technical assistance with loans.

-- Capital assistance is usually financed by loans.

b. Non-project activities finance commodity imports or cash transfers to provide balance of payments assistance or budgetary support.

Non-project assistance for balance of payments support is currently financed only by Security Supporting Assistance. Budgetary support can be financed from Development Assistance or Security Supporting Assistance.

4. Current A.I.D. loan terms for Development Assistance and Security Supporting Assistance vary to some degree.

a. Most Development Assistance loan terms are 40 years, with a 10-year grace period. Interest is 2% for the grace period and

3% during the remainder of the repayment period. (This constitutes an effective grant element of 67%; the Development Assistance Committee (DAC) of the OECD uses a benchmark of 25% grant element for measuring a country's Official Development Assistance (ODA) level.) However, the FY 1977 legislation requires that at least $60 million in loans must be at 30 year terms and $30 million must be at 20 year terms.

b. The terms for Security Supporting Assistance are not prescribed by legislation, but are determined by the President. Most Security Supporting Assistance loan terms are 40 years with a 10-year grace period. Interest is 2% for the grace period and 3% during the remainder of the repayment period. For certain more developed recipient countries terms are harder.

5. Most A.I.D. loans and grants are made on a bilateral basis to less developed countries. However, A.I.D. grant contributions are also made available to: U.N. organizations; U.S. research and service institutions; American schools and hospitals abroad; and international research institutions.

I-C

SUMMARY OF AID PROGRAM LEVELS
By Geographic Region
($ millions)

| | 1975 | 1976 | TQ | 1977 |
|---|---|---|---|---|
| Latin America | 227.7 | 244.0 | 50.0 | 196.5 |
| Africa | 159.1 | 115.8 | 44.2 | 225.9 |
| Asia | 289.5 | 222.3 | 64.5 | 297.2 |
| Near East | 869.0 | 1,150.8 | 909.8 | 1,767.1 |
| Other Programs 1/ | 833.7 | 412.1 | 153.5 | 543.3 |
| Total - AID | 2,379.0 | 2,145.0 | 1,222.0 | 3,030.0 |

1/ Includes programs administered by Population and Humanitarian Assistance and the Technical Assistance Bureau, American Schools and Hospitals Abroad, Portugal and Portugese Colonies, Albert Schweitzer Hospital, Prototype Desalting Plant, Operating Expenses, Foreign Service Retirement Fund, Contingency Fund, and others.

## I. C. A.I.D. PROGRAMS BY GEOGRAPHICAL REGION

This Section describes A.I.D. programs in the four major geographical regions of the world in which the developing countries are located: Latin America, Africa, Asia, and the Near East. Separate A.I.D. Bureaus, headed by Assistant Administrators, are responsible for administering the A.I.D. programs in each of these regions.

The table on the following page shows total A.I.D. program levels - by geographic region - for FY 1975, FY 1976, the Transition Quarter, and FY 1977. Detailed information on the principal U.S. interests, the current social and economic situation, and specific A.I.D. programs in individual countries, appears in Section XI.

## I. C. 1. A.I.D. PROGRAMS IN LATIN AMERICA

### 1. Principle U.S. Interests in the Region

Latin America and the Caribbean have been the target of more specific development initiatives by the United States than any other region in the world.

A.I.D.'s sizeable resource transfers to the region in the middle and late 1960s contributed significantly to the impressive growth rates registered for Latin America through 1973. Toward the end of the decade, declining aid levels and the diversion of attention to the Vietnam and Mid-East crises raised questions in the minds of Latins about the degree of U.S. support for the Alliance and U.S. interest in Latin America.

Over the years, there has been a significant shift in the relative magnitudes of U.S. bilateral and multilateral programs in Latin America. International organization assistance to the region (largely lending by the IDB and World Bank in approximately equal shares) totalled $2,387.4 million in 1975, as compared with A.I.D. loans and grants of $227.7 million in the same year. A.I.D. assistance to the region, which constituted about two-thirds of total economic assistance in 1964, now accounts for less than one-tenth. A.I.D. is somewhat more important, -- about one-quarter of the total, -- when measured against the smaller multilateral total for only those countries assisted by A.I.D.

On the basis of Secretary Kissinger's commitments in 1974 to maintain assistance levels to Latin America, the sharp drop of bilateral assistance funds experienced from FY 1970 to FY 1974 was arrested. Assistance to the region in FY 1975 and FY 1976 leveled off at close to the FY 1974 figure of $232 million. It is projected to drop to $197 million in FY 1977. In June 1976 at Santiago, the Secretary renewed his assurance to the Latin Americans that the U.S. gives high priority to Latin American economic and development problems. From FY 1974 to FY 1976 bilateral aid to the region represented about 30 percent of A.I.D. assistance to geographic regions, or 20 percent of A.I.D.'s total development assistance budget.

Close ties of interdependence bind the U.S. and Latin America together. Trade opportunities have expanded dramatically, with U.S. exports to the region tripling between 1968 and 1976 from $5.3 billion to about $17 billion; this is significantly in excess of aggregate U.S. exports to all of the rest of the

developing world. U.S. imports from Latin America rose from $5.1 billion to about $16 billion in the same period. The U.S. now has a trade surplus with Latin America: $950 million in 1975, and an estimated $400 million in 1976. This compares to a deficit in 1974 of $2,675 million.

Latin American and Caribbean countries constituted the third largest market for U.S. products, behind Canada and Western Europe. Nearly 70 percent of total U.S. private foreign investment in the developing world is concentrated in Latin America. The United States continues to depend on Latin American exports of iron ore and bauxite. The region is the U.S.'s primary supplier of coffee, cocoa, and bananas, and a major supplier of petroleum, sugar and copper.

While most Latin American countries began 1976 in a very vulnerable position, with their reserves weak and their short-term debt high, the economic signals are now more encouraging:

A five percent real growth rate is considered likely in 1976, up from three percent in 1975. Signs point to a healthy seven percent rate in 1977, a return to levels achieved in the first half of this decade. Total output in Latin America is now comparable to that of Western Europe in 1950. Further impressive growth can be anticipated.

Gains in real per capita income have been made despite setbacks caused by the double blow of higher oil prices, and the impact of world recession accompanied by rampant inflation. However, Latin America's external debt structure, particularly in countries like Brazil and Mexico, is precarious.

The world economic upheaval did leave behind a heavy burden on Latin American nations. But these economic problems are manageable with the continued cooperation of the industrialized world.

Food production has barely kept up with spiraling population. The population problem remains critical despite an encouraging drop in the last year in the rate of population growth from 2.9 percent to 2.6 percent. Even at the lower rate, more than 300 million people will be added to the population of the region in the next three decades. While overall Latin America development continues at a good pace, benefits of growth have not been distributed equally. Growth in some situations has exacerbated inequities, while the maldistribution of benefits has in itself become a constraint to growth.

2. Program Strategy and Content for the Region

In Latin America, A.I.D. is concentrating on the following areas:

In Food and Nutrition, for example, A.I.D. is trying to determine through its sector analysis procedures what approaches to the complex problems of food production and nutrition are most likely to provide maximum benefit to the rural poor majority. Depending on circumstances in particular countries, A.I.D. is coming up with programs such as the construction of access roads to help with marketing, the establishment of workable channels for agricultural credit to the small farmer, research to help diversify crops, and the provision of agricultural extension and basic technical assistance that addresses the needs of the small farmer.

In education, past A.I.D. policies concentrated primarily on the development of formal kinds of education systems; and, while considerable progress was made in this area, A.I.D. is now pursuing new, non-formal means of educating people who do not have ready access to traditional kinds of educational facilities. Jointly with its colleagues, in Latin America and the Caribbean, A.I.D. is beginning to develop systems of non-formal education that are more applicable to the needs of rural agrarian societies. These include: radio education, practical adult education, literacy training for farmers, and other types of non-formal programs. A.I.D. has found that a traditional school structure is not always a prerequisite to an effective educational system in rural societies.

In health and family planning, much of A.I.D.'s programming is aimed at developing overall health delivery systems in the rural sector. By upgrading current systems and extending others further into rural areas, A.I.D. is helping to provide preventive and curative health services to the rural poor, and at the same time an institutional structure that enables them to obtain family planning information and services.

Essentially A.I.D. views the Latin American countries on a broad continuum in terms of their development requirements, with the distinction between groups largely arbitrary, and with wide differences between countries within each category. In the least developed group are Haiti, Bolivia, Honduras, El Salvador, and the Associated States of the Caribbean. For the countries in this group A.I.D. proposes to bring to bear the full range of A.I.D. development tools and resources, consistent with absorptive capacity and a logical division of labor with other donors.

The second group includes Costa Rica, the Dominican Republic, Guatemala, Guyana, Jamaica, Nicaragua, Panama, Paraguay, and Peru. Obstacles to broadbased and sustained development in many of these countries are as deep-seated and as severe as in the

poorest countries. Income has increased though in a highly concentrated fashion. A.I.D.'s strategy with this group of countries is to focus on selected development bottlenecks, essentially of a human resource or institutional nature, with projects directly benefitting the poor in the primary sectors of A.I.D.'s emphasis.

The third group encompasses all countries in Latin America where A.I.D. has phased out or has plans to phase out. These are countries with diverse but higher incomes and varying levels of institutional and human resources capacity still requiring external assistance, including flows of technology and capital resources, if on less concessional terms.

A.I.D. has intensified its efforts to strengthen the developmental role of private voluntary organizations. A.I.D. is supporting overseas programs planned and carried out by these organizations with minimum A.I.D. supervision in the key sectors identified by the Agency's development assistance strategy for each country. In 1969, the Inter-American Foundation was established to foster social development in Latin America by supporting projects proposed by local non-governmental groups and organizations. By January 1976, it had supported 357 projects in 27 countries, for a total of $56 million, utilizing both appropriated funds and repayments of Social Program Trust Fund monies.

Bilateral assistance is obviously only one of the instruments employed in the U.S.'s approach to relations with the region, especially in the context of the North-South range of issues. The U.S. has launched several positive initiatives. But while these initiatives have improved the environment, even if successfully consummated, they will not do the trick. Moreover, what A.I.D. says now about our assistance intentions in the next year or so is particularly important in light of several recent unfortunate developments.

-- The tripling of the U.S. sugar tariff, which directly affects many countries in the region.

-- The rising friction associated with the U.S. meat import program.

-- The disappointing Congressional shortfall on the IDB Fund for Special Operations replenishment which will limit IDB lending to precisely those countries which would be affected by a bilateral aid cutback.

-- The constant tensions associated with the General System of Preferences (GSP) issues and the U.S.'s inability to reverse the OPEC exclusions of Ecuador and Venezuela.

Under these circumstances, bilateral assistance proposals from the Executive Branch to the Congress will play a strategic role: they could be underscored as an expression of the U.S.'s continuing commitment and special concern for the region, and thereby help to negate the unfavorable impact of the assorted recent blows to Latin American interests; or they could be interpreted as part of a negative pattern of U.S. decisions, adverse to their economic and developmental concerns.

There is a need to examine present and projected U.S. bilateral assistance policies in Latin America. This examination, while reflecting decisions on how the U.S. relates to the developing world, will need to take account of the special aspects and requirements of the Latin American region.

3. Regional Program Levels

($ millions)

| | 1975 Actual | 1976 Actual | TQ Actual | 1977 Estimated |
|---|---|---|---|---|
| Development Assistance | 224.4 | 219.0 | 50.0 | 196.5 |
| A.I.D. Loans | 163.5 | 178.6 | 32.5 | 146.7 |
| Country Programs | 150.0 | 158.6 | 17.5 | 141.2 |
| ROCAP | 5.0 | - | 15.0 | - |
| Caribbean Regional | 8.5 | 16.0 | - | 5.5 |
| LA Regional | - | 4.0 | - | - |
| A.I.D. Grants | 60.9 | 40.4 | 17.5 | 49.8 |
| Country Programs | 34.5 | 24.6 | 12.4 | 31.4 |
| ROCAP | 1.4 | 2.4 | 1.0 | 2.6 |
| Caribbean Regional | 0.1 | 0.5 | 0.2 | 0.7 |
| LA Regional | 24.9 | 12.9 | 3.9 | 15.1 |
| A.I.D., other (Disaster Assistance) | 3.3 | 25.0 | - | - |
| Sub-Total, A.I.D. | 227.7 | 244.0 | 50.0 | 196.5 |
| Public Law 480 | 115.3 | 162.3 | 16.8 | 98.0 |
| Title I | 56.6 | 59.0 | - | 24.3 |
| Title II | 58.7 | 103.3 | 16.8 | 73.7 |
| Total U.S. Economic Assistance | 343.0 | 406.3 | 66.8 | 294.5 |

This concludes the overall discussion of A.I.D. programs in the Latin America Region. Specific information on A.I.D. programs in individual LA countries appears in Section XI.

## I. C. 2. A.I.D. PROGRAMS IN AFRICA

### 1. Principle U.S. Interests in the Region

The African continent contains the largest number of poor countries in the developing world -- 18 of the world's 29 least developed. Social and economic indicators reflect the low standard of living experienced by most Africans. For example, in terms of illiteracy (about 83%), life expectancy (43 years), and people per doctor (14,900), the average for Africans is worse than in most developing areas of the world. All problems are compounded by an average annual population growth rate of 2.7%. In view of these bleak conditions, it is not surprising that social and economic development has been a predominant interest of most African governments, practically all of whom have experienced less than two decades of independence.

United States interests in general have been related to our interests in maintaining international peace. The U.S. has sought to assist African nations pursue economic development objectives while maintaining political stability. Within the past two years, a major objective has been to help avoid major conflicts and violence as major political transitions occur in Southern Africa. In economic terms, U.S. trade with and investment in Africa south of the Sahara remains a small share of total U.S. trade and investment, but is showing growth in absolute terms. U.S. investment in South Africa represents only about a quarter of U.S. investment south of the Sahara. The U.S. has also had a humanitarian interest in Africa, demonstrated most recently by the growing U.S. role in coordinating efforts to spur long-term recovery in drought stricken Sahelian Africa. Historically the U.S. has special ties to Liberia specifically, and increasingly a greater cultural interest as Black Americans develop closer association with their African heritage.

### 2. Program Strategy and Content in the Region

Food production continues to be the single most critical development problem. About 75% of Africa's population depends directly on agriculture for livelihood. Per capita agricultural production has declined in this decade -- in large part a result of the severe drought. The United States has directed special attention to overcoming the impact of this drought which was most severe in the Sahelian countries of West Africa, but also affected Ethiopia, Kenya and Tanzania among other nations. In the Sahel, experts have estimated that livestock production fell by about 40% and food crops production by 25%. Since 1973, the United States has provided over $250 million in A.I.D. and PL 480 assistance for large-scale relief and recovery efforts. In FY 1976, the Congress authorized $5 million for the African Development Program which is to finance planning of a long-term comprehensive development program for the Sahel and other

drought-stricken nations. A major multilateral effort is now underway aimed at initiating a special program in FY 1978.

In other parts of Africa, U.S. development strategy has also concentrated on increasing food production. In FY 1977, about two-thirds of the total $161 million in Development Assistance funds is programmed for the rural sector. In practically all country programs, emphasis is on expanding food crops and livestock production. Whereas in the past much of U.S. assistance was directed, by necessity, at developing the institutional structures to support agricultural development, priority is currently on expanding manpower skills and financing food production projects in rural areas.

In other sectors such as health, U.S. efforts are concentrated on developing viable systems to extend health services to rural areas. Today most Africans live in rural areas almost totally devoid of health services. The majority of Africans suffer from the ravages of infectious and communicable diseases, poor environmental sanitation, and poor nutrition. These health problems are aggravated by shortages of health manpower, shortage and maldistribution of health facilities, and lack of infrastructure facilities. Special initiatives are directed toward elimination of diseases such as onchocerciasis and smallpox. Efforts in family planning are expanding slowly as African nations seek to develop such services primarily in conjunction with integrated health services systems.

The scarcity of trained manpower is almost a universal restraint throughout Africa in planning and carrying out development programs. Wherever possible, A.I.D. assisted education activities are linked closely with projects aimed at rural development. In other areas the U.S. is providing more general training to expand the pool of skilled personnel in all primary areas of development. Such programs are available for the countries recently independent from Portugal and for South African nationals and students from Namibia. Of critical importance is the need to expand managerial skills within African governments as their development programs grow. Practically all AID-financed projects include training components designed to meet this need.

Aside from the regular development assistance to Africa, the United States has sought to assist those countries seriously affected by severe budgetary problems, principally because of declining raw material prices. Zaire and Zambia have been particularly hard hit, and the U.S. is providing Supporting Security Assistance (SSA) to both of these countries. Also in FY 1977, the U.S. plans to provide SSA funds to Botswana to help that country meet problems growing out of the Rhodesia crisis. Similarly, the U.S. is anticipating new requirements for SSA funds in FY 1977 and FY 1978 as part of the international effort to assist in the political changes in Southern Africa aimed at self-determination, majority rule, and equal rights for all people of the region.

Despite the growing U.S. interest in Africa, the U.S. has generally been a relatively minor donor to the region. U.S. A.I.D. assistance has typically been less than 10 percent of the annual bilateral and multilateral aid flow to Africa and less than 15 percent when other types of U.S. economic assistance, principally PL 480 programs, are included. France, the U.K., the European Community, the World Bank family and the UNDP are principal donors. The U.S. level of assistance is expected to rise in the near future, however, as a result of increasing priority given to assisting the poorest nations, the Sahel recovery program, and the political transition in Southern Africa.

3. Regional Program Levels

| | ($ millions) | | | |
|---|---|---|---|---|
| | 1975 Actual | 1976 Actual | TQ Actual | 1977 Est'd |
| Development Assistance | 159.6 | 103.8 | 44.2 | 169.9 |
| A.I.D. loans | 59.1 | 26.4 | 3.5 | 54.3 |
| A.I.D. grants | 46.7 | 55.5 | 20.2 | 106.9 |
| A.I.D. other | 53.8 | 21.9 | 20.5 | 8.7 |
| Security Supporting Assistance | - | 12.0 | - | 54.0 |
| A.I.D. loans | - | 10.0 | - | 50.4 |
| A.I.D. grants | | 2.0 | - | 7.6 |
| A.I.D. other | - | - | - | - |
| Other A.I.D. Assistance | - | - | - | - |
| Sub-Total A.I.D. | 159.1 | 115.8 | 44.2 | 225.9 |
| PL 480, Title I | 16.2 | 15.1 | - | 53.2 |
| PL 480, Title II | 94.9 | 69.5 | 8.7 | 54.7 |
| Total U.S. Economic Assistance | 270.2 | 200.4 | 52.9 | 335.8 |

This concludes the overall discussion of A.I.D. programs in the Africa Region. Specific information on A.I.D. programs in individual African countries appears in Section XI.

## I. C. 3. A.I.D. PROGRAMS IN ASIA

### 1. Principal U.S. Interests in the Region

A.I.D. assistance to eight countries in Asia (Bangladesh, India, Indonesia, Nepal, Pakistan, Philippines, Sri Lanka and Thailand) is an essential component of U.S. policy in the region. With the exception of Pakistan, U.S. principal interests in South Asia are humanitarian in nature. In East Asia, U.S. principal interests are more closely related to foreign policy and development considerations.

A.I.D. assistance also helps to assure regional political stability and to bring about policies for greater sharing by the majority of the people in the benefits of development. Finally, U.S. aid promotes cooperation between these countries and the U.S. on international problems such as narcotics control and environmental pollution.

The economies of the eight countries continue to be adversely affected by the world economic situation. In 1975 the balance of payments deficit of these countries increased to nearly $7 billion - merchandise imports in 1975 grew $2.5 billion while exports remained basically unchanged from 1974,after a very pronounced growth in 1974.

Poverty in these eight countries is pervasive. The total present population of the eight countries is almost one billion, it is growing by an estimated 22 million each year; and the forecast is for a two-billion total population by the year 2000.

The average per capita GNP in each country, with the exception of the Philippines and Thailand, is less than $200 a year; in these latter two countries it is a little over $300 a year.* More than 25% of the children die before they reach school age. Countless millions suffer permanently in mind and body from severe malnutrition as infants. Debilitating disease goes largely untreated since the majority of people have no access to medical care.

### 2. Program Strategy and Content in the Region

A.I.D.'s primary program emphasis in Asia is to provide assistance which will help increase food production. A.I.D.'s proposal for a long-term objective in this area is to aid in reaching a 3.5% annual growth rate in foodgrain production by 1985. The recent average

*GNP rates are '74 new from '76 World Bank Atlas.

annual growth rate in foodgrains in the region has, at 2.5%, just barely kept abreast of population growth. The higher rate is needed in order to meet the poor people's nutritional requirements and overcome serious caloric deficiencies in the eight countries with A.I.D. programs. An additional reason for tying much of U.S. aid to increase food production is that Asia will account for 50% of the world foodgrain deficit in 1985 unless there are increases in food production and decreases in population growth rates.

The second long-term objective, therefore, is that of reaching replacement-level fertility in the eight countries by the year 2000. An admittedly very ambitious target, it is nevertheless essential that population growth rates be reduced in order that the majority of Asians realize improved economic and social conditions in their lives.

3. Regional Program Levels

| | ($ millions) | | | |
|---|---|---|---|---|
| | 1975 Actual | 1976 Actual | TQ Actual | 1977 Est'd |
| Development Assistance | 289.2 | 222.3 | 64.5 | 297.2 |
| A.I.D. loans | 208.0 | 171.9 | 47.4 | 193.0 |
| A.I.D. grants | 39.5 | 50.4 | 17.1 | 104.2 |
| A.I.D. other | 41.7* | | | |
| Security Supporting Assistance | .3** | - | - | - |
| Sub-Total A.I.D. | 289.5 | 222.3 | 64.5 | 297.2 |
| PL 480, Title I | 497.7 | 448.5 | - | 381.5 |
| PL 480, Title II | 144.3 | 157.9 | 41.9 | 169.2 |
| Total U.S. Economic Assistance | 831.5 | 828.7 | 106.4 | 845.9 |

* Disaster Relief for Pakistan; $27.5 million
Indochina Postwar Reconstruction; $14.2 million
** Philippines, Typhoon Disaster Relief

This concludes the overall discussion of the A.I.D. programs in the Asia Region. Specific information on A.I.D. programs in individual Asian countries appears in Section XI.

## I.C.4. NEAR EAST REGIONAL PROGRAM

### 1. Principal U.S. Interests in the Region

A.I.D.'s Near East Bureau manages Security Supporting Assistance, the Middle East Special Requirements Fund, Development Assistance, and Disaster Relief assistance in 14 countries. In FY 1977 this aid program has an aggregate value of $1,767 million, or 52% of the total A.I.D. budget.

In addition, the countries of this region are major recipients of PL 480 Title I and II food aid; $304 million, or 24% of the total PL 480 budget, is planned for their use in FY 1977. Several of the oil rich Arab countires receive reimbursable technical assistance under Section 607 of the Foreign Assistance Act, and several others benefit from the American Schools and Hospitals programs under Section 214 of the Foreign Assistance Act.

This major aid commitment to the Near East region is fully matched in magnitude by the U.S. interest it seeks to support.

The dominant U.S. interest is in achieving a peaceful solution to the Middle East conflict, and a stable supply of oil. In FY 1977, the four "confrontation" states (Israel, Egypt, Jordan, and Syria) will receive the largest share of U.S. aid. These countries have major economic problems which, if eased, will reduce tension and provide the confidence to pursue a peaceful solution to the Middle East conflict.

While the Near East region has oil-rich countries, it also contains some of the poorest nations of the world. Yemen and Afghanistan, with per capita incomes of only $100 or less, are among the "least developed." Tunisia and Morocco are relatively more advantaged, but have major development problems; and major portions of their population living in severe poverty. These four countries receive most of the Near East Bureau's Development Assistance in the form of grants and loans directed to the urgent problems of their poor.

The balance of the Near East Bureau's program--mainly $112 million in Security Supporting Assistance--is devoted to special country situations. This includes such programs as: help for Portugal, in its efforts to deal with major economic difficulties, and develop democratic institutions; help to Cyprus for its refugee problems; and assistance to Spain, Malta, and Bahrain in connection with military base facilities.

### 2. Program Strategy and Content in the Region

Middle East Peace -- The four countries of Israel, Egype, Jordan and Syria are receiving assistance totaling $1,585 million from

the Security Supporting Assistance appropriation. Another $180 million of concessional PL 480 agricultural sales is programmed for Egypt. Israel and Jordan are, in addition, receiving $1,130.8 million in military assistance. Finally, $29.1 million is available from the Middle East Special Requirements Fund to finance the American Sinai Support Mission in its peace-keeping surveillance role; for private voluntary agency development activities for people on the "West Bank"; and for contingencies.

These four nations continue to face serious economic difficulties, and seek our help. Our assistance provides Israel with the resources needed to maintain its economic stability and its security, and hence to persevere in the negotiating process. The aid program gives tangible expression to our new and fruitful relations with the Arab nations most directly involved in the conflict. It evidences our interest in their economic problems, and encourages those which are seriously prepared to work for peace. In sum, it supports the peaceful development of the area, thereby easing tensions and reducing the incentives to violence and conflict.

By country:

U. S. Supporting Assistance to Israel is designed to assist it in mitigating its chronic balance-of-payments deficit. Some of the assistance is in the form of a cash grant, with the remainder funding a commodity import program.

In Egypt, the U.S. assistance is designed to assist in alleviating balance-of-payments problems, in reconstructing the Suez area, and in furthering general economic development. About 2/3 of the assistance goes to Suez reconstruction and other economic development projects.

Assistance to Jordan is designed to maintain economic stability and to develop its economy. One third of the assistance goes to economic development projects, and the remainder for support of the Government's civilian budget.

Support for Syria is programmed for projects in support of its long-term development program.

Development/Humanitarian Assistance -- Four of the less developed countries in the region--Morocco, Tunisia, Yemen and Afghanistan--are programmed to receive $38 million in 1977 from the Development Assistance Appropriation.

Assistance in these countries is focused on activities in population, rural/agricultural development, and strengthening of human resources in support of the Agency's "New Directions." Primary attention is given to Yemen and Afghanistan, which are among the poorest nations in the world.

Special Programs -- Particular U.S. policy interests arising from disasters or political and economic crises--and certain long-term special U.S. policy interests--are being met by economic assistance and disaster relief funds managed or monitored by the Near East Bureau. These include:

Portugal -- which is facing serious economic problems, because of its political difficulties, and an influx of some 800,000 refugees from its former African colonies. U.S. assistance of $65 million is provided for 1977 as part of an effort to strengthen the economy, and inter alia, the growth of democratic institutions in that country. This assistance is for refugee relief, low cost housing development, health, and rural development programs. Another $50 million in concessional agricultural sales is planned under PL 480.

Lebanon -- which has suffered a devastating civil war, that caused massive destruction and great human suffering. Some $20 million is available for relief and rehabilitation through international and private organizations.

Cyprus -- which as a result of a coup d'etat and subsequent Turkish intervention in 1974 has had to cope with an influx of over 200,000 refugees. Help has been provided for refugee relief. $25 million was provided in FY 1976. This decreases to $17.5 million in 1977, as the refugees begin to be assimilated into the rapidly growing Cypriot economy. In addition, the U.S. contributes $9.6 million of the $27 million budget of the United Nations Force in Cyprus (UNFICYP).

Bahrain and Malta -- Small amounts are provided to Bahrain for technical advisory services in recognition of their cooperativeness in providing port facilities for U.S. naval vessels. The U.S. contributes $9.5 million of $47 million a year to a NATO-supported agreement with Malta, under which United Kingdom forces are stationed in Malta.

Spain -- As provided for in the recent treaty governing the use of base facilities, $10 million is provided for scientific and cultural exchanges.

Regional Programs -- $0.5 million is provided to support the economic programs of CENTO, and $1 million is provided for scholarships at the American University of Beirut.

## 3. Regional Program Levels

| | 1975 Actual | 1976 Actual | TQ Actual | 1977 Estimated |
|---|---|---|---|---|
| | | ($ millions) | | |
| Development Assistance | 64.9 | 40.1 | 19.7 | 41.0 |
| AID loans | 19.4 | 13.0 | - | - |
| AID grants | 20.5 | 17.1 | 4.7 | 5.0 |
| AID other (Famine and Disaster Relief) | 25.0 | 10.0 | 15.0 | 36.0 |
| Security Supporting Assistance | 675.1 | 1075.15 | 871.7 | 1697.0 |
| AID loans | 202.95 | 396.5 | 635.5 | 1086.0 |
| AID grants | 472.15 | 678.65 | 236.2 | 611.0 |
| AID other | | | | |
| Protype Desalting Plant Grants | 20.0 | - | - | - |
| Portugal and Portuguese Colonies | 15.0 | - | - | - |
| AID loans | 0.7 | | | |
| AID grants | 14.3 | | | |
| Middle East Special Requirements Fund | 94.0 | 35.6 | 18.4 | 29.1 |
| AID loans | 88.0 | - | - | - |
| AID grants | 6.0 | 35.6 | 18.4 | 29.1 |
| Other AID Assistance | (20.0) | (25.0) | (20.0) | (45.0) |
| HIGs* | (20.0) | (25.0) | (20.0) | (45.0) |
| Sub-Total, AID | 869.0 | 1150.65 | 909.8 | 1767.1 |
| Public Law 480, Title I | 140.9 | 313.7 | a/ | 253.3 |
| Public Law 480, Title II | 49.2 | 46.03 | a/ | 50.9 |
| Total U.S. Economic Assistance | 1059.1 | 1510.58 | 909.8 | 2071.3 |

a/ Estimated amounts for FY 1976 and TQ are combined under FY 1976.

*NE only, (HIG's are non-add)

This concludes the overall discussion of A.I.D. programs in the Near East Region. Specific information on A.I.D. programs in individual countries of the Near East appears in Section XI.

## I. D. A.I.D.'s CENTRALLY FUNDED PROGRAMS

### 1. Programs Administered by the Bureau for Population and Humanitarian Assistance (PHA)

#### a. Population Program

##### (1) Authority and Funding

The population and family planning program was initiated in FY 1965 and formally authorized under Title X of the Foreign Assistance Act of FY 1968. At that time $35 million from development grant assistance funds were earmarked for this purpose. Each year thereafter, funding levels increased until they reached a peak of $125 million in FY 1973. While A.I.D. requests continued to climb, Congress cut the FY 1974 appropriation to $100 million and held it at that level until FY 1977. The FY 1977 level is about $144 million.

Since FY 1972, when the structure of Foreign Assistance appropriations changed to a functional basis (from a basic grant-loan split), funds for population activities have been provided from the Population Planning and Health account (Section 104). Under current legislation, 67% of all new obligational authority provided under Section 104 must be applied to population and family planning activities. The remainder is to be used for health programs. Legislation proposed for FY 1978-1979 would separate this appropriation into two accounts and remove the percentage control, thereby enabling growth of the health portion of the program on its own merit without formula constraint.

##### (2) Program Composition

The population program consists of six interrelated functional areas:

-- Demography (demographic and social data collection and systems development)

-- Policy and Social Science Research (country policy stimulation, development planning assistance, and research on the influences of culture on fertility)

-- Biomedical and Operational Research (fertility control techniques, and field testing of new technology and service delivery systems)

-- Family Planning Services (delivery of services and commodities)

-- Information and Communication (delivery of information to policy makers, field workers and reproducers)

-- Manpower (training activity and support to institutions which provide training)

(3) Program Distribution and Administration

The program is delivered in three major ways:

-- Bilateral assistance is currently planned or provided to 34 countries, including one to be funded from the Supporting Assistance appropriation. These programs are integrated, when appropriate, with health or programs in other sectoral areas. Staff assigned to manage these programs in USAID Missions report to the Mission Director but receive technical support from the Office of Population in the Population and Humanitarian Assistance Bureau (PHA). Funds for these programs are allocated by the PHA Bureau with the concurrence of the A.I.D. Geographic Bureau concerned and are normally provided on a grant basis to host country institutions.

-- Interregional assistance is managed centrally in the Population Office and is aimed at complementing the bilateral programs or extending support and assistance where conventional bilateral governmental agreement is either not possible, efficient, or prudent. At present there are over 60 such program delivery mechanisms which range from broad program support grants with large international intermediary groups (e.g., the International Planned Parenthood Federation), to contracts with private firms, universities, or other government agencies to organize commercial contraceptive distribution systems, conduct specific research, etc.

-- Multilateral assistance is channeled through the Bureau of International Organization Affairs (IO) of the Department of State, to the United Nations Fund for Population Activities (UNFPA). U.S. support for UNFPA currently represents about 28% of their budget -- down from an initial 80% when the fund was established in 1968.

Population programs are summarized in Table A attached.

Table A

## A.I.D. Population Program Assistance - By Major Function

### Financial Summary FY 1965 - FY 1977 a/
($ millions)

| Function | FY 1965-1974 | FY 1975 | FY 1976 | TQ | FY 1977 (est.) | Total |
|---|---|---|---|---|---|---|
| Demography | 50.3 | 11.9 | 9.2 | 3.9 | 8.1 | 83.4 |
| Policy and Social Science Research | 32.4 | 4.8 | 4.2 | 1.2 | 9.2 | 51.8 |
| Biomedical and Operational Research | 61.1 | 5.6 | 8.6 | 1.5 | 14.8 | 91.6 |
| Family Planning Services | 280.2 | 53.0 | 55.7 | 19.7b/ | 73.5 | 482.1 |
| Information and Communication | 68.6 | 13.0 | 12.0 | 2.8 | 18.4 | 114.8 |
| Manpower | 105.5 | 11.7 | 13.3 | 3.4 | 19.4 | 153.3 |
| Total | 598.1 | 100.0 | 103.0 | 32.5 | 143.4c/ | 977.0 |

a/ Actual obligations for all years except FY 1977 which is estimated.

b/ Includes $7.3 million loan to Indonesia.

c/ Excludes Supporting Assistance funds expected in FY 1977.

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b. Private Voluntary Organization Support Program

(1) Authority and Funding

Support of various kinds has been provided to private and voluntary organizations (PVOs) from foreign assistance funds since the early days of the aid program. At the present time, centrally managed activities for which the PHA Bureau has responsibility are funded from the Selected Development Problems account (Section 106) and the Education and Human Resources Development account (Section 105). Funds from these and other Development Assistance accounts, as well as Food for Peace Title II resources, are also provided to the PVOs by A.I.D.'s geographic and functional bureaus for their overseas programs. PVOs also actively participate in disaster relief work, supported by A.I.D.'s Office of Foreign Disaster Assistance.

More recently, the 1973 Foreign Assistance Act directed that the involvement of PVOs be increased in the development arena by drawing upon their unique capacities to reach large numbers of poor people directly and by encouraging the increased application of their own substantial financial and manpower resources toward development objectives. In an effort to encourage a more meaningful and creative relationship, several new initiatives were started in 1974, including workshops, symposia, training sessions, and two new grant programs designed to strengthen the PVO development role overseas. As a result of these initiatives, PVOs are now better able to carry out programs with a strong development thrust. At the same time, they are more effective in responding to their constituencies and are establishing closer linkages with other agencies and with their host country counterparts. They also have improved their management techniques and have formulated new approaches to systematic programming and evaluation.

(2) Program Composition

The PVO program falls into several categories. The more "traditional" programs are:

-- General Program Support is provided by A.I.D. to a selected number of PVOs to help meet their international operational costs. These organizations are engaged in development activities in most of the Less Developed Countries (LDCs), all of which have been in "partnership" with A.I.D. for several years. Included are: the International Executive Services Corps (IESC) which makes available short term services of volunteers with business and managerial skills to enterprises upon request; Opportunities Industrialization Centers International (OICI) which establishes industrial and commercial training classes for

the unskilled urban poor in countries designated as the least economically prosperous of the LDCs; The Asia Foundation (TAF) which makes small grants to individuals and institutions concerned with the cultural, social, economic, and political aspects of development in Asian countries; and several Cooperatives which have established effective international operations to supply expertise and technical competence to U.S.A.I.D. Missions and host country institutions in the planning and implementation of local programs.

-- Ocean Freight costs of voluntary agencies registered with the Advisory Committee on Voluntary Foreign Aid are reimbursed by A.I.D. under Section 216 of the Foreign Assistance Act for the shipment of privately donated or purchased supplies for PVO programs.

More recently, new modes of support for PVOs have been started to help enhance the capacity of agencies to undertake development work overseas:

-- Development Program Grants (DPGs) help PVOs improve their capacity to plan, formulate, manage, and evaluate programs and projects consistent with the objectives of the foreign assistance legislation and the identified development needs of the LDCs. DPGs valued at $11.5 million have been approved since April 1974.

-- Operational Program Grants (OPGs) fund projects related to employment creation and equitable income distribution in the priority areas of food and nutrition, family planning and health, education, and human resources development. 94 operational program grants totaling $16.1 million have been made since the inception of this program in 1974. (These grants are managed by the appropriate functional or geographic bureau.)

-- Regional and Functional Consortia have emerged as a useful approach for combining individual agency resources and information in the attack on specific development problems. Recent experience with two such organizations has demonstrated the viability of this mechanism. As a result, A.I.D. plans to provide financial support to other agencies which already work together or which have related interests by establishing similar consortia arrangements for regional or functional purposes.

-- Management and Development Support Services has also emerged as a valuable way to help smaller PVOs to engage more proficiently in development work. A.I.D. plans to support such service PVOs in their assistance to other agencies in building technical and administrative skills.

A summary of assistance levels provided under these main categories is provided in Table B.

Table B

A.I.D. Private Voluntary Organization Support Program
FY 1975 - FY 1977 Obligations
($ millions)

| | FY 1975 | FY 1976 | TQ | FY 1977(est.) |
|---|---|---|---|---|
| General Program Support | (9.8) | (10.7) | (2.0) | (11.6) |
| International Executive Service Corps(IESC) | 4.3 | 4.5 | .4 | 4.1 |
| Opportunities Industrialization Centers International(OICI) | .9 | .9 | .8 | 3.7 |
| The Asia Foundation(TAF) | 3.3 | 4.2 | .7 | 3.0 |
| Other | .8 | 1.1 | .1 | .8 |
| Cooperative Organizations | 1.1 | 1.3 | .5 | 1.1 |
| Ocean Freight | 7.5 | 16.5 | 3.5 | 10.0 |
| Development Program Grants | 4.8 | 4.7 | 2.0 | 7.0 |
| Support to PVOs in Development a/ | .9 | 1.2 | 1.1 | 2.4 |
| Total Administered by PHA Bureau | 24.1 | 34.4 | 9.1 | 32.1 |
| Operational Program Grants b/ | 6.2 | 6.6 | 3.3 | 21.0 |
| Total A.I.D. | 30.3 | 41.0 | 12.4 | 53.1 |

a/ Includes regional and functional consortia and management and development support services.
b/ These grants are managed by the appropriate functional or geographic bureaus.

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2. Programs Administered by the Technical Assistance Bureau(TAB)

The Technical Assistance Bureau (TAB) is the center for A.I.D. expertise in agriculture, nutrition, health, education, rural and urban development, development administration, and science and technology. The Bureau's main responsibilities are to:

(1) Maintain current knowledge of the state-of-the-art in TAB's areas of responsibility, vis-a-vis developments in technology and methodology relevant to the current and future needs of the Agency and of the LDCs.

(2) Plan, manage and evaluate a program of research and development (R&D) activities designed to make available new knowledge, technology, and methodology for the solution of the important problems impeding economic and social development.

(3) Encourage complementary activities throughout the Agency, particularly the utilization of the R&D product.

(4) Provide a broad range of service and assistance in support of Missions and Regional Bureaus for sector and sub-sector analysis and assessment, program planning, and the design, operation, and evaluation of projects.

(5) Maintain functional liaison with outside organizations, including universities, government departments, professional and scientific organizations and U.N. and other international technical organizations.

The most recent program exercise concluded that about 25% of professional staff time goes to support of Missions and Regional Bureaus, half to designing and managing the R&D program, and the remainder to administration and liaison.

a. Concept and Rationale of Interregional R&D

A.I.D. has concluded that a portion of the Agency's budget used for research and development can make a greater contribution to developmental programs than if used for direct assistance in individual country programs. This effort takes advantage of the United States' comparative advantage in science and technology and applies it to seeking new or improved solutions to LDC problems. Problems addressed are identified as significant obstacles to development of sufficient magnitude to justify the required expenditure. There must also be a reasonable possibility that the activity undertaken will yield useful results applicable to the LDC situation, and for which one can anticipate an effective and practical assistance delivery system.

b. The TAB Program

TAB's program has been increasing at a substantial rate for the past few years and is projected in Agency recommendations for FY 1978 to continue to increase.

By Functional Account

| | 1975 Actual | 1976 Actual | T.Q. Actual | 1977 Estimated |
|---|---|---|---|---|
| | | (millions of dollars) | | |
| Food and Nutrition | 32.6 | 40.7 | 15.0 | 55.4 |
| Population and Health | 5.7 | 6.2 | 3.3 | 6.4 |
| Education and Human Resources | 2.3 | 5.4 | 2.0 | 5.6 |
| Selected Development Problems | 5.8 | 7.4 | 2.5 | 15.5 |
| Total | 46.4 | 59.7 | 22.8 | 82.9 |

TAB budget by Office and Other Major Elements

| | 1976 | T.Q. | 1977 |
|---|---|---|---|
| Agriculture (TA/AGR) | 33.8 | 11.0 | 41.0 |
| Rural Development (TA/RD) | .7 | - | 1.7 |
| Nutrition (TA/N) | 5.6 | 3.0 | 7.3 |
| Program Research Grants | - | - | 2.5 |
| Health (TA/H) | 5.9 | 3.1 | 5.5 |
| Education & Human Resources (TA/EHR) | 2.5 | .3 | 4.5 |
| Development Administration (TA/DA) | .5 | 1.0 | 1.6 |
| Bicentennial Satellite Program | 2.0 | 1.0 | - |
| Science & Technology (TA/OST) | 4.2 | 2.8 | 7.8 |
| Appropriate Technology | - | - | 5.5 |
| Urban Development (TA/UD) | .5 | - | 1.5 |
| Utilization & Information (TA/EUI) | .5 | - | 1.0 |
| Program Development & Support | 1.8 | .6 | 2.7 |
| Women in Development (WID) 1/ | .3 | - | .3 |
| Economic & Social Research (PPC/PDA) 1/ | 1.4 | 2/ | 2/ |
| Total | 59.7 | 22.8 | 82.9 |

1/ Included in central R&D program but not managed by TAB.

2/ Transferred to budget of the Bureau of Program and Policy Coordination

The program also can be examined by the type of activity being financed:

| | 1976 | T.Q. | 1977 |
|---|---|---|---|
| Research - projects requiring systematic, organized, intensive study directed toward improved knowledge or understanding | 15.3 | 8.6 | 14.4 |
| Adaptation/Application - activities requiring local adaptation/experimentation, utilization of existing knowledge for problem solving, prototype production | 12.4 | 7.3 | 26.4 |
| Field Service - activities set up specifically for this purpose. | 3.5 | 1.5 | 4.6 |
| Support to Institutions Working with LDCs - grants to international research centers and other foreign or international institutions which deliver research and other products and services to the LDCs | 23.4 | 4.3 | 30.5 |
| Program Development and Support - | 2.8 | 0.8 | 4.7 |
| Development Grants to U. S. Institutions - | 2.3 | 0.3 | 2.3 |
| Total | 59.7 | 22.8 | 82.9 |

c. Brief Descriptions of Functional Activities

(1) The Office of Agriculture is by far the largest in the Bureau, and has the largest program. The biggest element in the program is support to international agricultural research centers. Research and development work is concentrated on crops and production systems of particular relevance to the rural poor. A guiding principal of program organization is the concept of a problem solving network linking developed country, international, and LDCs' research organizations into an integrated system for information exchange, research, and testing of applications.

Among the growing, newer elements in the agriculture program are aquaculture and fisheries, prevention of post harvest food losses, work in support of developing country national research institutions, and on farming systems for the rural poor.

(2) The Office of Rural Development provides field support in the development of programs aimed at the rural poor, and mounts studies of specific and practical problems growing out of field programs, such as organization for active participation in decision making; and application of social science analytic techniques to rural development problems.

(3) The Office of Nutrition concentrates in one place most of the technical staff dealing with this subject in A.I.D./Washington, unlike other subjects where Regional Bureaus generally have some expertise. Nutrition research concentrates on understanding human nutritional needs in developing country conditions, and assessing some of the main influences on nutritional status. The office also spearheads an Agency effort to conduct nutrition planning and program development exercises in interested developing countries, and to develop appropriate organizational and educational methods of improving nutrition, as well as improved but appropriate food technologies.

(4) The Bureau is responsible for liaison with the university community generally, and specifically for providing staff support to the Board for International Food and Agricultural Development, and its subcommittees. The Board was authorized by Congress in late 1975 under the Famine Prevention Amendment (Title XII of the Foreign Assistance Act) with the purpose of integrating U.S. land grant institutions effectively into the worldwide effort to produce and consume adequate amounts and qualities of food. It has seven members, six of whom have been appointed, and scheduled monthly sessions through mid 1977 at its first meeting in October.

(5) Program Research Grants are a new technique under the management of a subcommittee of the Title XII Board for grouping U.S. universities, international centers and developing country institutions in collaborative research programs beneficial to agricultural production both in the LDCs and the United States. No grants have yet been made

(6) The Office of Health works in three main areas: the development of delivery systems which will bring health, family planning and nutrition services within reach of the majority of LDC populations at costs within the reach of those countries; health planning and management; and environmental health. The last of these includes work on a few specific diseases, vector born diseases such as malaria and schistosomiasis on which there is close cooperation with WHO, the enteric diseases, and the broad interaction between the environment and human health.

(7) A Bicentennial Satellite Program was financed in FY 1976 and the Transition Quarter to communicate the major implications for development of satellite and other advanced communications and remote sensing technology. Follow-on applications resulting from this stimulation of LDC interest will be financed as part of the central Education and Science & Technology programs as well as through country level projects.

(8) The Office of Education and Human Resources has programs on the application of technology to all aspects of the education process. This specifically includes follow up to the demonstrations of applications of communications technology mentioned above. Nonformal techniques for providing education relevant to development purposes, and analysis, planning and management tools are other aspects of the Education program, which is implemented to a large extent through cooperation in individual country projects.

(9) In response to a recent agency-wide study, the Office of Development Administration is giving leadership to an effort to strengthen the management of A.I.D. projects generally. The Office program emphasizes management in agriculture, and is expanding into the health sector. It works directly with several training and research institutions in developing countries.

(10) The Office of Science and Technology is broadening its role to become a center of cognizance concerned with new applications of science and technology to the whole range of A.I.D. programs. An augmented staff will concentrate on identification of possible applications from existing or soon to be available technology and preliminary explorations of feasibility. Other programs of the Office are in the areas of industrial technology, environment, transfer of technology and the management of natural resources. There is a special emphasis on remote sensing, applications of technology to development, and developing country needs for energy.

(11) The selection of Appropriate Technology is a major consideration in all Agency programs. To further increase attention to this question and in response to Congressional encouragement, a small staff is assisting in the establishment of an autonomous private organization, The Appropriate Technology Fund, which will make grants to further the development and utilization of appropriate technology.

(12) The Office of Urban Development concentrates on questions of regional development, employment, and urban finance, with a focus on the urban poor and the role of urban functions in facilitating rural development themes. There is special emphasis on the needs of small and intermediate sized cities.

(13) Increased attention is being given Utilization and Information so as to shorten the time lapse between the identification of utilizable technologies and their application to development efforts.

## I. E. OTHER SPECIAL A.I.D. PROGRAMS

### 1. Support for UN Development Agencies

The U.S. has been the principal donor to the network of 18 UN Specialized Agencies and the United Nations Development Program (UNDP) which comprise the UN development system, the most universal source of technical assistance worldwide. Over 125 countries and territories are among its recipients.

The U.S. provides financial support to the UN development agencies through two sources:

a. Voluntary contributions, authorized in the Foreign Assistance Act, which in FY 1977 totalled nearly $213 million; and

b. Assessed costs, made available under the State Department's legislation. The U.S. has paid nearly standard 25 percent of such costs, amounting to $195 million in FY 1977, to defray administrative overhead and research expenses and, in varying degrees, field programs.

UNDP serves as the system's nerve center, programming and transferring resources through the Specialized Agencies (such as the World Health Organization, International Labor Organization, etc.) for the execution of approved country, regional, interregional and global projects. In addition, its country representative is regarded as the senior UN official at the field level, and is responsible for coordinating all UN activities in his/her country of assignment. Because of UNDP's central importance, the U.S. as well as the other major donors provide a substantial amount of their financial support to the UN development system through UNDP.

The U.S. has financed in recent years an average of 20 percent of UNDP's total annual resources -- $100 million in FY 1976 and FY 1977, which represent about 50 percent of the U.S.'s total voluntary contributions to U.N. programs and operations. These include principally the U.N. Relief and Works Agency (UNRWA), the U.N. Population Fund (UNFPA), the U.N. Children's Fund (UNICEF), the U.N. Environment Program (UNEP), and the International Atomic Energy Agency (IAEA). Voluntary contributions are also earmarked to support programs of the Organization of American States (OAS).

It has been U.S. policy in the past twenty years not only to support, but to play a leadership role in promoting the U.N. role in technical assistance to LDCs. Political, economic and humanitarian considerations provide the basis for this policy, which has served to achieve the following:

a. It has been a visible expression of the active U.S. interest in helping meet in a global context the problems of the neediest;

b. It has dramatized the U.S. commitment to seek global approaches to a complex of global problems -- food, population, energy, disaster relief, etc.;

c. It has been an important element in evolving a constructive dialogue between the developed countries and developing world, serving to mute the tone of the debate away from ideological confrontation;

d. It has promoted U.S. national economic interests and contributed to a more dynamic world economy;

e. It has made it possible to supplement the U.S.'s effort of extending assistance to parts of the world in which it does not have a bilateral presence, and to augment U.S. programs in areas of particular need, such as the Sahel;

f. It has helped maintain political stability in the Middle East, through humanitarian programs;

g. It has provided support, though at nominal cost, to a wide variety of global programs of vital interest to the U.S., such as the monitoring of the nuclear non-proliferation treaties, participation in the data gathering facilities of the world weather watch, etc.; and

h. In our support of the Organization of American States technical assistance programs, it has provided evidence of U.S. interest in the development of Latin America and of the reality of Inter-American collaboration.

In an effort to improve and strengthen the U.N. development system's programming and administrative capacity, AID has been very active in:

a. Providing special, intensive briefings and consulting with UNDP senior officials on a wide, yet selective, range of subject matters, such as integrated accounting systems, techniques to improve financial management, project design and evaluation, women in development; and

b. Collaborating with Specialized Agencies to dovetail bilateral and multilateral actions on priorities of mutual interest (tropical diseases, food production, etc.)

Serious problems, however, remain; and AID/State continue to help in their resolution:

a. UNDP suffered a severe financial crisis in 1975 when, in the final months of the year, a $40 million operating deficit appeared. This resulted in serious cut-backs in programs worldwide. While the program's resource picture has since improved, contributions have not increased to permit a resumption of normal activities and to reconstitute a reserve. UNDP's funding base is far too limited: 14 donors

contribute 78% of its resources; some countries, notably the Socialist States, provide non-convertible currencies, etc. There is also a wide spread between the income levels of some of the recipient countries -- the East European countries (over $1,000 per capita GNP) on the one hand, and Mali and Ethiopia (under $100 per capita GNP) on the other; in addition, the Organization of Petroleum Exporting States (OPEC) countries are in a position to be net contributors.

b. The UNDP is financed from voluntary contributions of member States and is the central source for multilateral technical assistance. It contracts with UN Specialized Agencies for execution of its projects. The assessed contributions of member States to the Specialized Agencies finance administrative costs. Recently, the Food and Agriculture Organization (FAO) established from assessed funds a new Technical Cooperation Program, and is designating its own country representatives. The UNDP is concerned about the implications of these actions for its own central programming and coordinating role. The UNDP is also concerned about the independence of FAO field representatives, and is seeking an understanding with FAO that would recognize the authority of the UNDP Resident Representative vis-a-vis the FAO representative.

In the course of the Congressional hearings last year the foregoing problems were noted and, while Members of Congress praised the appointment of Bradford Morse, one of their former colleagues, as UNDP Administrator, they made it pointedly clear that corrective measures would have to be taken.

U.S. Voluntary Contributions to International Operations and Programs

| | FY 1975 | FY 1976 ($millions) | FY 1977 |
|---|---|---|---|
| UNDP | 78 | 100 | 100 |
| UNRWA | 6 | 27 | 38 |
| UNICEF | 17 | 20 | 20 |
| OAS | 17 | 21 | 15 |
| OTHERS | 29 | 34 | 40 |
| Total | 147 | 202 | 213 |

## E. OTHER SPECIAL A.I.D. PROGRAMS

### 2. Disaster Assistance

U.S. foreign disaster assistance is administered and coordinated by A.I.D. under the authorities contained in Chapter 9 (International Disaster Assistance - Sections 491-193) of the International Development and Food Assistance Act of 1975.

Prior to enactment of this legislation, foreign disaster relief had been authorized and funded as a part of other activities, primarily the Contingency Fund. The establishment of a separate chapter on International Disaster Assistance recognized that disaster relief is an important tool of U.S. foreign policy and, at the same time, a distinct activity within the overall context of humanitarian and development assistance.

The legislation authorizes the furnishing of disaster assistance to any foreign country or international organization, on such terms and conditions as the President may determine, for international disaster relief and rehabilitation, including assistance relating to disaster preparedness, and to the prediction of, and contingency planning for, natural disasters abroad.

The 1975 legislation also authorizes the President to appoint a Special Coordinator for International Disaster Assistance with responsibility for promoting maximum effectiveness and coordination in responses to foreign disasters by United States agencies, and between the United States and other donors. The Special Coordinator's responsibilities include the formulation and updating of contingency plans for providing disaster relief.

President Ford designated Mr. Daniel Parker as the Special Coordinator for International Disaster Assistance, in addition to his responsibilities as A.I.D. Administrator.

The Director of the A.I.D. Office of U.S. Foreign Disaster Assistance (OFDA) also serves as Deputy to the President's Special Coordinator.

For FY 1977, the Congress has appropriated $25 million for international disaster assistance activities in relief, rehabilitation, preparedness, contingency planning, and prediction. Of the $25 million, 7.92% or $1,980,000 is set aside for on-going projects. For FY 1977, these are:

a. Regional Disaster Supply Stockpiles - OFDA maintains four strategically placed regional disaster relief stockpiles in military facilities in Panama, Italy and Guam, and in a commercial facility in Singapore. These stockpiles--containing such items as tents,

cots, water jugs, blankets, and medicines--significantly reduce relief response time and costs.

b. Disaster Preparedness and Technical Assistance - An annual International Disaster Preparedness Seminar is conducted by OFDA for approximately 25 senior-level foreign disaster officials, to increase their countries' disaster relief self-reliance. Additionally, the Office provides technical assistance to disaster-prone countries. For example, OFDA officers are now working with officials of one South American country in the development of a mass-evacuation plan.

c. Disaster-Related Applied Research - Under the terms of an agreement between A.I.D. and the National Academy of Sciences, a Committee on International Disaster Assistance (CIDA) has been established.

d. Management Information System - OFDA has under development a computerized disaster assistance management information system. The four primary components to the system are: (1) historical analysis; (2) country profile; (3) procurement/logistics; and (4) operations. Each of these sub-systems is at a different stage of development, with current emphasis being placed by the contract staff of three on the country profile sub-system.

e. United Nations Disaster Relief Office (UNDRO) - In conformance with U.S. Government policy, OFDA continues to support the strengthening of the effectiveness of UNDRO as a disaster relief coordinating agency, and is building its capacity for preparedness planning and mitigation of damages resulting from disasters. Grants to UNDRO are supporting staff increases, installation of special communications equipment, development of systems, and technical services.

f. Public Health Officer - Under the terms of an agreement between OFDA and the Department of Health, Education and Welfare's Office of International Public Health, a senior public health officer is detailed on a full-time basis to OFDA to advise on medical matters involved in foreign disaster preparedness and operations.

The remainder of FY 1977 International Disaster Assistance funds, i.e., $23,020,000, are left unprogrammed. They are to be used as the need arises for disaster relief and rehabilitation. The U.S. Government responds on the average to between 30 and 50 disasters each year.

During FY 1976, International Disaster Assistance (IDA) funds were used in response to the following disasters:

| Disasters | IDA Funds |
|---|---|
| Lebanon Civil Strife | $ 2,358,780 |
| Haiti Drought | 62,400 |
| Sierra Leone Wind Storm | 24,568 |
| Brazil Floods | 169,073 |
| Romania Floods | 644,692 |
| India Floods | 25,000 |
| Turkey Earthquake | 259,000 |
| Mauritius Cyclone (FY 1975) | 290 |
| Sudan Floods | 127,000 |
| Portugal Civil Strife | 7,446,427 |
| Angola Civil Strife | 685,000 |
| Nepal Landslides | 4,000 |
| India Mine Explosion | 50,000 |
| Ecuador Pending Volcanic Eruption | 8,500 |
| Hong Kong/Macao Fire | 5,000 |
| Malagasy Cyclone | 25,000 |
| Jamaica Civil Strife | 47,000 |
| Spanish Sahara Displaced Persons | 100,000 |
| Dahomey Polio | 1,000 |
| Costa Rica Fire | 25,000 |
| Afghanistan Floods | 25,000 |
| Yemen Floods | 20,000 |
| Ethiopia Floods | 12,000 |
| Philippines Floods | 475,000 |
| Total | $12,599,730 |

Additionally, disasters occasionally occur, the magnitude of which require a response far in excess of the funds available within the International Disaster Assistance appropriation. In these instances, the Administration requests and the Congress has traditionally passed, special appropriations. Such appropriations have the effect of emphasizing the concern and sympathy of the American people for the disaster victims.

Recent examples of these special appropriations include $25 million for the Guatemala earthquake and $25 million for the Italy earthquake in FY 1976; and $20 million in FY 1977 for damages and injuries caused by the civil strife in Lebanon.

The use of International Disaster Assistance funds is confined to immediate post-disaster relief and rehabilitation. Long-term reconstruction following a disaster is handled in a variety of ways, and is normally the responsibility of the appropriate A.I.D. Geographic Bureau. While there is no fixed rule as to when relief ends and reconstruction begins, reconstruction programs are normally initiated after such emergency life-saving needs as evacuation, the provision of food and medical care, and temporary shelter are met.

The means available for reconstruction include:

a. Funds available under Section 106 of the Foreign Assistance Act - this section of the Act, entitled "Technical Assistance, Energy Research, Reconstruction, and Selected Development Problems," authorizes the furnishing of assistance for programs of reconstruction following natural or man-made disasters.

b. Special appropriation bills - the major disaster relief bills passed by Congress, such as in the case of Italy, are used as sources of funding for long-term reconstruction efforts.

c. Development assistance programs - on-going country-specific development assistance programs in disaster-prone countries are often geared to meet reconstruction requirements following a major disaster. Such was the case, for example, in Guatemala and Nicaragua.

Disaster relief has become an important element of U.S. foreign policy. The Congress has supported and continues to support an increasing role for A.I.D. in the alleviation of human suffering resulting from natural and man-made disasters.

## I.E. OTHER SPECIAL A.I.D. PROGRAMS

### 3. American Schools and Hospitals Abroad

#### a. Background

During the last century private American citizens went abroad to various areas of the world to establish schools and hospitals. They built institutions to demonstrate to people overseas the considerable achievements of America in education and medicine. These Americans devoted their talents and resources, not simply to helping people, but to increasing mutual understanding between the people of the United States and the people of other countries of the world. The institutions they built continue to present a favorable image of the United States overseas.

As the requirements for maintaining standards of excellence in education and medicine grew after World War II, a number of institutions (not able to qualify for domestic assistance programs because of their overseas location) turned to the Congress for help. Modest assistance was provided under the Smith-Mundt Act of 1948. However, the program that exists today dates from the Mutual Security Act of 1957. The program received reaffirmation in the Foreign Assistance Act of 1961 and the present legislative authority dates from that time.

#### b. Legislative Authority

Separate legislative authority for assistance to American Schools and Hospitals Abroad (ASHA) is set forth in Section 214 of the Foreign Assistance Act (FAA) as follows:

"(a) The President is authorized to furnish assistance on such terms and conditions as he may specify, to schools and libraries outside the United States founded or sponsored by United States citizens and serving as study and demonstration centers for ideas and practices of the United States.

"(b) The President is authorized, notwithstanding the Mutual Defense Control Act of 1951 (22 U.S.C. 1611 et seq.), to furnish assistance, on such terms and conditions as he may specify, to institutions referred to in subsection (a) of this section and to hospital centers for medical education and research outside the United States founded or sponsored by United States citizens."

(The exemption from the Mutual Defense Control Act (Battle Act) permits assistance to be given under Section 214 to American institutions in communist countries. It permits the only A.I.D. project in an Eastern European country, The American Children's Hospital in Krakow, Poland. The hospital was established in the early 1960s.)

c. Basic Rationale

The basic rationale for the ASHA program is that it provides support to U. S. sponsored institutions abroad which are in fact continuously identified as American. The objectives are to ensure that selected institutions overseas serve as effective cultural presence centers and foster a favorable image of the United States. Under Section 214, assistance is provided to accomplish these objectives in developed as well as developing countries.

The direct or marginal relevance of American schools and hospitals overseas to local economic development objectives of host countries is incidental and this distinguishes the ASHA program from other A.I.D. activities. In this regard the House Foreign Affairs Committee report in 1971 indicated:

"The primary purpose (of Section 214)..... was not to take care of the educational and health needs of foreign countries but to demonstrate to their people, on a selected basis, American ideas, practices, and advances in the fields of education and medicine. Section 214 was not intended to authorize support for institutions abroad whose basic purpose was to furnish general education and welfare services to the citizens of the countries in which they are located. Where appropriate such support should be provided within the framework of the regular country's economic assistance program administered by A.I.D."

d. Project Selection

Prior to Fiscal Year 1972 the Congress exercised responsibility for identifying institutions to be assisted and made specific line item appropriations for them. In 1971 the Senate Committee on Foreign Relations criticized that practice. The Committee indicated that the procedure proved to be counter-productive and had led to the exertion of substantial pressures on members of Congress on behalf of specific institutions, especially those in the Near East. The Committee stated that it was up to the Executive Branch to judge the merits of each specific project, subject to overall Congressional review. Accordingly, the practice of specific line item appropriation by Congress was discontinued.

It was in 1971 that the ASHA program was centralized within A.I.D. and the Office of American Schools and Hospitals Abroad established. Criteria for project selection were developed and approved by the A.I.D. Administrator. These ASHA criteria are attached. The ASHA criteria help A.I.D. to make sound, fair and systematic judgements concerning prospective grants. They also help the Congress in its overall review of the ASHA program. However, strong Congressional

support for specific projects has continued even though the practice of specific line item appropriation, as noted above, was discontinued.

To be eligible for consideration to receive a grant under the ASHA program, American sponsoring organizations must submit an application at least one year prior to the beginning of the fiscal year in which funds are being requested. This lead time is necessary given the Executive Branch and Congressional review, programming, hearing, authorization and appropriation schedules.

Consistent with Congressional intent, grants for capital improvements are favored over grants for operating assistance to the extent possible.

e. Geographical Diversification of the ASHA Program

In recent years Congress has expressed its intent that A.I.D. diversify the ASHA program geographically to include more projects outside the Near East. The reasons for program concentration in the Near East are historical and political. The year of greatest concentration in the Near East was 1970, when Congress was still making specific line item appropriations by institution. The record of the ASHA program in the Near East and the rest of the world, with regard to both distribution of funds and distribution of institutions, is attached.

f. Scope of Activities

Congressional appropriations for ASHA activities over recent years have averaged about $20 million a year plus $7 million equivalent in local currencies. These Congressional appropriations for ASHA have typically exceeded the President's budget submission to the Congress by approximately 100 percent. For example, for Fiscal Year 1977 the budget request to the Congress was $7.5 million; the Congress appropriated $19.8 million.

Applications for assistance far exceed appropriations. For example, in Fiscal Year 1976 requests for assistance exceeded $65 million; for Fiscal Year 1977 requests exceed $40 million.

As of November 1976, there were 60 active ASHA grants for the purpose of assisting 43 institutions located in 21 different countries around the world.

The largest single recipient of assistance has been the American University of Beirut, Lebanon. It has received approximately $6 million a year in recent years.

The institution most dependent on ASHA assistance is the American University in Cairo Egypt. Approximately 70 percent of its operating costs are met by the U. S. Government, primarily from U. S. owned excess Egyptian pounds.

By country, the greatest number of institutions assisted are in Israel. A total of 52 grants to American sponsoring groups have been made for the benefit of 33 institutions in Israel since Fiscal Year 1970.

g. Institutions Assisted by the ASHA Program

The following is a list of some of the American schools and hospitals abroad assisted under Section 214 of the Foreign Assistance Act.

Institutions of Higher Learning

American University of Beirut, Lebanon
American University in Cairo, Egypt
Bologna Center of Johns Hopkins University, Italy
Damavand College, Iran
Deree-Pierce College, Greece
Feinberg Graduate School of the Weizmann Institute of Science, Israel
Silliman University, Philippines
Sogang University, Korea
University of the Americas, Mexico

Medical Centers

American Children's Hospital, Poland
American University Hospital, Lebanon
American Hospital of Istanbul, Turkey
American Hospital of Paris, France
Chemke Mercy Hospital, Nigeria
Cheng Hsin Rehabilitation Center, Taiwan
Good Shephard Hospital, Zaire
Hadassah Medical Center, Israel
People-to-People Health Foundation, Brazil, Colombia, and West Indies
Presbyterian Medical Center, Korea

Secondary and Technical Schools

American Farm School, Greece
Anatolia College, Greece
Educational Center of Galilee, Israel
Escuela Agricola Panamericana, Honduras
Induk Vocational School, Korea
Tel Aviv Vocational School, Israel
Working Boys' Vocational Center, Ecuador

## American Schools and Hospitals Abroad Criteria

1. All institutions for which assistance is requested must be located abroad, and must have been founded or be sponsored by United States citizens. The Agency construes founding and sponsorship as requiring a preponderance of United States citizens in the founding or sponsoring group and an identification of the institution with the United States.

2. The institution must be a private non-profit organization, not under the direct control or management of any government, or governmental organization.

3. The sponsors must participate in the management of the institution and contribute to its financial support. No applications for assistance will be considered for ventures entirely dependent upon a grant under Section 214 for their initiation.

4. The institution should be open to all regardless of race, creed or color. No portion of the grant may be used to promote religious activities.

5. Schools must have a student body comprised of a majority of citizens from countries other than the United States.

6. In the case of medical institutions, the majority of students, nurses, and other medical personnel receiving training shall not be U. S. citizens.

7. The faculty or staff must include United States citizens or other nationals trained and graduated from United States institutions and thus be able to reflect American theory and practices in education, medicine and/or medical research.

8. Full time schools will be expected to provide instruction in an American studies program designed to include aspects of American history, geography, cultural, political and economic subjects. English should be used in instruction or taught as a second language.

9. Vocational and sub-professional training institutions should be planned to meet the needs of the host country.

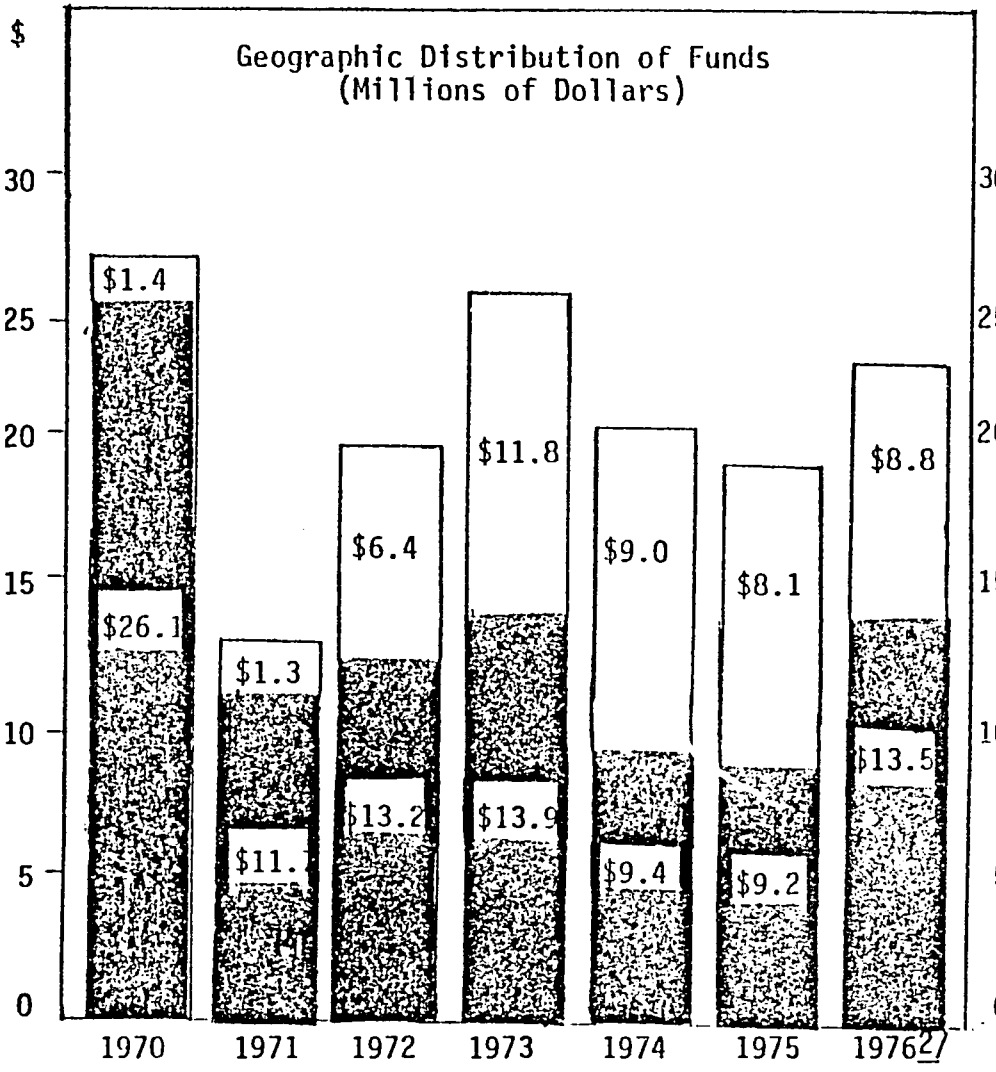
10. The institution must demonstrate competence in instructional skills, management, and financial operations.

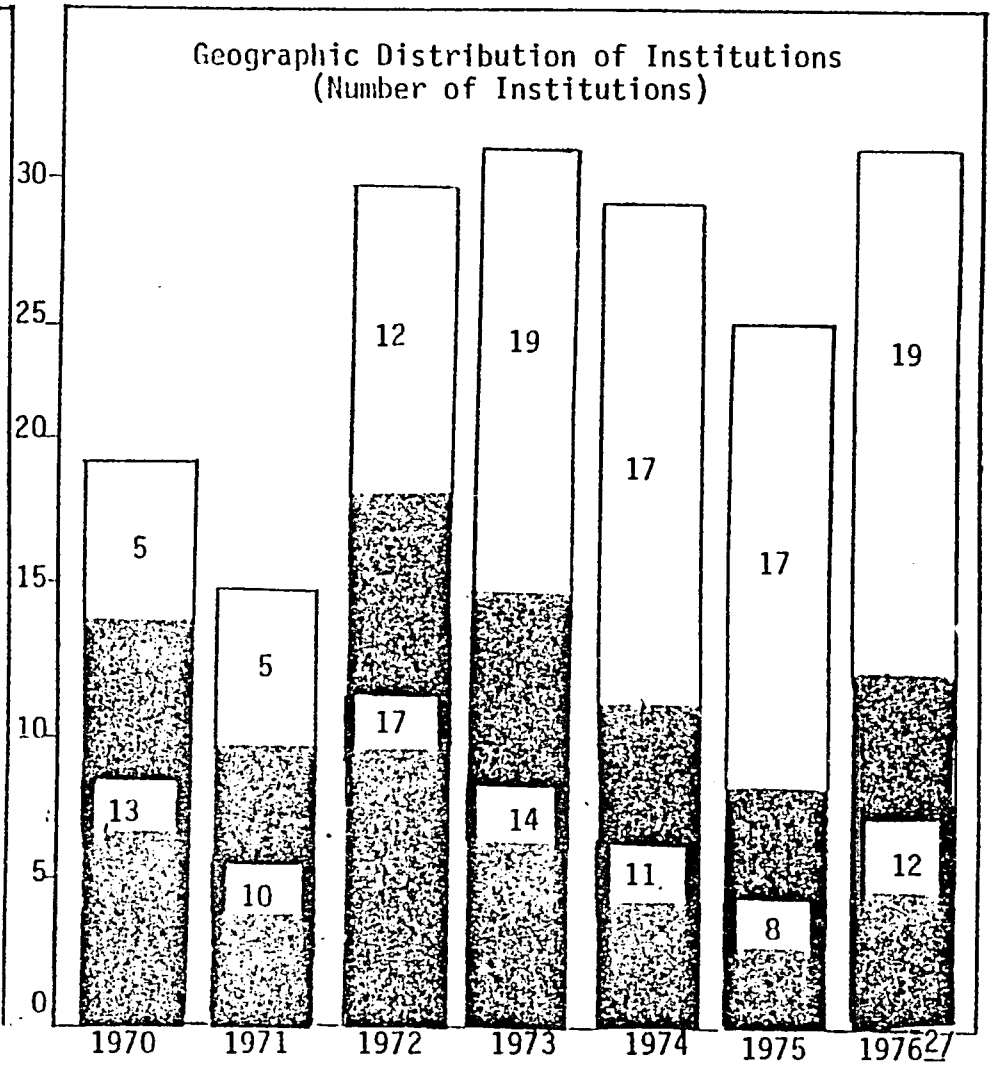
11. Each application must include the information required to permit a firm estimate of the total costs of the project to the U. S. Government and to demonstrate the capacity to ensure effective use of the assistance requested.

N. B. The above criteria establish eligibility for a Section 214 grant. However, eligibility does not ipso facto imply that a grant will be recommended or approved by A.I.D.

AMERICAN SCHOOLS AND HOSPITALS ABROAD

Near East[1/]
World-Wide (excluding Near East)




1/ Includes Egypt, Israel, Lebanon and Turkey

2/ Includes Transition Quarter

## I.E. OTHER SPECIAL A.I.D. PROGRAMS

### 4. Country Financed (Reimbursable) Programs

In line with the economic assistance purposes of the Foreign Assistance Act (FAA), Country Financed (Reimbursable) Programs encourage and facilitate the transfer (sale) of U.S. technology by federal agencies or private contractors. Reimbursable Programs are available to friendly countries and, in addition, are available to international organizations, the American Red Cross and certain voluntary non-profit relief agencies.

Legislation authorizing federal sales of services and commodities (now Section 607 of the FAA) was initially enacted over twenty-five years ago. Recognizing that countries, where U.S. economic assistance was ending, needed a means of carrying on projects begun during the period of aid, this authority aimed at providing that means and at affording a continuing U.S. voice in the direction these projects should take. This government-wide sales authority is now subject to approval by A.I.D.'s Regional Assistant Administrators.

Payment by foreign governments (and other purchasers) for services or commodities furnished by federal agencies must be total and may take three forms: (1) advance of funds; (2) reimbursement (up to eighteen months at no interest); and (3) deferred (up to three years at current Export-Import Bank rates).

In FY 1975 and FY 1976,* sixty-four 607 requests from twenty-two federal agencies relating to thirty-four countries were approved by A.I.D. The total estimated value of these reimbursable projects is in excess of $736 million. A complete listing of these projects appears on the following page.

In 1974, Section 661, providing for promotion of Country Financed (Reimbursable) Programs, was added to the FAA. This provision, as amended, authorizes use of up to $2 million in FY 1977 for certain activities designed to: (1) facilitate open and fair access to natural resources of interest to the United States; and (2) stimulate sales of services or commodities related to the economic development of friendly nations.

Three categories of nations are the initial targets for services allowed under Section 661: (1) A.I.D. transition countries, i.e., where A.I.D. programs are being phased out; (2) A.I.D. graduate countries, i.e., where A.I.D. programs have concluded; and (3) non-A.I.D. developing countries (particularly the oil-rich nations such as Saudi Arabia, Kuwait and others in the Arabian Gulf area).

Generally, services available under Section 661 are in the form of visits by U.S. technical experts to requesting countries to help identify development requirements or project specifications and advise on the kinds and sources of U.S. technology applicable to the plans or projects in question.

*And the 1976 Transitional Quarter (TQ)

Promotion of sales of U.S. technology to the categories of nations mentioned above can enhance the investment already made in countries that have benefited from U.S. concessional assistance, can build or maintain good relations with countries controlling rich petroleum resources and can develop long-term commercial opportunities for American enterprise in growing foreign markets.

Two offices within A.I.D. coordinate activities to promote and implement Country Financed (Reimbursable) Programs. (1) Promotion responsibilities are assigned to a Coordinator for Reimbursable Development Programs within the Administrator's office. The Coordinator, assisted by regional overseas personnel, promotes services available under Section 661 in an effort to develop Country Financed (Reimbursable) Programs. (2) An office (Country Financed Technical Services) in the Bureau for Program and Management Services implements all activities under both Sections 607 and 661.

## SUMMARY OF APPROVED SECTION 607 DETERMINATIONS

## FY 1975 THROUGH FY 1976 TRANSITIONAL QUARTER

| Country | Federal Agency | Subject |
|---|---|---|
| Algeria | USGS | Satellite Photo Interpretation |
| Argentina | FHWA | Highway Planning |
| Barbados | USCG | Coast Guard Services |
| Bermuda | USCG | Assistance with Oil Spills |
| Bolivia | USGS | Natural Resource Exploration |
| Bolivia | FAA | Navigation Equipment |
| Brazil | COE | Waterways Project |
| Brazil | IATC | Auditing Advisor |
| Brazil | USGS | Earth Science Activities |
| Canada | USDA | Infra-red Fire Mapping |
| Canada | NPS | Interpretive Speaking |
| Canada | USDA/Interior | Controlling Forest Fires |
| China (Rep.) | BUREC | Engineering Advice |
| China (Rep.) | IRS | Tax Training |
| CENTO | BUMINES | Participant Training |
| Chile | USCG | Assistance with Oil Spills |
| Chile | TVA | Assistance - Baker River Project |
| Chile | USGS | Consult on Oil Exploration |
| Chile | USGS | Consult on Oil Exploration |
| Colombia | USCG | Assistance with Oil Spills |
| Dominican Republic | AID | Housing |
| Ecuador | USGS | Phosphate Survey |

| | | |
|---|---|---|
| Ethiopia | DOD/Navy | Supply Surplus Electricity |
| Germany | FAA | Equipment Spare Parts |
| IADB | USGS | Identify Natural Resources |
| ICAO | FAA | Manuals/Training Aids |
| Indonesia | USGS | Carrying on Former AID Programs |
| Iran | AID | Manpower Planning |
| Iran | SSA | Shaping Social Security System |
| Iran | FCC/AID | Radio Frequency Management |
| Iran | FHWA | Highway Improvement Program |
| Iran | FAA | Improvement Airspace System |
| Iran | DOL/DHEW | Manpower Program Development |
| Iran | USDA | Development Agriculture Potential |
| Iran | USGS | Mineral Surveys |
| Iran | GSA | Civil Defense Plan (Humanitarian) |
| Jamaica | BUREC | Meteorological Consultant |
| Japan | USCG | Oil Spill Assistance |
| Kuwait | AID | Housing Assistance |
| Kuwait | AID | Housing Assistance |
| Libya | USGS | Water Resources Investigation |
| Malaysia | BUREC | Flood Control |
| Nicaragua | BUREC | Prepare Water Resources Plan |
| Oman | FAA | Aviation Safety Procedures |
| Peru | USGS | Geological Study |
| Peru | USGS | Geology Investigations |
| Portugal | IRS | Tax Expert |
| Qatar | AID | Housing |
| Qatar | USGS | Water Lens Study |
| Qatar | BUREC | Soils Scientist |
| Qatar | AID | Cattle Consultants |
| Saudi Arabia | Treasury | Interim Determination |
| Saudi Arabia | Treasury | Blanket Determination |
| Saudi Arabia | Treasury | Electrical Commodities |
| Saudi Arabia | COE | Industrialization Assistance |
| Saudi Arabia | USCG | Survey of S.A. Coast Guard |
| United Arab Emirates | BUREC | Mountain Water Runoff |
| United Arab Emirates | US Customs | Customs Assistance |
| United Arab Emirates | BUREC | Water Runoff Program |
| United Arab Emirates | AID | Town Planning |
| UN | USGS | Handline Equipment |
| Venezuela | USGS | Remote Sensing Minerals |
| Venezuela | FAA | Air Navigation System |
| World Meteorological Organization | USGS | Moving Boat Equipment |

## I. E. OTHER SPECIAL A.I.D. PROGRAMS

### 5. Housing Guaranty Program

#### a. Background

The growth and magnitude of the world's shelter problems prompted the United States in the early sixties to experiment with a new concept, the Housing Guaranty Program (HG Program), which would facilitate the transfer of resources and technologies to other countries concerned with their shelter and related urban problems. A special authority was included in the Foreign Assistance Act of 1961, which has been amended over the years to increase the geographic scope and the authority of the Program.

This is a unique A.I.D. program in which U.S. private sector investors provide long-term financing for low-income housing programs in developing countries. The United States Government underwrites these transactions through the provision of a full faith and credit guaranty. Fees are charged for the guaranty and are used to cover operating costs. The HG Program is administered by A.I.D.'s Office of Housing and is self-sufficient, with no use of appropriated funds. A reserve fund, established from prior A.I.D. fee earnings, is available to cover claims and operating expenses in excess of current income; at present the reserve fund is $50,057,820.

The HG Program has grown from a $10 million experiment to more than a billion dollar resource. It represents the largest single source of international financing for shelter, and is the United States' primary instrument for assisting countries to address their shelter problems. Since the inception of the pilot effort, 116 project loans amounting to almost $900 million have been authorized in 36 nations (see Table A at the end of this section).

#### b. Legislative Restrictions

Recent legislative restrictions governing the HG program have great impact in limiting the countries which may contract for a HG and in limiting the precise nature of the HG project and project beneficiaries. Regarding country limitations, the FAA provides that no HG may be given to a country which is not receiving development assistance under Chapter I or which has not in the past two years received such assistance.

This restriction limits the use of the HG authority as a device to respond to the needs of suppporting assistance countries or "middle income" countries unless Congress enacts specific exemptions--as in fact has been done for Israel, Portugal and Lebanon. Regarding the nature of the HG projects, the FAA in requiring that 90% of each

project be suitable for families with income below the median income has, in effect, mandated that HG activity in most countries be confined to providing the barest kind of shelter and related facilities for the poorest of the poor. Also, the Congress has limited the amount of Housing Guaranty resources that any one country may receive in a fiscal year to $25 million, with a further restriction requiring the average of all guaranties issued in a fiscal year shall not exceed $15 million.

In August of 1973, the Agency issued a shelter policy paper intended to define and clarify its activities in this sector. The basic position was that the Agency was very much in, and should continue in, the shelter business; and that the principal resource available for these activities was the HG Program, although loan and grant resources could be utilized on a selective basis.

The policy noted that A.I.D. should continue its efforts to support the development and strengthening of housing institutions, and that more should be done to provide improved shelter for lower-income people as a result of A.I.D.'s shelter activities. One year later the policy was revised to reaffirm the role of the HG Program and to establish that all of the resources of the HG Program should be utilized for low income shelter (i.e., affordable by individuals and families earning less than a median family income). Since July 1974, all HG projects have met A.I.D.'s shelter policy criteria.

The Office of Housing is currently developing an expanded approach that will encourage local institutions to consider not only the financial and physical aspects of their shelter programs, but to also include in the planning process the social and economic components of low income neighborhoods in an effort to improve, incrementally, the quality of life for the residents of these areas.

c. Specific HG Projects

The following are examples of the kinds of project presently financed by the HG Program:

(1) slum upgrading, including facilities for water, sewage, electricity, roads, health clinics, schools, and building materials for self-help home improvement;

(2) sites and services, including preparing vacant areas for productive shelter use by levelling the land, installing water and sewage lines, dividing the land into uniform lots and construction of certain common-use facilities such as schools, clinics,and markets;

(3) core housing, involving basically a sites and services project with the addition of a rudimentary housing shell on each lot (perhaps four walls, a roof, and water facilities) designed to be improved by the owner;

(4) low cost housing units for sale or rental; and

(5) institution building, involving the support of housing finance insitutions through financing primary and secondary mortgage markets.

Recognizing the enormous need for shelter in the third world and A.I.D.'s limited resources, the goal of the HG Program is to encourage borrowers to make changes in policy and procedures so as to maximize their effectiveness. Among the policies which various HG Projects seek to encourage are: reducing the standards and cost of construction; assuring that slum dwellers and squatters get secure title to their lots so they will make permanent improvements and pay taxes; assuring that projects pay for themselves through appropriate charges to the beneficiaries; assuring that integrated planning is done for each project to meet the social and economic needs of the beneficiaries; and assuring that savings are mobilized and devoted to the housing sector.

d. HG Technical Assistance

In addition to the provision of long-term financing, A.ID. provides technical assistance (TA) on shelter and related urban problems with special attention directed at assisting countries in the formulation of overall national housing policies. A.I.D.'s view is that such policies, while clearly needing to address the shelter needs of all income groups, must give special emphasis on the shelter problems of lower-income people.

In addition to the TA provided to this area by the Office of Housing, the Technical Assistance Bureau's Office of Urban Development has undertaken a variety of research and development projects that are carried out on a pilot basis. The Office of Housing and the Office of Urban Development have reviewed and coordinated action in several areas of mutual interest.

An example of this TA effort is in Korea, where the Government of Korea requested A.I.D. assistance in carrying out a shelter sector analysis: a condition to A.I.D. consideration of HG loan application. In addition to working out an innovative guaranty loan for the slum upgrading program, it also generated Government of Korea interest in consultant services to help them develop a national housing policy. This policy, which was officially adopted on May 1, 1975, is expected to improve the shelter conditions for lower income groups.

It emphasizes (1) increased housing contruction investments in lower income shelter by both public and private sectors, (2) infrastructure development related to upgrading communities, (3) maximum use of existing housing stock, (4) upgrading of the housing and building materials industries and (5) reorganization of government housing administrative services.

e. HG Review Process

The Agency project review process for a HG project is similar to its review of development loans and grants. When an interest in the possibility of HG financing is evidenced by a country, the Geographic Bureau instructs the Office of Housing to carry out a shelter sector assessment. The Office, in conjunction with the A.I.D. Mission, presents a Project Identification Document to the Geographic Bureau for review and approval by the appropriate Assistant Administrator. Then the Office of Housing, with the local authorities and the A.I.D. Mission, will jointly design the project and develop a Project Paper that identifies the objectives and specific methods of implementing the program.

At the option of the Geographic Bureau, the Office of Housing may be asked to prepare an intermediate planning document, the Project Review Paper. Once the project has been reviewed and approved by the Bureau and authorized by the Geographic Assistant Administrator, the Office of Housing assumes responsibility for project implementation working in close collaboration with the A.I.D. Mission.

f. Notification Process

Formal notification of approval is given to the borrower and the U.S. investment community is notified that an authorization has been made. It is then the responsibility of the borrower to contact and negotiate a loan with potential U.S. investors. A.I.D. reserves the right to approve this selection. The borrower then enters into negotiations of a loan agreement with the U.S. investor. Separate guaranty agreements are also negotiated between A.I.D., the borrower and the investor.

Another benefit derived from the involvement of the U.S. private sector as lenders or investors (in addition to the maximization of funds available for development assistance) is the introduction of the borrower to the long term capital markets of the United States. It is believed that the HG Program encourages the development of mature banking relationships between borrowers and the U.S. investment community.

TABLE A

Status of Housing Projects

The following table (in Millions of Dollars) summarizes the status of A.I.D.'s Housing Guaranties by region and country as of November 15, 1976:

| AFRICA | Number of Projects | Total Amount of Authorization |
|---|---|---|
| Botswana | 1 | $ 2.6 |
| Cameroon | 1 | 10.0 |
| Ethiopia | 1 | 5.0 |
| Ivory Coast | 3 | 20.4 |
| Kenya | 3 | 17.0 |
| Liberia | 1 | 5.0 |
| Senegal | 1 | 5.0 |
| Zaire Rep. | 1 | 10.0 |
| Zambia | 1 | 10.0 |
| | 13 | $ 85.0 |
| **ASIA** | | |
| Rep. of China | 1 | $ 4.8 |
| Korea | 7 | 90.0 |
| Thailand | 1 | 5.0 |
| | 9 | $ 99.8 |
| **LATIN AMERICA** | | |
| Argentina | 7 | $ 54.3 |
| Bolivia | 2 | 9.6 |
| CABEI | 6 | 67.0 |
| Caribbean Islands | 1 | 2.0 |
| Chile | 5 | 59.7 |
| Colombia | 3 | 26.9 |
| Costa Rica | 3 | 6.6 |
| Dominican Rep. | 5 | 19.0 |
| Ecuador | 2 | 7.4 |
| El Salvador | 3 | 11.0 |
| Guatemala | 4 | 7.8 |
| Guyana | 2 | 6.0 |
| Honduras | 4 | 10.6 |
| Jamaica | 5 | 25.6 |
| Mexico | 2 | 14.5 |
| Nicaragua | 4 | 25.9 |
| Panama | 7 | 25.0 |
| Paraguay | 1 | 4.0 |
| Peru | 9 | 61.0 |
| Venezuela | 9 | 51.5 |
| | 84 | $495.4 |

| | Number of Projects | Total Amount of Authorization |
|---|---|---|
| NEAR EAST | | |
| Iran | 1 | $ 25.0 |
| Israel | 4 | 125.0 |
| Portugal | 2 | 40.0 |
| Tunisia | 3 | 25.0 |
| | 10 | $215.0 |
| TOTAL ALL REGIONS | 116 | $895.2 |

## I.E. OTHER SPECIAL AID PROGRAMS

### 6. Excess Property

Federal statutes require all U.S. Departments and Agencies to make any property that is excess to their needs available to other Federal agencies, at no cost.

Section 608 of the Foreign Assistance Act (FAA) of 1961 requires A.I.D. to use such excess property - as a substitute for new procurement - whenever it is practical and possible to do so. Excess property may also be used to complement other forms of assistance being furnished to aid recipients under Part I of the FAA.

Section 607(a) of the FAA further provides that, under certain circumstances, excess property may also be provided to the following non-aid recipients:

-- friendly countries;

-- international organizations;

-- the American Red Cross; and

-- registered U.S. voluntary agencies.

Most of the excess property acquired by A.I.D. comes from the Department of Defense (DOD). It generally falls into five categories:

-- heavy construction equipment;

-- vehicles of all kinds;

-- heavy machinery;

-- electrical generation equipment; and

-- medical equipment.

A.I.D.'s excess property program takes two forms: the Section 608 Program and the "Situs" Country Program.

#### Section 608 Program

Under Section 608 of the FAA, A.I.D. acquires excess property from other Federal agencies - both in the U.S. and overseas - and then reconditions and stores that equipment until a firm request for the equipment is received from an eligible recipient.

A.I.D.'s initial costs of reconditioning, storage, transportation and overhead expenses are charged to a Revolving Fund, initially capitalized at $5 million. This Revolving Fund is regularly replenished in the form of service fees and reimbursed costs collected from the recipients.

A.I.D.'s 608 Program is therefore self-sustaining. There are no appropriated funds involved in its administration. The Revolving Fund currently stands at $7.8 million.

The table which follows indicates the dollar value (expressed in Original Acquisition Cost to the U.S. agencies) of the excess property that moved through A.I.D.'s 608 Program in the past five fiscal years.

| FY 72 | FY 73 | FY 74 | FY 75 | FY 76 |
|---|---|---|---|---|
| 13.3 M | 9.3 M | 18.5 M | 19.7 M | 19.9 M |

Situs Country Program

The Section 608 Program does not operate in developing countries where U.S. troops are stationed, e.g., Ethiopia, Korea, Morocco, Panama (the Panama Canal Zone), the Philippines, Thailand, and Turkey.

In those countries, the Situs Program operates. Eligible recipients acquire available excess property directly from U.S. military installations. This property is made available on an "as is - where is" basis, i.e., A.I.D. does not provide any reconditioning services.

The table which follows indicates the dollar value (again in Original Acquisition Costs) of the excess property that moved through the Situs Program from FY 1972 through FY 1975. (Figures on FY 1976 are not yet available; the large amounts in the first two years reflect Situs transfers in South Vietnam.)

| FY 72 | FY 73 | FY 74 | FY 75 |
|---|---|---|---|
| 61.8 M | 84.6 M | 25.3 M | 22.4 M |

## E. OTHER SPECIAL AID PROGRAMS

### 7. Women in Development (WID)

#### a. General Background

"WID" is a nomenclature for the Agency's efforts to integrate women into their national economies through foreign assistance programs, projects and activities. The objective is to increase women's participation, at all levels and in all areas of development-related efforts, "thus improving their status and assisting the total development effort." The mandate originated with Section 113 of the Foreign Assistance Act of 1973, called the "Percy Amendment" for its sponsor, Senator Charles H. Percy (R-Ill.).

Application of the concept was extended by amendments in 1974 and 1975 foreign aid legislation. 1/ These ordered, respectively, U.S. promotion of similar action by international organizations (principally the United Nations) and other donors, and A.I.D. efforts to cover all bilateral and related programs, with the exception of military and supporting assistance. The legislation was and is supported strongly by private individuals and organizations, principally women leaders and women's organizations, who keep close check on the Agency's progress.

#### b. Program Conduct

The A.I.D. Administrator provides personal leadership in establishing, maintaining and carrying out A.I.D. efforts to bring women into the mainstream of development. He appointed a Percy Amendment Working Committee (three men and three women) to review the materials, discuss the implications and recommend action. From this came the Agency's Policy Determination No. 60 of September 1974, which calls for a "conscious concern" in carrying out the policy and requires all project proposals to contain an assessment of what actual role women play and how the project will affect them. The Committee also recommended designation of a Coordinator for Women in Development with staff and funds, to serve as the Agency's focal point for internal and public interest, and catalytic agent for action under the supervision of the Administrator. This was done in late 1974, with the first funds provided in May 1975.

#### c. Program Achievements

While the Agency continues to give high priority and visibility to the WID effort, with some solid achievements, there remains a great

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1/ Section 305, Foreign Assistance Act of 1974; and revision of Section 113, International Development Assistance Act of 1975

deal to be done to ensure that the mandates and policies are achieving the appropriate effects.

(1) Regional Bureaus, during Fiscal Year 1977, reported an estimated investment of $95 million (from 10% to 21% of economic aid funds available) in projects impacting on women, including projects primarily for women. Of the 40 A.I.D. Missions responding to a mid-1976 questionnaire, 37 Missions had one or more efforts underway. Participant trainees (those being trained in the United States to return to their countries as technicians and leaders in development) showed an increase of almost double the number of women. In 1976, 25% of the Agency's International Development Interns were female.

(2) Substantively, by analysis of actual projects, the efforts are still largely focused on social services expected to benefit women (family planning, health and nutrition); of, by and for women-only activities; restimulation of emphasis on home-related responsibilities; and a great deal of research which may or may not contribute directly to national planning and A.I.D. programming.

Some examples of "conscious concern" and professional commitment to the achievement of the WID policy objectives are: 1) El Salvador is finding ways to include women as beneficiaries and agents of loans to small farmers; 2) Afghanistan has put women on "mobilettes" and trained them to extend health delivery to rural areas; 3) Upper Volta is trying appropriate technology by and for women; and 4) Nicaragua has devised a unique credit system for market women who could not otherwise obtain funds for improvement of their business.

(3) On the international scene, with U.S. and direct A.I.D. promotion, the United Nations organizations such as UNESCO, UNICEF, WHO, FAO, WFP, and the World Bank have established policies and plans paralleling the Agency's WID efforts. At least six other donor foreign aid programs are adopting both the concept and practices of A.I.D. to integrate women in development: Canada, the United Kingdom, Sweden, Norway, Denmark and Belgium recently assigned women Coordinators and established task forces.

(4) On the U.S. domestic side, university consortia (with A.I.D. help), foundations and private voluntary agencies have set up coordinating units and issued policies and plans for a "WID" effort. The Agency's Advisory Committee on Voluntary Foreign Aid adopted a resolution to this effect; the American Council of Voluntary Agencies in Foreign Service, Inc., established a special subcommittee and published a guideline for all voluntary and non-profit groups involved in overseas development. The Agency is also beginning to hear more from the business community, including enterprises owned and managed by women.

(5) Agency Handbooks provide guidance on the use of the "impact statement" on Women in Development in the project approval processes. Special designations on project accountings to determine which projects and to what extent projects involve women will soon be in the computer files. Country-specific information on women's actual roles in development is to be fed into a social and economic data bank. Policy papers, such as the Population Analysis, detail the means by which programs can enlarge women's opportunities for income-producing employment and further the outreach of the projects to rural areas, and the majority populations.

(6) The Coordinator's Office, under the supervision of the Agency Administrator, provides the catalytic effort needed to respond to the mandates and policy on WID. The Coordinator staff, for example, sponsored a worldwide conference of A.I.D., other donor and international and U.S. private sector representatives; and funded a model research in three countries to establish new data, networks and methodologies linked to national planning and A.I.D. programming processes. The Office has a "talent bank" of women and men specialists, and a wide range of information and data collections provided to Missions and headquarters offices. The Office participates in the research and development reviews, project approval processes, and development and identification of projects undertaken by Missions.

## SECTION II - FOREIGN AID - WORLDWIDE

In this relatively brief Section - which discusses total, worldwide foreign assistance - a number of specialized terms are used in both the narrative and accompanying tables.

These terms are defined below:

1. DAC - the Development Assistance Committee, of the Organization for Economic Cooperation and Development (OECD). Members are: Australia, Austria, Belgium, Canada, Commission of the European Economic Community, Denmark, Finland, France, Federal Republic of Germany, Italy, Japan, the Netherlands, New Zealand, Norway, Sweden, Switzerland, United Kingdom and United States.

2. Disbursements (Flows) - represents the actual international transfer of financial resources, not commitments.

3. Net Flows - Gross flows minus repayment of principal of past loan.

4. Total Flows - includes Official Development Assistance (ODA), Other Official Flows (OOF) and private capital flows.

5. ODA - Official Development Assistance; those flows to developing countries and to multilateral institutions provided by official government agencies, each transaction of which:

a. is administered with promotion of economic development and welfare of developing countries as its main objective; and

b. is concessional in character and contains a grant element* of at least 25%.

6. OOF - includes: official non-concessional bilateral transactions such as export credits, or if they have concessional elements, are primarily trade facilitating in character; and official multilateral transactions, the net acquisition by governments and central monetary institutions of securities issues by the World Bank, Inter-American Development Bank and Asian Development Bank.

7. ODA to Multilateral Agencies - contributions to the soft windows (such as IDA) of the World Bank and regional banks: paid in capital to the same banks; and loans to multilateral agencies at concessional terms. Includes grant donations to the UN group of agencies.

*"Grant Element" is defined as the face value of a financial disbursement less the discounted present value of the required amortization plus interest payments (using a 10% discount rate).

## II. A. AID FLOWS OF ALL DONORS

Tables I and II, on pages II-4 and II-5 below, show the financial aid flows (expressed in U.S. dollars) to a) the developing countries, and b) multilateral agencies, by major donor groups.

In summary, these tables indicate that 1975 United States flows when evaluated as a percentage of GNP, were the reverse of the United Nation's Second Development Decade Targets with respect to the ODA and Non-ODA Components. The United Nation's targets were: a total financial flows to GNP ratio of 1.0 percent; an Official Development Assistance flows to GNP ratio of 0.7 percent (which the United States reserved on); and, by implication, a ratio of 0.3 percent for other Official Flows and private capital Flows to GNP. Equivalent 1975 ratios reached by the United States were: 1.15 percent in the case of the 1.0 percent target; 0.26 percent against the 0.7 percent target; and, 0.89 percent against the implied 0.3 percent target.

The most significant thing to note from the table is that - during the Seventies - the U.S. declined in importance as an ODA donor. Specifically:

- The Organization of Oil Exporting Countries (OPEC) countries have emerged as a major donor group.
- Other DAC donors increased in importance, as their ODA flows rose, and those of the U.S. remained relatively stagnant.
- The U.S. provided 24% of all donor ODA flows in 1975, as compared to 34% as recently as 1972.
- The U.S. commitment to development, as measured by the ODA to GNP ratio, declined from 0.29% in 1972 to 0.26% in 1975; during the same period, the ratio for other DAC countries rose from 0.36% to 0.43%.

The table also shows that financial flows from all donors increased markedly in 1975, as compared to 1974; but the relative importance of ODA continued to decline. Specifically:

- Total flows increased by 37% in 1975; and
- ODA increased by 15% in 1975; but
- ODA as a percentage of total flows declined from 46% in 1972 to 37% in 1975.

The U.S. pattern also shows a more rapid increase in total flows in 1975, mainly of private flows. As the table indicates:

-- Total flows from the U.S. increased by 69% in 1975; and

-- ODA from the U.S. increased by 17% in 1975; but

-- The ratio of U.S. ODA to total flows declined from 44% in 1972 to 23% in 1975.

Non-ODA flows were three times the ODA level for the United States in 1975 but only 30 percent greater in the case of other DAC Donors. As the Table indicates:

-- ODA flows of the other DAC Donors were more than double the United States level in 1975; and

-- United States non-ODA flows exceeded non-ODA flows from the other DAC countries by 7 percent in 1975.

TABLE I

TOTAL FINANCIAL FLOWS TO DEVELOPING COUNTRIES AND MULTILATERAL AGENCIES BY MAJOR GROUPS(a)*

| | $ Million | | | | As percent of total | | | | As percent of GNP | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 1972 | 1973 | 1974 | 1975 | 1972 | 1973 | 1974 | 1975 | 1972 | 1973 | 1974 | 1975 |
| TOTAL FLOWS (NET) | | | | | | | | | | | | |
| DAC Countries | 19,693 | 24,628 | 27,984 | 39,506 | 93 | 92 | 83 | 85 | 0.77 | 0.79 | 0.82 | 1.04 |
| U. S. | ( 7,574) | ( 8,346) | (10,270) | (17,366) | (36) | (31) | (30) | (37) | (0.66) | (0.64) | (0.73) | (1.15) |
| Other DAC | (12,119) | (16,282) | (17,714) | (22,140) | (57) | (61) | (52) | (48) | (0.85) | (0.89) | (0.89) | (0.99) |
| OPEC Countries | 530 | 920 | 4,710 | 5,970 | 2 | 4 | 14 | 13 | 0.87 | 0.98 | 2.57 | 2.94 |
| USSR and Eastern Europe | 750 | 775 | 750 | 500 | 4 | 3 | 2 | 1 | 0.09(b) | 0.09(b) | 0.08(b) | 0.04(b) |
| China | 250 | 375 | 425 | 375 | 1 | 1 | 1 | 1 | 0.13 | 0.17 | 0.19 | 0.16 |
| Total (a) | 21,223 | 26,698 | 33,869 | 46,351 | 100 | 100 | 100 | 100 | | | | |

Total flows include official development assistance (ODA), other official flows (OOF) and private capital flows. Net flows are gross flows minus repayment of principal of past loans.

* Specialized terms explained on first page of this Section

(a) Excluding relatively small flows from various other donors (e.g., Israel, Yugoslavia, Luxembourg, South Africa). Data for DAC countries are reported by Members. For the other countries figures are DAC Secretariat estimates.

(b) Refers to USSR only.

Source: Development Assistance Committee (DAC.) DAC Chairman's Report 1976.

TABLE II

MAJOR COMPONENTS OF

TOTAL FINANCIAL FLOWS TO DEVELOPING COUNTRIES AND MULTILATERAL AGENCIES BY MAJOR GROUPS (a)*

| | $ Million | | | | As percent of total | | | | As percent of GNP | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 1972 | 1973 | 1974 | 1975 | 1972 | 1973 | 1974 | 1975 | 1972 | 1973 | 1974 | 1975 |
| ODA (NET) | | | | | | | | | | | | |
| DAC Countries | 8,538 | 9,351 | 11,316 | 13,616 | 87 | 86 | 76 | 80 | 0.33 | 0.30 | 0.33 | 0.36 |
| U. S. | (3,349) | (2,968) | (3,439) | (4,007) | (34) | (27) | (23) | (24) | (0.29) | (0.23) | (0.24) | (0.26) |
| Other DAC | (5,189) | (6,383) | (7,877) | (9,609) | (53) | (59) | (53) | (56) | (0.36) | (0.35) | (0.39) | (0.43) |
| OPEC Countries | 420 | 480 | 2,490 | 2,750 | 4 | 4 | 17 | 16 | 0.69 | 0.52 | 1.36 | 1.35 |
| USSR and Eastern Europe | 600 | 625 | 600 | 375 | 6 | 6 | 4 | 2 | 0.08(b) | 0.08(b) | 0.07(b) | 0.04(b) |
| China | 250 | 375 | 425 | 375 | 3 | 4 | 3 | 2 | 0.13 | 0.17 | 0.19 | 0.16 |
| Total | 9,808 | 10,831 | 14,831 | 17,115 | 100 | 100 | 100 | 100 | | | | |
| NON-ODA (NET) (Other Official Flows and Private pital Flows) | | | | | | | | | | | | |
| DAC Countries | 11,155 | 15,277 | 16,668 | 25,890 | 98 | 96 | 88 | 89 | 0.44 | 0.49 | 0.49 | 0.68 |
| U. S. | (4,225) | (5,378) | (6,831) | (13,359) | (37) | (34) | (36) | (46) | (0.37) | (0.41) | (0.49) | (0.89) |
| Other DAC | (6,930) | (9,899) | (9,837) | (12,531) | (61) | (62) | (52) | (43) | (0.49) | (0.54) | (0.50) | (0.56) |
| OPEC Countries | 110 | 440 | 2,220 | 3,220 | 1 | 3 | 12 | 11 | 0.18 | .46 | 1.21 | 1.59 |
| USSR and Eastern Europe | 150 | 150 | 150 | 125 | 1 | 1 | ins | ins | 0.01(b) | 0.01(b) | 0.01(b) | - |
| China | - | - | - | - | | | - | - | - | - | - | - |
| Total | 11,415 | 15,867 | 19,038 | 29,235 | 100 | 100 | 100 | 100 | | | | |

*Specialized terms explained on first page of this Section.
ins - Insignificant
Source: Development Assistance Committee(DAC). DAC Chairman's Report 1976.

(a) Excluding relatively small flows from various other donors (e.g., Israel, Yugoslavia, Luxembourg, South Africa) Data for DAC countries are reported by Members. For the other countries figures are DAC Secretariat estimates.
(b) Refers to USSR only.

FOREIGN ASSISTANCE APPROPRIATIONS FOR FISCAL YEARS 1975-1977
($ Millions)

| | FY 1975 Appropriation | FY 1976 Appropriation | FY 1977 Appropriation |
|---|---|---|---|
| Food & Nutrition | 300.0 | 426.6 | 505.0 |
| Pop. & Health | 125.0 | 146.4 | 214.0 |
| Education & Human Res. | 82.0 | 60.8 | 70.0 |
| Section 106 | 67.0 1/ | 57.4 | 67.0 |
| Subtotal | 574.0 | 691.2 | 856.0 |
| Int'l Orgs. & Progs. | 125.0 | 175.3 | 187.0 |
| UN Environment Fund | 5.0 | 7.5 | 10.0 |
| American Schools & Hospitals Abroad | 17.5 | 19.8 | 19.8 |
| American Schools & Hospitals Abroad (Foreign Currency) | (6.5) | (7.0) | (7.0) |
| Indus Basin, Grants | 9.0 | 9.0 | 15.75 |
| Indus Basin Loans | .2 | 10.0 | 5.0 |
| Contingency Fund | 1.8 | 5.0 | 5.0 |
| Int'l Disaster Assist. | 35.0 2/ | 45.0 | 25.0 |
| Portugal & Colonies | 25.0 | - | - |
| Cyprus Relief | - | 25.0 | - 4/ |
| National Assoc. of the Partners of the Alliance | (.5) 3/ | - | - |
| African Development Prog. | - | 5.0 | - |
| Administrative Expenses | | | |
| A.I.D. | 40.0 | - | - |
| State | 4.8 | - | - |
| Operating Expenses | - | 194.6 | 192.0 |
| Retirement & Disability Fund | (16.08) | 16.7 | 16.68 |
| Lebanon Relief | - | - | 20.0 |
| Indochina Postwar Recon. | 440.0 | - | - |
| Security Supporting Asst. | 660.0 | 1689.9 | 1734.7 |
| Middle East Special Requirements Fund | 100.0 | 50.0 | 23.0 |
| Int'l Narcotics Control | 17.5 | 37.5 | 34.0 |
| Total | 2054.8 | 2981.5 | 3138.93 |

1/ Represents combined appropriation for Selected Development Problems and Selected Countries and Organizations.
2/ $25 million allocated to Cyprus Relief.
3/ Earmarked for NAPA in Selected Development Problems.
4/ $17.5 million earmarked in Security Supporting Assistance.

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## II. B. AID FLOWS FROM THE DAC COUNTRIES

The table on the following page compares the financial aid flows of the U.S. and other DAC countries to the developing countries and multilateral agencies. The table shows that:

- -- The ODA to GNP ratio of the U S. during the Seventies has been below the DAC average -- by an increasing margin in each successive year;
- -- Eight of the 17 DAC countries achieved an ODA to GNP ratio in excess of 0.55%, or roughly double the ratio for the U.S. in 1975; and
- -- U.S. ODA levels during the Seventies have generally remained at or below the 1964-1966 average; as a percent of GNP, U.S. levels have declined from 0.49% in the mid-Sixties to 0.26% in 1975.

NET OFFICIAL DEVELOPMENT ASSISTANCE FROM DAC COUNTRIES TO DEVELOPING COUNTRIES AND MULTILATERAL AGENCIES a/

Disbursements — $ million and per cent of GNP

| Countries | 1964-1966 average | | 1971 | | 1972 | | 1973 | | 1974 | | 1975 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | $ m. | as % of GNP | $ m. | as % of GNP | $ m. | as % of GNP | $ m. | as % of GNP | $ m. | as % of GNP | $ m. | as % of GNP |
| Australia ..... | 114.9 | 0.51 | 202.2 | 0.53 | 266.9 | 0.59 | 285.9 | 0.44 | 430.3 | 0.55 | 506.8 | 0.61 |
| Austria ..... | 10.0 | 0.11 | 12.3 | 0.07 | 17.8 | 0.09 | 40.2 | 0.15 | 59.4 | 0.18 | 64.4 | 0.17 |
| Belgium ..... | 83.0 | 0.49 | 146.1 | 0.50 | 193.2 | 0.55 | 234.7 | 0.51 | 271.4 | 0.51 | 375.3 | 0.59 |
| Canada ..... | 120.5 | 0.23 | 391.1 | 0.42 | 492.0 | 0.47 | 514.9 | 0.43 | 713.4 | 0.50 | 879.7 | 0.58 |
| Denmark ..... | 14.7 | 0.15 | 74.4 | 0.43 | 95.6 | 0.45 | 131.6 | 0.48 | 168.2 | 0.55 | 205.0 | 0.57 |
| Finland ..... | 2.7 | 0.03 | 13.3 | 0.12 | 20.4 | 0.15 | 28.0 | 0.16 | 37.9 | 0.17 | 48.2 | 0.19 |
| France ..... | 775.1 | 0.78 | 1,075.3 | 0.66 | 1,320.3 | 0.67 | 1,461.1 | 0.57 | 1,615.6 | 0.59 | 2,099.9 | 0.62 |
| Germany ..... | 444.7 | 0.39 | 734.2 | 0.34 | 808.3 | 0.31 | 1,102.0 | 0.32 | 1,433.4 | 0.37 | 1,667.2 | 0.39 |
| Italy ..... | 62.0 | 0.10 | 182.7 | 0.18 | 101.8 | 0.09 | 192.0 | 0.14 | 216.2 | 0.14 | 199.5 | 0.12 |
| Japan ..... | 214.9 | 0.24 | 510.7 | 0.23 | 611.1 | 0.21 | 1,011.0 | 0.25 | 1,126.2 | 0.25 | 1,147.7 | 0.24 |
| Netherlands ... | 70.9 | 0.37 | 216.1 | 0.58 | 306.7 | 0.67 | 322.1 | 0.54 | 436.0 | 0.63 | 598.9 | 0.74 |
| New Zealand ... | 10.0 | 0.19 | 16.7 | 0.23 | 20.6 | 0.25 | 29.1 | 0.27 | 39.2 | 0.31 | 65.8 | 0.52 |
| Norway ..... | 11.7 | 0.17 | 42.3 | 0.33 | 63.3 | 0.43 | 86.6 | 0.43 | 131.4 | 0.57 | 183.7 | 0.66 |
| Sweden ..... | 42.6 | 0.21 | 158.9 | 0.44 | 197.7 | 0.48 | 275.3 | 0.56 | 401.7 | 0.72 | 566.0 | 0.82 |
| Switzerland ... | 11.3 | 0.08 | 28.4 | 0.12 | 64.8 | 0.21 | 65.3 | 0.16 | 67.7 | 0.15 | 103.6 | 0.18 |
| United Kingdom | 483.8 | 0.48 | 561.8 | 0.41 | 608.7 | 0.39 | 602.9 | 0.34 | 729.8 | 0.38 | 878.2 | 0.39 |
| United States | 3,453.0 | 0.49 | 3,324.0 | 0.32 | 3,349.0 | 0.29 | 2,968.0 | 0.23 | 3,439.0 | 0.24 | 4,007.0 | 0.26 |
| Total DAC Countries | 5,925.8 | 0.44 | 7,699.5 | 0.35 | 8,538.2 | 0.33 | 9,350.7 | 0.30 | 11,316.8 | 0.33 | 13,596.9 | 0.36 |

a/ Net flows are gross flows minus repayment of principal of past loans. Official Development Assistance is defined as assistance with at least a 25% grant element and directed towards promotion of Economic Development.

III - M

## III A. FOREIGN ASSISTANCE AUTHORIZING LEGISLATION

### 1. Foreign Assistance Act of 1961 and Other Background

A.I.D.'s authority derives from the Foreign Assistance Act of 1961, as amended. Until the early 1970's, Congress amended this authorization annually with a bill which included both economic aid and military assistance. There were few shifts in direction or emphasis in the aid authorization throughout the 1960's. The principal themes contained in this legislation included the encouragement of: 1) self-help by recipient countries; 2) close coordination between the U.S. and other donor countries and neighboring aid recipients. The conventional wisdom throughout this period held that political support for the authorization bill depended upon welding together development aid with military assistance programs.

In 1971, however, a coalition of disenchanted Senate liberals and conservatives rejected the combined military and economic aid authorization. A substitute measure only narrowly passed the following session. In 1972, the development and military elements of the program were split, and the Senate defeated the fiscal 1973 military assistance authorization. As a result, passage of the regular appropriations bill (which included both military and economic aid) was stymied and funding for foreign aid in FY 1973 had to be provided under a continuing resolution.

In 1973, the Senate authorized military and economic assistance in two separate bills, but the final version of the bill combined the two assistance areas. In this bill, military assistance was authorized for FY 74 only, while most economic assistance was authorized for both FY 74 and 75.

More important, major policy changes--Congressional mandates--were inserted in the development assistance element of the bill. These mandates, which were aimed at making development aid more acceptable to the Congress, are discussed below (Foreign Assistance Act of 1973). The 1973 experience also convinced the committees that splitting the authorization into separate military and economic bills would solve the Congressional deadlock which had brought foreign aid to such a poor pass in the early 70's.

Accordingly, in December 1975, the Congress passed an FY 76-77 development assistance authorization. A military assistance authorization bill for FY 76 was passed and vetoed in May 1976, but the following month the Congress passed and the President signed a bill which combined the FY 76 and FY 77 military aid authorization. This latter bill overcame most of the objections

the Executive had with regard to Congressional oversight in foreign military aid in the vetoed FY 76 bill. These issues are outlined below (see International Security Assistance Act of 1976).

2. Foreign Assistance Act of 1973

As indicated above, foreign aid fell on hard times--particularly in the Senate--in the early 1970's. Supporters of the program were left little choice but to redesign it or watch it die, and A.I.D.'s friends in the House Foreign Affairs Committee led the salvage attempt. Aid for the poorest sectors of developing nations became the central thrust of the reforms.

To extend assistance directly to the recipient nation's population, rather than relying on a "trickle down" approach, Congress replaced the old categories of technical and developmental loans and grants with new functional categories aimed at specific problems such as nutrition, population, and education.

The aim of bilateral development aid was to concentrate on sharing American technical expertise, farm commodities and industrial goods to meet development problems, rather than to rely on large-scale transfers of money. Greater stress was placed on participation of the host governments and the private sector.

The Congressional mandate also directed the President to establish the following aid priority list: food production, rural development, nutrition, population planning and health, education, public administration, and human resource development.

On the Senate side, the authorization became tied almost exclusively to the Senate's desire to control the Vietnam war decision making process. Instead of dealing with the Administration request (in a bill introduced by Senator Hugh Scott), the
* SFRC agreed to a Fulbright plan to split the authorization into two bills, to slash the military request deeply, and to phase down military aid rapidly.

The House bill and the two Senate bills resulted in an authorization which cut slightly into the Administration request for economic aid and which slashed the military aid request by over 25%.

Of even greater consequence, the House Committee by introducing new directions to economic aid proved that the program could be sold on its own merits.

* SFRC = Senate Foreign Relations Committee

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3. International Development and Food Assistance Act of 1975

On December 9, 1975, the Congress completed action on an FY 76-77, $3.1 billion foreign economic aid bill (H.R. 9005--PL 94-161). It marked the first time that both houses had agreed to separate development assistance from military aid.

The bill contained the following major provisions:

Development Assistance

-- authorized $200 million for U.S. participation in the International Fund for Agricultural Development;

-- stipulated that 67% of population planning and health funds be used for population planning;

-- permitted the President to waive the requirement that a recipient country put up at least 25% of the costs of a program, if that country is listed by the UN as "relatively least developed";

-- prohibited development aid to any country that engages in a consistent pattern of gross violations of human rights, unless Congress determines that the aid would cause great deprivation among needy people.

Other Authorizations

-- earmarked funds for former Portuguese colonies in Africa;

-- limited the total economic aid to Chile to $90 million;

-- required that 75% of PL 480 Title I food aid go to countries with a per capita GNP of under $300.

The bill also authorized a new famine prevention program. Under it, a seven member Board for International Food and Agricultural Development was established to administer programs aimed at increasing the participation of agricultural schools, land grant universities and sea-grant colleges and certain other colleges in research to increase food production in less developed countries.

The bill swept through the Congress by substantial margins in both houses.

4. The International Security Assistance Act of 1976

In April 1976, the Congress passed a FY 76 security assistance bill which the President vetoed on May 6, principally because of

constitutional questions. The Congress addressed these Executive objections in the following manner in a FY 76-77 security assistance bill which was passed and signed by the President on June 30 of this year:

-- The President had objected to a $9 billion ceiling on the overseas sale of arms by the U.S. government and private contractors. This provision was dropped in the FY 76-77 bill;

-- The President was also displeased with a provision in the original bill giving Congress authority to terminate aid to countries found in violation of human rights standards by approving a concurrent resolution (which would not require Presidential signature). The final bill allowed Congress to pass a joint resolution (requiring the President's signature) if it wished to shut off aid;

-- Meeting another Presidential objection, the FY 76-77 bill, H.R. 13680, omitted any reference to lifting the U.S. trade embargo with North and South Vietnam;

-- The President had objected to a provision which would have allowed Congress, by passing a concurrent resolution, to disapprove military sales to another country in excess of $7 million. Although H.R. 13680 excluded commerical sales from "congressional veto," the bill retained a 1974 statute which allowed Congress to reject government-to-government agreements in excess of $25 million.

Other Provisions

-- terminated all grant military assistance and military advisory programs on September 30, 1977, unless specifically authorized by Congress;

-- established the office of Human Rights Coordinator in the State Department;

-- barred military aid to any country that gives sanctuary to terrorists, unless a special Presidential request is made;

-- prohibited aid to any country dealing in nuclear reprocessing unless President determines that a cut off would have adverse effect on U.S. interests.

## III B. APPROPRIATIONS LEGISLATION

### 1. Levels

Appropriations for economic assistance have been good for the past two fiscal years. The cuts made from Executive Branch requests were roughly seven percent in FY 1977 and eight percent in FY 1976. In the preceding year, FY 1975, the cut was some 31 percent.

--These good appropriations reflect two basic changes:

1) The end of U.S. involvement and economic assistance in Indochina, and a shift to economic assistance to the Middle East which, particularly for Israel, is popular in the Congress;

2) The shift in development assistance from broad economic development theories, which had become discredited on the Hill, to emphasis on the poor majority and on food and population crises.

They reflect, in short, a shift from controversial and unpopular programs to popular programs.

### 2. Legislation

Appropriations legislation is relatively simple compared to authorizing legislation. It appropriates sums line by line with relatively few statutory directives, restrictions, etc.

--This does not mean that the Appropriations Committees play a lesser role in the conduct of economic assistance than the authorizing committees. Rather, this role is played less through specific provision in the statute as such, than through more rigorous hearings and examinations sometimes of the smallest detail of the programs. The threat of denial of funds, or cuts, lies in the background.

--Much of the "oversight" function for AID and its programs has been exercised by the Appropriations Committees in recent years, although it can be argued that it falls within the jurisdiction of other Committees.

--Among important provisions of the Appropriations legislation are:

1) Appropriation against an illustrative program: AID requests funds with very specific, detailed justification of concrete projects, country by country. The appropriation is by broad category: $X for Food and Nutrition; $Y for Population Planning and Health. AID has wide flexibility to drop a project which has not worked out and begin an entirely new project, perhaps in a different country.

Security Supporting Assistance (economic assistance primarily for the Middle East) has not been given this flexibility this year, FY 1977. Funds were earmarked, first in the authorizing legislation, then at somewhat lower levels in the appropriations legislation for each country. The remaining flexibility here lies within the country programs for Egypt, Israel, etc. A project for Egypt can be dropped, another started in Egypt, but funds appropriated for Egypt cannot be used for Jordan, Zaire or Southern Africa.

2) Prior Notification or a check on flexibility: the Appropriations committees have not been happy with the exercise of this flexibility by the Executive Branch. Notably the Senate Committee was unhappy with the transfer of $50 million in development assistance funds to Vietnam some years ago, and the Committees have not been happy with the substitution of one development assistance project for another. The transfer of funds out of development assistance is prohibited by current law, and the law requires prior notification to the Committees of project or program changes.

The precise requirement is that the Committees be notified 15 days in advance of obligation of funds for a new project or when the sums for a project are an increase above that previously justified to the Committees. The Committees have no statutory basis for disapproval, but much practical weight must be given to clear, strong indication of disapproval.

The FY 1976 legislation, not signed into law until 30 June 1976, contained a prior approval, rather than notification provision. In signing the Bill into law, the President held this to be an unconstitutional intrusion into his powers. The provision was again put into the Bill by the Senate Committee for FY 1977 and passed the Senate. It was rejected in Conference between House and Senate in favor of prior notification.

3) Carry-over of funds: While economic assistance funds are appropriated for one year, a provision enacted each year for many years past allows unobligated funds to be carried over into the next fiscal year and used then. The Committees can fail to reenact this.

4) Loan terms: The Senate Committee has felt that A.I.D. should have harder terms for those countries in better financial shape. A new provision provides that of $300 million in development assistance loans, $210 million shall be for 40 years (A.I.D.'s usual terms), $60 million for 30 years and $30 million for 25 years.

5) A.I.D. operating expenses: The Senate Committee insisted, over the last two years, that A.I.D. request funds for management, administration and operation of the agency and its programs in a separate category, to be appropriated separately. Such costs previously had been met in part from an administrative appropriation and in larger part from program funds.

## III. C. Major Statutory Provisions

The primary function of the Foreign Assistance Act is to authorize appropriations and provide policy and administrative authorities for the conduct of U.S. assistance programs. These have been discussed in previous papers. There are additionally a number of significant constraints on the Executive Branch which are built into the Foreign Assistance Act (FAA) and related legislation.

It should be noted, however, that the Congress has recognized the necessity for some flexibility in administering the A.I.D. program and has provided a general waiver provision (Section 614(a) of the FAA) which authorizes the President to spend up to $250 million of assistance monies (up to $50 million in any one country unless it is the victim of "communist aggression"), without regard to legal restrictions if he considers it important to the national security. Some constraints, however, specifically deny the availability of this general waiver; other restrictions have built-in waiver authorities. Congress has also provided for transfers of funds from one account to another, but has in some respects restricted this authority in recent years.

There are three basic types of constraints in the foreign assistance legislation: administrative and management controls on the Agency's operations, restrictions on assistance to certain countries, and mechanisms for Congressional involvement in the allocation of resources.

### 1. Administrative and Management Constraints

#### a. Procurement

"Buy American Provisions". Section 604 of the Foreign Assistance Act generally requires that commodities financed by A.I.D. be procured in the United States - unless the President determines that the economic or other advantages to the U.S. of lower cost procurement offshore outweigh any adverse effects to the U.S. economy or industrial mobilization base. The President determined that U.S. interests are generally served by procurement in developing countries and has expanded the list of eligible countries accordingly. Other exceptions can be made under special circumstances. Section 604(e) prohibits off-shore procurement of agricultural products when the domestic price is less than parity, and Section 636(i) limits motor vehicle purchases to those manufactured in the United States. These limitations are based on the balance of payments concerns which dominated the 1960s and early 1970s. The generally higher cost of U.S. procurement

has been deemed more than offset by the positive effect on U.S. trade balances; but tied aid has raised internal prices in aided countries and delayed program implementation. Difficult questions have also arisen where A.I.D. funds local procurement of imported items.

The Merchant Marine Act of 1936 requires the use of at least 50% U.S. shipping in transporting A.I.D.-financed commodities (other than those purchased with foreign currencies), and Section 612(b) prohibits the use of dollars for the procurement of goods and services if U.S.-owned foreign currencies are available -- unless the official approving the voucher certifies the reason for the use of dollars.

Method. Procurement by A.I.D. is normally through competition, as with other Government agencies. Although relieved by Section 633 from competitive contracting which might interfere with the conduct of foreign policy or the furtherance of FAA purposes, A.I.D. has, nevertheless, generally adhered to the principles of competition. This has normally not worked to the Agency's disadvantage - in the long run it has insured the availability of well-qualified contractors.

FAA Section 602 requires assistance to small American business to insure its equitable participation in the furnishing of A.I.D.-financed commodities and services. The statute directs A.I.D. to inform suppliers in the United States, particularly small, independent enterprises, as early as possible of prospective purchases. This procedure can lengthen procurement lead times and is generally waived in emergencies such as natural disasters. A.I.D. must also advise prospective purchasers in aid-recipient countries of commodities, articles and services produced by small business in the United States.

Section 604 of the FAA prohibits payment to a supplier under a commodity import program unless (a) the supplier certifies a description of the commodity, its condition and such other information as A.I.D. may by regulation require, and (b) on the basis of such information, A.I.D. has determined the commodity to be "eligible and suitable for financing."

Section 607 says that excess property may not be furnished for economic assistance before A.I.D. makes a written determination:

(a) on the need for, and suitability of, the property requested; (b) on the status and responsibility of the end-user, and his ability to use and maintain the property; and (c) that the residual value, serviceability and appearance of the property will not reflect unfavorably on the United States, and that it will justify, or at least be equal to the cost of furnishing the property.

Section 104 of the Appropriations Act prohibits any payment on a procurement contract which does not provide for the right of the U.S. government termination for its convenience.

b. Other Project Management

Congress has enacted a number of provisions which are aimed at insuring the efficient management of A.I.D. projects and at preventing dissipation of A.I.D. funds. Many are good management rules which we would follow in any event; others can be troublesome.

Section 110(a) prevents the United States from financing a program or project unless the recipient country guarantees that at least 25% of the costs will be provided by local entities. Local inputs may be provided on an in-kind basis and the provision may be waived on a project-by-project basis in the relatively least developed countries.

Section 110(b) prohibits furnishing grant development assistance for a project which will require funding for more than 36 consecutive months. This provision may be waived if an extension is justified to the Congress.

Congress has also been concerned that A.I.D. programs not be carried out in an excessive number of countries. As a result, development loans may not be authorized for more than 20 countries in any given fiscal year and development grants may not be extended to more than 40 countries. Extensive exceptions have been made for self-help projects, Alliance for Progress recipients, and various categories of regional programs. The results of these exceptions, however, has been considerable confusion; and the Congress has, on several occasions, questioned our counting practices with respect to these country ceilings. With respect to security assistance, only 12 countries may receive assistance in any given year. Any additions to our projected program will require a modification of this requirement.

Section 620(m) of the Foreign Assistance Act prohibits furnishing grant assistance to any economically developed nation which is capable of sustaining its own defense burden and economic growth. This provision has most frequently caused trouble in the context of supporting assistance programs which are related to base rights agreements, such as those in effect in Spain and Bahrain.

Section 301(d) prohibits the U.S. from setting up a trust fund with an international organization unless the agreement provides for the General Accounting Office to "conduct such audits as are necessary to insure that such funds are administered in accordance with such agreement." This provision, the Mailliard Amendment, was intended primarily to affect U.S. contributions to the Social Progress Trust Fund of the Inter-American Development Bank; it does not apply if others contribute to the Fund.

Section 103 of the Appropriation Act prohibits the obligation of more than 20% of any foreign assistance appropriation (except the Contingency Fund, and funds made available for loans) during the last month of availability. This is designed to avoid last minute obligation of fiscal year limited funds, and to encourage well-planned projects.

Section 201(b) prohibits a development loan unless the project to be financed will promote the economic development of the requesting country and specifically provides for appropriate participatio by private enterprise. A.I.D. has determined that such participation by private enterprise means loans to private entities (such as development banks), program loans for private use, and loans to the public sector where private contractors are employed.

FAA Sections 201(e) and 251(e) prohibit the authorization of a development loan in excess of $100,000 unless (a) an application for such funds has been received together with sufficient information and assurance to reasonably indicate that the funds will be used in an economical and technically sound manner, or (b) it is determined in the national interest to use such funds pursuant to multi-lateral plans.

Section 611(a) of the FAA prohibits the obligation of funds in excess of $100,000 for any project until the necessary engineering, financial and other plans have been completed, a reasonably firm estimate of the cost of such assistance made, and it can reasonably be expected that necessary legislative action by the recipient will be completed in time to carry out the project.

FAA Section 611(b) and Section 101 of the Appropriation Act require that the plans for any water or related land resources construction project include cost-benefit studies similar to those required by a now obsolete domestic directive. Section 611(e) further prohibits furnishing assistance in excess of $1,000,000 to any capital assistance project until there has been certification from the A.I.D. Mission Director that the recipient country has the capability to maintain and utilize the project effectively.

c. Prohibited Projects

Various provisions of the FAA prohibit certain kinds of projects. Section 114 prohibits using any of the funds made available by the FAA to perform abortions or to motivate or coerce any person to practice abortions. Population programs are also subject to the requirement in section 291 that AID establish procedures to insure that family planning assistance will not be used to coerce any individual to practice a particular method of family planning which may be inconsistent with his or her moral, philosophical or religious beliefs.

Section 620(d) requires that any productive enterprise to which development assistance is furnished not compete with United States enterprises. In the event that such competition is likely to occur, the recipient country must agree to procedures which will prevent the exportation for use or consumption in the United States of more than 20% of the production of that facility.

Section 620(k) prohibits assistance to a productive enterprise if the aggregate value of such assistance will exceed $100 million, unless the "express approval" of Congress is obtained. We have already requested and obtained a specific waiver for certain enterprises in Egypt. We anticipate, however, that we may face a problem in another country requiring express Congressional approval.

Finally, Section 620(n) requires the President to adopt regulations and procedures that will insure that U.S. AID is not used in the manner which promotes or assists the foreign aid projects or activities of the communist bloc countries. Exceptions are allowed if this "comingling" is not contrary to the best interests of the United States.

## 2. Country Constraints Concerning Human Rights

One category of constraints, of recent origin, arises from the Congress' intensified concern with the treatment of human rights in aid recipient nations and with U.S. Government identification with repressive practices.

Two provisions address the issue of human rights in broad terms, although both place special emphasis on violations of the person, such as torture, prolonged detention without charges, etc. The first, section 116 of the Foreign Assistance Act, prohibits furnishing economic assistance to any government which engages in "a consistent pattern of gross violations of internationally recognized human rights." The prohibition does not apply, however, if the assistance furnished would directly benefit "needy people." Section 116 also provides for a reporting system to the Congress and for termination of assistance programs by concurrent resolution.

The other provision is section 502B of the FAA which applies to security supporting assistance and to military assistance and sales. That provision states that it is the policy of the United States not to provide security assistance to any country the government of which engages in "a consistent pattern of gross violations of internationally recognized human rights." The provision requires country by country reports in connection with the Congressional Presentation materials and also permits either the Senate or House Foreign Affairs Committee to request reports on individual countries at any time. The reports must describe the status of human rights and fundamental freedoms in the country and the steps that the United States has taken in response to the repressive practices. The report must also state whether in the opinion of the Secretary of State extraordinary circumstances exist which would necessitate a continuation of security assistance if the "gross violations" were found to occur. Requests for reports on seventeen countries are pending. The provision also provides for termination or restriction of aid by expedited joint resolution, and it establishes a "Coordinator for Human Rights and Humanitarian Affairs" in the Department of State. Congress has also legislated specifically against two countries on account of their human rights practices. Military assistance to Chile has been totally

proscribed, and economic assistance (including P.L. 480 sales) has been restricted to $27 million. Military assistance to Uruguay has been prohibited. In 1974, in order to further disassociate the United States from repressive practices, a prohibition on using FAA funds to assist law enforcement agencies or internal intelligence programs was enacted (section 660).

A related area of concern has stemmed from the practice of Arab states with respect to individuals of Jewish origin. Section 666 of the FAA prohibits economic development assistance to any country which objects to the presence of a U.S. employee who is implementing an assistance program on the basis of that employee's race, religion, national origin, or sex. A similar provision, section 505(g), applies to military assistance and sales transactions. A related provision is contained in the FY 1977 Foreign Relations Authorization Act (Section 121) prohibiting employees of the Department of State, including A.I.D., from involvement in any transaction in which any U.S. person is prevented from participating on account of that person's race, religion, national origin, or sex. State laws barring discriminatory or restrictive practices and amendments to the Export Administration Act and the Internal Revenue Code may also have some impact on commercial transactions which are financed by the Agency.

The policy statement governing assistance to the Middle East (section 901) declares that it is the sense of Congress that no assistance should be provided to a country which denies its citizens the right or opportunity to emigrate. A binding prohibition on assistance to such countries has come within one or two votes of approval in the House International Relations Committee on two occasions. Congressional concern is directed at Syria.

### 3. Protection of U.S. Public and Private Financial Interests

A second category of constraints relates to Congress' attempt to use foreign assistance as a tool for protecting either U.S. private investors in foreign countries or to assure protection of U.S. government property and financial interests. Section 620(c) of the FAA prohibits providing assistance to any country which has refused to pay a private U.S. citizen for goods or services which that citizen furnished. Some escape is allowed where, for example, legal remedies have not been exhausted or where the President finds that termination of assistance would be contrary to the national security. Section 620(e), the Hickenlooper Amendment, requires a suspension of assistance ("suspension" requires an interruption of expenditures, as well as new obligations) to any government which has expropriated property beneficially owned by United States citizens and has not taken steps to discharge its obligation under international law to provide full and speedy compensation for the expropriated property in convertible foreign exchange. In 1973 a sentence was added permitting the President to waive the provisions of the section in the event that he found application of its provisions to be incompatible with the national interest. A related provision is Section 620(g), which prohibits the use of assistance to compensate owners for expropriated or nationalized property.

Provisions relating to expropriation are also contained in the legislation authorizing funds for the international financial institutions and in the section that deals with generalized trade preferences in the recent Trade Reform Act.

Another provision aimed at protecting private interests is Section 620(o) of the FAA which requires that the President take into consideration whether or not a foreign country had seized or otherwise imposed a penalty on a U.S. fishing vessel which was carrying on activities in "international waters."

Congress has been equally concerned with the protection of the U.S. Government's monetary interests. Section 620(r) of the Act prohibits relieving any A.I.D. recipient of liability for the repayment of any principal or interest on A.I.D. loans. Similarly, Section 620(f) prohibits the furnishing of new assistance to a country which is in default during a period in excess of six calendar months in its payments on loans made under the FAA. This provision can be waived if the President determines that the national interest would so be served. A companion provision, however, in the Appropriations Act which was enacted in 1976, does not allow for such waiver, and

it applies more broadly to debts on loans arising from any program for which funds are appropriated in the Foreign Assistance and Related Programs Appropriations Act. These would include defaults on foreign military credit sales. The provision prohibits any further assistance to a country that is in default unless the defaulting country takes "appropriate steps which may include renegotiation to cure the existing defaults" or has disputed the debt prior to enactment of the appropriations act.

Finally, Section 620(j) prohibits furnishing assistance to a country which allows U.S. property to be destroyed by mob action.

4. Other Country Prohibitions

The Foreign Assistance Act contains a number of prohibitions on furnishing assistance to individual countries which cannot be categorized or catalogued easily except to note that in all cases they arise from conduct on the part of foreign governments which Congress has deemed to be inimical to the interests of the United States.

Section 620A prohibits furnishing assistance during a one year period to any country which aids or abets, by granting sanctuary from prosecution, any individual or group which has committed an act of international terrorism. The amendment is recent and we have had little experience with it. The section does permit waiver of its provisions if the President certifies that the national security justifies a continuation of assistance. (The targets of the amendment were Middle Eastern countries which might grant sanctuary to PLO members and possibly southern African countries which might grant sanctuary to guerrillas operating against Rhodesia.)

Two provisions in the FAA were intended to further a trade embargo on two countries that were unfriendly to the United States. Section 620(a)(3) prohibits furnishing assistance to a country which permits aircraft or flagships under its registry to trade with Cuba. A similar provision, Section 620(n), applies to countries which trade with North Vietnam. PL 480 also contains a provision applying to trade with either country. It is important to note, however, that last year Congress enacted a new section which permitted the President to waive these prohibitions whenever he determines that the national interest so requires.

Section 620(b) and Section 620(f) are both directed against furnishing assistance to Communist countries. The Appropriations Act also prohibits the furnishing of any aid to North Vietnam, South Vietnam, Cambodia or Laos. All of these provisions may be waived, however, if the President is prepared to certify that U.S. national security would be served by an assistance program in one of the proscribed countries.

Section 669 of the FAA enacted last year prohibits furnishing assistance to a country which either delivers or receives nuclear equipment or technology relating to nuclear fuel enrichment or reprocessing plants unless that country is willing to put such technology or plants under multilateral auspices and management, as well as to impose other, more routine safeguards. The provisions of section 669 may only be

waived if the President receives "reliable assurances" that the country in question will not develop nuclear weapons and certifies that termination would have "a serious adverse effect" on U.S. interests.

Section 620(t) of the FAA prohibits providing assistance to countries with which the United States has severed diplomatic relations. Section 620(i) prohibits providing assistance to any country which is planning aggression against either the U.S. or another aid-recipient. (This section cannot be waived under any existing authority including section 614.) Section 620(u) requires terminating aid to a country which is delinquent on its assessments to the UN by more than 24 months. Section 659 prohibits furnishing assistance to any country which does not allow news access to certain types of military installations which the U.S. finances.

Finally, section 620(s) requires that the AID Administrator take into account the level and nature of an AID-recipient's military budget before furnishing assistance to that country.

5. Other Congressional Controls

Aside from proscribing certain A.I.D. recipients and setting management standards for the development and evaluation of projects, Congress has found other reasons and other devices for controlling the Executive's use of foreign aid funds. One of its most significant concerns in recent years has been the use for "political purposes" of what it views as essentially humanitarian funds. In order to preserve the humanitarian or developmental character of certain A.I.D. programs, it has enacted a number of restrictions.

Section 109 of the FAA prohibits transferring funds from the development accounts (sections 103-106) into any other account in the Act. Section 115 prohibits using development funds in any country which receives security supporting assistance during a particular fiscal year. Exceptions are made for population and regional programs. Similarly, section 223(j) requires that housing guaranties only be issued in countries which receive development assistance or which have received such assistance in the preceding two fiscal years. To assure a humanitarian emphasis, a provision was also added to PL 480 requiring that 75% of the funds available for agricultural sales be used for programs in countries with an annual per capita income of less than $300.

Congress has also expanded notification and reporting requirements so as to insure less discretion in the spending of unprogrammed funds. Section 903, the Middle East Special Requirements Fund, is subject to a 30-day notice requirement during which time Congress would be able to disapprove any expenditures by concurrent resolution. The concurrent resolution device is also contained in section 116 (human rights) and in section 617 of the Act, which permits termination of <u>any</u> A.I.D. program by concurrent resolution. Senator Fulbright once attemped to use this provision and end <u>all</u> A.I.D. programs.

The Executive Branch has consistently questioned the constitutionality of these provisions. Congress' recent attempt to enact other provisions of this kind in the military field was largely responsible for the veto of the International Security Act last year.

The Appropriations Act contains a requirement in most appropriation accounts that any deviations from projects presented in the annual congressional presentation materials be transmitted to the Appropriations Committee at least 15 days prior to obligation.

The fiscal year 1976 Appropriations Act contained an explicit requirement for Committee approval of such deviations. The Executive Branch argued that this provision was unconstitutional and stated that as a result it would not comply with the provision. A confrontation never materialized.

Another provision, section 653, requires that any increases in excess of 10% in the levels of assistance provided to any country be transmitted to the authorizing committees 10 days in advance. In the case of security supporting assistance, the President must certify that the deviation is required by the national security. An exception is allowed for country programs where the amounts provided are less than $1 million. There are a number of other reporting provisions throughout the Act, and section 634(c) requires that the Executive Branch furnish any document which may be requested by the General Accounting Office or a Congressional Committee within 35 days. Failure to do so will result in suspension of funding for the project or activity to which the informational request related. The only exception allowed is where the President certifies personally that he has forbidden the furnishing of the requested document.

Another device which has enjoyed increased popularity in recent years is the earmarking of funds for specific purposes within appropriation accounts. Earmarking may be done on a percentage basis as is the case, for example, in the Population and Health account, where 67% of the funds made available must be devoted to population programs, or it may be done by a dollar limitation. We are required by the Appropriation Act, for example, to spend $735 million in Israel; $700 million in Egypt; $70 million in Jordan; and $17.5 million in Cyprus. Earmarkings by the Congress in the Appropriation Act often differ from those in the authorizing legislation. This has consistently been the case with respect to the Security Supporting Assistance account over the past two years. The appropriations committees have also undertaken to control AID expenditures by setting ceilings on certain categories. For example, this year we are restricted to $20,000 for entertainment expenses, $96,000 for representational allowances, and $108,000 for official residence expenses. In all, there are in excess of 30 earmarkings or allocations in effect.

## III. D. OTHER LEGISLATION AFFECTING A.I.D.

### 1. Public Law 480

A.I.D. is affected by a number of other statutes which are amended regularly. The most important of these is the Agricultural Trade Development and Assistance Act of 1954, as amended (P.L. 480). It provides for a program of food assistance designed to "expand international trade, to develop and expand export markets for United States agricultural commodities; to use the abundant agricultural productivity of the United States to combat hunger and malnutrition and to encourage economic development in the developing countries that are determined to improve their own agricultural production; and to promote in other ways the foreign policy of the United States."

### 2. Title I

Title I of P.L. 480 authorizes concessional sales of agricultural commodities to friendly nations under either of two separate credit arrangements. Under one arrangement, sales are made for dollars, repayable in 20 years, with interest at such rates as the Secretary of Agriculture may prescribe; but not less than the minimum required by the Foreign Assistance Act of 1961, as amended, for development assistance loans. Sales may also be made for foreign currencies, fully convertible to dollars on credit terms no less favorable to the U.S. than those for development loans.

### 3. Title II

Title II of P.L. 480 provides authorization for food donations to friendly governments, intergovernmental organizations such as the World Food Program, American nonprofit voluntary agencies such as CARE, Catholic Relief Services, Church World Services, and the American Joint Jewish Distribution Committee. In addition, food is contributed for refugees and for disaster relief as part of the U.S. contributions to the United Nation's Relief and Works Agency (UNRWA), and other agencies in support of child feeding programs.

Title II program administration is shared by A.I.D. and USDA. Program operations are the responsibility of A.I.D. USDA determines the types, quantities, and the value of commodities available, participates in the programming process, and arranges ocean transportation for all Title II commodities.

### 4. Title III

Title III authorizes the Secretary of Agriculture to barter or exchange agricultural commodities for strategic or other important materials, subject to whatever reasonable precautions he finds necessary to

safeguard usual marketing practices - and to assure no undue disruption of world prices of agricultural commodities, or replacement of cash sales for dollars.

The President has delegated the ultimate responsibility for the P.L. 480 program to the Secretary of Agriculture, by Executive Order No. 10900. The Secretary of State, however, is delegated the responsibility for negotiating and entering into agreements, and this responsibility has been redelegated to the A.I.D. Administrator, by Delegation of Authority Number 104. Foreign policy implications of sales programs, nevertheless, remain the responsibility of the Secretary of State. The Office of Management and Budget (OMB) has the formal authority for allocating and apportioning foreign currency to be used for each of the purposes authorized under the Act; but the Treasury Department has responsibility for the establishment and administration of regulations concerning the custody, deposit, and sale of the currencies.

5. Important Amendments

Several important amendments were made to P.L. 480 by the International Development and Food Assistance Act of 1975. They included:

-- Greater emphasis on the requirement for self-help activities by importing countries, designed to increase their agricultural production, improve transportation, storage and distribution facilities and to reduce population growth;

-- Authority for the President to waive the prohibition against P.L. 480 assistance to countries defined as "unfriendly" by the Act, if he determines that such waiver is in the national interest, and so notifies Congress within 10 days of such a determination; and

-- "Loan forgiveness" provisions, to authorize the Executive Branch to credit Title I recipient countries with repayments, to the extent they use the proceeds of local sales of commodities for agreed programs designed to achieve the policy objectives of Section 103 and 104 of the Foreign Assistance Act of 1961, as amended; these credits are limited, however, to 15% of the total value of all agreements entered into under Title I.

By the terms of the Agricultural Trade Development and Assistance Act of 1954, as amended, the P.L. 480 program authorization expires on December 31, 1977.

6. Other Important Statutes

Other important statutes are those authorizing contributions for the international financial institutes, including the International

Development Association, the Inter-American Development Bank, the Asian Development Bank, and the African Development Bank. In addition to the sums authorized, which compete directly with A.I.D. programs for U.S. government resources in the international affairs budget category, these statutes frequently contain policy amendments which are similar to those contained in the Foreign Assistance Act.

For example, the U.S. representatives to the various banks are directed to vote against countries which expropriate property of U.S. citizens without compensation, or to vote against assistance projects in countries pursuing repressive practices unless those projects would benefit "needy people."

The authorizing statute for the Overseas Private Investment Corporation (OPIC) is a part of the Foreign Assistance Act. Generally, however, amendments affecting OPIC operations are made in a different legislative vehicle. Nonetheless, we are frequently affected by these changes and keep abreast of them.

OPIC is a U.S. government corporation which conducts financing, insurance and reinsurance operations in order to encourage U.S. private investment in the developing world. It operates under the policy guidance of the Secretary of State. The A.I.D. Administrator is the ex-officio chairman of OPIC's Board of Directors.

7. Trade Legislation

Our concern with trade legislation is two-fold. First, it can be a vehicle for restrictive provisions which are similar to those contained in A.I.D. legislation; e.g., protection of U.S. investors against expropriation. Secondly, it provides the basic authorities for the treatment of developing country exports to the United States.

These include basic authority to negotiate tariff schedules; authority for special provisions such as the generalized system of trade preferences which would provide duty-free treatment for selected third world exports. Punitive and protective measures, such as the authority to impose countervailing duties on subsidized imports, are also amended or contained in the Trade Act.

Both the Export Administration Act and the Tax Code can also contain provisions which might affect A.I.D.-financed transactions. In the case of the latter, they may also contain provisions which could provide some benefit to the developing countries, or which could affect the benefits given to A.I.D. employees overseas.

The Arms Export Control Act (formerly known as the Foreign Military Sales Act) is of interest because A.I.D.'s Security Supporting

Assistance programs are presently authorized in the same legislation as the authorities for credit and cash military sales to foreign governments. The Arms Export Control Act and its predecessors are also magnets for various Congressional restrictions, which frequently will extend to A.I.D. development programs as well. The most recent example was the enactment of Section 669, prohibiting assistance to countries that received certain categories of nuclear technology.

## SECTION IV - CONGRESS AND THE PRESS

### A. Important Congressional Committees

The Congressional committees most important to A.I.D. are the authorizing committees--the House International Relations Committee and the Senate Foreign Relations Committee--and the House and Senate appropriations committees which fund A.I.D. programs.

Important also, are the House and Senate Budget Committees which are described in SECTION IV-B.

#### 1. House International Relations Committee (HIRC)

The HIRC is responsible for legislation authorizing the assistance programs administered by A.I.D. and setting policy for the use of food commodities overseas under the Food for Peace program, which is also administered by A.I.D.

Since 1973, this traditionally conservative committee has initiated major changes in foreign assistance policy, largely as a result of younger, more liberal members on both the Democratic and Republican sides, and the accession to high level staff positions of younger, more active, and more development-oriented personnel, charting "New Directions" for the Committee, as well as for A.I.D.

Under the expected chairmanship of Clement Zablocki (D-Wisconsin), we do not expect major changes in the philosophy of the Committee. Consideration is being given to realigning the subcommittee structure along geographical rather than functional lines.

The full Committee has reserved for itself authority over authorizing legislation and has delegated only limited legislative responsibility to the subcommittees.

During the 94th Congress, the HIRC was composed of the following:

DEMOCRATS: Thomas E. Morgan (Pa), Chairman*
Clement J. Zablocki (Wis)
Wayne L. Hays (Ohio)*
L. H. Fountain (N.C.)
Dante B. Fascell (Fla)
Charles C. Diggs (Mich)
Robert N. C. Nix (Pa)
Donald M. Fraser (Minn)
Benjamin S. Rosenthal (N.Y.)
Lee H. Hamilton (Ind)
Lester L. Wolff (N.Y)
Jonathan B. Bingham (N.Y.
Gus Yatron (Pa)

*Not returning to 95th Congress

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Roy A. Taylor (N.C.)
Michael Harrington (Mass)
Leo J. Ryan (Cal)
Charles Wilson (Tex)
Donald W. Riegle (Mich)**
Cardiss Collins (Ill)
Stephen J. Solarz (N.Y.)
Helen S. Meyner (N.J.)
Don Bonker (Wash)

REPUBLICANS: William S. Broomfield (Mich)
Edward J. Derwinski (Ill)
Paul Findley (Ill)
John Buchanan (Ala)
J. Herbert Burke (Fla)
Pierre S. duPont (Del)*
Charles W. Whalen (Ohio)
Edward G. Biester (Pa)*
Larry Winn (Kan)
Benjamin A. Gilman (N.Y.)
Tennyson Guyer (Ohio)
Robert Lagomarsino (Cal)

Chief of Staff: Jack Brady

2. Senate Foreign Relations Committee (SFRC)

The SFRC is responsible for legislation authorizing the assistance programs administered by A.I.D. The Subcommittee on Foreign Assistance, chaired by Senator Humphrey, has specific responsibility for conducting hearings and recommending a bill to the full Committee.

Chairman Sparkman, Chairman of SFRC, has assumed a supportive role and has allowed Senator Humphrey to act as the bill's Floor manager and to head the Senate conferees.

The SFRC also has jurisdiction over authorizing legislation for the U.S. contribution to international banks (in the House, the Banking, Currency and Housing Committee has jurisdiction) but has no jurisdiction over food aid policy, which is the responsibility of the Senate Agriculture Committee. (In the House, the Committee on International Relations has jurisdiction over the use of food commodity aid overseas.)

Since the 1975 amendments to the Foreign Assistance Act made certain changes in the Food for Peace authorizing legislation (P.L. 480), it was necessary for the bill to be referred in the Senate to the Agriculture Committee, on which Senators McGovern, Humphrey, and Clark of the SFRC also serve. The fact of their dual membership

*Not returning to 95th Congress
**Elected to Senate

expedited the consideration of these amendments; however, the possibility of substantial conflict between the two committees over the use of American food commodities abroad remains, since the Agriculture Committee's primary concern is domestic agricultural policy and that of the SFRC is foreign policy.

The composition of the SFRC in the 95th Congress will not be known until basic decisions about the streamlining of Senate committees are made when the new Congress meets.

During the 94th Congress, the SFRC was composed of the following:

DEMOCRATS: John J. Sparkman (Ala), Chairman
Mike Mansfield (Mont)*
Frank Church (Ida)
Stuart Symington (Mo)*
Claiborne Pell (R.I.)
Gale McGee (Wyo)*
George McGovern (S.D.)
Hubert Humphrey (Minn)
Dick Clark (Iowa)
Joseph Biden (Del)

REPUBLICANS: Clifford Case (N.J.)
Jacob Javits (N.Y.)
Hugh Scott (Pa)*
James Pearson (Kan)
Charles Percy (Ill)
Bob Griffin (Mich)

Chief of Staff: Pat M. Holt

During the 94th Congress, the Humphrey Subcommittee was composed of the following:

DEMOCRATS: Hubert Humphrey, Chairman
Frank Church
Gale McGee*
George McGovern

REPUBLICANS: Clifford Case
Jacob Javits
Hugh Scott*

3. House Appropriations Committee - Subcommittee on Foreign Operations

The Appropriations Subcommittee is responsible for appropriating funds for all categories of foreign assistance, which are contained in an omnibus bill. They include bilateral economic and military aid,

*Not returning to 95th Congress

U.S. contributions to the international banks, the Peace Corps, migration and refugee assistance, including that for Cuban refugees, and U.S. contributions to U.N. and other international organizations and programs, but not food commodities authorized by P.L. 480.

The Subcommittee, under the Chairmanship of Otto Passman, has been very conservative, preferring security-related programs to development assistance. Clarence Long (D-Maryland) will probably be elected Chairman of the Subcommittee by the Democratic Caucus in December. A fiscally conservative economist, Dr. Long supports with enthusiasm only assistance for Israel.

Garner Shriver, heretofore the ranking Republican member of the Subcommittee, was defeated in the election.

Since the full Appropriations Committee rarely reverses decisions of the Subcommittee, the selection of pro-development members to membership on the Subcommittee in the 95th Congress is crucial to obtaining requested appropriations levels.

During the 94th Congress, the Appropriations Committee was composed of the following:

DEMOCRATS:
George Mahon (Tex), Chairman
Jamie L. Whitten (Miss)
Robert L. F. Sikes (Fla)
Otto E. Passman (La)*
Joe L. Evins (Tenn)*
Edward P. Boland (Mass)
William H. Natcher (Ky)
Daniel J. Flood (Pa)
Tom Steed (Okla)
George E. Shipley (Ill)
John M. Slack (W.Va.)
John J. Flynt (Ga)
Neal Smith (Iowa)
Robert N. Giaimo (Conn)
Joseph P. Addabbo (N.Y.)
John J. McFall (Cal)
Edward J. Patten (N.J.)
Clarence D. Long (Md)
Sidney R. Yates (Ill)
Bob Casey (Tex)
Frank Evans (Colo)
David R. Obey (Wis)
Edward Roybal (Cal)
Louis Stokes (Ohio)
Edward Roush (Ind)*
Gunn McKay (Utah)
Tom Bevill (Ala)
Bill Chappell, Jr. (Fla)
Bill D. Burlison (Mo)
William Alexander (Ark)

*Not returning to 95th Congress

Edward I. Koch (N.Y.)
Yvonne Burke (Cal)
John P. Murtha (Pa)
Bob Traxler (Mich)
Robert Duncan (Ore)
Joseph D. Early (Mass)
Max Baucus (Mont)

REPUBLICANS: Elford A. Cederberg (Mich)
Robert H. Michel (Ill)
Silvio O. Conte (Mass)
Garner E. Shriver (Kan)*
Joseph McDade (Pa)
Mark Andrews (N.D.)
Burt L. Talcott (Cal)*
Jack Edwards (Ala)
Robert McEwen (N.Y.)
John T. Myers (Ind)
J. Kenneth Robinson (Va)
Clarence E. Miller (Ohio)
Lawrence Coughlin (Pa)
C. W. "Bill" Young (Fla)
Jack Kemp (N.Y.)
William L. Armstrong (Colo)
Ralph S. Regula (Ohio)
Clair Burgener (Cal)

Clerk and Staff Director: Keith F. Mainland

During the 94th Congress, the Subcommittee on Foreign Operations was composed of the following:

DEMOCRATS: Otto E. Passman, Chairman*
Clarence Long
Edward Roush*
David Obey
Tom Bevill
Bill Chappell
Edward Koch
Charles Wilson

REPUBLICANS: Garner Shriver*
Silvio Conte
Lawrence Coughlin

Staff Assistant: Donald E. Richbourg

*Not returning to 95th Congress

4. Senate Appropriations Committee - Subcommittee on Foreign Operations

The Appropriations Subcommittee is responsible for appropriating funds for all categories of foreign assistance which are contained in an omnibus bill. They include bilateral economic and military assistance, international banks, the Peace Corps, migration and refugee assistance, including that for Cuban refugees, and U.S. contributions to U.N. and other international organizations and programs, but not food commodities authorized by P.L. 480.

The Appropriations Subcommittee has made numerous successful efforts to intrude on the policy-making prerogatives of the authorizing committees and there has been a constant tug-of-war between these two entities.

During the 94th Congress, the Senate Appropriations Committee was composed of the following:

DEMOCRATS: John L. McClellan (Ark), Chairman
Warren Magnuson (Wash)
John Stennis (Miss)
John Pastore (R.I.)*
Robert Byrd (W.Va.)
Gale McGee (Wyo)*
Mike Mansfield (Mont)*
William Proxmire (Wis)
Joseph Montoya (N.M.)*
Daniel Inouye (Haw)
Ernest Hollings (S.C.)
Birch Bayh (Ind)
Thomas Eagleton (Mo)
Lawton Chiles (Fla)
J. Bennett Johnston (La)
Walter Huddleston (Ky)

REPUBLICANS: Milton Young (N.D.)
Roman Hruska (Neb)*
Clifford Case (N.J.)
Hiram Fong (Haw)*
Edward Brooke (Mass)
Mark Hatfield (Ore)
Ted Stevens (Alaska)
Charles Mathias (Md)
Richard Schweiker (Pa)
Henry Bellmon (Okla)

Chief Counsel & Staff Director: James R. Calloway

The decisions of the Appropriations Subcommittees are rarely challenged by the full Appropriations Committee. Therefore, the make-up of the Subcommittee is the most important factor in determining the course and future of aid programs.

*Not returning to 95th Congress

During the 94th Congress, the Appropriations Subcommittee was composed of the following:

DEMOCRATS: Daniel Inouye, Chairman
William Proxmire
Gale McGee*
Lawton Chiles
J. Bennett Johnston

REPUBLICANS: Edward Brooke
Mark Hatfield
Charles Mathias

Professional Staff Member: William H. Jordan

The dual membership of Senator McGee on the Appropriations Subcommittee and the SFRC has been extremely valuable to A.I.D. and the international bodies working in the development field in obtaining satisfactory appropriation levels.

*Not returning to 95th Congress

## IV. B. OTHER CONGRESSIONAL RELATIONS

### 1. Congressional Budget Committees

The House and Senate Budget Committees, established under the Budget Act of 1974, have been a new factor in foreign assistance as well as other U.S. programs.

-- The Congressional timetable, established under the Budget Act, is generally credited with enabling A.I.D., as well as other agencies, to receive Fiscal Year 1977 appropriations on the first day of the fiscal year, which is important to effective management of the program. Since 1949, A.I.D. had operated for at least part of each fiscal year under a "Continuing Resolution," until an appropriations bill was passed.

-- The Budget Committees' assessment of national priorities, in their effort to reach a balanced federal budget over time, has led to some cuts from the President's request for the International Affairs category of the budget in Fiscal Year 1977. While the President recommended a slight increase in foreign aid in FY 1977 over FY 1976, the House Budget Committee recommended holding foreign aid appropriations close to prior year levels. The Senate Budget Committee recommended somewhat higher levels for the International Affairs function, though still beneath the President's request. The House/Senate Conference Report on the Budget Resolution ultimately provided levels which were slightly above the final FY 1977 appropriations level, though still beneath the request. The difference, however, was narrow -- a few percentage points -- and in the future, Congressional budget levels could prove a ceiling on appropriations.

-- The strength of the Budget Committee Chairmen has been demonstrated on numerous occasions. Cautionary floor statements by Budget Committee Chairmen have defeated floor amendments to add funds for such programs as U.S. voluntary agencies, school lunches, dairy price supports, and defense.

The Budget process has also

- sensitized agencies to the importance of outlay and expenditure rates, as distinguished from appropriations.

- forced Executive agencies to think more clearly about how effectively their program competes with other claimants on the federal budget, both within their budget category and in other budget functions.

Membership (94th Congress)

Senate Budget Committee

Edmund S. Muskie, Maine, Chairman

Warren G. Magnuson, Wash.
**Frank E. Moss, Utah
***Walter F. Mondale, Minn.
Ernest F. Hollings, S. C.
Alan Cranston, Calif.
Lawton Chiles, Florida
James Abourezk, S. D.
Joseph R. Biden, Jr., Dela.
Sam Nunn, Georgia

Henry Bellmon, Okla.
Robert Dole, Kansas
**J. Glenn Beall, Jr., Md.
**James L. Buckley, N.Y.
James A. McClure, Idaho
Pete V. Domenici, N. M.

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**Not returning to the 95th Congress
***Vice President of the U.S.

Membership (94th Congress)

House Budget Committee

*Brock Adams, Washington, Chairman

*Thomas P. O'Neill, Jr., Mass.
*Jim Wright, Texas
Thomas L. Ashley, Ohio
Robert N. Giaimo, Conn.
Neal Smith, Iowa
**James G. O'Hara, Mich.
Robert L. Leggett, Calif.
Parren J. Mitchell, Md.
Omar Burleson, Texas
**Phil Landrum, Georgia
*Sam Gibbons, Florida
**Patsy Mink, Hawaii
Louis Stokes, Ohio
Harold Runnels, New Mexico
Elizabeth Holtzman, N.Y.
Butler Derrick, S. C.

Delbert L. Latta, Ohio
Elford A. Cederberg, Mich.
**Herman T. Schneebeli, Pa.
James T. Broyhill, N. C.
**Garner E. Shriver, Kansas
Barber B. Conable, Jr., N.Y.
Marjorie S. Holt, Md.
John H. Rousselot, Calif.

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*Likely to leave the Budget Committee in the 95th Congress
**Not returning to the 95th Congress

For the Chairmanship, Ashley, Giaimo, and Smith have been mentioned. No decision has as yet been made. For Adams to remain Chairman, a change in the rules would be required.

Landrum's, Gibbons', and Schneebeli's seats will be filled by other members of the Ways and Means Committee.

Shriver's seat will be filled by a member of the Appropriations Committee.

## 2. "Watchdog" Committees of the Congress

The Government Operations Committees of the Senate and House are the "watchdog" committees of the A.I.D. program. During the Vietnam era these Committees were quite active but for the last 3 or 4 years they have shown very little interest in the A.I.D. program.

Congressman Brooks is Chairman of the House Committee and Senator Ribicoff is Chairman of the Senate Committee. Brooks also chairs the Subcommittee on Legislation and National Security which is charged with the foreign aid program. Senator Nunn is Chairman of the Subcommittee on Oversight Procedures on the Senate side. We do maintain very close relationship with these Committees and we provide them with the information they request.

At the present time there is no indication that their low profile regarding the A.I.D. program of the past few years will be changed.

Membership (94th Congress)

Senate Committee on Government Operations

Abraham Ribicoff, Conn., Chairman

John L. McClellan, Ark.
Henry M. Jackson, Wash.
Edmund S. Muskie, Maine
Lee Metcalf, Mont.
James B. Allen, Ala.
Lawton Chiles, Florida
Sam Nunn, Georgia
John Glenn, Ohio

Charles H. Percy, Ill.
Jacob K. Javits, N. Y.
William V. Roth, Del.
*William E. Brock, Tenn.
Lowell P. Weicker, Conn.

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*Not returning to the 95th Congress

Membership (94th Congress)

## House Committee on Government Operations

Jack Brooks, Texas, Chairman

L. H. Fountain, N. C.
John E. Moss, Calif.
Dante B. Fascell, Florida
*Torbert Macdonald, Mass.
William Moorhead, Pa.
*William J. Randall, Mo.
Benjamin Rosenthal, N. Y.
James C. Wright, Texas
Fernand St. Germain, R. I.
*Floyd V. Hicks, Wash.
Don Fuqua, Florida
John J. Conyers, Jr., Mich.
*Bella S. Abzug, N. Y.
*James V. Stanton, Ohio
Leo J. Ryan, Calif.
Cardiss R. Collins, Ill.
John L. Burton, Calif.
Richardson Preyer, N. C.
Michael Harrington, Mass.
Robert F. Drinan, Mass.
*Edward Mezvinsky, Iowa
Barbara Jordan, Texas
Glenn English, Okla.
Elliott H. Levitas, Ga.
David W. Evans, Ind.
Toby Moffett, Conn.
Andrew Maguire, N. J.
Les Aspin, Wisc.

Frank Horton, N. Y.
John N. Erlenborn, Ill.
John W. Wydler, N. Y.
Clarence J. Brown, Ohio
*Gilbert Gude, Md.
Paul N. McCloskey, Calif.
*Sam Steiger, Ariz.
Garry Brown, Mich.
Charles Thone, Neb.
*Alan Steelman, Texas
Joel Pritchard, Wash.
Edwin B. Forsythe, N. J.
Robert W. Kastenmeier, Wisc.
Bill Gradison, Ohio

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*Not returning to the 95th Congress

3. The General Accounting Office (GAO)

The General Accounting Office is an agency of the Congress. It helps Congress "keep an eye" on the Executive by auditing and evaluating virtually all facets of its operations. GAO's International Division of about 270 employees covers international operations, including the foreign aid programs. They have offices overseas in Frankfurt, Panama, Honolulu, and Bangkok. Other GAO offices also review aspects of A.I.D. operations. GAO representatives frequently testify before appropriate Congressional committees regarding management and implementation of A.I.D. programs.

In the past two years, GAO has issued 45 reports directed to A.I.D. or affecting our operations. Its regular reports are made to the Congress with concurrent copies to the A.I.D. Administrator. Special reports are made at the request of Congress, which are released to A.I.D. only with agreement of the requesting committee or Congressman.

The GAO formally notifies A.I.D. whenever it schedules a review. When its field work is done, GAO usually submits its draft report to A.I.D. for comments and security classification. A.I.D. comments are transmitted to GAO by a formal letter from the Auditor General, which is usually incorporated in GAO's final report. When the GAO issues a report containing a recommendation directed to A.I.D., the Agency is required by law to provide a response to appropriate Congressional committees within 60 days. These responses are prepared by the responsible office as directed by the Auditor General, whose liaison officer coordinates the response. The Administrator approves the response, which is transmitted to Congress by AA/LEG.

The GAO also has responsibilities for prescribing accounting principles and approving accounting systems for all Government agencies; making legal determinations regarding expenditures of government funds; assisting the Congress in legislative oversight, and assisting in the improvement of Federal financial management systems. They were recently given responsibility for monitoring the reporting requirements of Congress and assisting in implementation of the Congressional Budget Act of 1974.

4. The Inspector General, Foreign Assistance (IGA)

The Foreign Assistance Act (FAA) gives the Inspector General, Foreign Assistance, broad latitude for "reviews, inspections, and audits of programs" and authority to suspend A.I.D. projects.

The IG reports to the Secretary of State. His staff of 40 is funded from the appropriations of the various agencies--including A.I.D.--whose activities he reviews.

With respect to A.I.D. programs, the FAA says the IG's investigations should be aimed at:

-- Ascertaining the efficiency and economy of A.I.D. administration;

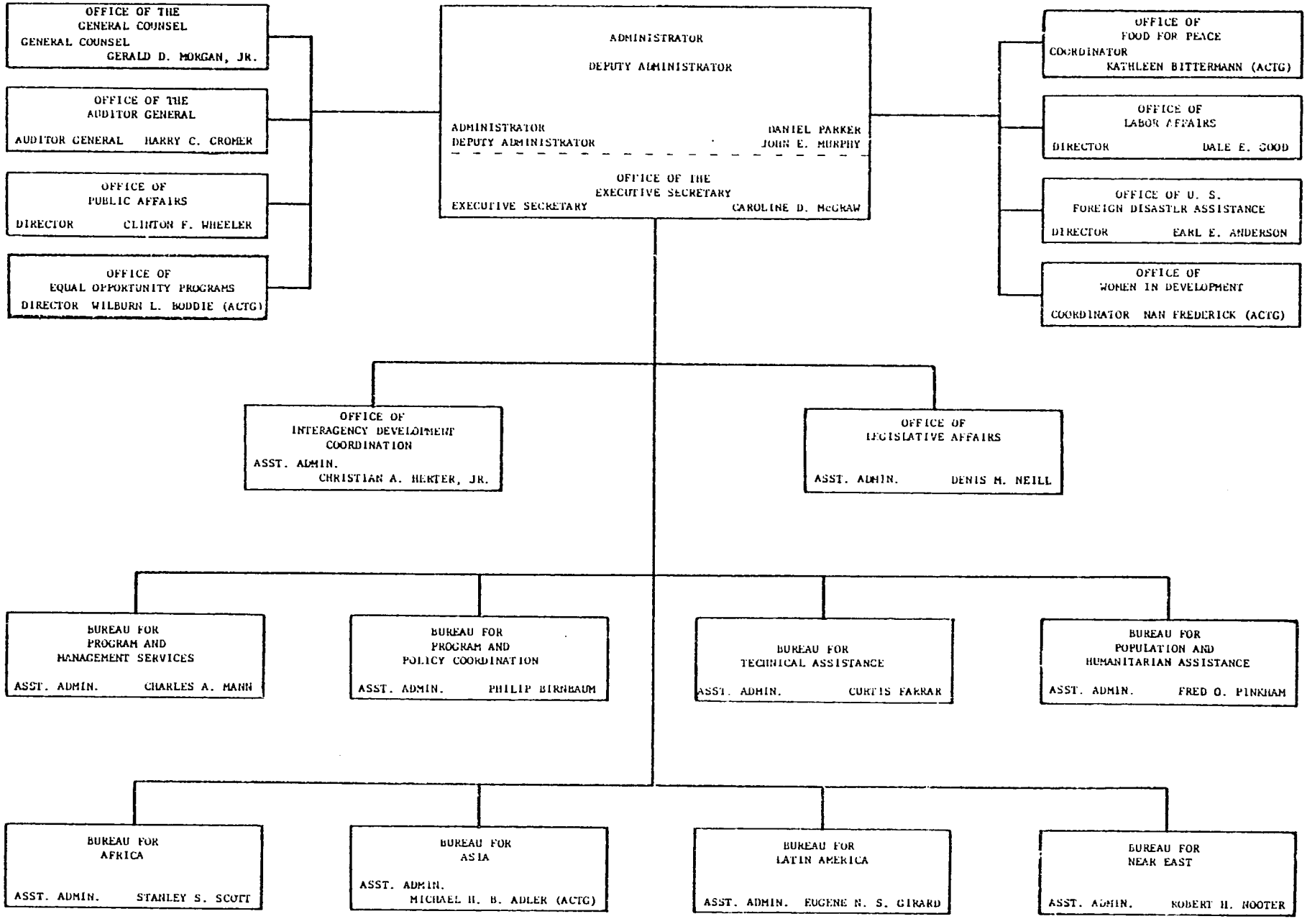
-- Assuring consonance of operations and programs with the foreign policy of the U.S.; and

-- Determining the extent to which A.I.D. is achieving its objectives.

Most of the IG's inspections of Agency programs have fallen in the first category. The emphasis has been on A.I.D. compliance with laws and regulations, and general management effectiveness. The IG's findings are summarized in brief memoranda to the Secretary of State and reported in more detail to A.I.D., with copies of the reports sent to Congressional committees and others. The Auditor General has responsibility for liaison with the IG, and his liaison officer assigns action on IG reports to the appropriate A.I.D. office and follows up on the improvements recommended.

During the past two years, the IG has issued 41 reports on A.I.D. operations.

# AGENCY FOR INTERNATIONAL DEVELOPMENT

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## VI.B. HOW A.I.D. IS ORGANIZED

### 1. Relationship to the Department of State

A.I.D. was established on November 3, 1961 as an agency within the Department of State. The Agency is headed by an Administrator whose rank is equivalent to the Deputy Secretary of State and who reports directly to the Secretary of State and the President.

A.I.D. administers U.S. foreign economic assistance to less developed countries. This includes Development Assistance in the areas of food and nutrition, population planning and health, education and human resources, and certain other selected development problems; Security Supporting Assistance to promote economic or political stability; Famine and Disaster Relief Assistance in support of urgent humanitarian needs in foreign countries; and, in cooperation with the Department of Agriculture, food assistance and agricultural commodities (Food for Peace).

Since foreign economic assistance is an important instrument of U.S. foreign policy, it is carried out within foreign policy and funding guidelines set by the Secretary of State. Within these guidelines, however, A.I.D. develops and defends its own program, budget, and staff needs; recruits and trains its own personnel; and deals directly with the Congress and other elements of the Executive Branch - including the White House - in negotiating agreements, or complying with statutory and regulatory requirements common to all Government agencies.

Congressional appropriations for economic assistance are separate from other State Department appropriations. The Office of Management and Budget (OMB) allocates funds and employment limitations directly to A.I.D. The Civil Service Commission (CSC) receives employment and other personnel statistics directly from A.I.D.

The relationship between A.I.D. and the Department of State is close. Coordination of A.I.D. programs and activities with U.S. foreign policy objectives is accomplished both through formal coordinative mechanisms and by informal working arrangements.

Formal coordination of A.I.D. programs with State Department policies is achieved through various mechanisms. Under the National Security Council (NSC) system, economic assistance-related issues may be reviewed by the Interdepartmental Groups (lower level), the NSC Review Group, and the Under Secretaries Committee. A State Department official chairs or is a member of each of these groups; A.I.D. does not have regular membership in them, but is invited to participate when issues are A.I.D.-related.

In addition, formal coordination of A.I.D.'s supporting assistance activities is achieved through the Security Assistance Program Review Committee. The SAPRC is an interdepartmental group whose functions include the review of U.S. arms transfers and security assistance activities on a worldwide basis. Its purview, thus, is not limited to countries receiving supporting assistance.

A.I.D. presents its annual budget submission to the Secretary of State for review and approval prior to sending it to the Office of Management and Budget.

A.I.D.'s deployment of staff overseas is formally controlled by the Department of State under the MODE* system. MODE is the acronym commonly used to denote the formal mechanism by which State monitors the overseas direct-hire employment of U.S. Government departments and agencies.

Less formal, but no less important, coordinative mechanisms are A.I.D.'s country program reviews, which are chaired by the Assistant Administrator of the appropriate Geographic Bureau, and to which State, OMB, USDA, the World Bank, and other U.S. and international agencies and organizations are invited.

Overseas, the Ambassador as Chief of the U.S. Diplomatic Mission, directs and coordinates the activities of the various U.S. agencies represented, including the A.I.D. mission. The Mission Director or A.I.D. Representative is a key member of the "country team" of the U.S. Diplomatic Mission.

Informal coordination between State and A.I.D. occurs at all levels. The A.I.D. Administrator regularly attends the Deputy Secretary of State's weekly staff meetings. A.I.D.'s Regional Assistant Administrators regularly attend the staff meetings conducted by their State counterpart, the Assistant Secretaries.

Coordination of economic assistance with foreign policy concerns is a daily matter between A.I.D. desk officers and State country directors in Washington and between A.I.D. personnel and Embassy staff members overseas. This coordination generally takes place at A.I.D.'s initiative, first in program planning and budgeting phases, and later whenever a State clearance is necessary before proceeding with an implementation action.

A major project usually has foreign policy implications, and it is therefore discussed with both the Ambassador and appropriate State Department officials in Washington before A.I.D. makes a public commitment to finance the project. Once cleared, the project proceeds under independent A.I.D. supervision. Technical decisions are not subject to State clearance.

* Monitoring Overseas Direct Hire Employment (MODE).

Whereas major A.I.D. projects and expenditures usually receive a fairly high clearance in the State Department, most assistance projects usually do not go beyond a clearance by the Ambassador.

The essential purpose of informal and formal coordination of A.I.D. plans and programs with the State Department is to assure that A.I.D. actions are consistent with the foreign policy objectives of the U.S. Government--both overall objectives and those in a particular country.

## IV. C. PRESS RELATIONS

A.I.D.'s press and media relations are coordinated by the Office of Public Affairs, which responds to press/radio/tv inquiries; arranges press interviews and news briefings; and prepares news releases, public statements, background information and photo features.

Some A.I.D. announcements are first released at the State Department's press spokesman's daily noon briefing. Routinely, releases are delivered to correspondents in State's press facilities, and mailed to local, regional and national media offices.

Washington correspondents interview A.I.D., State and other senior U.S. and foreign officials concerned with the developing nations of the world on Overseas Mission, weekly radio-tv public affairs program presented by A.I.D. in cooperation with WAMU-FM (The American University) and WNVT-TV (Community Television for Northern Virginia).

The Office of Public Affairs also screens all invitations for the Administrator and Deputy Administrator to speak at, or otherwise participate in, public and institutional conferences, seminars, etc.; makes recommendations regarding possible acceptance, and handles follow-up arrangements upon acceptance, including press/media relations.

Subject to staff availability, speakers and appropriate publications and films are provided to organizations and institutions interested in international economic and social development, particularly to the International Development Conference, an umbrella organization of 100 such groups (including the Overseas Development Council, the Society for International Development, CARE, and the Catholic Relief Services).

These and similar groups also receive, on request, the War on Hunger magazine on A.I.D. and other U.S. Government foreign assistance programs; Front Lines, the biweekly newspaper primarily for A.I.D. employees and retirees; and, periodic bulletins and other notices regarding A.I.D. legislation, new publications and available films.

A.I.D.-produced films (e.g., on Sahel drought relief, Bangladesh and Pakistan food/population/health/education programs) are provided on free loan to development-oriented groups and institutions, adult and school groups, television stations, and theatres via commercial film distribution services.

* * *

NOTE: The above activities are controlled by Section 501, Foreign Assistance and Related Programs Appropriations Act, 1975, which

specifies: "No part of any appropriation contained in this Act shall be used for publicity or propaganda purposes within the United States not heretofore authorized by the Congress."

## SECTION V - THE A.I.D. BUDGET

### A. A.I.D.'s Programming System

A.I.D.'s programming system has three major elements:

-- Comprehensive planning to determine country development objectives, assistance needs and possible program alternatives;

-- Project selection, design and approval; and

-- Annual budget submissions, hearings and appropriations.

#### 1. Development Assistance Programs (DAPs)

The planning base for country programs is the Development Assistance Program (DAP), which replaced the annual "program memorandum" in 1973. Each DAP, prepared by field mission staff (frequently with help from AID/W)*, is the product of a comprehensive assessment of the country's development situation against the backdrop of its economic, social and political scene. The document goes through analytical reviews in the field and in AID/W and emerges as the country action plan for several years. The DAP is validated each year and updates are made to reflect any major changes in the country situation, but annual revisions are not required. The DAP is the basic strategy document that underlies the annual budget request. The DAP is structured to include:

-- precise statements of A.I.D.'s 3 to 5 year goals for each sector or sub-sector, and specific socio-economic target groups where major U.S. assistance is planned;

-- identification of priority groups for U.S. assistance based upon an analytical description of the country's poor majority;

-- detailed sector assessments designed to consider the full range of development constraints and needs in a sector;

-- establishment of benchmark criteria for measuring improvements.

#### 2. The Project Design and Approval System

The DAP provides a basic framework against which individual project proposals are evaluated. The growth from idea to fully designed

* A.I.D./Washington

project can extend over a fifteen month period, in a three-stage documentation/review process that is intertwined with the budget process.

The field missions present initial project ideas in brief Project Identification Documents. Screening of Project Identification Document against program rationale occurs when the budget submission is reviewed in AID/W. The approved project ideas are included in the budget year funding plan that goes to OMB.

For each approved project idea, the field mission prepares a Project Review Paper to further elaborate the proposal and to set forth feasibility issues that must be settled in the design work. This project document is reviewed in AID/W to determine whether there is enough confidence to proceed to the next stage. Approval means that the project is included in the Congressional Presentation and normally will be funded, pending establishment of detailed feasibility plans, the working out of detailed implementation plans, and availability of funds.

With approval of the second stage document, the field mission completes design of the project and presents a Project Paper. This last document undergoes stringent examination and review against many criteria. The project is authorized for implementation when approval is given on the final project paper.

3. Annual Budget Cycle

The following description sets forth major actions involving the budget year FY 1978 and a portion of FY 1979. A two-year period is employed in order to demonstrate the interaction of two simultaneous budget cycles, i.e., actions involving the current or "operational" year and actions involving the upcoming budget year. For clarity, all items involving FY 1979 are underlined. All items that normally involve the Administrator are asterisked. For completeness, a number of congressional actions are included. The presentation of the A.I.D. program to Congress and the new Congressional Budget Act procedures are further explained under Section B.

| DATE | ACTION | COMMENT |
|---|---|---|
| April 1976* | AID transmitted program and budget guidance to Washington bureaus & field missions for FY 1978--thereby kicking off the FY 1978 cycle. | Budget guidance is usually pro forma, and emphasizes requests for resources and the fiscal data to support them. Program guidance provides Agency positions on policy and new programming procedures. Normally issued in February, FY 1978 guidance was delayed. |

| DATE | ACTION | COMMENT |
|---|---|---|
| June 30, 1976 | Missions and AID/Washington Operating Offices transmitted Annual Budget Submissions to Bureaus. | These include fiscal, manpower and narrative data for the budget year and operational year; in addition, Missions certify that their Development Assistance Programs continue to provide a valid basis for program planning. The Annual Budget Submission includes the Missions' best ideas for new budget year activities, presented in short Project Identification Documents. |
| July 1976 | AID (& all other federal agencies) received "Planning guidance" for FY 1978 from OMB. | The "Planning Mark" is a first crack at allocating total Federal budget levels for FY 1978. In the Budget Submission to OMB, A.I.D. must address the implications of this program level. |
| July-August 15, 1976 | Bureaus reviewed field submissions. | |
| August 15, 1976 | Bureaus submitted FY 1978 budget request to PPC. | The formal submission to PPC** included certification that planning documents continued to be valid, a list of proposed new projects culled from field ideas, and a request for dollar resources to implement program proposals for the budget (1978) and operational (1977) year. |
| September 1-15, 1976 | PPC Budget Reviews | Budget issues were reviewed at meetings chaired by PPC; broad program issues were treated in a series of reviews by the Assistant Administrators. The Bureaus' requests for resources were reconciled with dollar ceilings imposed by the OMB planning guidance. |
| September 15, 1976* | Final FY 1978 Budget decisions by the Administrator | The Administrator considered options based on A.I.D.'s areas of program emphasis, priorities among the Bureaus, and the results of the budget and program reviews. |
| October 1, 1976* | AID transmitted its FY 1978 budget request to OMB. | Included a funding plan at the OMB planning mark and, an alternative plan at higher levels. The FY 1978 budget submission was transmitted from the Secretary of State. |

** Bureau for Program and Policy Coordination

| DATE | ACTION | COMMENT |
|---|---|---|
| October 1, 1976 | Beginning of FY 1977 | Obligation of FY 1977 appropriated funds begins. |
| October 30, 1976* | AID issues FY 1977 Operational Year Budget and implementation plan. | This document allocated actual funds appropriated by the Congress. A/AID approved the Operational Year (1977) allocation. (Note: issuance of final funding levels assumes Congress has acted on the appropriation for that year--otherwise funds are provided under a continuing resolution.) |
| November 10, 1976 | President transmitted Current Services Budget for all federal programs for FY 1978. | Purpose of the Current Services Budget is to give Congress an early start and to establish a "neutral" baseline against which the January budget can be evaluated. It is based on a "current policy" assumption and assumes no new initiatives. (Also see discussion on Congressional Budget Act.) |
| December 1, 1976 | Results of OMB FY 1978 mark. (timing uncertain) | If appropriate, A.I.D. can appeal. The mark is the final basis for the President's foreign aid budget. |
| January 15, 1977 | President transmits FY 1978 budget of the U.S. government. | Budget contains totals for foreign aid by account, and employment limitations for A.I.D. Does not contain country specific data. |
| Late January or early February, 1977* | Foreign aid message. | Optional, at discretion of President. For last few years, has been dealt with in President's "State of the World" address. |
| February 1977* | AID transmits program and budget guidance for FY 1979 to Washington Bureaus & field missions. | This action kicks off the FY 1979 budget cycle. |
| February 1, 1977 | AID transmits FY 1978 Congressional Presentation. | Sets forth the Agency's program by region, country and individual project. Presentation composed of a Summary volume, and back-up volumes for each major program category. |

| DATE | ACTION | COMMENT |
|---|---|---|
| February 15 - September 15* | Testimony before House & Senate Authorizing Committees and House & Senate Appropriations Committees. Testimony before new budget committees may also occur. | Since A.I.D. is on a 2-year authorization cycle, this step required only biannually. |
| March 15, 1977 | Foreign Assistance committees submit reports to new Congressional budget committees containing views on foreign aid for FY 1978. | This step in the process is required under the Budget & Impoundment Act of 1974. (For further explanation see discussion on the Budget Act under B. below.) |
| April 15, 1977 | Budget committees report First Concurrent Resolution to their Houses. | First Resolution recommends overall federal spending targets with a specified amount for International Affairs. |
| May 15, 1977 (or immediately after enactment of First Concurrent Resolution) | Deadline for passage of First Concurrent Resolution Appropriations cannot be considered until the First Concurrent Resolution is enacted. | |
| May 15, 1977 | Deadline for International Relations committees to report authorizing legislation for FY 1978. | |
| | Deadline for transmittal of proposed legislation for year following the budget year (FY 1979). | |

| DATE | ACTION | COMMENT |
|---|---|---|
| June 30, 1977 | Missions and AID/ Washington Operating Offices transmit Annual Budget Submissions for FY 1979 to Bureaus. | Same as June 30, 1976 |
| August 15, 1977 | Bureaus submit FY 1979 budget requests to PPC. | Same as August 15, 1976 |
| September 1-15, 1977* | PPC Budget Reviews | Same as September 1-15, 1976 |
| September 13, 1977 (or 7th day after Labor Day) | Deadline for Congress to complete action on FY 1978 AID Appropriation. | Adherence to this provision is of special benefit to A.I.D. in view of the serious programming problems encountered when operating under a continuing resolution. |
| September 15, 1977 | Deadline for completion of action on Second concurrent resolution that "reaffirms or revises" the previous resolution. | Provision is designed to reconcile the first budget resolution with individual spending actions that have taken place in the interim. |
| October 1, 1977 | Beginning of FY 1978. AID establishes Operational Year Budget and an implementation plan for FY 1978, based on final appropriation. | Obligation of funds appropriated for FY 1978 may begin. Project Papers (for new projects) are completed. These are basis for final obligation of funds for the particular activity and set forth rationale, costing requirements, schedule of actions. |
| October 1, 1977 | AID transmits FY 1979 budget to OMB. | Same as October 1, 1976 |
| November 10, 1977 | President transmits Current Services Budget for FY 1979 | Same as November 10, 1976 |
| December 1, 1977 | Results of OMB FY 1979 Mark. | Same as December 1, 1976 |

| DATE | ACTION | COMMENTS |
| --- | --- | --- |
| January 15, 1978 | President transmits FY 1979 budget | Same as January 15, 1977 |
| Late January or early February 1978 | Foreign aid message | |

BALANCE OF FY 1979 BUDGET ACTIONS AS FOR FY 1978 CYCLE

## V B. HOW THE BUDGET IS PRESENTED TO THE CONGRESS

1. The legislative process from the President's budget message to the final appropriation:

January 1977
(15 days after Congress convenes)

The President transmits FY 1978 budget.(Note: For some years, with the exception of 1976, the President has sent forward an annual Message on Foreign Assistance in late February or early March. This was used as a means of transmitting legislative proposals, and was accompanied by a draft bill.) (Budget amendments may be sent up at any time prior to April 15 for consideration in the First Concurrent Resolution on the Budget, but the Budget Committees are asking for them by February 15.)

February 1, 1977

A.I.D. transmits its FY 1978 Congressional Presentation to the Senate Foreign Relations Committee, the House International Relations Committee, and the House and Senate Appropriations Committees.

February-March 1977

The Senate Foreign Relations Committee, the House International Relations Committee, the House Appropriations Committee, and the Senate Appropriations Committee begin hearings on the Agency for International Development proposed programs.

March 15, 1977

Authorizing and Appropriations Committees report to the House and Senate Budget Committees their recommendations and estimates of budget authority and outlays to be enacted in the coming year.

Between March 15 and April 15, 1977

The House and Senate Budget Committees decide on tentative spending limitations for the International Affairs Function (which includes economic assistance) and the National Defense Function (which includes military assistance). These levels constitute a tentative ceiling on authorization and appropriation.

April 15, 1977

House and Senate Budget Committees report First Concurrent Budget Resolution to their houses. House and Senate floor action is followed by a Conference to reconcile differences.

May 15, 1977

- Congress adopts First Concurrent Budget Resolution for FY 1978.

- HIRC and SFRC must have completed hearings and mark-up and must have reported authorizing legislation for FY 1978.

- House and Senate floor action on authorizing legislation is followed by a Conference to reconcile differences. Both House and Senate must then approve the Conference Report.

- Following completion of Congressional action on authorizing legislation, the House Appropriations Committee and the Senate Appropriations Committee report appropriations bills to their respective houses. House and Senate floor action on this legislation is followed by a Conference to reconcile differing versions, with final approval of the Conference Report by September 13.

September 15, 1977

This is the deadline for completion of Congressional action on the Second Concurrent Resolution. The Second Resolution "reaffirms or revises" the previous resolution and changes the targets of the first resolution into ceilings on budget authority, outlays, the deficit, and the public debt, and a floor on revenues.

September 25, 1977

This is the deadline for completion of the reconciliation process, conforming individual pieces of appropriations legislation to the the totals. Once reconciliation is complete, any legislation that would breach the ceiling on total budget authority and/or outlays or reduce the revenue estimate is subject to a point of order.

While the above timetable allows completion of action on FY 78 appropriations as late as September, the Committees currently intend to move ahead more rapidly.

## 2. The Congressional Budget and Impoundment Control Act of 1974

The Congressional Budget and Impoundment Control Act of 1974 establishes procedures for Congressional determination of national budget priorities and a system of legislative review of any impoundments proposed by the President. The principal provisions of the budget-related aspects of the Act include:

- creation of a Congressional Budget that is to establish a framework for individual actions on spending, revenue and debt;
- establishment of a complex and rigid timetable for action on all budgetary matters;
- a reconciliation process to insure that individual decisions ultimately coincide with overall fiscal targets;
- establishment of new budget committees in the House and Senate and a Congressional Budget Office to provide staff support;
- new procedures to control "back door" spending which do not go through the regular appropriation process and new requirements for preparation and analysis of budgetary material; and,
- a new fiscal year to run from October 1 to September 30.

The central features of the new Budget Act are contained in the schedule for Congressional review and approval of spending legislation. The schedule is complex, but the principal deadlines are briefly as follows. (Also see paper on A.I.D. budget cycle which contains similar information.)

| Date | Action | Comment |
|---|---|---|
| November 10 | OMB transmits "current services budget" | This document establishes a "base line" budget against which the President's later January proposals can be evaluated. The November 10 budget assumes continuance of current programs and current policies, i.e., no funding initiatives. (At this stage in the process the budget year is 11 months away.) |

| Date | Action | Comment |
|---|---|---|
| March 15 | Deadline for standing committees of the Congress to submit reports to new budget committees on their views on spending legislation for the upcoming fiscal year. | The AID authorizing committees would submit reports covering their views on foreign assistanc levels for the upcoming fiscal year. (At this stage in the process the budget year is 7 months away.) |
| April 15 | Budget committees report First Concurrent Resolution to their Houses. | The First Concurrent Resolution recommends overall targets for revenues, budget authority outlays, the deficit and the public debt. Once established, these targets are monitored by the new Congressional Budget Office and a running score is kept of all individual spending actions as they occur up until th beginning of the Fiscal Year--now 6 months away. |
| May 15 | Deadline for passage of the First Concurrent Resolution; earliest date for passage of spending legislation for upcoming budget year; deadline for authorizing committees to report enabling legislation; deadline for transmittal of proposed Executive Branch legislation for year following the budget year. | A critical date in the new cycle. Note that individual spending bills cannot be considered until the First Resolution is adopted. The requirement for advance submission of authorizing legislation for the next year gives Congress a full year to consider legislation. |
| 7th day after Labor Day | Deadline for Congress to complete action on all spending bills. | Traditionally, AID legislation has been enacted well after the beginning of the Fiscal Year, causing severe implementation problems for the Agency. Adherence to this deadline will be of immense benefit. |

| Date | Action | Comment |
|---|---|---|
| September 15 | Deadline for completion of action on Second Concurrent Resolution. | The Second Concurrent Resolution updates and revises the First Concurrent Resolution and converts what heretofore had been target budget levels into binding ceilings. Once enacted, any spending bill that would breach the totals in the Second Concurrent Resolution is subject to a point of order and would not be enacted without an increase in the total levels contained in the resolution. |
| October 1 | Beginning of Fiscal Year. | |

It should be emphasized, that with few exceptions, the deadlines and recommendations contained in the new Budget Act apply to the Congress, not to the Executive Branch. The Concurrent Resolutions are not signed by the President and are binding only on the actions of Congressional committees. To date, the Congress has faithfully adhered to the deadlines set forth in the new Budget Act and it is clear that these new procedures and the existence of the new budget committees and the Congressional Budget Office are of great importance to the Agency in dealing effectively with the Congress.

## V. C. OPERATING EXPENSE BUDGET

The Operating Expense Budget consists of funds utilized for the salaries and supporting costs of personnel engaged in policy formulation, personnel support, administrative management and the basic functions of planning, coordination, management, support and evaluation of economic assistance programs; and the normal administrative overhead costs of rents, utilities, communications, equipment, supplies, and miscellaneous services. Approximately 65 percent of the budget funds personnel salaries and directly related payroll costs of retirement, insurance, etc. About 96 percent of A.I.D.'s direct-hire employees are supported by operating expenses. The remaining four percent are personnel funded from other appropriations, largely technical advisors who are actually working to implement specific projects.

Prior to Fiscal Year 1976, Operating Expenses were funded in whole or in part by attribution to the functional appropriations of Development and Supporting Assistance, with a portion of Agency operating expenses then considered as Administrative expenses funded separately from an Administrative Expense Appropriation. In FY 1976 the Agency, at the insistence of Congress, initiated a request for a distinct funding appropriation for Agency Operating Expenses. This practice was continued for FY 1977.

Total A.I.D. operating expense requirements are estimated at $201.6 million for FY 1977 compared to $210.9 million in FY 1976 and $235.2 million in FY 1975. The sources of funding are as follows:

| | FY 1975 Actual | FY 1976 Actual | FY 1977 Estimate |
|---|---|---|---|
| Appropriated Funds | $ 216.2 | $ 200.3 | $ 192.0 |
| Non-Appropriated Funds | 1.7 | 1.9 | 2.4 |
| Local Currency Trust Funds | 17.3 | 8.7 | 7.2 |
| Total Operating Expenses | $ 235.2 | $ 210.9 | $ 201.6 |

The decrease in total operating expenses since FY 1975 reflects the trend of total Agency personnel levels which have been reduced from 8,961 at the end of FY 1974 to 6,185 at the end of FY 1975 to the current on-board strength of 5,711 as of September 30, 1976.

The non-appropriated funds budgeted as Operating Expenses include the personnel and administrative costs of operating the Agency's Housing Investment Guaranty and Excess Property programs. The costs applicable to these programs are less than one percent of total operating expenses, and are funded by non-appropriated funds, generated by fee income, which are available to the Agency.

Local currency trust funds are currencies provided by host countries to which the Agency is providing economic assistance. These trust funds are utilized to meet a portion of the local support costs of overseas A.I.D. Missions within a host country. The trust funds serve to reduce the requirement to utilize dollars for certain local cost expenditures.

## V. D. CONTROL OF A.I.D. FUNDS

### 1. Basic Authorities

Foreign Assistance funds are appropriated to the President. Administration of the funds is assigned to the Administrator, A.I.D., by Executive Order No. 10973, November 3, 1961, as amended, and Department of State Delegation of Authority No. 104, November 3, 1961, as amended.

### 2. Statutory and Regulatory Requirements

a. Section 3679 of the Revised Statutes (commonly known as the Anti-Deficiency Act) and Office of Management and Budget (OMB) Circular A-34 are the principal regulations that prescribe the procedures for controlling funds through apportionments by OMB and for establishing an administrative control system to:

(1) Restrict obligations and expenditures to the lesser of amounts apportioned or the amounts actually available; and

(2) Enable the agency head to fix responsibility for the creation of an obligation or making an expenditure in excess of the amounts apportioned or actually available.

b. The Budget and Accounting Procedures Act of 1950 places responsibility for establishing and maintaining systems of accounting and internal controls upon the head of each executive agency.

### 3. Budgetary and Accounting Control Systems

a. The A.I.D. Operational Year Budget (OYB) is the Agency's financial plan. It sets out the amount of availabilities for each funding category (appropriation), and establishes funding levels within each appropriation for each of the A.I.D. Geographic and Functional Bureaus by country and/or program.

b. Administrative control of A.I.D. funds is exercised through issuance of funding allotments to the officers in Washington and overseas authorized to incur obligations for approved programs. The system provides for control over financial limitations contained in A.I.D. legislation and restricts allotments and obligations to the lesser of:

(1) Actual fund availability;

(2) Amounts apportioned by OMB; and,

(3) Amounts approved in the Operational Year Budget.

c. The A.I.D. accounting system conforms to the accounting principles, standards, and related requirements prescribed by the Comptroller General of the U.S. (GAO). The accounting system provides for:

(1) Full disclosure of the financial results of the A.I.D.'s activities;

(2) Production of financial information for A.I.D. management;

(3) Control over and accountability for all funds, property, and other assets for which A.I.D. is responsible;

(4) Reporting of accounting results to serve as the basis for preparing and supporting A.I.D. budget requests, controlling execution of the budget, and providing financial information required by OMB, GAO, Treasury, and the Congress; and

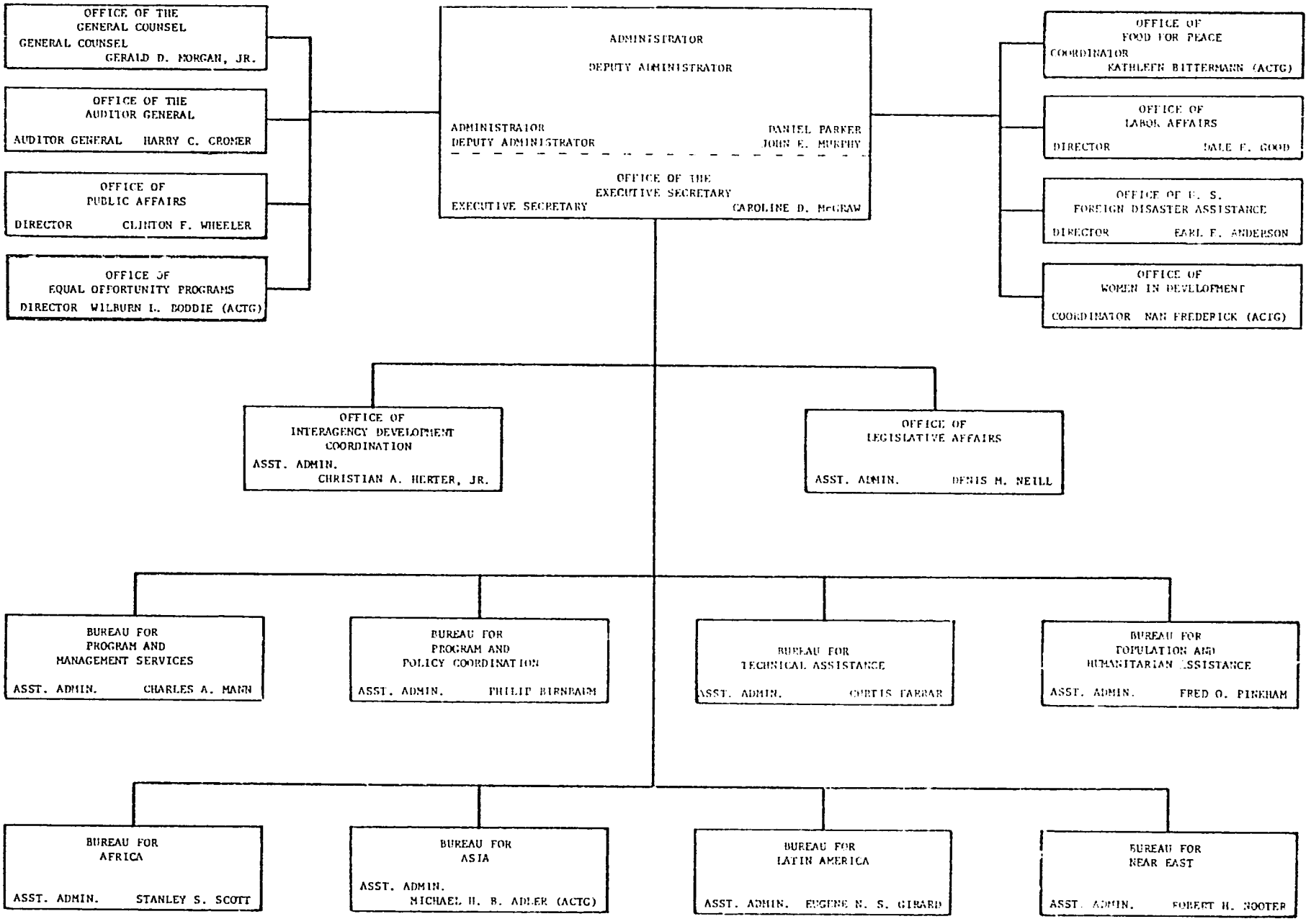
(5) Integration of A.I.D. accounting with the central accounting and reporting operations of the Treasury.

4. Reporting

a. Status of Implementation of Current Year Programs is reported to management through issuance of a Financial Report within six (6) days after the end of each month. The Report reflects currently approved program levels (OYB), allotments issued, and obligations incurred by funding category, administering bureau, and country and/or program.

b. Financial accounting results for current and prior year programs are reported approximately thirty (30) days after the end of each month.

# AGENCY FOR INTER IONAL DEVELOPMENT

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## VI.C. INTERAGENCY RELATIONSHIPS

### 1. Types of Relationships

In administering its foreign assistance program, A.I.D. maintains working relationships of varying degrees with a number of other Federal government agencies. These relationships are generally of three types:

a. A.I.D. coordinates its activities with - or obtains guidance from - other U.S. Government agencies which have policy control over, or operating responsibility in, one or more areas impacting upon A.I.D.'s responsibilities.

b. A.I.D. procures assistance from other agencies where it needs special skills or capabilities to plan, implement or manage its programs.

c. A.I.D. provides services and technical expertise to other agencies which have responsibility for specific programs.

In some cases--the Department of Agriculture is a good example--A.I.D. has more than one kind of relationship with the same agency.

A.I.D.'s basic relationship with the Department of State is described in Section VI.B. above. Some of the major A.I.D. relationships with other agencies--in each of these general categories--are described below.

### 2. Coordination With Other U.S. Government Agencies

#### a. Agencies Having Government-Wide Responsibilities

##### 1) Office of Management and Budget

A.I.D. deals with OMB on a constant basis and on a wide range of budgetary and legislative matters. The two principal areas of mutual interest involve the preparation and review of the Agency's annual budget submission and the legislative review and coordination process. The Office of Planning and Budgeting in the Bureau for Program and Policy Coordination is the principal contact point with the OMB staff on the budget process. The Office of the General Counsel is the primary contact point on the legislative clearance process.

Within OMB, the International Affairs Division is responsible for international economic programs. Within this Division, the Economic Affairs unit contains five Budget Examiners who handle the A.I.D. budget and deal with A.I.D.'s staff on a day-to-day basis. Contacts with OMB are informal and unstructured and OMB Examiners have easy access to the Agency in all areas of interest to them.

In addition to budget preparation and legislation, OMB is responsible for a wide variety of management controls, related instructions and guidelines. These include, e.g., the issuance of employment ceilings to Federal agencies; government policy on utilization of computers; guidelines on Federal Advisory Committee management; and management improvement circulars. A.I.D. is subject to OMB's policy control in these areas.

2) Civil Service Commission (CSC)

The Civil Service Commission performs both a regulatory and a service function within the Executive Branch on a variety of personnel policies and operational matters. In particular, the Commission has oversight responsiblity with regard to A.I.D.'s domestic personnel activities in such areas as merit promotion, recruitment, equal employment opportunity, position classification and personnel management evaluation. This role brings A.I.D.--through its central Office of Personnel and Manpower--in regular contact with the Commission. The CSC Chairman, in his capacity as a Special Assistant to the President, must clear all A.I.D. appointments and promotions above the GS-15 grade level.

3) The Department of Justice

The Department of Justice provides interpretations of all newly enacted Federal legislation for use by the Executive Branch, and handles certain types of litigation for all Federal agencies, including A.I.D. The A.I.D. General Counsel deals with Justice on such matters.

4) General Services Administration (GSA)

The General Services Administration provides to all Federal departments and agencies policy guidance and services in the administration of Federal systems for property and records management, building operations, procurement and distribution of supplies, utilization and disposal of property, and management of ADP resources. The Bureau for Program and Management Services deals with GSA on most matters, e.g., the Office of Data Management on ADP matters, and the Office of Management Operations on such matters as administrative procurement, property and records management, building operations, and property disposal.

b. Agencies With Responsibility in Specific Areas

1) Department of Agriculture (USDA)

Public Law 480, the "Agricultural Trade Development and Assistance Act" provides for the sale on concessional terms (Title I) or grant (Title II) of surplus U.S. food. (P.L. 480 Title I and II programs are also known as "Food for Peace" programs.)

Food sales requests, which come under Title I of P.L. 480, are reviewed first by the A.I.D. overseas mission and then by the Country Team, which includes the Agricultural Attache and the Political and Economic Officers of the Embassy. Final approval for each sale is made in Washington by the Interagency Staff Committee on P.L. 480 (ISC) which USDA chairs and on which A.I.D. participates, and whose operations are described in detail in Section VII.B. (Interagency Committees) below.

Food grant projects under Title II, P.L. 480, are administered through the World Food Program, Private and Voluntary Organizations (PVOs) and Less Developed Country (LDC) governments, all known as cooperating sponsors. A.I.D. missions, in coordination with cooperating sponsors, develop grant programs which are reviewed in A.I.D. Washington by the appropriate Geographic Bureau and the Office of Food for Peace. (The Office of Private and Voluntary Cooperation in the PHA Bureau is also involved where a PVO is the cooperating sponsor.) Before implementation, these projects ultimately must also receive approval from the ISC which has a subcommittee dealing with Title II matters.

Program implementation is achieved through coordination among cooperating sponsors, A.I.D. and USDA. Cooperating sponsor commodity orders (based on ISC approvals) are reviewed by A.I.D. Washington and sent to USDA which purchases the food and transports it to a U.S. port. Cooperating sponsors (except LDC governments) then make shipping arrangements. USDA makes shipping arrangements where the LDC government is the cooperating sponsor.

2) The Department of Commerce

The Department of Commerce advises A.I.D. on how specific projects might impact on U.S. exports, and, more generally, encourages the export of U.S. goods and services under foreign aid programs.

3) Department of Treasury

A.I.D. must coordinate its activities with the Treasury Department in areas of Treasury responsibility (e.g., U.S. international economic policy, debt policy, liaison with the World Bank). A senior Treasury official sits on the Development Loan Committee (DLC), which considers all loans and housing guaranties. A.I.D. participates in the Treasury-chaired National Advisory Council on International Monetary and Financial Policies (NAC). (These committees are described in Section VII.B., Interagency Committees, below.)

In addition, Treasury officials provide their views on new A.I.D. proposals on such issues as: the tying of aid to procurement in the U.S. and the disposition of repayments on A.I.D. loans. Treasury also has primary responsibility for reporting and supervising U.S. commitments to the international financial institutions (the World Bank and the Asian and Inter-American Development Banks). In some instances A.I.D. also provides staff support to Treasury in this role.

4) Export-Import Bank (Ex-Im Bank)

Export-Import loans are financed on standard lending terms, as opposed to A.I.D.'s loans which are on concessional terms. Since A.I.D. is required by law to be the "lender of last resort", all A.I.D. loan proposals must first be referred to the Ex-Im Bank. Only when the Ex-Im Bank rejects the proposal within its lending criteria may A.I.D. go ahead with it. An A.I.D. officer may participate in Ex-Im Bank Board meetings as a non-voting member.

5) Department of Defense (DOD)

A.I.D. coordinates with the Department of Defense on military assistance matters (where DOD has operational responsibility) and on security supporting assistance (where A.I.D. has operating responsibility).

Funds for military assistance are appropriated under the Foreign Assistance Act, the same Act under which A.I.D.'s economic assistance monies are appropriated. (Funds for military sales are not a part of the Foreign Assistance Act, but are appropriated separately under the Foreign Military Sales Act and allocated directly to DOD. For FY 76 and FY 77, military sales as well as military and security assistance are covered in the "International Security Assistance and Arms Export Control Act of 1976.") A.I.D.'s sole responsibility in the military assistance area is to ensure consideration of LDC defense expenditures in decisions regarding A.I.D.'s provision of economic development assistance and, conversely, to ensure that the Agency's economic assistance objectives are considered in decisions regarding military grants and sales. This function is performed for A.I.D. by the Military Assistance Coordinator in the Bureau for Program and Policy Coordination, who consults with the Department of State's Under Secretary for Security Assistance and Bureau for Politico-Military Affairs, and with DOD's Assistant Secretary for Security Affairs.

Formal coordination of security assistance--both military and economic supporting assistance--is under the Security Assistance Program Review Committee (SAPRC), which is chaired by the Under Secretary of State for Security Assistance, and on which the Department of Defense and A.I.D. are represented. (For further information regarding the operations of this committee, see VII.B, Interagency Committees, below.)

3. Agencies from which A.I.D. Receives Assistance

a. The Foreign Assistance Act requires--and it is long-standing A.I.D. policy--that the technical skills of other Federal agencies be used to the maximum extent possible in carrying out U.S. aid programs--particularly technical assistance programs.

Other Federal agencies--called "participating agencies" in this context--play a major role in the foreign aid program. The participating agency arrangement has enabled the Agency to obtain technical management know-how and scarce and skilled workforce resources quickly and economically. Under present arrangements, participating agency personnel are not included on A.I.D.'s rolls. They remain employees of their parent Agency while working for A.I.D.

At the moment, 20 Federal agencies are working with A.I.D. under participating agency arrangements--including the Departments of Agriculture, Health/Education/Welfare, Commerce, Defense, Interior, Labor, Housing/Urban Development, Treasury and Transportation; and agencies such as the General Services Administration; the Environmental Protection Agency and the Tennessee Valley Authority.

Approximately 250 employees of these agencies are now serving overseas on A.I.D.-financed projects. Their services as "technicians" range from complete responsibility for major technical assistance projects, to short term consultation on special problems.

The participating agencies also do research for A.I.D. (Agriculture is particularly active in the field); train people ("participants") from the less-developed countries whom A.I.D. brings to the U.S. for specialized training; review A.I.D. programs and projects for technical feasibility; and conduct special studies for the Agency.

A.I.D. has a General Agreement with each participating Federal agency which describes, generally, the services which A.I.D. requests it to provide. Within the provisions of the General Agreement, each A.I.D. Bureau and Office may enter into individual Participating Agency Service Agreements (called PASA's) as specific project needs develop. The PASA's spell out the scope of work, staffing needs, and financial details relating to the project. Special services in the United States are also provided--under Resources Support Service Agreements (called RSSA's).

b. Foreign Disaster Assistance

The current A.I.D. Administrator has been designated the President's Special Coordinator for International Disaster Assistance. In this capacity, the Administrator is supported by the Office of Foreign Disaster Assistance (OFDA) which directs and coordinates, *inter alia*, all U.S. Government activities in response to foreign disasters. Two of the major departments with which OFDA coordinates are

-- The Department of Defense (DOD) - DOD responds to OFDA requests for assistance in disaster relief efforts by providing at cost from its available resources, equipment, supplies, and personnel necessary for rescue and relief operations. OFDA requests U.S. military assistance

through the DOD Foreign Disaster Relief Coordinator located in the Office of the Secretary of Defense, International Security Affairs.

-- The Department of Health, Education and Welfare (HEW) - The HEW Office of International Health has made its Foreign Disaster Relief Coordinator regularly available to OFDA to provide guidance on health problems of actual or potential victims of foreign disasters. At A.I.D.'s request the Center for Disease Control, Atlanta, Georgia, and the Public Health Service provide medical personnel, equipment, and supplies.

4. Agencies to which A.I.D. Provides Services

a. Overseas Private Investment Corporation

The Overseas Private Investment Corporation (OPIC) assists United States investors to make profitable investments in about 80 developing countries. Prior to 1971 the functions assigned to OPIC were carried out by A.I.D., which has retained many responsibilities in the area of private sector development. OPIC's responsibility covers investment by private U.S. firms in developing countries, while A.I.D.'s responsibilities include such activities as the stimulation of the local private sector, Productive Credit Guaranties, and loans to local private investors (called "Cooley Loans") authorized under the Foreign Assistance Act. The two agencies continue to work very closely together in private sector development activities.

The A.I.D. Administrator serves as Chairman of the Board of OPIC. Within A.I.D., the primary point of contact with OPIC is a Special Assistant for the Private Sector within the Bureau for Program and Policy Coordination. The continuing working relationship between the two agencies in substantive and policy matters is enhanced through the Special Assistant's attendance at OPIC's weekly senior staff meetings.

A particularly prominent area of A.I.D.-OPIC joint participation is the field of agri-business. The two agencies have undertaken a number of joint studies and are carrying out complimentary programs in several countries including Egypt, Tunisia, and the Philippines. Most of the joint activities in this field are in the Near East region.

An important aspect of A.I.D.'s close working relationship with OPIC is the provision of specific services both in the United States and abroad. These include audit, investigation and services worldwide; payroll and certain accounting services; and overseas representation of OPIC through A.I.D.'s field missions.

b. Department of State

Under the A.I.D./State agreement of July 1, 1974, A.I.D. assists the Department of State in planning, programming, budgeting and evaluating international narcotics control programs and projects (Sections 481 and 482 of the Foreign Assistance Act). A.I.D. also provides contracting, procurement, training, fiscal, audit and legal services in support of these programs and projects.

In addition to its role as a participating agency on behalf of the Department, A.I.D., as an independent member of the interagency groups established under the Cabinet Committee, helps to ensure that international narcotics control policies and programs are designed to meet the U.S. Government's objectives.

c. U.S. Sinai Support Mission

The U.S. Sinai Support Mission, which is responsible for the U.S. participation in the early warning system in the Sinai, is an independent organization reporting to the President through the Special Assistant to the President for National Security Affairs. A.I.D. assists the Sinai Support Mission by providing personnel, on reimbursable detail, logistic support, and audit, legal and financial management services. A.I.D. is also represented on the Sinai Interagency Board. (This committee is described in Section VII.B., Interagency Committees.)

## VI. D. RELATIONS WITH MULTILATERAL ORGANIZATIONS

The pattern of relationships between the U. S. Government and the broad spectrum of multilateral organizations varies:

World Bank Group - International Bank for Reconstruction and Development (IBRD), International Development Association (IDA) and International Finance Corporation (IFC).

A.I.D. participates with other U.S. agencies in the National Advisory Council (NAC), a Treasury-chaired interagency group which formulates U.S. Government instructions for the U.S. Executive Director of the IBRD, IDA and IFC; these are transmitted to him by the Treasury Department.

A.I.D. is not one of the NAC's voting members, but participates actively and exercises its influence through the vote of the State Department. A.I.D.'s role in the NAC is performed by the Bureau for Program and Policy Coordination (PPC). A.I.D. also works closely with the Bank on specific loans, on specific sector problems and strategies, and on specific countries, especially through aid coordination groups. This general coordination is managed by PPC, and carried out by the appropriate A.I.D. Bureau on specific issues.

A.I.D.'s interest in IBRD's activities has many facets. A.I.D. encourages the Bank's role as the leading institution in the international development field. The purposes for which the Bank makes loans obviously affects the development capabilities of the recipient countries, and thus bilateral U. S. assistance programs there. The Bank provides loans for development projects, especially to middle income countries, at near conventional terms, currently 8.9 percent. This money is mainly borrowed from the world's capital markets, at the favorable rates of a triple A borrower. The Bank's affiliate, IDA, provides interest-free loans at longer grace periods and maturity to the least developed countries.

In addition, the Bank and IDA provide a mix of conventional and concessional loans to countries needing intermediate terms. In 1975, the Bank established the Third Window, an intermediate financing facility which enabled the Bank to provide loans on terms intermediate between the Bank and IDA, by subsidizing a 4 percent portion of the Bank's interest, and the borrower paying the rest.

The Bank also promotes private enterprise development through the IFC, which provides equity capital for ventures in developing countries.

Regional Banks - Inter-American Development Bank (IDB) and Asian Development Bank (ADB).

A.I.D. coordinates with IDB and ADB in the same way as with the World Bank family. Through the NAC, A.I.D. participates in formulating instructions for the U. S. Directors of both Banks. A.I.D. works closely with the Banks on country, project, and sector matters, in much the same way as with the World Bank family.

Both Banks raise funds by borrowing; both have soft windows for members most needing more concessional financing, and blend soft and conventional lending for intermediate terms. A.I.D. finds these banks useful in the same way as IBRD and IDA, but they also serve regional needs much more specifically. Coordination with these banks is carried out by PPC and the regional bureaus.

## The International Monetary Fund (IMF)

A.I.D.'s relationship with IMF is indirect.

The IMF is not usually considered the provider of development funds. But its activities have considerable effect on developing country financing in the short and medium term. The IMF has traditionally made drawings available through standby arrangements to LDC's for short-term balance of payments relief. Such arrangements are conditional upon acceptance of IMF recommendations to the potential recipient, and upon the more specific policies it intends to pursue in the fields of exchange, monetary and fiscal matters.

In addition, there are several new arrangements for balance of payments relief which have pushed the Fund much closer to development activities. In 1975, the IMF liberalized the Compensatory Financing Facility, which provides primary-producing countries with additional access to IMF resources to meet balance of payments difficulties caused by uncontrollable shortfalls in export earnings. The Buffer Stock Facility, created in 1969, was also liberalized in 1975 to help members having balance of payments problems to finance their contributions to international buffer stocks.

In 1976, IMF established a Trust Fund designed to provide balance of payments assistance on concessional terms to 61 low-income developing member countries. In 1974, the Extended Fund Facility was established to provide balance of payments assistance to IMF members in support of comprehensive programs of structural economic adjustment. The IMF Oil Facility in 1975 was a temporary program designed to respond to emergency needs created by sharply increased oil prices.

On August 1, 1975, the IMF established a subsidy account, under a trust arrangement, to assist less developed IMF members most affected by the increased price of petroleum by reducing the effective rate of annual interest to be paid by these countries on their borrowings from the 1975 Oil Facility.

A.I.D.'s action in individual countries is affected by IMF policies and arrangements in countries where the problem of restoring domestic financial stability is as important as undertaking specific aid projects. IMF officers--who sometimes act as advisors to LDC ministries of finance and central banks--often create the financial environment in which A.I.D. programs can be effective.

Coordination with IMF personnel in the field is handled by the A.I.D. missions. In Washington, the Bureau for Program and Policy Coordination has that responsibility. The regional bureaus stay in close touch on matters pertaining to a particular country.

UN Agencies

Coordination with UN bodies is affected at various levels along informal as well as official lines, and at the field and headquarters level. Contact is periodically maintained on a broad range of program, technical and administrative matters. A.I.D. mission officials regularly meet with UNDP field personnel, and submit to Washington periodic evaluation reports on UNDP programs. Periodic reviews of programs and policies have also been initiated between A.I.D. and some of the Specialized Agencies, particularly UNESCO and WHO, at the headquarters level.

Agency heads meet occasionally with the A.I.D. Administrator. Coordination is also facilitated by A.I.D.'s Development Attaches, who are assigned to the U.S. missions in New York and Geneva, to the U.S. Delegation to UNESCO in Paris, and to the U.S. Food and Agriculture Office in Rome.

A.I.D. contributes to the formulation and implementation of U.S. policies toward the UN Agencies through the attendance of A.I.D. officials as members of official U.S. delegations to the meetings of their governing bodies. In addition, special working groups have been established between A.I.D., UNDP and the Agencies to focus on certain priority programs (e.g., the Sahel).

Others

Special mechanisms have also been created to ensure coordination of activities in areas of special interest worldwide. The Consultative Group of International Agricultural Research (CGIAR), which was established in 1971 to identify and seek means to support priority international agricultural research, is one of these. Sponsored by

the World Bank, UNDP and FAO, CGIAR is made up of approximately 30 donor members plus representatives of the five regions of the developing world. The U.S., through A.I.D., plays a prominent leadership role in its policy formulation process and is its major donor member--contributing up to 25 percent of its capital and operating budgets.

## VI. E. RELATIONS WITH OTHER DONOR COUNTRIES

A.I.D. coordinates U.S. aid policies and programs with other donor countries in several ways:

--In the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD), the U.S. and 17 other donors meet regularly to discuss development issues.

--On a bilateral one-to-one basis, A.I.D. and counterpart agencies of other countries confer frequently on respective aid efforts and areas of mutual development interest.

--On assistance for individual recipients, or on specific topics, A.I.D. participates regularly with other donors in established aid coordination groups (e.g., consortia and consultative groups).

### 1. Development Assistance Committee (DAC)

DAC, which includes the U.S., 13 European donors, Canada, Japan, Australia and New Zealand, meets throughout the year in Paris to consider development assistance topics of mutual interest. Established in 1960 at the urging of the U.S., DAC continues to provide a unique forum for the exchange of views and experience among donors and the harmonization of their policies and programs. DAC is the main forum in which donors have considered among themselves the need to increase aid flows and improve terms of assistance, and how to meet the differing needs of developing countries.

Since its inception, DAC has been chaired by an American--currently Maurice Williams, former A.I.D. Deputy Administrator. A highly qualified Secretariat prepares for each meeting. A.I.D. provides the U.S. Representative to DAC and a small staff permanently assigned to Paris, located within the U.S. Mission to OECD. As needed, other A.I.D. representatives travel to Paris to participate in DAC discussions held on special topics.

Each year DAC develops a Work Program consisting of continuing and special items. Of the former, the quantity and quality of aid (i.e., terms, conditions, etc.) are especially important elements. Reviews of members' programs are conducted each year. Recent items of special concern include: aid to increase food production, untying of assistance and special efforts to aid the least developed.

2. Bilateral Relations with Other Donors

In addition to contact with other donors in DAC and multilateral institutions, there are several forms of individual contact between A.I.D. and other donors. These range from meetings on policy questions involving the A.I.D. Administrator and his counterpart ministers, to working level contacts on individual assistance projects.

The most usual forms of general relations with other donors are:

--Washington consultations with visiting officials from other donor countries and contacts between A.I.D. and staffs of donor embassies.

--In LDC's, A.I.D. Missions stay in close touch with field staffs of other donors.

--Meetings in other donor capitals of A.I.D. and counterpart staffs.

The bulk of these contacts concern assistance to specific regions and countries and support for various programs and functional efforts, e.g., assistance for population, nutrition and technology programs.

A.I.D. has only one bilateral liaison officer stationed abroad (in France), but U.S. embassy economic staffs are called on for liaison assistance with other donors when needed.

3. Aid Coordination Groups

Aid coordination groups are the major mechanism for coordinating the flow of development assistance to a specific developing country. A group consists of the developing country and the major bilateral and multilateral donors. One or two-day meetings are usually arranged, staffed and chaired by the World Bank, and occur once or twice a year, but at least once every two years. There are around twenty such groups active at this time. The earliest groups were for India (1957) and Pakistan (1960); the newest are for Burma and Nepal.

The Bank-and frequently the International Monetary Fund as well- prepares a detailed economic report on the country in advance of the group meeting, and the country makes its

own presentation on its development. Discussion follows on the country's development plan, progress and problems and the likely future flow of assistance. Whether there is pledging of assistance by donors depends on the nature of the group. In any case, the recipient negotiates separately with each donor for its specific level of assistance.

A.I.D. has actively urged formation of such groups for several reasons. They permit a relatively frank, objective and non-political exchange on a country's development and economic policy which would not be possible in a public forum or a more general meeting. Second, moral suasion is more effective if led by the Bank and participated in by all the major donors than if it were done bilaterally. Third, they have been effective in increasing assistance from other donors and improving the quality, terms or sectoral direction of their assistance. Fourth, having to make a consistent presentation of the country's policies to the group of donors can strengthen the hand of economic policy makers in some recipient countries. Many smaller donors depend heavily on the Bank's analysis in their assistance policy to a country.

Coordination groups have no bureaucratic structure. Officers in the Bank and the donor countries who deal with the specific recipient country are the group's donor participants. Informal consultation continues between meetings in continuation of the group's activities.

There are often sessions in the recipient country of interested group members under a variety of leadership to discuss continuing issues and coordination.

Within the U.S. Government, the informal consultation and participation in the group is managed by A.I.D. The A.I.D. Assistant Administrator of the geographic area concerned, or his deputy, usually heads the U.S. Delegation to a meeting. Also represented on the delegation are the State Department and Treasury, and where they have an interest, Agriculture, Commerce and the Export-Import Bank. An interagency review chaired by A.I.D.'s Deputy Administrator sets U.S. positions for the formal coordination group sessions.

## VI. F. JOINT ECONOMIC COMMISSIONS

### 1. Principal U.S. Interests

Joint Economic Commissions are being used by the United States as a special diplomatic tool that goes beyond traditional diplomatic channels to strengthen U.S. relations with countries, mostly in the Middle East area.

### 2. Program Strategy and Content

Since May 1974, the United States has established Joint Economic Commissions with seven nations: Israel, Egypt, Jordan, Saudi Arabia, Iran, India and Tunisia. These Joint Commissions were created to:

- - Give expression to the special nature of the U.S. bilateral relationship with the Commission countries;

- - Provide a mechanism for expanding and intensifying bilateral linkages between the U.S. and the Commission countries in economic, technical, cultural, commercial and other fields; and

- - Ensure active participation of senior policy making officials in bilateral activities.

Joint Commissions have been very successful in achieving the goals set for them. In most instances, the Commissions are served by three or four Sub-Commissions or Joint Working Groups formed to consider and implement programs dealing with specialized matters such as: agricultural research, scientific and technological exchanges, taxation, workforce training, industrialization and capital development.

On the U.S. side, some 25 departments and agencies participate in Joint Commission activities, including the Departments of State, Treasury, Defense, Commerce, Agriculture, HEW, Labor, Interior, and Transportation, the National Science Foundation and the Export-Import Bank.

AID is a permanent member of all Joint Commissions except Israel, where the Agency participates on an ad hoc basis. Top officials of AID chair permanent sub-commissions under the Jordan and Tunisia Joint Economic Commissions.

Attached is a table summarizing the Commissions, their Sub-Groups, and U.S. agencies participating in each.

ATTACHMENT: Working Groups of the Joint Commissions

| Commission | Joint Working Groups | Participating US Agencies |
|---|---|---|
| Israel | Investment & Trade | State, Treasury, Commerce, Other agencies on ad hoc basis |
| | Industrial Research & Development | State, Treasury, Commerce, Other agencies on ad hoc basis |
| Egypt | Economic & Financial Cooperation | State, A.I.D., Treasury, Commerce, Agriculture, OPIC, Ex-Im Bank |
| | Educational & Cultural Exchanges | State, A.I.D., HEW, Smithsonian |
| | Technology, Research & Development | State, A.I.D., Commerce, Interior, Agriculture, NSF, ERDA, EPA |
| | Medical Cooperation | State, A.I.D., HEW, Navy |
| Jordan | Development | State, A.I.D., Treasury Commerce, OPIC |
| | Security | State, Defense |
| Saudi Arabia | Economic Cooperation | State, A.I.D., Treasury, Commerce, Interior, Agriculture, Labor, HEW, OPIC, NSF |
| Iran | Economic & Financial Affairs | State, Treasury, Commerce, Interior, Labor, Transportation, Ex-Im Bank, OPIC |
| | Agriculture | State, Treasury, Interior, Agriculture, NSF, TVA, NASA. |
| | Energy Research & Development | State, ERDA, Nuclear Regulatory Agency |
| | Science, Technology & Education | State, Agriculture, Interior, HEW, NSF, NASA |
| | Manpower & Labor | State, Treasury, Commerce, Labor, HEW, A.I.D., USIA |
| India | Economic & Commercial | State, Treasury, Commerce, Agriculture, Ex-Im Bank, Special Trade Representative |

| Commission | Joint Working Groups | Participating US Agencies |
|---|---|---|
| India (cont.) | Scientific & Technological | State, A.I.D., Interior, Agriculture, HEW, NSF, National Bureau of Standards |
| | Educational & Cultural | State, Smithsonian, and seven private institutions. |
| Tunisia | Trade & Investment | State, Treasury, Commerce, A.I.D., OPIC |
| | Economic Cooperation | State, Treasury, A.I.D. |

## VI.G. OFFICE OF THE ADMINISTRATOR

The Administrator is responsible, subject to the foreign policy guidance of the Secretary of State, for the formulation and execution of U.S. foreign economic assistance policies and programs. He supervises and directs the activities of all personnel of the Agency for International Development in the United States and overseas. He acts as an advisor to the Secretary of State and institutions coordinating foreign policy affecting developing countries; and acts as a leader, advocate, and spokesman for the needs of developing countries in the public forum, with the Congress, and within the Executive Branch. He is the principal manager and decision-maker on AID internal policy. The position of Administrator is at Executive Level II and of equal rank to the Deputy Secretary of State.

### 1. Authorities Delegated to the Administrator

The Foreign Assistance Act of 1961 confers authority on the President to carry out the purposes of that Act. The President has delegated this authority in Executive Order 10973, as amended, to the Secretary of State. The Secretary of State has in turn redelegated the functions conferred upon him by Executive Order 10973 to the Administrator of A.I.D., in State Department Delegation of Authority No. 104, as amended.

Although the majority of functions conferred upon the President have been redelegated to the Administrator of A.I.D., there are also a number of functions, primarily those relating to military assistance and certain foreign policy matters, that have either been reserved to the President, the Secretary of State or otherwise delegated to the Secretary of the Treasury or to the Secretary of Defense. Other than those reserved or otherwise delegated functions, State Department Delegation of Authority No. 104, as amended, authorizes the Administrator to plan, direct, and coordinate the operations of the Agency. In addition, the A.I.D. Administrator serves as:

-- Chairman of the Development Coordination Committee, which has been established by legislation to advise the President on bilateral and multilateral development assistance policies and programs.

-- Chairman of the Board of Directors of the Overseas Private Investment Corporation (OPIC).

-- Chairman of the Development Loan Committee which establishes standards and criteria for lending operations under Title I (Development Loans) of the FAA.

The current A.I.D. Administrator also serves as the President's Special Coordinator for International Disaster Assistance.

2. How the Administrator's Front Office is Constituted

The Office of the Administrator includes the Administrator, the Deputy Administrator, members of their personal staff, the Office of the Executive Secretary, and several Special Assistants.

(a) The Administrator (See no. 1 above.)

(b) The Deputy Administrator The Deputy Administrator assists the Administrator in all aspects of his responsibilities and acts as Administrator in his absence. He is the primary advisor to the Administrator on Agency policy, and as general manager of the Agency he is accountable for the achievement of management objectives and the improvement of management practices.

(c) Administrator's and Deputy's Personal Staff The Administrator is served by two secretaries and five Special Assistants, one of whom is also the Executive Secretary. The Deputy is served by one secretary and three Special Assistants.

(d) Office of the Executive Secretary This office is composed of the Executive Secretary, the Review and Analysis Staff, and the Communication Coordination Staff. The primary overall responsibility of the Office is to facilitate and expedite the Agency's decision-making process by serving the Administrator, and the Agency, as an internal information "nerve center," a focal point for both external and internal A.I.D. executive communication. It serves as a single channel source of information in the Agency, with primary obligation to the Administrator and his Deputy. It is responsible for providing staff assistance to the Administrator and for ensuring proper coordination of all matters involving the Administrator's time. It is the substantive backstopping office to the Administrator and his Deputy.

The Executive Secretary and Special Assistant to the Administrator The Executive Secretary and Special Assistant to the Administrator serves as the focal point on all matters requiring consideration, resolution or decision by the Administrator or Deputy Administrator. The incumbent maintains liaison with the Department of State's Executive Secretariat and Policy Planning Staff to ensure coordination of activities which relate to A.I.D. and provides a central, senior-level channel for ensuring Agency response to the needs of the Administrator and Deputy Administrator.

The Review and Analysis Staff This small analysis unit is responsible for assuring that the views of the Administrator are reflected in substantive policy or decision papers, as well as in Agency plans and directives, and thus independently analyzes and provides objective comment and critical analysis to the Administrator on such matters. The unit is responsible for taking the initiative to identify problems or matters which need the Administrator's attention, sensing upcoming problems, and initiating action.

The unit assures that AID Assistant Administrators and their senior level staff are provided with the Administrator's positions on program and policy matters, and, through a weekly report, information on decisions made by the Administrator and Deputy Administrator. The unit assists the Administrator in drafting or formulating speeches and statements which define U.S. economic, humanitarian or other interests.

The unit backstops the Administrator's Advisory Council, composed of AID's Senior Staff, which is concerned with deliberation and formulation of strategy and policies for the Agency's assistance programs, including future AID strategy, policies and programs.

The unit assists in planning foreign and domestic travel, speaking engagements, meetings, and other missions by the Administrator, and provides escort officer assistance.

Finally, the unit carries out special, ad-hoc projects when requested by the Administrator or his Deputy.

The Communications Coordination Staff. The Communications Coordination Staff is the central control point within the Agency for executive correspondence. The staff is responsible for providing specialized and sensitive handling of all communications to and from the Administrator and Deputy Administrator, as well as maintaining master files and a system for identifying, locating and controlling all executive communications.

The staff is responsible for reviewing, analyzing, distributing, and assigning action on communications directed to the Administrator/Deputy Administrator and following up with the action office to assure that replies are prepared on a timely basis. Upon receipt of communications submitted for signature, the staff assures that all established communications standards and guidelines have been met.

The staff serves as the channel for A.I.D. to the State Department Secretariat and controls all assignments or communications between the Administrator and the Secretary or Deputy Secretary.

It is responsible for establishing criteria, developing procedures and regulations, conducting training and serving as the final authority in the Agency on criteria governing the form and handling of executive communications.

Finally, the Communications Coordination Staff is responsible for preparation of a daily log for the Administrator/Deputy Administrator, consisting of selected incoming material, including cables, deemed of sufficient interest and importance to be brought to the Administrator/Deputy Administrator's attention.

(e) Other Special Assistants Assigned to the Administrator

Special Assistant for Country Financed Services This assistant is responsible for the Reimbursable Aid Program, through which a participating developing nation can purchase appropriate U.S. private or government goods and services needed for development.

Special Assistant for the International Industrialization Institute This assistant has primary responsibility for the founding work leading to the establishment of the International Industrialization Institute, which is designed to promote industrial cooperation between the developed and developing nations to help meet the need to apply industrialization to developing nations.

Special Assistant (White House Fellow) This assistant, on assignment to A.I.D. through the White House Fellow Program under the Civil Service Commission, performs ad hoc assignments for the Administrator.

Agency Chief Economist This position, assigned in a dual capacity to the Office of the Administrator and the Bureau for Program and Policy Coordination, is responsible for directing overall economic research for the Agency.

(f) Special Assistants Assigned to the Deputy Administrator

Special Assistants for Programs and Management The Deputy Administrator is assisted by two Special Assistants who provide direct staff assistance on substantive program and management policy issues and problems. They perform research and analysis on Agency problems and programs, prepare briefing papers, supervise preparations for and follow-up to meetings of the Senior Operations Group (SOG) chaired by the Deputy Administrator, insure that assignments made by the Deputy Administrator are carried out, deadlines met and corrective action taken as necessary. As requested by the Deputy, they undertake research and assignments of a confidential or sensitive nature.

Special Assistant for Executive Assignments This assistant serves as the personal liaison for the Administrator and Deputy Administrator within the Agency structure and with other government personnel offices in the effective utilization and management of executive personnel. The assistant is responsible for coordinating the recruitment, interviewing, selection and placement of individuals from within AID and from the upper levels of industry, business, education and government organizations. Finally, the assistant represents the Agency and presents the views and positions of the Administrator and Deputy in meetings with representatives of the Executive Branch, Congressional offices and the private sector on matters concerning the Agency's executive personnel selection and assignment.

## MEETINGS ATTENDED REGULARLY BY A.I.D. ADMINISTRATOR AND DEPUTY ADMINISTRATOR

| MEETING | PURPOSE | CHAIRED BY | LOCATION AND TIME | ATTENDEES |
|---|---|---|---|---|
| **INTER-AGENCY** | | | | |
| Deputy Secretary's Staff | Weekly briefing | Deputy Secretary of State | Every Tuesday at 8:30, 45 minutes to 1 hour | Deputy Secretary and senior officers |
| Overseas Private Investment Corporation (OPIC) Board of Directors | Review management policy and operations | Administrator | OPIC Executive Offices, every 6-7 weeks, 9:00 a.m. Tuesdays | Six private sector members, Under Secretaries of State, Treasury, and Commerc AID Administrator and President of OPIC |
| **INTRA-AGENCY** | | | | |
| Administrator's Advisory Council (AAC) | Analyzes, reviews and advises Administrator on major AID policy questions | Assistant Administrator, Bureau for Program and Policy Coordination, A.I.D. | Wednesdays, 9:00 a.m. Administrator's Conference Room | Administrator, Deputy Administrator, Assistant Administrators, Directors of Independent Office |
| Executive Staff Meetings | Discuss special subjects suggested or agreed to by the Administrator | Administrator or Deputy Administrator | Administrator's Office, every Thursday at 8:00 a.m. | A.I.D. Assistant Administrators and selected senior officers |

| | | | | |
|---|---|---|---|---|
| Senior Operations Group (SOG) | Reviews and advises Deputy Administrator on major management, administrative and operational matters | Deputy Administrator | Administrator's Conference Room as scheduled by Deputy Assistant Administrator, usually once or twice monthly | Deputy Assistant Administrators and selected senior officers |
| Interregional Budget Reviews | Review budget for centrally-funded A.I.D. programs | Administrator | Administrator's Office several times a year | A.I.D. Regional Bureau Representatives and other A.I.D. staff |
| INTER-GOVERNMENTAL | | | | |
| High-level Annual Meeting, Development Assistance Committee (DAC) of OECD | Exchange views among free-world donor countries | Chairman, DAC | Each fall in Paris for 2-3 days | Ministers from other free-world donor countries |
| Annual DAC Review of U.S. Bilateral Aid | Review of U.S. bilateral aid program for previous year | Chairman, DAC | In Paris each June and July for 2-3 days | Ministers from other free-world donor countries, Deputy Administrator usually represents A.I.D. |
| Colombo Plan Consultative Committee | Consult on economic development in Asia | Host government (rotated among 24 participating Asian countries) | In one of 24 Asian countries for about 3 weeks each October or November | Ministerial-level representatives from 24 underdeveloped Asian countries, plus representative from UK, Canada, Japan, Australia, New Zealand. Deputy A.I.D. Administrator usually represents U.S. |

| | | | | |
|---|---|---|---|---|
| Board of Governors, Inter-American Development Bank (IDB) | Set policies and programs for the Bank for the following year | Representative of host country | In one of member countries each spring for 3 days | Ministerial-level representatives of Bank members. Secretary of Treasury is U.S. Governor; A.I.D. Administrator is alternate U.S. representative. |
| Various Joint Commissions and Consultative Groups on Aid | Meetings between individual recipient countries and donor countries | Various, including Administrator and Secretary of Treasury | Various sites. Annually for each country, 2-4 days | Ministerial-level representatives. U.S. Deputy Administrator may cover these meetings. |
| Tidewater Conference | Exchange views on various subjects by principal aid donor countries | Host government | Annually, usually in fall | Ministerial representation from principal aid donor countries and institutions. Administrator usually attends. |

## VI. H. FUNCTIONS OF AID/W BUREAUS AND OFFICES

### 1. The Four Geographic Bureaus

The four Geographic Bureaus--Africa (AFR), Asia (ASIA), Latin America (LA) and Near East (NE)-- are AID's principal line offices. Each is headed by an Assistant Administrator. Geographic Bureau organizational structures differ somewhat - and the size of their Washington and overseas staffs differs considerably. But, they all have the same basic responsibility for planning, formulating, managing the implementation of, and evaluating AID economic assistance programs in their regions. For all programs except population/family planning programs, their responsibilities include:

-- directing and supervising the activities of the overseas missions and offices in their geographic regions;

-- giving these overseas missions policy guidance and assisting them in developing economic assistance programs and projects;

-- reviewing and approving programs and projects proposed for countries in the region;

-- putting proposed programs and projects together in a Bureau package that becomes part of the overall Agency program and budget request;

-- helping to get that program and budget request approved by the OMB and the Congress;

-- approving and directing the allocation of available resources within the Bureau and to the missions; and

-- directing, reviewing, and coordinating the implementation of approved programs.

Additionally, the Geographic Bureau Assistant Administrators exercise policy control and approval over those country programs which are administered centrally by the Office of Housing (SER/H) and the Office of Country-Financed Technical Services (SER/CFS).

The Geographic Bureaus also collaborate with other Agency Bureaus and Offices which have been assigned centralized program or support services responsibilites -- as described in the sections which follow.

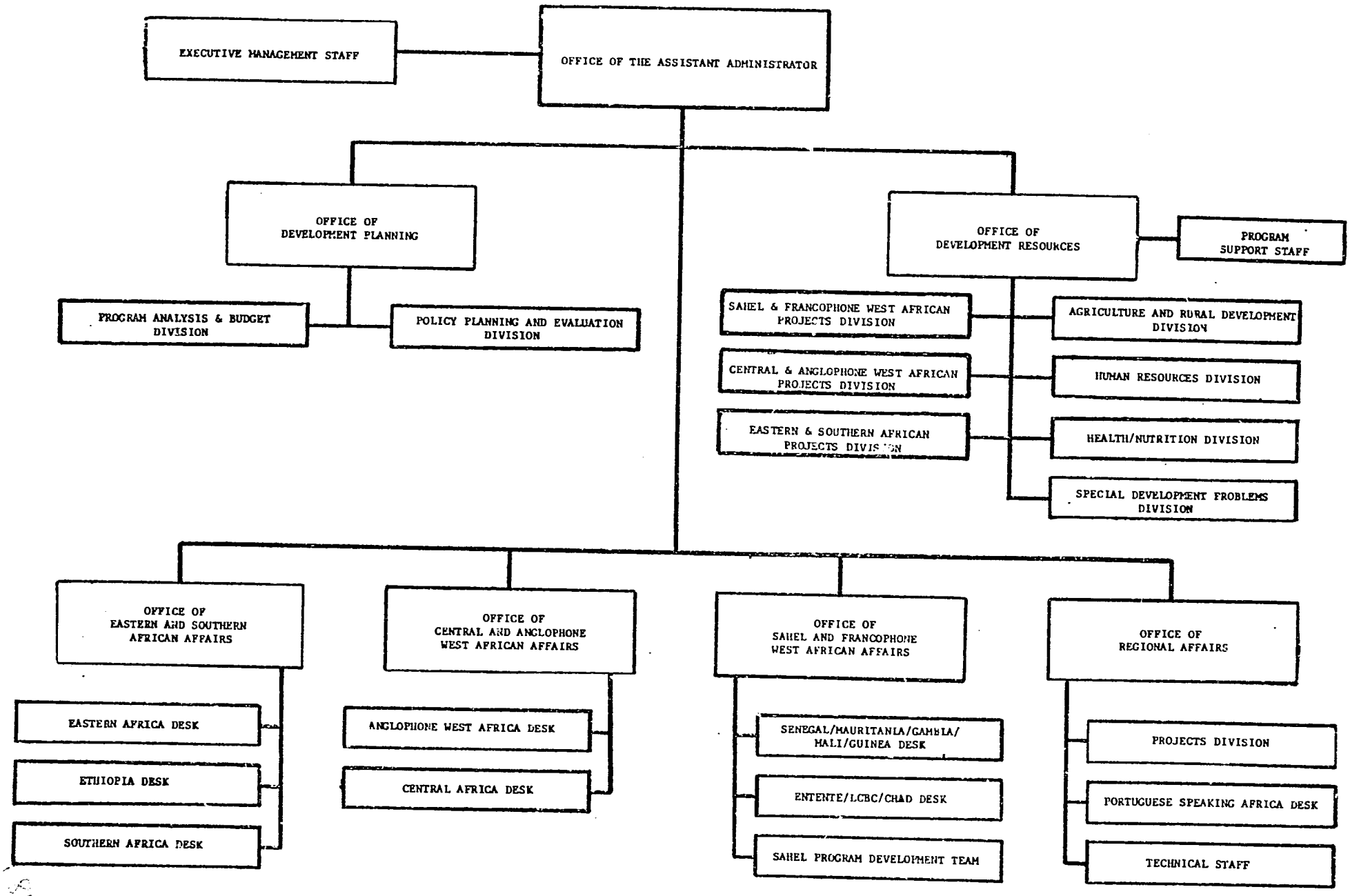
Organizationally, the Regional Bureaus are similar. Each has: an immediate office of the Assistant Administrator (with an Assistant General Counsel attached); an Office of Development

Planning (or Programs); and a number of geographic area offices with so-called country "Desks." Two Bureaus (LA and AFR) have a single office concerned with the development, design and implementation of capital and technical assistance projects whether loan or grant financed. These offices include technical staffs as well as loan/grant project officers. The NE and ASIA Bureaus divide these responsibilities between two offices. NE has separate offices for Capital Development and for Technical Support. Asia has separate offices for Project Development and for Technical Resources.

The organizational structure of the Bureau for Latin America is somewhat different from the other bureaus, reflecting the continuation of certain aspects of a special joint arrangement with the State Department's Bureau for Inter-American Affairs (ARA), which existed from 1963 until July 1976. In 1963, A.I.D.'s LA Bureau was merged with the State ARA Bureau at the "top" and at the country "Desk" levels. The joint State-A.I.D. Bureau, called the ARA-LA Bureau, shared responsibilities and office space. This summer, the Bureau was reorganized; six of the eight integrated offices were "demerged." The remaining two are scheduled for demerger in Calendar Year 1977, but the A.I.D. Assistant Administrator will continue to serve as State's Deputy U.S. Coordinator, Alliance for Progress.

Charts depicting the organizational structure and staffing of the four Geographic Bureaus follow.

# BUREAU FOR AFRICA

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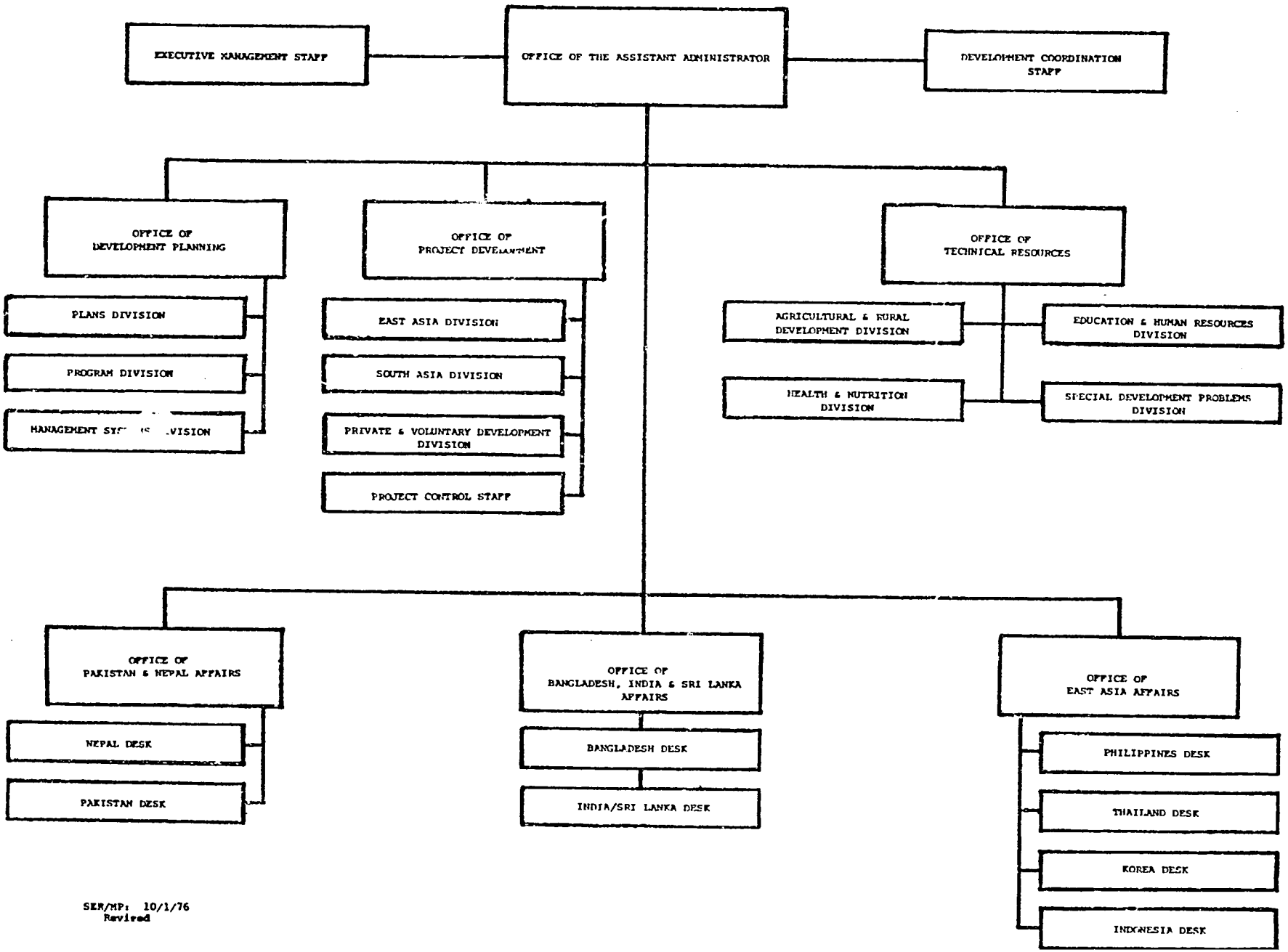
# BUREAU FOR ASIA

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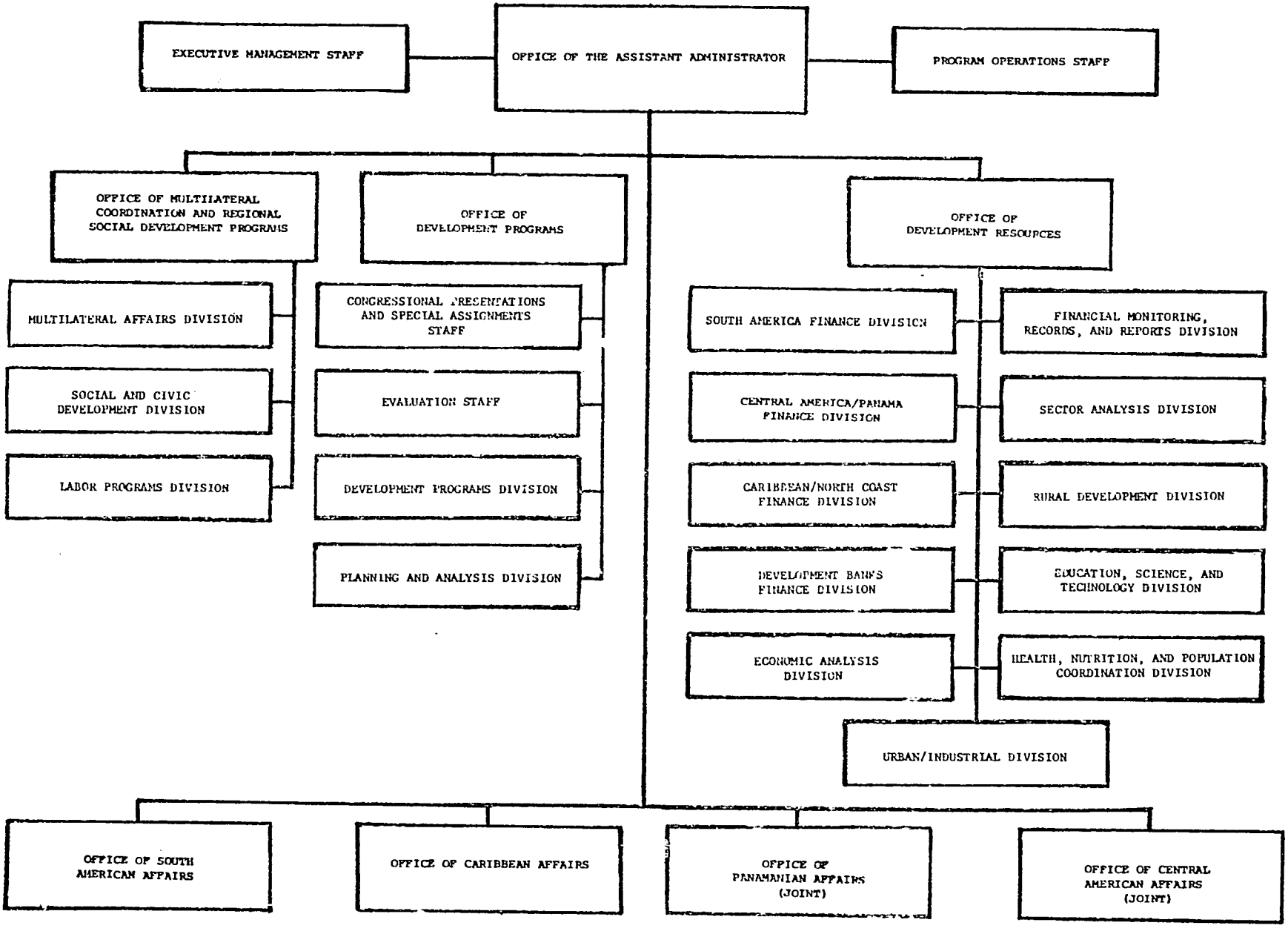
# BUREAU FOR LATIN AMERICA

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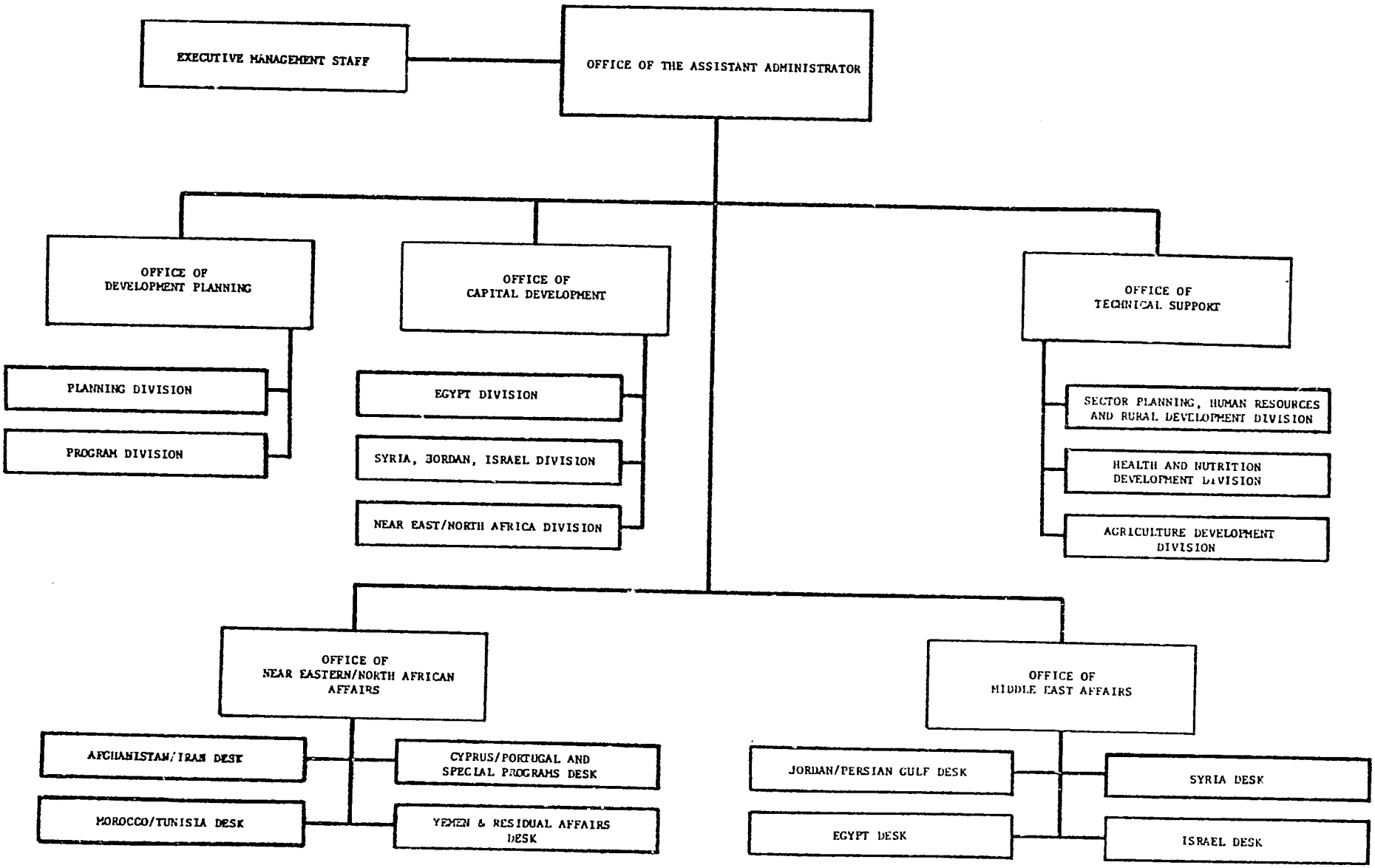
# BUREAU FOR NEAR EAST

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## 2. A.I.D.'s Program and Staff Offices

### a. Office of Interagency Development Coordination (IDC)

The Office of Interagency Development Coordination is headed by an Assistant Administrator and has a small staff of 13 which serves as the secretariat for the Development Coordination Committee (DCC). (See Section VII.B.)

Section 640B of the amended Foreign Assistance Act of 1973 requires the President to report to the Congress, in the first quarter of each calendar year, on United States actions affecting developing countries and the impact of those actions on the U.S. economy. Two annual reports prepared by IDC in cooperation with DCC member agencies have been issued covering U.S. actions on development assistance, food aid, trade, monetary relations and effects on the U.S. economy. In addition to the Congress and participating Executive agencies, the reports have been sent to a lengthy list of requestors from other U.S. agencies, foreign governments, U.S. universities and the general public. Preparations are under way for the DCC's third annual report.

b. Office of Legislative Affairs (LEG)

The Office of Legislative Affairs is the Agency's institutional bridge to the Congress. This small unit of 28 people monitors and tries to improve the Agency's dialogue with the Congress in all its forms -- from routine correspondence and Congressional travel arrangements to formal hearings and consideration of foreign assistance legislation. It tries to help the Congress understand the Agency's programs and legislative preferences and, conversely, helps the Agency understand the policy and management views of the Congress.

The Office coordinates the preparation of A.I.D.'s legislative program and its presentation to the Congress. It keeps the Administrator and other senior officials currently informed on Congressional developments and prospects, and provides staff assistance generally for contacts with the Congress. Major contacts are with the Senate Foreign Relations Committee, the House International Relations Committee, the Senate and House Appropriations Committees and, more recently, the Senate and House Budget Committees.

Sections of the Office are concerned with:

-- Congressional liaison -- direct contact with Congressional members and their staffs.

-- Program presentation -- the formal presentation of the Agency's program to Congress (particularly the annual Congressional Presentation book and Congressional Committee Hearings) and liaison with committee staff members.

-- Legislative research -- monitoring legislative developments of potential interest to A.I.D., conducting legislative research projects, and monitoring reports to the Congress.

c. Office of General Counsel (GC)

The Office of the General Counsel provides all legal services for the Agency, both in the United States and abroad. The Office also helps ensure that A.I.D. programs are developed and administered in compliance with legislative authorities. These legal services include drafting or reviewing legislative proposals, executive orders, regulations, public notices and program and project implementation documents, and assuring publication of such documents in the Federal Register. GC maintains legal staffs both in A.I.D./W and overseas.

As chief legal officer of A.I.D., the General Counsel advises the Agency's principal officers on all legal matters arising from the Agency's work. The General Counsel directs the legal aspects of A.I.D.'s relations with the Congress, other Executive Branch agencies, and the public.

Assistant General Counsels are assigned to each Geographic Bureau--Africa, Asia, Latin America, and Near East. They advise and assist the Bureaus' principal officers in Washington and overseas on all legal matters. They draft and interpret international agreements and project documents; review Bureau activities in the light of foreign, domestic, or international law and in terms of relationships with other U.S. Government agencies; recommend new legislation or regulations; and advise on legal institutions and practices in aid-recipient countries.

Additionally, there are six Assistant General Counsels who provide legal services in the following areas:

-- Legislation and Program Policy - all matters relating to A.I.D. legislation and legislative strategy, including drafting and presenting A.I.D. legislation, reviewing legislation proposed by Congressional members, coordinating with other Executive Branch agencies on legislative matters, and drafting and reviewing Executive Orders.

-- Management and Administration - including Agency personnel matters, labor relations, basic Agency delegations of authority, and implementation of the Freedom of Information Act and the Privacy Act.

-- Technical, Food, and Humanitarian Assistance - matters involving Agency research and development activities, the Food for Peace program, population programs, disaster relief, A.I.D. relations with voluntary agencies, environmental matters, and implementation of the Federal Advisory Committee Act.

-- Development Coordination and Procurement - activities involving commodity procurement, transportation, and related financial matters. (Services include the formulation of policies, preparation and review of pertinent documents, guidance on all maritime matters, resolution of disputes, and enforcement of regulations on commodity procurement.)

-- Contracting - activities involving the procurement of technical, construction and engineering services, excess property; related financial matters; and A.I.D. matters before the Comptroller General.

-- Enforcement - includes the enforcement of A.I.D. claims, referral of claims to the Department of Justice, examination of claims against A.I.D. and the disposition of such claims cases.

d. Office of the Auditor General (AG)

The Office of the Auditor General is A.I.D.'s focal point for reviewing the integrity of Agency operations. It is concerned with the quality, coverage and coordination of Agency-wide audit, appraisal, investigation, inspection and security services. AG also provides these services to the Overseas Private Investment Corporation (OPIC) on a reimbursable basis.

In directing, monitoring and reviewing Agency activities, the Auditor General emphasizes both the protective and the constructive aspects of AG services as a "tool of Management" within the comprehensive Agency effort to achieve improved management effectiveness.

In carrying out its responsibilities, the AG has a Washington staff of 92 employees and an Overseas staff of 80 Americans and 42 foreign national employees located in 4 Area Auditor General Offices and 5 Inspections and Investigations Offices. The AG also utilizes the resources of other Federal Agencies, public accounting firms and consultants.

AG's Washington offices include:

* the Office of Oversight Coordination - reviews all audit, inspection and appraisal plans to assure comprehensive oversight coverage of Agency operations and provides liaison between A.I.D. and the General Accounting Office and the Inspector General of Foreign Assistance (IGA) in the State Department. The office also advises the Auditor General on policies and procedures affecting AG operations worldwide.

* the Operations Appraisal Staff (AG/OAS) - makes independent analyses, assessments, appraisals and evaluations at the request of the Administrator and other top Agency management officials. This staff is comprised of a small, select group of senior foreign service officers who have had extensive administrative and program experience both in Washington and abroad.

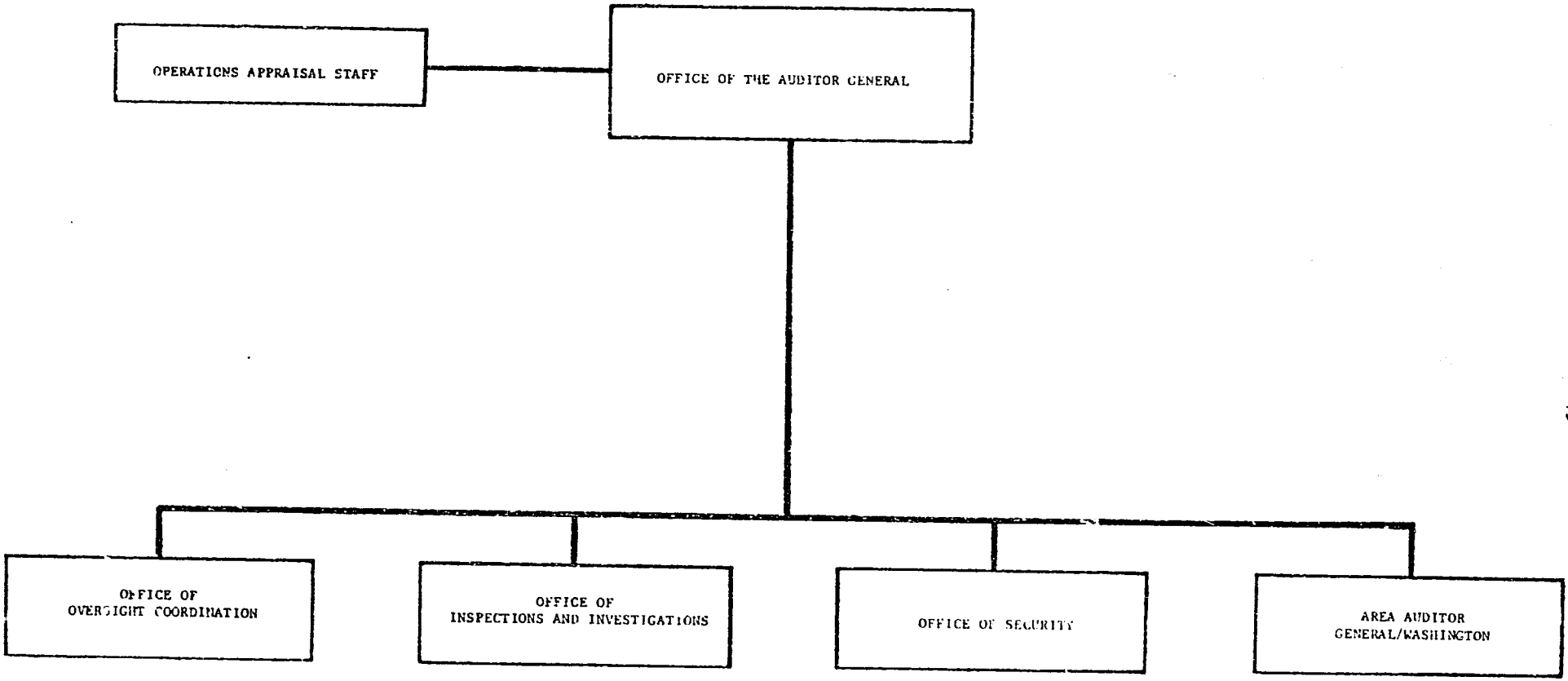
* the Office of the Area Auditor General/Washington (AAG/W) - develops and executes a comprehensive audit program of: (1) headquarters activities, (2) functional and regional activities, (3) programs and projects, (4) financial and management information systems and operations, (5) site audits of A.I.D. cost reimbursement and other types of contractors and (6) comparable services on A.I.D.-financed country contracts.

* the Inspections and Investigations Staff (AG/IIS) - reviews

the integrity of activities and personnel directly or indirectly financed by A.I.D. (or OPIC). AG/IIS is particularly concerned with possible criminal and related violations arising in connection with the foreign aid program.

* the Office of Security (AG/SEC) - carries out a comprehensive Agency security program--including personnel and physical security matters--in the U.S. and abroad.

# OFFICE OF THE AUDITOR GENERAL

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e. Office of Public Affairs (OPA)

The Office of Public Affairs manages A.I.D.'s public information program and advises the Administrator and other senior Agency officers on public relations problems. The Office has a special responsibility for responding to requests made of the Agency under the Freedom of Information Act.

A.I.D.'s information program is designed to inform the American public about all aspects of the foreign economic aid program and to develop a better understanding of the reasons for the program, its objectives, operations and accomplishments. (Publicity concerning A.I.D. programs abroad is the responsibility of the U.S. Information Agency.)

OPA works directly with the established media: newspapers, magazines, radio, and television. It deals directly with the public through the distribution of A.I.D.-produced motion pictures and publications and by responding to inquiries from the public. It arranges for A.I.D. speakers to address community and university groups and other non-governmental organizations, and helps write speeches for the Administrator and senior A.I.D. officials.

In its relations with the press, A.I.D. maintains an "open-door" policy and encourages all officials to respond to press queries. OPA issues news releases to announce important program actions and personnel appointments.

The Office of Public Affairs also:

-- produces annual public presentations summarizing development assistance programs in each of the major functional categories of the Foreign Assistance Act;

-- publishes a semi-monthly in-house newspaper, Front Lines, for distribution to A.I.D. employees, retired A.I.D. employees, and other requesting organizations and individuals;

-- publishes the "War on Hunger" magazine, a periodical on international development activities of the U.S. Government:

-- produces, in cooperation with American University, a weekly radio television interview program on development subjects -- "Overseas Mission"

The OPA staff of 29 includes two divisions: Press and Publications and Public Activities and Services.

* * *

NOTE: As stated in Section IV. C., OPA's activities are controlled by Section 501, Foreign Assistance and Related Programs Appropriations Act, 1975, which specifies: "No part of any appropriation contained in this Act shall be used for publicity or propaganda purposes within the United States not heretofore authorized by the Congress."

f. Office of Equal Opportunity Programs (EOP)

Spearheading equal employment opportunity matters within the Agency is a small office (5 persons) reporting directly to the A.I.D. Administrator. The Office is formally charged with A.I.D. implementation of all Government regulations relating to equal opportunity. In this capacity, the Office conducts a continuing campaign to eliminate discrimination--on the basis of race, sex, age, religion, national origin, or physical handicap--in the Agency's personnel policies and practices. Beyond this the Office stresses "affirmative action" in the recruitment, employment and career advancement of minorities and women. Illustrative of this approach, the Office helps design and promote training sessions for employees to improve their on-the-job skills, as well as formal work-study programs to help bridge the gap between clerical and professional jobs. It also encourages managers to acquaint themselves, via informal discussion and formal training sessions, with discrimination practices as viewed by minorities and women.

Additionally, the Office performs functions of an administrative nature in the EEO area. These include processing and investigating complaints of alleged discrimination and compiling and analyzing Agency-wide data and statistics relating to equal opportunity employment patterns.

The equal opportunity responsibilities of the Office extend to employees of, and applicants for employment with the Agency, A.I.D. contractors and subcontractors, A.I.D.-financed cooperating-country contractors, and recipients of A.I.D. grants.

g. Office of Food for Peace (FFP)

The Office of Food for Peace coordinates A.I.D.'s role in the Food for Peace program in accordance with interagency agreements and delegated authority. The Food for Peace program includes the sale on concessional terms (Title I) and the donation (Title II) of agricultural commodities under Public Law 480 (the Agriculture Trade Development and Assistance Act of 1954, as reoriented to give greater emphasis to the developmental uses of food aid).

The Office of Food for Peace is the central focal point in the Agency for implementing Public Law 480 as it relates to A.I.D. activities in the less developed areas of the world. These activities include use of food resources to combat hunger and malnutrition and to support economic development, family planning, nutrition, self-help and democratic institutions under the mandate of Title IX of the Foreign Assistance Act of 1970.

FFP is headed by a Coordinator who reports to the Administrator. The activities of the office's 32 full-time employees are to assist in development and negotiation of the $1,107,000,000 Title I Program (FY 1976 and Transition Quarter) and to initiate and develop the $559,000,000 Title II Program (FY 1976 and Transition Quarter). In carrying out its responsibilities, the Office works closely with other A.I.D. Bureaus, Offices and Missions and the Department of State. It also maintains liaison and collaborates with other U.S. Government agencies (principally the U.S. Department of Agriculture, Treasury and Commerce) and with international organizations, private agencies, and U.S. trade and commodity groups concerned with use of food resources for economic development and humanitarian purposes.

h. Office of Labor Affairs (OLAB)

The Office of Labor Affairs, with a staff of 13 full-time people, provides leadership and policy guidance for Agency activities in development-related labor and manpower fields. Included are activities related to:

-- labor and trade union organizations;

-- employment development with special emphasis on the participation of women;

-- income distribution; and

-- LDC governments' policies and services affecting workers and working conditions.

Over the years, A.I.D.'s labor/manpower programs have had as a primary goal the improvement of living and working standards for the poorest majority of the labor forces in selected less developed countries (LDCs), focusing attention specifically on those employment-related aspects which most directly affect the lives of workers.

OLAB is an independent office within the A.I.D. and its Director reports to the Administrator. The head of OLAB also serves as Special Assistant to the Secretary of State and the State Department's Coordinator of International Labor Affairs. Although originally established to provide staff services, OLAB currently has program management responsibilities for several interregional projects in the labor-manpower field. Each of its two divisions have both staff and program management responsibilities.

The Planning and Evaluation Division is responsible for the development of OLAB-funded projects and for their evaluation. It also provides assistance to the various A.I.D. Bureaus and Offices and overseas missions in the development and evaluation of programs with labor and workforce elements. The Program Coordination Division is responsible for providing implementation assistance to other Bureau, Office and mission projects and for managing the implementation of OLAB projects during their life-span.

As an additional staff function, the Office of Labor Affairs chairs the Agency Committee for A.I.D. Operations with the Labor Institutes. The labor institutes -- the American Institute for Free Labor Development (AIFLD), the Asian-American Free Labor Institute (AAFLI), and the African-American Labor Center (AALC) -- operate under grants or contracts with the various A.I.D. Geographic Bureaus. The Institute Committee (described in more detail in Section VII.C.) is responsible for assuring that these programs achieve policy objectives and for promoting uniformity in program planning and evaluation methodology.

### i. Office of U.S. Foreign Disaster Assistance (OFDA)

The Office of U.S. Foreign Disaster Assistance mobilizes and directs all U.S. Government foreign disaster operations and planning,and coordinates these activities with the responses of U.S. voluntary agencies, state and local governments, other countries, and international organizations. The office directly supports the A.I.D. Administrator in carrying out his responsibilities as the President's Special Coordinator for International Disaster Assistance.

In addition to its role in responding to requests for disaster relief assistance, OFDA is engaged in disaster preparedness, prediction, and contingency planning. The Office:

- -- directs a disaster operations and information center;
- -- maintains four strategically placed regional disaster stockpiles in Panama, Italy, Singapore and Guam;
- -- provides technical assistance to disaster-prone countries;
- -- conducts an annual International Disaster Preparedness Seminar for senior U.S. and foreign officials with disaster relief responsibilities;
- -- sponsors disaster-related applied research including satellite remote-sensing technology, high altitude photo-imagery, and a computerized disaster information management system; and
- -- provides financial support to the United Nations Disaster Relief Office (UNDRO).

OFDA has a staff of 30 and includes two divisions: Operations, and Planning and Evaluation. The Director of OFDA serves as deputy to the President's Special Coordinator for International Disaster Assistance (the A.I.D. Administrator).

j. Office of Women in Development (WID)

The functions of this Office were, until recently, assigned to a Coordinator for Women in Development (in the Office of the Administrator) who also served as Director of the Office of Equal Opportunity Programs (EOP). Now, a small separate office of five persons reporting to the Administrator has been established. WID coordinates Agency efforts to promote the integration of women into the national economic life of developing countries.

The original legislative basis for the creation of this Office was Section 113 of the Foreign Assistance Act, as amended in 1973 by the "Percy Amendment." Subsequent legislation passed in 1974 and 1975 has expanded its applicability to all Development Assistance activities under the Act. The Office has a small fund to help stimulate thinking and promote understanding about the role of women in developing countries. These funds are used for research, special studies, conferences, field analyses, etc.

The WID Coordinator is in close and frequent contact with top officials or representatives of A.I.D., other Federal agencies, international organizations, the donor community, and women's groups in the United States and abroad. These contacts serve to exchange information and expertise and to foster a sense of cooperation among the diverse groups seeking to promote the role of women in LDC economies.

3. Bureau for Program and Policy Coordination (PPC)

The Bureau for Program and Policy Coordination is concerned with the Agency's overall program policy, planning, budgeting coordination and evaluation activities, and the information systems which support them. The Bureau develops economic assistance policies, provides guidance on program planning and on economic and sectoral analysis and strategies, coordinates A.I.D.'s budget operations, and plays a major role in the presentation of the Agency's program to the Congress.

In addition to directing the work of the Bureau, the Assistant Administrator serves--on behalf of the Administrator--as the Chairman of the Administrator's Advisory Council. In this role, the AA/PPC takes on a broad range of responsibilities which transcend the normal PPC functions but which touch most aspects of Agency programs.

Through the Regional Coordinators, the Bureau participates with the geographic bureaus in the formulation and implementation of programs and initiatives. Participation in these activities helps assure that country programs are consistent with A.I.D. policies and, conversely, that country problems and experiences are taken into account in A.I.D. policy-making.

PPC includes six offices with major central Agency responsibilities as follows:

a. The Office of Planning and Budgeting coordinates the formulation and justification of the A.I.D. budget request to the Office of Management and Budget; helps present the Agency's program and budget to the Congress; establishes and monitors budget allocations within the levels approved by the President and within appropriations enacted by the Congress. The office also develops programming and budgeting systems.

b. The Office of Policy Development and Analysis coordinates and funds A.I.D. research on economic and social development issues of developing countries. It formulates A.I.D.'s positions on major U.S. financial and trade policies affecting developing countries, and develops estimates of developing countries' foreign assistance requirements and targets for overall U.S. and A.I.D. levels of funding related to their needs. It assures implementation of Title IX of the FAA, which emphasizes the encouragement of democratic institutions in the developing countries.

c. The Office of Development Program Review and Evaluation develops and coordinates A.I.D. policies for capital and technical assistance, whether loan or grant funded. It reviews the policy and programming aspects of all types of A.I.D. projects to assure consistency with Congressionally mandated new directions and

A.I.D. objectives. It provides guidance on program evaluation systems and assistance in project evaluation. It also serves as Secretariat for the Interagency Development Loan Committee (DLC).

d. The Office of International Assistance Coordination coordinates U.S. economic assistance with other bilateral and multilateral assistance programs. It serves as the focal point (in Washington and through its field representatives who are assigned to U.S. missions to U.N. organizations in New York, Paris and Geneva) for the formulation and implementation of A.I.D. policy concerning the United Nations development systems. The Office helps coordinate U.S. development assistance with other donors through representatives at the DAC (Development Assistance Committee of The Organization for Economic Cooperation and Development in Paris, and by U.S. participation in the Tidewater meetings (annual informal meeting of aid ministers), country consultative groups and other coordinating groups. It also represents A.I.D.'s development view in U.S. interagency meetings and participates in or supports other Agency officials in Delegations to international meetings.

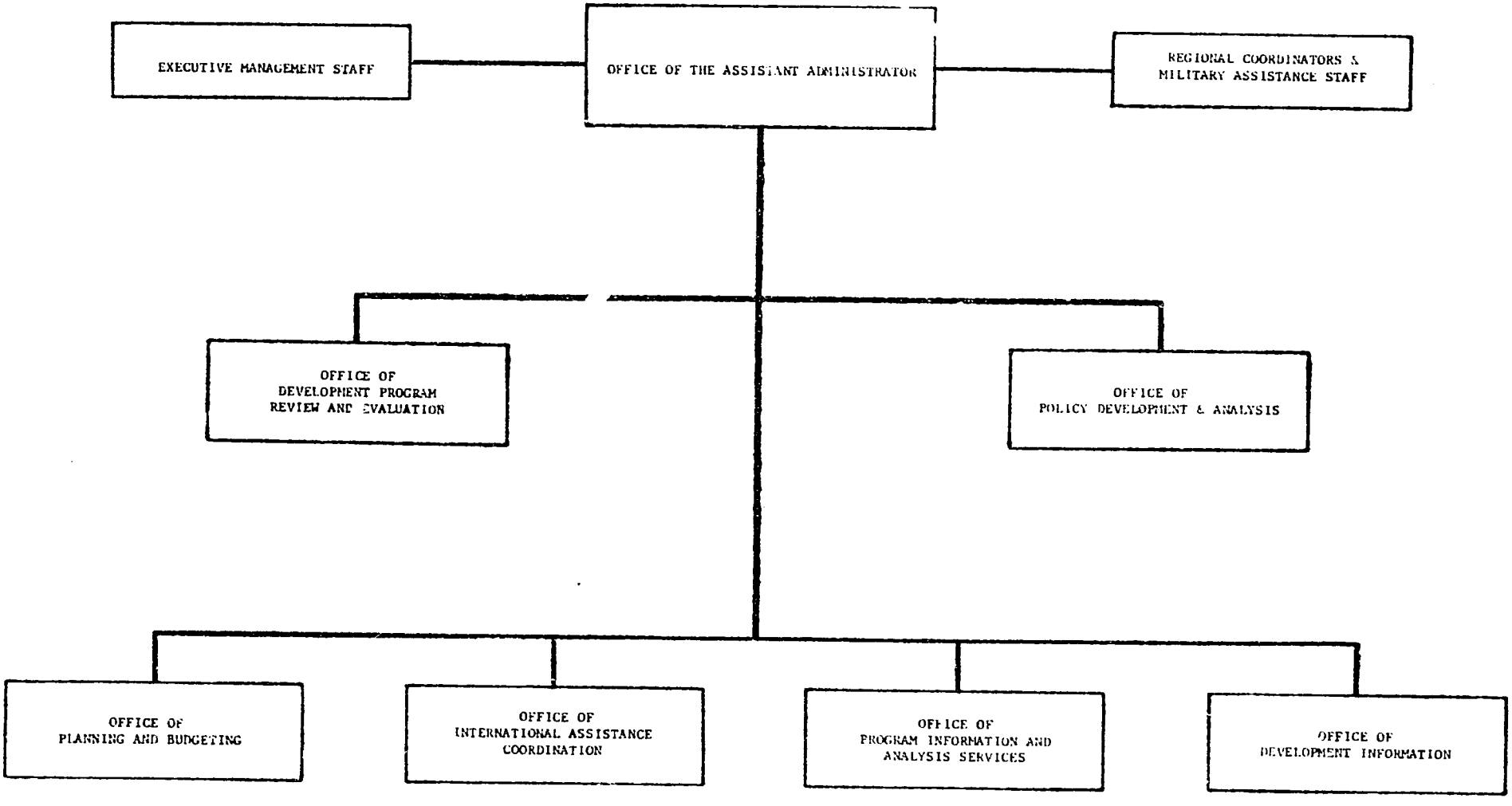
e. The Office of Program Information and Analysis Services performs systems management responsibilities for the Agency's policy planning and program management information systems, including systems to track project, program, and budget actions and a system offering a wide range of economic and social data on developing countries. It also provides central Agency statistics and reports and reference/research services.

f. The Office of Development Information provides information services for the A.I.D. project design and implementation process. It collects, stores, processes and retrieves substantive and evaluative information on A.I.D.'s project experience, as well as the experience of other aid donors (such as UN agencies and private foundations). It also disseminates information on state-of-the-art technology relevant to projects under consideration.

The Bureau participates in the annual budget review of military aid to monitor the effect of the defense burden on less developed countries' economic and social progress, and it reports to the Congress on behalf of the President, as required by Section 620(s) of the FAA, on the extent to which a recipient of economic aid is spending its own resources on defense.

PPC has a staff of 167 people including three at the U.S. Mission to the United Nations (USUN) in New York City, and 13 at A.I.D.'s Development Assistance Coordination offices overseas (nine with the DAC/OECD in Paris, two with the U.S. Mission to UNESCO in Paris, and two with the U.S. Mission to the U.N. organizations in Geneva).

## BUREAU FOR PROGRAM & POLICY COORDINATION



4. Bureau for Technical Assistance (TAB)

The Bureau for Technical Assistance provides professional leadership for Agency activities in the areas of Agriculture, Nutrition, Education and Human Resources, Health, Urban Development, Rural Development, Development Administration, and Science and Technology. Within these areas, the Bureau:

-- leads Agency efforts to identify major problems impeding the modernization process in the less developed countries (LDCs);

-- leads the Agency's search for techniques to facilitate the solution of identified problem areas;

-- provides leadership in improving the quality of Agency professional services and in mobilizing U.S. public and private resources to provide technical assistance needed and requested by the LDC's;

-- supplies the technical dimension to the Agency's overall development assistance policy formulated by the Bureau for Program and Policy Coordination and to the sector assistance policies and strategies within this overall policy framework;

-- develops and tests sector analysis methodologies and analytical tools for use, as appropriate, by the Geographic Bureaus, A.I.D. overseas organizations, and the less developed countries;

-- provides technical advice and assistance to the Geographic Bureaus, A.I.D. overseas organizations, and the less developed countries in carrying out their responsibilities for sector analysis, program planning, project design, implementation monitoring, and program/project evaluation; and

-- acts as the Agency's focal point for liaison with U.S. universities, government agencies, and professional and research organizations, and for technical coordination with United Nations specialized agencies and other international organizations.

To carry out assigned functions in each of the eight program areas, TA Bureau's internal structure includes:

-- An Office of Agriculture which focusses on broad problems affecting food production in LDC's, including aquaculture and small scale fisheries development. The

programs of this Office have six major elements: Agricultural Economics, Crop Production, Water and Soils Management, Livestock, Fisheries, and Agricultural Research.

-- An Office of Nutrition whose activities are designed to address key problems affecting the nutritional needs of LDC peoples, e.g., Nutrition Education and Planning, Nutritional Requirements, Child Feeding, Food Technology.

-- An Office of Education and Human Resources Development which focusses on non-formal education, educational technology and communications, and educational planning and management.

-- An Office of Health whose projects and technical expert services are directed to such key Agency concerns as Health Delivery Systems, Health Planning, and Tropical Diseases.

-- An Office of Rural Development which initially provided leadership to new Agency initiatives focussed on the problems of the rural poor and is now undertaking research projects designed to address the complex processes of rural development.

-- An Office of Urban Development whose activities support Agency concerns for the problems of the urban poor.

-- An Office of Development Administration whose activities focus on Agricultural Management and Health Systems. This Office also has a major role in implementing the recommendations of the report by the A.I.D. Work Group on Management Improvement and Development Administration which resulted in an Agency policy decision to address more carefully the management capacity of the cooperating LDC entity prior to initiating A.I.D.-funded activities.

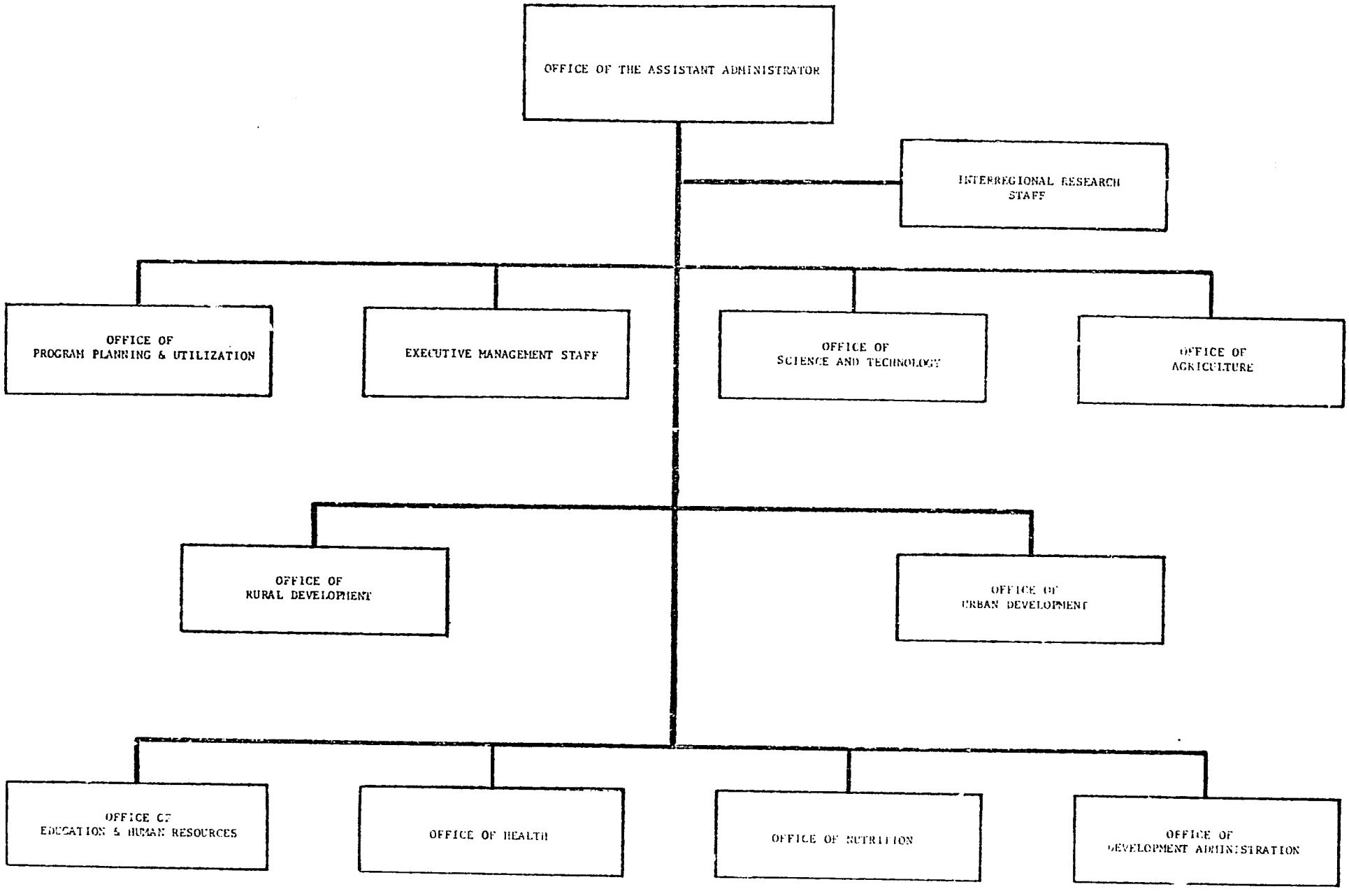
-- An Office of Science and Technology whose primary concern is the application of advanced technology and new scientific knowledge across the whole range of A.I.D. programs and LDC problems. The programs here include such areas as energy, industrial technology, natural resources, remote sensing, construction technology.

In addition to its major responsibilities outlined above and carried out by its "technical offices", the TA Bureau has major responsibility for coordinating the Agency's research programs as well as the institutional grant programs authorized by

Section 211(d) of the Foreign Assistance Act. The Bureau also coordinates Agency efforts to address environmental concerns in the planning and implementation of A.I.D. programs, and provides leadership for efforts to ensure that the products of research and development sponsored by A.I.D. or others flow to the point where they can be applied to activities in developing countries.

As a practical matter, the Bureau has traditionally been assigned leadership responsibilities for many new Agency initiatives within already assigned technical/program areas. A new area of responsibility assigned to the TA Bureau this year was the development of an Agency proposal to implement Section 107 of the Act, "Intermediate Technology." Also, the Bureau provides primary liaison with and staff support to the newly established Board for International Food and Agricultural Development and its committees, authorized under Title XII of the Act. The Title XII program is designed to broaden the participation of U.S. land-grant colleges and universities in those research activities which would increase agricultural production world-wide. (Programs in aquaculture and fisheries are included in the provisions of Title XII.) A "spirit of jointness" is emphasized throughout the legislative history of the program. Thus, it is expected that U.S. institutions, through the Board and its committees, will participate in decisions at all levels in the conduct of this program.

## BUREAU FOR TECHNICAL ASSISTANCE



5. Bureau for Population and Humanitarian Assistance (PHA)

The Bureau for Population and Humanitarian Assistance administers the Agency's population and family planning program, including A.I.D.'s country assistance programs as well as research and other interregional activities. Additionally, PHA provides overall coordination for activities which encourage and strengthen the involvement of private and voluntary organizations in A.I.D. programs.

The Bureau is headed by an Assistant Administrator who reports to the A.I.D. Administrator and has program development, approval, and implementation responsibilities similar to those of the Geographic Bureau Assistant Administrators.

In addition to the immediate Office of the Assistant Administrator and the Office of Program Review, the Bureau has two major offices:

a. The Office of Population, with a staff of 89 has responsibility for two equally important aspects of A.I.D.'s population program. First, it addresses key concerns in specific functional areas:

-- demographic and economic analysis

-- population policies of LDC's

-- research

-- family planning services

-- information, education, and communication services, and

-- manpower and institutions.

Secondly, the office is concerned with the specific country and regional population/family planning programs. The office administers research, program grants, and other interregional operations; and it reviews, approves, and provides technical guidance for those population and family planning activities which are administered by A.I.D. overseas organizations. The latter role is performed in coordination with the appropriate Geographic Bureau.

b. The Office of Private and Voluntary Cooperation, with a staff of 30 is the focal point for overall Agency relationships with private and voluntary organizations. In carrying out this responsibility, it:

-- provides staff support to the Advisory Committee on Voluntary Foreign Aid including the registration of

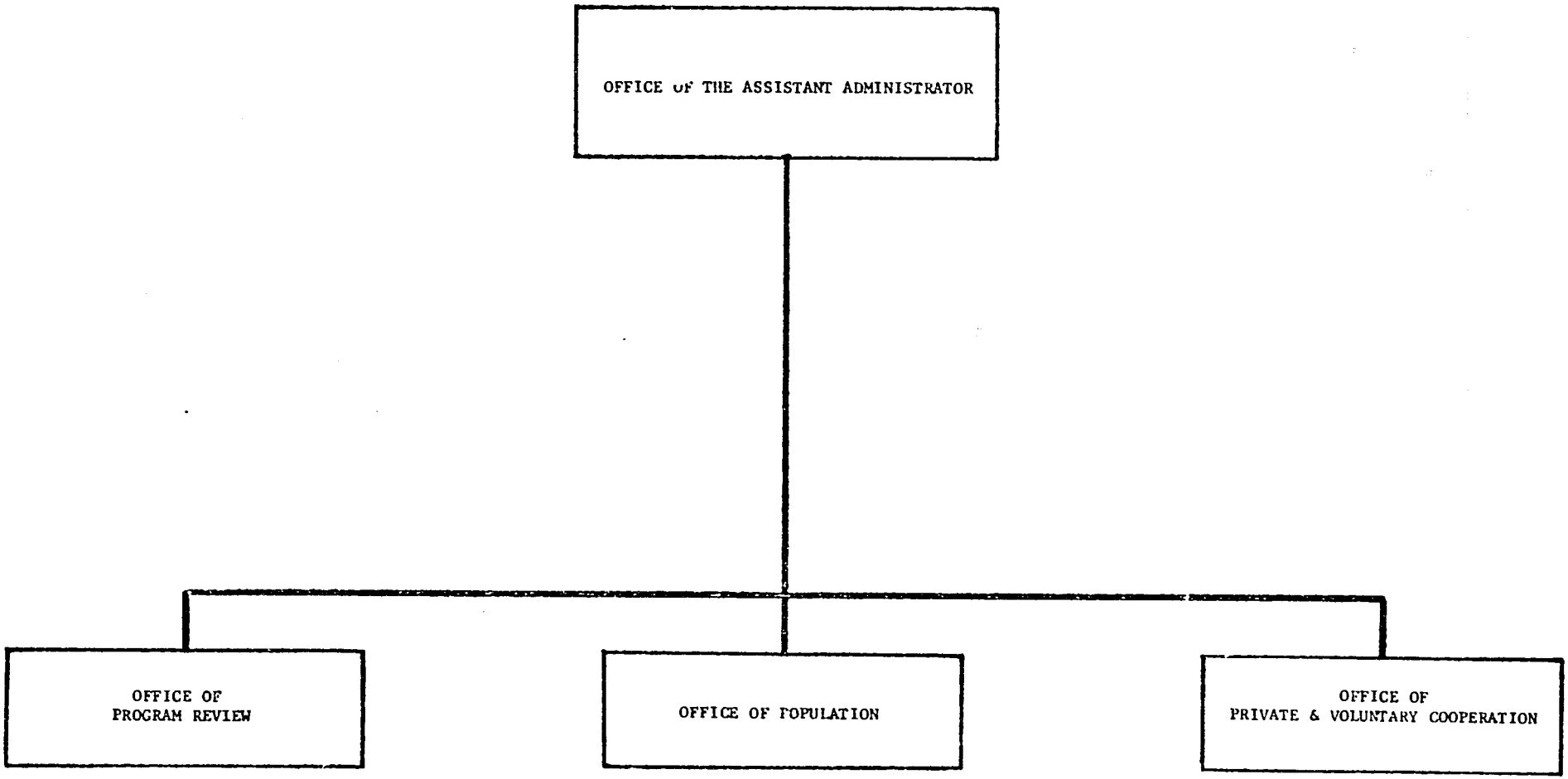
private and voluntary organizations through which eligibility to participate in A.I.D. programs is established;

-- formulates policy proposals in the area of voluntary agency participation;

-- manages specific grants to private and voluntary organizations in order to strengthen their capacity to participate in the development process; and

-- assists project and program managers of the Geographic Bureaus in developing and monitoring grants which they make to private and voluntary organizations to conduct specific country or regional projects.

# BUREAU FOR POPULATION & HUMANITARIAN ASSISTANCE



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## 6. Bureau for Program and Management Services (SER)

### a. AA/SER - Summary

The Bureau for Program and Management Services is headed by an Assistant Administrator who reports directly to the A.I.D. Administrator. The AA/SER is assisted by two deputies--the Deputy Assistant Administrator for Program Support Services and the Deputy Assistant Administrator for Management Support Services. The SER Bureau provides centralized services in the areas of:

-- participant training

-- direct contracting

-- commodity management

-- engineering

-- financial management

-- personnel
-- labor relations
-- management planning

-- management operations

-- data management, and

-- systems coordination.

The Bureau administers:

-- the American Schools and Hospitals Abroad program

-- the Housing Guaranty program, and

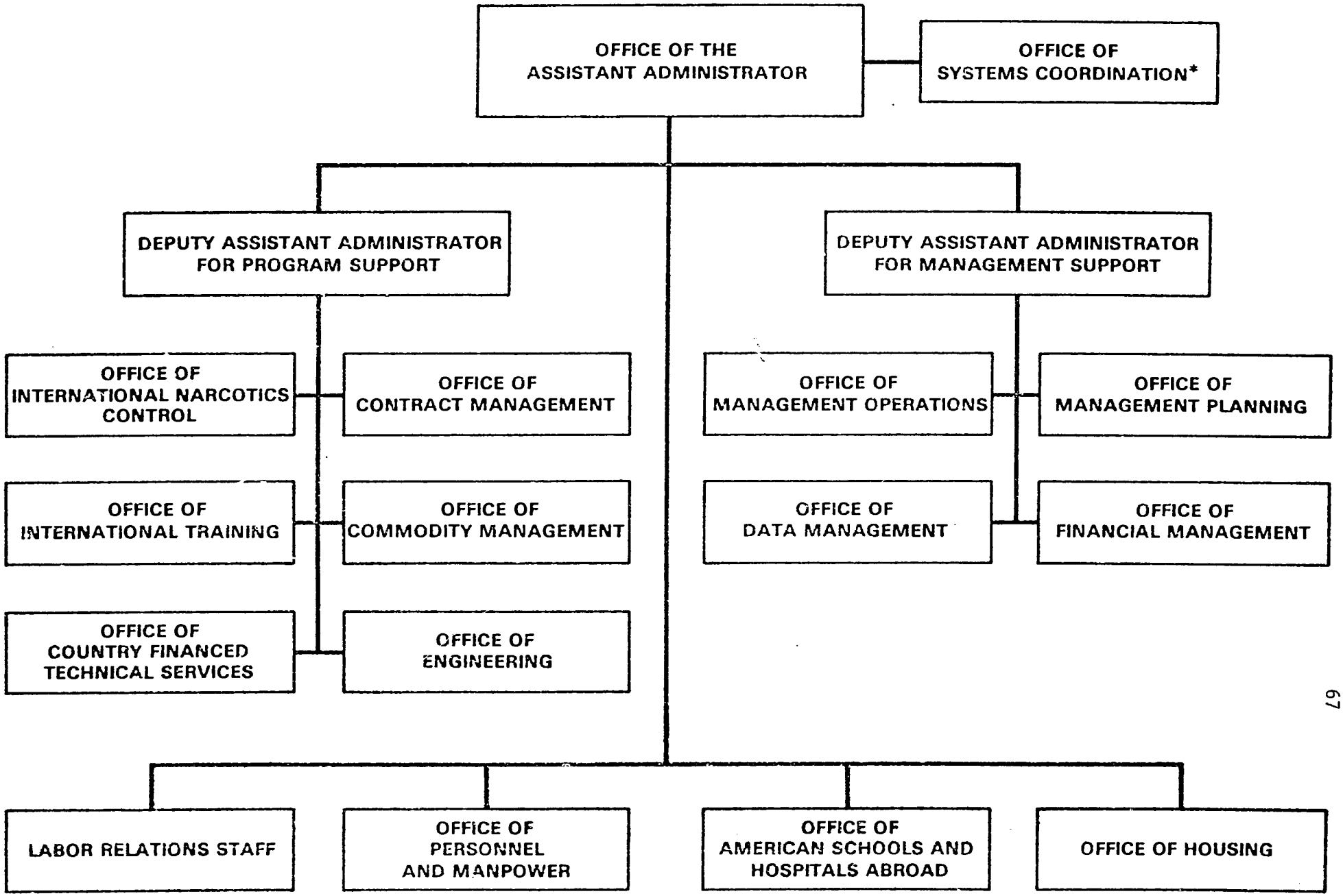
-- centralized operational aspects of the Country-Financed Technical Services program.

In addition, it coordinates A.I.D.'s role in international narcotics control activities as set forth in the agreement between the Department of State and A.I.D.

SER establishes Agency policies, regulations, and procedures in all of the above areas.

A chart showing the Bureau's structure follows, along with summaries of the individual SER office's responsibilities.

# BUREAU FOR PROGRAM AND MANAGEMENT SERVICES




SER/MP: 7/29/76

*Established effective July 29, 1976

b. Office of Housing (SER/H)

The Office of Housing provides centralized direction and administration of the AID Housing Guaranty Program in close coordination with the Geographic Bureaus. When requested, SER/H provides housing, housing finance and other urban sector expertise, including reimbursable technical assistance to foreign countries, to AID Missions, Bureaus and Offices.

For more than a decade, the Housing Guaranty Program has been the U.S. Government's primary tool in assisting developing countries strengthen and develop their shelter sector programs.

Housing Guaranty Program activities are developed cooperatively by SER/H, the appropriate AID overseas mission, and the developing country. They are developed and administered subject to the policy control of the appropriate Geographic Bureau Assistant Administrator. This means that the Assistant Administrator of the appropriate Geographic Bureau (i.e., Africa, Asia, Latin America or Near East):

-- decides policy issues;
-- allocates resources among countries in the region;
-- approves country visits and feasibility studies;
-- authorizes or rejects new projects, and
-- approves and announces new programs.

After Geographic review and authorization of a typical housing guaranty project, the prospective borrower makes arrangements to borrow long-term credit at a commercial interest rate from an eligible U.S. investor; AID then provides a full faith and credit guaranty of repayment to the U.S. investor. Fees charged for the Guaranty support a self-sufficient program; no appropriated funds are required to administer the program.

The housing guaranty program is administered in Washington by a staff of about 20 direct-hire employees. Substantial use is made of private contractors to provide economic and technical analyses and feasibility studies, evaluations and monitoring services. To facilitate better development and management of the program, regional field offices have been established in Abidjan (West Africa), Nairobi (East Africa), Seoul (Asia), Tegucigalpa (Central America), and Santiago (South America), each staffed by several AID employees.

At present, SER/H manages a portfolio of almost $889 million in authorized projects. New program authorizations in recent years have ranged between $100 - 150 million a year.

c. Office of American Schools and Hospitals Abroad (SER/ASHA)

The Office of American Schools and Hospitals Abroad is responsible for administration of Section 214 of the Foreign Assistance Act (FAA) of 1961, as amended. Section 214 of the FAA provides for assistance to American Schools and hospitals abroad founded or sponsored by United States citizens and serving as study and demonstration centers for ideas and practices of the United States.

The American Schools and Hospitals Abroad program is administered centrally from A.I.D. Washington as a non-regional, worldwide program. SER/ASHA--a small staff of 6 people--has overall responsibility for planning, programming, budgeting, implementing, monitoring, and evaluating Section 214 activities. This responsibility includes authority to develop, negotiate and execute grant agreements.

Under the Section 214 program, grants are made to qualified institutions for a variety of capital improvements and for budgetary support. Grants are typically made for a period of one to five years depending upon the amount and kind of assistance made. As of November 1976, there were 60 active grants for the purpose of assisting 43 institutions around the world. The dollar pipeline for the program at any one point in time is typically between $20 and $30 million.

Congressional appropriations for Section 214 activities over recent years average about $20 million a year plus $7 million equivalent in local currencies. Applications for assistance far exceed appropriations. For example, requests for assistance in Fiscal Year 1975 exceeded $43 million, plus about $7 million equivalent in local currencies; for Fiscal Year 1976 requests exceeded $65 million and $7.2 million equivalent in local currencies.

d. Office of Personnel and Manpower (SER/PM)

The Office of Personnel and Manpower exercises centralized responsibility for A.I.D. personnel administration including personnel policies and operations. Its primary role is to ensure that A.I.D. has a direct-hire American staff with the skills required to achieve the Agency's objectives. The Office has been authorized 159 full-time and 22 part-time employees to carry out its responsibilities.

SER/PM develops policies, standards and guidance for the operation of overseas (foreign service) and domestic (civil service) personnel systems. It administers centralized personnel programs in:

-- personnel recruitment and assignment

-- merit promotion

-- personnel evaluation

-- position classification

-- workforce training and development

-- employee relations

The Office conducts a full range of personnel operations for the Agency. It also has primary responsibility for implementation and administration of the Privacy Act.

SER/PM has divisions for each of the following major functional areas:

-- policy development, workforce planning, and personnel management evaluation;

-- foreign service personnel operations;

-- civil service personnel operations;

-- special personnel services (recruitment, employee relations, etc.); and

-- workforce training and development.

e. Office of Labor Relations (SER/LR)

The Labor Relations Staff of eight persons formulates policies and procedures for the development of the Agency's Labor Relations program. SER/LR serves as liaison between Agency management and representatives of A.I.D.'s two labor unions--American Federation of Government Employees (AFGE) for civil service employees and American Foreign Service Association (AFSA) for foreign service employees.

More specifically, the Labor Relations Staff:

-- administers the provisions of Executive Order 11491 (as amended), "Labor Relations in the Federal Service," including consultation, conferral and the negotiation and then implementation of a collective bargaining agreement with exclusive representative;

-- administers the provisions of Executive Order 11636, "Employee-Management Relations in the Foreign Service of the United States," including conferral and consultation with the exclusive representative, and then implementation of the results of those consultations;

-- maintains liaison with other federal agencies concerning labor-management and employee-management relations, and with the various boards, councils, and commissions;

-- assists in the development and presentation of in-house training programs for Agency supervisors and managers relating to their labor relations responsibilities.

### f. Office of Systems Coordination (SER/SYS)

The Office of Systems Coordination provides a focal point within A.I.D. for coordinating the development and improvement of Agency systems.

It analyzes systems requirements in terms of changing legislation, new technology, and any other major factors affecting A.I.D. operations. SER/SYS monitors and evaluates current systems in terms of their relevance to A.I.D. goals, operating effectiveness, and efficiency; and identifies duplication, overlap, or information gaps.

The Office identifies the need for major modifications or improvements in existing systems and the development and installation of new systems. It establishes methods and criteria for the review and approval of any major systems changes or new system starts.

At the request of top management or A.I.D. systems managers, the Office studies specific systems problems and recommends solutions.

It also participates in the deliberations of the Senior Advisory Group and any other forums in which matters with A.I.D. systems implications are regularly discussed. The Office maintains an inventory/catalog of Agency systems.

g. Office of Management Planning (SER/MP)

The Office of Management Planning provides a broad range of management analysis services and staff assistance to the Administrator, the Deputy Administrator, the AA/SER, other senior managers (both in Washington and overseas), and the Senior Operations Group (SOG).

SER/MP is in many respects like a management consulting firm, but it also administers Agency-wide management programs mandated by legislation and/or Federal regulations -- workforce management, organization control, committee management, directives and publications coordination, and management improvement. In addition, the Office provides direct support to the AA/SER with respect to coordination of the Bureau's program and project activities, preparation of the Bureau's annual program presentation and Congressional Presentation, and coordination of the Bureau's response to audit reports by the General Accounting Office and A.I.D.'s Office of the Auditor General.

The three Management Consulting Services Divisions (designated "A", "B", and "C") are also responsible for assigned "client" AID/W Bureaus and Offices and their respective overseas organizations. In this capacity, they provide to senior Agency managers management assistance in such areas as:

-- identification and analysis of management/operating problems or issues;

-- development of options for action by top management, preparation of position papers, and recommendations regarding appropriate action; and

-- provision of consulting services in the areas of organization change, workforce resource allocation and development of policies and procedures. These services may be provided through informal advice, short-term assistance, or in-depth management studies and surveys.

In addition, each Management Consulting Services Division is responsible for the central direction of at least one Agency-wide program assigned to SER/MP. These programs include:

-- Organization Control - Division "A" develops and maintains the Agency's organization policies and procedures. It also reviews existing organization structures and proposals for organizational change, both in Washington and overseas, in terms of Agency policies and standards and accepted organizational principles.

-- Committee Management - Division "A" exercises central Agency control over the establishment, use, operation, and termination of A.I.D. public advisory committees, A.I.D.-chaired interagency committees, and internal A.I.D. committees.

-- Workforce Management - Division "B" coordinates the determination of total A.I.D. personnel requirements, the preparation of the workforce budget submission to OMB and Congress, and the allocation and suballocation of personnel resources among A.I.D./W Bureaus and Offices and overseas posts.

-- Management Improvement - Division "C" exercises primary staff responsibility for Agency activities in the area of management improvement, including planning and coordinating the implementation of a formal Agency program in this area, etc.

-- Program and Budget - SER/MP serves as the SER Bureau's central program and budget staff. In this capacity, Division "C": formulates Bureau program and policy guidance: reviews and analyzes program and project proposals; and coordinates preparation of the Bureau's interregional program presentation and SER Bureau portions of the Congressional Presentation.

In addition to the three Management Consulting Services Divisions, the Office has two Staffs with separate, unique responsibilities. The SOG Staff works closely with the Deputy Administrator and his immediate staff in providing support for SOG meetings and following through on SOG action assignments. The Staff, further, has responsibility for the implementation of the Federal Productivity Program in A.I.D which involves working with other Federal agencies, e.g., OMB, the Bureau of Labor Statistics, and the National Center for Productivity and Quality of Working Life.

The Directives and Publications Coordination Staff is responsible for two distinct activities. First, the directives management program, required by the Federal Property Management Regulations, includes: developing an overall structure of Agency issuances (Handbooks, Policy Determinations, General Notices, A.I.D./W Notices), coordinating with the Department of State and USIA on Joint Foreign Affairs Manual issuances; and controlling and following up on needed changes. A major activity of this Staff during the past two years has been A.I.D.'s Directives Conversion Program which involved the rewriting and updating of the Agency's entire directives issuances. Second, this Staff serves as the executive secretariat to the A.I.D. Publications Board, chaired by the Director, Office of Public Affairs, with responsibility for the development of publication policies, plans and procedures and for the review of all proposed Agency publications.

h. Office of Management Operations (SER/MO)

The Office of Management Operations is responsible for the Agency's administrative and logistical support systems. It coordinates joint administrative and support policies and activities with the Department of State and other Federal agencies. It also provides a wide range of house-keeping services both in A.I.D./W and overseas.

SER/MO has 165 full-time and 33 part-time people, organized into three staff units, four functional divisions and one overseas management division, which perform the following tasks:

Policy and Procedures Staff - develops and publishes detailed guidance for Agency administrative and logistical support systems; prepares and interprets regulations and directives; conducts administrative management studies; and recommends improved methods for providing administrative services. (This unit works with the Department of State and the U.S. Information Agency in developing uniform regulations for support operations of the three Agencies overseas.)

Administrative Support Staff - processes claims for private property losses; monitors non-personnel operating expense budget allocations and expenditures; and provides administrative support within the office.

Communication and Records Management Division - manages the Agency's records, files, correspondence, and telegraphic systems; provides mail, messenger, telegraphic, and records processing and disposition services Agency-wide; and operates the A.I.D./W motor pool.

General Services Division - acquires, allocates and controls office space for A.I.D./W; provides building management services; purchases supplies, equipment, and services for A.I.D./W and vehicles and furniture for overseas missions; controls, stores and issues A.I.D./W personal property and equipment; and administers the A.I.D. Emergency Planning and Safety programs.

Publications and Audio-Visual Arts Division - provides printing and reproduction services in A.I.D.'s printing plant or by contract; produces visual aids and A.I.D. exhibits; procures and manages automated office equipment (e.g., word-processing and microfilm) and copying machines; and maintains stock levels and distributes world-wide A.I.D. publications and forms.

Travel and Transportation Division - develops Agency travel policies; arranges domestic and international temporary duty (TDY) travel for employees and foreign students; and arranges international travel of A.I.D. employees and their dependents and the shipment and storage

of employees' household and personal effects (including motor vehicles).

Overseas Management Division - provides guidance and assistance to the Geographic Bureaus and overseas units in the development, operation, and evaluation of administrative management support systems overseas.

Overseas Property Management Staff - manages A.I.D.'s overseas real and personal property; administers computerized management information systems overseas; and controls the Agency's world-wide fleet of U.S. Government motor vehicles.

i. Office of Financial Management (SER/FM)

The Office of Financial Management, as the principal financial office of the Agency, provides advice and assistance to Agency officials on the financial implications of legislation, plans, programs, policies, procedures, operating activities, and audit/evaluation findings.

The Office administers and coordinates such financial management activities as:

-- accounting,

-- the Agency Operating Expense Budget,

-- internal financial management controls,

-- advice and assistance to overseas Missions regarding financial practices and procedures, and

-- preparation and interpretation of financial reports.

To carry out these above responsibilities, SER/FM develops, installs and maintains all Agency financial accounting systems (including project funding and operating expenses), with ADP services from the Office of Data Management (SER/DM). Various sections of the office are involved in this task:

-- A Systems Task Force is developing an integrated financial data system, along with financial analysis and evaluation duties.

-- The Support Planning Division prepares the Agency operating expenses budget and performs cost analyses and budget services, while the Support Services Division maintains the support cost budget status.

-- The Accounting Systems Division develops, maintains and refines the Agency accounting systems.

SER/FM is also responsible for providing financial management services. The Central Services Division provides financial management analysis and advice to the functional bureaus and program and staff offices,while the Regional Services Division provides similiar services to the Geographic Bureaus. The Field Services Division provides mission controller services to overseas missions not large enough to require their own Controller offices. The Employee Services Division is responsible for the full spectrum of accounting and payroll services for A.I.D. Washington and overseas U.S. employees.

Another major responsibility of the Office is in the financing and disbursement of A.I.D. loan and grant funds. The Banking and Finance Division implements financing arrangements either directly or through commercial banking channels. The Funds Control Division administers budgetary controls over all economic and operating expense funds.

Other financial management functions of the Office, and the responsible divisions are:

- -- Accounting and reporting for the Agency loan portfolio (the Loan Division).
- -- Direction and coordination of installation of financial management automated systems (the Data Control Division in conjunction with SER/DM).
- -- Administration of accounts and reports for U.S. dollar funds and U.S. foreign currency and liaison with the Department of Treasury, OMB and other Government Agencies concerning these matters (the Central Accounts Division).

j. The Office of Data Management (SER/DM)

The Office of Data Management is responsible for A.I.D.'s automatic data processing (ADP) activities including the operation of A.I.D.'s computer center. The Office assists Agency managers in the design, programming, and maintenance of automated management information systems. Currently there are over 30 operational ADP systems. Half of these cover traditional areas such as accounting systems, personnel, payroll, and other administrative management areas. The other half--reflecting A.I.D.'s emphasis over the past three years on the development of other types of management support systems--are in A.I.D.'s substantive program areas, e.g., Food for Peace and Disaster Relief. A.I.D.'s newer ADP systems provide primary users (e.g., the systems manager) with continuous access to the computer through terminals which have recently become an important part of day-to-day operations.

A major ADP systems activity now nearing completion is a new planning, programming, budgeting, and reporting system (PBAR). Four of the five sub-systems--i.e., the Economic and Social Data Bank, the Country Program Data Bank, the Development Information System, and the Project Accounting Information System--are currently being automated with the assistance of a large computer services company. This major system reflects a multi-million dollar investment by A.I.D. It is aimed at providing Agency managers at all levels with reliable, accurate, and timely data on the program and financial status of all of A.I.D.'s loan and grant projects. This system--which takes advantage of a single, integrated pool of data--is designed to provide Agency managers with quick access, via computer terminals, to a variety of information about the status of any single project or group of projects. The system will also produce periodic financial and program reports on all of A.I.D.'s project activity.

About one-third of SER/DM's regular staff of 90 is required to operate the computer center. The bulk of the remaining staff--consisting of ADP systems analysts and programmers--are involved in the development of new systems, modification of existing systems, and routine ADP systems maintenance activities. In recent years, some of the ADP systems development and maintenance work has been carried out by various contractors.

In addition, the Office of Data Management:

-- Controls A.I.D.'s total operating budget for ADP activities which, including personnel costs, currently run to about $6,000,000 annually. (In addition to internal budgetary control, A.I.D.'s ADP budget is also subject to special budgetary controls imposed by the Office of Management and Budget.)

-- Reviews and advises on all loan or grant project proposals and requests for contract services which include an ADP component.

-- At the request of A.I.D.'s Missions or Geographic Bureaus, provides or arranges for the provision of technical assistance to LDC's in the ADP area. This assistance may range from correcting a minor technical problem associated with an LDC-operated computer to innovative attempts to help LDC's identify opportunities to more fully exploit computer technology in developing their economies.

-- Administers the Agency's reports management and forms control activities.

The Director of SER/DM reports to the Deputy Assistant Administrator for Management Support in the SER Bureau.

n. Office of Contract Management (SER/CM)

The Office of Contract Management is responsible for providing policy guidance and centralized services to the Agency in the areas of A.I.D.-direct and host country contracting, grants to intermediaries, participating agency service agreements, small and minority business involvement, and excess property management.

SER/CM has 119 full-time and 20 part-time employees in units which perform the following functions:

-- Regional Operations Division - advises regional bureaus and missions on contracting matters and negotiates, executes, administers and terminates contracts, grants and agreements for these A.I.D./Washington and overseas organizations.

-- Central Operations Division - advises the A.I.D./Washington program and administrative Bureaus and Offices, e.g. the Bureau for Technical Assistance, Bureau for Population and Humanitarian Assistance and SER's Office of Management Operations, on contracting matters, and negotiates, administers and executes their contracts, grants and agreements.

-- Special Operations Division - negotiates agreements with other U.S. Federal agencies whereby these agencies provide services and other assistance to A.I.D. project and program activities, both in Washington and overseas, and special contract, grant, overhead and termination agreements.

-- Support Division - develops and issues contracting policy and guidelines for the Agency; prepares statistical data; and monitors the administration of contracts and grants.

-- Excess Property Division (located at New Cumberland, Pennsylvania) - administers the Excess Property Program and Revolving Fund authorized by Section 608 of the Foreign Assistance Act which provides for the acquisition, reconditioning, and storage of excess property.

-- Small Business Office - administers activities under Section 602 of the Foreign Assistance Act which requires A.I.D. to promote the participation of U.S. suppliers, particularly small and minority businesses, in A.I.D.-financed programs; and activities under Section 641 of the Act which requires appropriate identification (e.g. marking) of A.I.D. projects and commodities overseas.

## k. Office of International Narcotics Control (SER/INC)

The Office of International Narcotics Control is the central office concerned with A.I.D.'s participation in the International Narcotics Control Program.

A.I.D. participates in the International Narcotics Control Program on two levels. First, as a service agency to the Department of State in the provision of specific narcotics control advisory services, and secondly as an independent member of various interagency committees established under the Cabinet Committee for International Narcotics Control.

The Office of International Narcotics Control coordinates relationships under the State/A.I.D. services agreement with the Department of State, and controls allotments of all Narcotics Program funds transferred to A.I.D. by the Department of State. It also provides technical and logistical support for narcotics control advisory services implemented by A.I.D. throughout the world under the State/A.I.D. agreement.

In performing the above functions, the Office maintains liaison with other Bureaus and Offices in A.I.D. and with other Agencies and Departments involved in the International Narcotics Control Program. The Office represents A.I.D. on the Coordinating Sub-Committee of the CCINC and participates in regional and other interagency committees established under the Cabinet Committee.

The Office reviews and oversees the procurement of virtually all enforcement equipment provided to foreign governments under the International Narcotics Control Program and, as required, provides technical expertise to U.S. Missions abroad and host governments in developing narcotics control programs and determining equipment requirements. Personnel also participate in evaluations of ongoing programs abroad. The Office also serves as the backstop for A.I.D. Narcotics Control personnel overseas.

## 1. The Office of International Training (SER/IT)

The Office of International Training (SER/IT) is concerned with the training of foreign nationals under A.I.D. sponsorship. The office formulates policies and procedures for such training; it also develops, manages, and evaluates"participant training" programs. (The office also arranges training, financed by international organizations and developing countries, when specifically requested by them to do so.)

The participant training program began more than thirty years ago with the arrival of a small number of technicians from Latin America. This training program preceded the Marshall Plan but developed extensively under that program and succeeding foreign aid programs. The objective of the program is to assist LDCs in developing the human resources needed for their economic development and modernization.

Over the past thirty years, nearly 140,000 participants have been trained under this program in the United States. Another 39,000 have been trained in "third countries" (i.e., outside their home countries but not in the U.S.). Some 2,000 persons arrived in the U.S. for training last year and another 900 were trained in third countries.

SER/IT itself performs no participant training. Rather, it draws on U.S. educational institutions and the training capabilities of other Federal agencies, state and local governments, private organizations, businesses, and industries.

About 30% of the participants currently come for academic study, varying from one term in a post-secondary institution to degree programs which are, in the main, at the graduate level. Each A.I.D.-sponsored training program - academic or technical - is related to A.I.D.'s economic assistance program in the participant's country and, usually, to a specific development.

Participants are selected by their governments which agree that returnees will be placed in positions related to the training received, e.g., in agriculture, education, population, health, labor, or rural development activities.

The requirements and costs of each training program are documented in an overseas Mission and forwarded to the Office of International Training. Here a Development Training Specialist (DTS) works out a detailed training plan either making arrangements directly with a training facility or working with a cooperating Federal agency or private contractor. Upon arrival, participants are met and receive a general orientation about life in the United States and the specific training program which has been arranged for them.

SER/IT is headed by a Director who reports to the Assistant Administrator for Program and Management Services. The specialists

who develop, arrange, and then monitor the training programs are in a Program Operations Division. The Division also provides academic and personal counseling for participants, and reviews plans and programs for third-country training.

The Management Support Division provides various services for participants (e.g., health and other insurance coverage, visa renewal) and some administrative services for the 76 full-time employees in the Office. This Division also manages the Participant Training Information System (PTIS) and prepares statistical reports and analyses on the total participant training program.

The Planning, Resources, and Evaluation Division develops major new training programs to meet identified needs and finds or encourages the establishment of new training facilities in the major sectoral areas of A.I.D.'s program. It also supports Mission training operations by providing staff assistance on temporary duty (TDY) assignments and by working with the Geographic Bureaus on their project development and review functions. The Division also manages complementary and supplementary programs which help the participant get the most out of his training experience in the United States. For example, it enlists the voluntary assistance of individuals and citizens organizations throughout the country, crossing all political, religious, social, and economic lines to provide "home hospitality" and opportunities to observe American community activities.

To avoid losing the value of the training experience A.I.D. has provided, overseas Missions maintain contact with returned participants to help assure their continued growth and placement in positions which utilize their training.

m. Office of Country-Financed Technical Services (SER/CFS)

The Office of Country-Financed Technical Services administers on a worldwide basis the program under which A.I.D. provides, or arranges for the provision of technical services and/or goods on a fully reimbursable basis to any friendly foreign country. This small office of eight persons:

-- manages the design and implementat on of CFS activities, drawing on the services and capabilities of other offices within the Bureau for Program and Management Services (SER);

-- identifies new approaches to meeting requests for reimbursable development programs; and

-- arranges for other U.S. Government agencies, universities, voluntary agencies, and U.S. business organizations to provide needed skills and services.

In carrying out the above responsibilities, SER/CFS operates under the policy guidance of the Coordinator of Reimbursable Development Programs (located within the Office of the Administrator) and in coordination with the A.I.D. Geographic Bureaus. The Geographic Bureau Assistant Administrators exercise policy control and approval with respect to country-financed services activities for those countries in their region where there are active A.I.D. bilateral programs, and exercise approval authority under Section 607 of the Foreign Assistance Act, "Furnishing of Services and Commodities," for all countries in their region.

o. Office of Commodity Management (SER/COM)

The Office of Commodity Management develops commodity procurement and transportation policies, administers the various commodity import programs, and provides support for the implementation of the commodity and transportation elements of other A.I.D.-financed programs.

In general, SER/COM is associated with an A.I.D.-financed commodity transaction from the first stage of advising the Geographic Bureaus when the commodity segment of a program is planned through the final stage of auditing the transaction for overall compliance with Agency regulations after the goods have been shipped and the supplier has been paid. The intervening steps include:

-- preparation of implementation documents for procurement after the loan/grant agreement is authorized;

-- approval or disapproval of the proposed transaction as submitted by the private supplier on the A.I.D. Form 11 based on its compliance with various regulations;

-- review and approval of proposed procurement by other U.S. Government agencies, (especially GSA); and

-- monitoring of the means of transportation used to deliver the goods.

In addition to these specific activities, more general responsibilities are carried out by the 70 people in SER/COM's seven divisions:

-- the Asia Division

-- the Africa, Latin America and Inter-Regional Division

-- the Supporting Assistance Division

-- the Transportation Support Division

-- the Commodity and Procurement Support Division

-- the Surveillance and Evaluation Division

-- and the Policies and Procedures Staff.

These responsibilities include:

-- providing guidance on policy matters;

-- gathering and analyzing data from both private industry and other government agencies concerning markets, prices, and trends;

-- servicing the Geographic Bureaus and Missions in specific problem areas concerning procurement and delivery of commodities;

-- and monitoring various aspects of the procurement cycle for compliance with the Agency's statutory and regulatory requirements.

Various SER/COM Divisions service the Agency's Geographic Bureaus, the Missions, cooperating countries, the Office of Disaster Assistance, other U.S. Government agencies, voluntary agencies, and private industry.

Many SER/COM activities are specifically required by legislation and/or A.I.D. regulations. The office monitors commodity and transportation activities to ensure compliance with relevant provisions of the Foreign Assistance Act and other applicable legislation i.e., price limitations, source country and marine insurance requirements, and Cargo Preference (50-50 shipping between U.S. and foreign flag vessels). It also administers the requirements of A.I.D. Regulation 1 which involve commodity eligibility as related to origin, suitability, pricing, marking and labeling requirements, and helps ensure U.S. small business participation in A.I.D. financed commodity transactions. SER/COM assists in the administration of A.I.D. Regulation 8, under which suppliers of commodities or commodity related services are suspended or debarred from eligibility to participate in the A.I.D. program.

In addition to its monitoring functions, the Transportation Division administers the transportation of goods financed by the PL 480, Food for Peace, and World Food Programs. The Surveillance and Evaluation Division conducts a post-audit of paid transactions and, where violations are discovered, issues bills for collection to suppliers or foreign governments to recover damages. In some instances, these cases are referred to the Department of Justice for prosecution.

p. Office of Engineering (SER/ENGR)

The Office of Engineering is responsible for providing or ensuring the provision of engineering and construction expertise to Agency programs and projects. In this capacity, the Office:

-- develops engineering policies and standards for AID-financed activities;

-- reviews projects for engineering feasibility; and

-- monitors engineering operations under all Agency programs and projects to ensure their compliance with established standards and practices and with Agency objectives.

The Office also serves as the Agency's principal point of contact on engineering matters with cooperating country and U.S. Government agencies, other aid donors and lending institutions, private engineering and construction organizations, and professional societies.

The Office supports the work of overseas mission engineering staffs in carrying out their operational responsibilities by:

-- reviewing mission plans for technical and economic feasibility and applicability; helping to monitor project implementation; and evaluating performance of field contractors.

The Office of Engineering, with an authorized staff of 45 carries out its functions through two divisions: The Operations Division, responsible for engineering matters in the areas of water resources, transportation, energy, and industry, and the Special Projects Division responsible for engineering matters in the areas of environment, sanitation, and construction.

The Director of the Office of Engineering reports to the Deputy Assistant Administrator for Program Support.

## VI. I. A.I.D. OVERSEAS ORGANIZATIONS BY CATEGORIES

### Definitions

1. A.I.D. Country Organizations are located in countries in which A.I.D. is carrying out a bilateral economic assistance program. There are three types of A.I.D. Country Organizations --

a. A.I.D. Missions (also referred to as USAID Missions, USAID's USOM, or Missions) - located in countries for which the U.S. economic assistance program is major, continuing, and usually involves multiple types of aid in several sectors.

Senior Official: A.I.D. Mission Director
Number : 33

b. A.I.D. Offices (also referred to as Offices of the A.I.D. Representative, or A.I.D. Reps.) - located in countries for which the U.S. economic assistance program is moderate, declining, or has limited objectives.

Senior Official: A.I.D. Representative
Number : 12

c. A.I.D. Sections of Embassy (also referred to as A.I.D. Affairs Offices, or Delegated Posts) - located in countries for which the U.S. economic assistance program is very small or is being phased out.

Senior Official: A.I.D. Affairs Officer
Number : 9

2. Offices for Multicountry Programs administer A.I.D. overseas activities involving several countries.

Senior Official: Regional Development Officer
Number : 14

3. Offices for Multicountry Services provide services to other A.I.D. overseas organizations.

Senior Official: Director
Number : 4

4. Development Assistance Coordination and Representation Offices provide liaison between A.I.D. and other economic assistance donors, countries, or multilateral institutions.

Senior Official: U.S. Representative
Number : 6

5. Audit and Inspections Offices conduct audits, inspections, and investigations of A.I.D. overseas organizations. There are two types --

a. Area Auditor General Offices

Senior Official: Area Auditor General
Number : 4

b. Inspections and Investigations Offices

Senior Official: Inspector - in - Charge
Number : 5

TOTAL OVERSEAS ORGANIZATIONS: 87

Following are detailed lists of A.I.D. overseas organizations by categories.

# A. I. D. OVERSEAS ORGANIZATIONS BY CATEGORY

## AID COUNTRY ORGANIZATIONS

A. A.I.D. Missions - Total 33

Africa Bureau (AFR) - (6)

Ethiopia
Ghana
Kenya
Liberia
Tanzania
Zaire, Republic of

Asia Bureau (ASIA) - (6)

Bangladesh
Indonesia
Nepal
Pakistan
Philippines
Thailand

Latin America Bureau (LA) - (14)

Bolivia
Chile
Colombia
Dominican Republic
Ecuador
El Salvador
Guatemala
Guyana
Haiti
Honduras
Nicaragua
Panama
Paraguay
Peru

Near East Bureau (NE) - (7)

Afghanistan
Egypt
Jordan
Morocco
Syria
Tunisia
Yemen Arab Republic

## AID COUNTRY ORGANIZATIONS (Continued)

B. A.I.D. Offices - Total 12

Africa Bureau - (5)
Chad
Mali
Mauritania
Sudan
Upper Volta

Asia Bureau - (2)
Sri Lanka
Korea

Latin America Bureau - (2)
Brazil
Uruguay

Near East Bureau - (2)
Bahrain
Portugal

Office of American Schools and Hospitals Abroad (SER/ASHA) - (1)
Italy

C. A.I.D. Sections of Embassy - Total 9*

Africa Bureau - (3)
Burundi
Rwanda
Nigeria

Asia Bureau - (3)
Burma (Foreign Nationals Only)
India
China (Taipei) (Foreign Nationals Only)

Latin America Bureau - (2)
Costa Rica
Jamaica

Near East Bureau - (1)
Turkey

* Controlled as organization units for internal A.I.D. purposes although some are not "organizations" in the usual sense of the term.

## OFFICES FOR MULTICOUNTRY PROGRAMS *

Total 14

Africa Bureau (AFR) - (6)
Area Development Office/Dakar (ADO/DAKAR) managing programs in:
- Gambia
- Guinea
- Senegal (Headquarters)

Area Development Office/Yacunde (ADO/YAOUNDE) managing programs in:
- Cameroon (Headquarters)
- Central African Republic
- Gabon

Area Development Office/Niamey (ADO/NIAMEY) managing programs in:
- Benin
- Ivory Coast (Foreign Nationals Only)
- Niger (Headquarters)
- Nigeria (Regional Only)
- Togo

Office of Southern African Regional Activities Coordination (OSARAC) managing activities in:
- Botswana
- Lesotho
- Malawi
- Swaziland (Headquarters)
- Zambia

Regional Development Office for East Africa (RDOEA) coordinating activities in:
- Tanzania (Headquarters)
- Kenya

Africa Regional:
- Africa Regional Development Bank, Ivory Coast
- Regional Housing Office/East Africa, Kenya
- Regional Housing Office/West Africa, Ivory Coast
- Regional Officers in Liberia, Guinea Bissau/Cape Verde, and Upper Volta.

Asia Bureau (ASIA) - (1)
Asia Regional:
- Office of Regional Economic Development (RED)
  - Bangkok, Thailand
  - Singapore (Foreign Nationals Only)
- Regional Housing Office/East Asia
  - Korea

* Controlled as organization units for internal A.I.D. purposes although some are not "organizations" in the usual sense of the term.

OFFICES FOR MULTICOUNTRY PROGRAMS* (Continued)

Latin America Bureau (LA) - (3)
Regional Office for Central American Programs (ROCAP) managing activities (including Regional Housing Programs) in:

| | |
|---|---|
| Costa Rica | Honduras |
| El Salvador | Nicaragua |
| Guatemala (Headquarters) | |

Regional Development Office/Caribbean headquartered in Bridgetown Barbados managing activities in:

| | |
|---|---|
| Bahamas | Jamaica |
| Barbados | Trinidad & Tobago |
| Granada | |
| Guyana | |

Latin America Regional:
Regional Housing Office/South America headquartered in Panama City, Panama, servicing:

| | |
|---|---|
| Argentina | Ecuador |
| Bolivia | Paraguay |
| Chile | Peru |

Regional Advisors, managing International Narcotics Control Activities in
Mexico
Venezuela
Regional Advisor, providing Technical Direction and Management in the areas of Food Production and Nutrition in the
Bahamas

Near East Bureau (NE) - (1)
Near East Regional:
Liaison Office with American University of Beirut in
Beirut, Lebanon**
Relief and Rehabilitation Activities in
Cyprus
Narcotics Activities in
Turkey
CENTO Agriculture Activities in
Turkey

Office of the Administrator (A/AID) - (3)
Office of Reimbursable Technical Services

| | |
|---|---|
| Bahrain | Venezuela |
| Korea | |

* Controlled as organization units for internal A.I.D. purposes although some are not "organizations" in the usual sense of the term.

** Scheduled to be abolished in FY 1977.

## OFFICES FOR MULTICOUNTRY SERVICES

Total 4

Africa Bureau (AFR) - (2)
West Africa Regional Economic Development Services Office (REDSO/WA), headquartered in Abidjan, Ivory Coast, servicing:

| | |
|---|---|
| Benin | Liberia |
| Chad | Mali |
| Congo | Mauritania |
| Dahomey | Sierra Leone |
| Ghana | Upper Volta |
| Guinea | Zaire, Republic of |
| Guinea Bissau | |

East Africa Regional Economic Development Services Office (REDSO/EA), headquartered in Nairobi, Kenya servicing:

| | |
|---|---|
| Botswana | Somali |
| Burundi | Sudan |
| Ethiopia | Tanzania |
| Malagasy Republic | Uganda |
| Mauritius | Zambia |
| Rwanda | |

Latin America Bureau (LA) - (1)
Latin America Regional:
Regional Technical Aids Center (RTAC),
Mexico City, Mexico
Regional Engineering Office, headquartered in Paraguay, servicing:

| | |
|---|---|
| Argentina | Chile |
| Brazil | Uruguay |

Regional Controller's Office, headquartered in Haiti, servicing:

| | |
|---|---|
| Bahamas | Jamaica |
| Barbados | Venezuela |

Office of Contract Management (SER/CM) - (1)
Excess Property Field Offices (EXPROP)
Kaiserslautern, Germany (Foreign Nationals Only)
Yokosuka, Japan

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## DEVELOPMENT ASSISTANCE COORDINATION AND REPRESENTATION OFFICES *

Total 6

Asia Bureau (ASIA) - (1)
Office of the U.S. Director, Asian Development Bank
Manila, Philippines

Bureau for Program and Policy Coordination (PPC) - (4)
Office of the U.S. Representative to the Development Assistance Committee (DAC)
Paris, France

Office of the A.I.D. Coordinator
Geneva, Switzerland

Office of the A.I.D. Coordinator/U.S. UNESCO
Paris, France

Office of the A.I.D. Coordinator/African Programs
Paris, France

Office of Food for Peace (FFP) - (1)
Office of Development Affairs, World Food Program and Food and Agriculture Organization (FAO)
Rome, Italy

* Controlled as organization units for internal A.I.D. purposes although some are not "organizations" in the usual sense of the term.

# AUDIT AND INSPECTIONS OFFICES

(Total 9)

## OFFICE OF THE AUDITOR GENERAL (AG)

A. Area Auditor General Offices (AAG) (Total 4)

### AAG/Latin America (AAG/LA)

Bolivia
Colombia
Guatemala (Foreign Nationals Only)
Honduras
Panama (Headquarters)
Paraguay (Foreign Nationals Only)

### AAG/Africa (AAG/AFR)

Ghana
Kenya (Headquarters)

### AAG/Near East (AAG/NE)

Bangladesh
Pakistan (Headquarters)

### AAG/East Asia (AAG/EA)

Philippines (Headquarters)

B. Office of Inspections and Investigations (IIS) (5)

Egypt
Morocco
Pakistan
Panama
Philippines

c. A.I.D. Backstop Office: Office of the Assistant Administrator, Bureau for Technical Assistance.

d. Operational Mode: The Board holds a minimum of eight meetings annually. It is comprised of seven members who are appointed by the President and serve at his pleasure. Six have been designated. Not less than four of the members are to be selected from universities.

e. Members:

Dr. Clifton R. Wharton, Jr., Chairman
President
Michigan State University

Dr. Orville G. Bentley
Dean
College of Agriculture
University of Illinois

Dr. Anson R. Bertrand
Dean
College of Agriculture
Texas Tech University
Lubbock, Texas

Mr. Charles Krause
President
Krause Milling Company
Milwaukee, Wisconsin

Mr. J.J. O'Connor
Consultant
Houston, Texas

Dr. Gerald W. Thomas
President
New Mexico State University

3. Advisory Committee on Voluntary Foreign Aid

a. Purpose: Serves as liaison between the U.S. Government and private and voluntary agencies engaged in foreign assistance activities; registers and approves private and voluntary organizations; advises A.I.D. and other U.S. Government agencies on policies and procedures concerning the private and voluntary organizations; provides a forum for the exploration of topics of mutual concern; provides information, counsel and assistance to such organizations; and fosters public interest in the field of voluntary foreign aid.

b. History: This committee is a standing, public advisory committee established by the A.I.D. Administrator in 1946. The committee is scheduled to terminate automatically on December 31, 1976 pursuant to the Federal Advisory Committee Act. However, the review to renew the committee for an additional two-year period is currently underway.

c. A.I.D. Backstop Office: Office of Private and Voluntary Cooperation, Bureau for Population and Humanitarian Assistance (PHA/PVC).

d. Operational Mode: The committee reports to the Administrator directly and/or through the Assistant Administrator of the Bureau for Population and Humanitarian Assistance. The committee meets approximately six times a year. The members are appointed by the Administrator and serve at his pleasure.

e. Members:

Mr. Huntington Harris, Chairman
Director
Harris Trust and Savings Bank
Chicago, Illinois

Dr. Gordon M. Cairns
Dean
College of Agriculture
University of Maryland

Mr. Ugo Carusi
Retired Attorney at Law

Mr. John B. Faegre, Jr.
Partner in the Law Firm of
Faegre and Benson
Minneapolis, Minnesota

Ms. Jean R. Ferst
Founding Member
Southern Council of International and Public Affairs

Dr. Adelaide C. Gulliver
Director
Afro-American Studies Center
Boston University

Mr. Clifford R. Hope, Jr.
Partner in the Law Firm of
Fleming, Haag, Hope, Osborn, and Mills
Garden City, Kansas

Ms. Margaret Hickey
Attorney at Law and Public Affairs Editor of the
Ladies Home Journal

Ms. Martha E. Irvine
Administrator
University Senate
Rutgers University

Mr. George N. Lund
Past President
First National Bank
Reserve, Montana

Dr. Raymond F. McCoy
Dean of the Graduate School
Xavier University
Cincinnati, Ohio

Mr. Charles P. Taft
Partner in the Law Firm of
Taft, Luken and Boyd
Cincinnati, Ohio

4. A.I.D. Research Advisory Committee (RAC)

a. Purpose: Advises A.I.D. in regard to the formulation of A.I.D. research policy; assists in maintaining the quality of A.I.D. central research programs by a thorough review of each research proposal, especially of its scientific merit, and by periodic reviews of the total research policies and practices.

b. History: The RAC was established by the Administrator in December, 1962. The Committee is scheduled to terminate automatically on December 24, 1978, pursuant to the regulations o. the Federal Advisory Committee Act, unless renewed prior to that date for an additional two-year period.

c. A.I.D. Backstop Office: Office of the Assistant Administrator, Bureau for Technical Assistance.

d. Operational Mode: The Committee meets four times a year and reports directly to the Administrator. The members are appointed by the Administrator and serve at his pleasure.

e. Members:

Dr. Ralph H. Smuckler, Chairman
Dean of International Studies and Programs
Center for International Programs
Michigan State University

Dr. Clanton C. Black
Professor of Biochemistry
Department of Botany
University of Georgia

Dr. James P. Carter
Chairman and Professor
Department of Nutrition and Nursing
Tulane University

Dr. Elizabeth B. Connell
Associate Director
Biomedical Sciences
Rockefeller Foundation

Dr. Thomas H. Weller
Head
Department of Tropical Public Health
and Director, Center for Preventive Infectious Disease
School of Public Health
Harvard University

Dr. Robert S. Whitney
Emeritus Head
Department of Agronomy
Colorado State University

Dr. Samuel M. Wishik
Emeritus Professor
Public Health Administration
International Institute for the Study of Human Reproduction
Columbia University

Mr. Frederick Wittenbert
Past Vice President
Technical Development
Parker Pen Company

Dr. John H. Ehrenricht
Dean
College of Forestry Wildlife and Ranger Science
University of Idaho

Dr. Walter P. Falcon
Director
Food Research Institute
Stanford University

Dr. Earl O. Heady
Executive Director
Center for Agricultural and Economic Development
Iowa State University

Dr. Forrest E. Linder
Director
International Program of Laboratories for Population Statistics
School of Public Health
University of North Carolina

Mr. Varnum D. Ludington
Past Vice President
General Foods Corporation

Dr. John D. Montgomery
Professor of Public Administration
Harvard University

Dr. Dale N. Moss
Professor of Crop Physiology
Department of Agronomy and Plant Genetics
University of Minnesota

Dr. Dale F. Peterson
Vice President Research
Utah State University

Dr. Maurice L. Peterson
Professor
Department of Agronomy and Range Science
University of California

Dr. Bernard S. Schweigert
Chairman
Department of Food Sciences and Technology
University of California

Dr. Earl R. Swanson
Professor of Agricultural Economics
University of Illinois

Dr. Raymond Tanter
Professor and Associate Chairman
Department of Political Science
University of Michigan

Dr. Erik Thorbecke
Professor of Economics
Cornell University

5. The Engineering, Architectural, and Construction Industry Advisory Committee

a. Purpose: To provide a systematic dialogue between A.I.D. and the engineering, architectural and construction industries in the interest of improving A.I.D. policies and procedures and the performance of these industries relative to A.I.D.-financed activities. This interchange of information and views between A.I.D. professional engineers and those within the private sector enables Agency personnel to be apprised of current developments in the engineering field and assists the private sector in their awareness of Agency objectives when carrying out projects on behalf of A.I.D.

b. History: This committee was established on an ad hoc basis November 17, 1971 and re-established by the Administrator on May 17, 1972. It will terminate automatically on May 17, 1978 unless renewed prior to that date as prescribed by the Federal Advisory Committee Act.

c. A.I.D. Backstop Office: The Office of Engineering, Bureau for Program and Management Services.

d. Operational Mode: The committee meets once a year. The members are appointed by the Administrator and serve at his pleasure.

e. Members:

Mr. Peter H. Gutman
Stanley Consultants, Inc.
Washington, D.C.,
representing American Consulting Engineers Council

Mr. William Marshall, Jr.
McGaughy, Marshall and McMillan
Norfolk, Virginia
representing American Institute of Architects

Mr. Charles B. Malineaux
Tippetts, Abbett, McCarthy and Straton
New York, N.Y.
representing American Society of Civil Engineers

Mr. John S. Whithers
Grove, Shepherd, Wilson and Kruge, Inc.
New York, N.Y.
representing Associated Contractors of America

Mr. Charles E. Golson
Arthur G. McKee Company
Washington, D.C.
representing National Constructors Association

Mr. Clarence R. Jones
Jones and Fellers--Architects, Engineers and Planners, Inc.
Augusta, Georgia
representing National Society of Professional Engineers

## VII. A.I.D. COMMITTEES

### A. Advisory Committees

#### 1. Role and Operational Framework

Advisory committees are utilized by federal agencies to obtain external advice and recommendations on specific aspects of the agencies' programs by drawing upon experts not otherwise available to the federal organization. Advisory committees are subject to the provisions of the Federal Advisory Committee Act of 1972 and the Office of Management and Budget Circular No. 63. A.I.D.'s advisory committees are also subject to the provisions of A.I.D. Regulation 14.

These provisions require that each advisory committee be specifically authorized by statute or by the President, or by the head of the federal agency; that an advisory committee charter be filed; that committee meetings be open to the public, with a timely notice of each such meeting published in the Federal Register; and that the committees be automatically terminated after two years unless renewed prior to the expiration of the two-period or unless the duration is otherwise provided for by law.

Currently, A.I.D. has four public advisory committees. One, the Board for International Food and A iculture, is authorized by Statute. Each of the four committees is described below.

#### 2. Board for International Food and Agricultural Development

a. Purpose: To participate in the administration of programs described in Section 297 of Title XII of the International Development and Food Assistance Act of 1975, including: (a) programs of long-term collaborative research in areas affecting agricultural production and (b) programs which strengthen the capabilities of U.S. universities to assist in increasing agricultural production in developing countries.

b. History: The Board was established April 14, 1976 in accordance with the statutory provisions of the Foreign Assistance Act of 1975. The Board is authorized to create subordinate units as may be necessary for the performance of its duties which include but are not limited to: (1) a Joint Research Committee to participate in the administration and development of collaborative activities designed to provide program support for university research; and (2) a Joint Committee on Country Programs which will assist in the implementation of bilateral activities. The Board must file a charter every two years in accordance with the Federal Advisory Committee Act.

## VII. B. INTER-AGENCY COMMITTEES

Committees in this category include any formally constituted committee, board, commission, council, conference, panel, task force, working group, or other group, subcommittee, or sub-group thereof, comprised wholly of representatives of two or more Federal Agencies. Data on the following committees has been submitted by the designated A.I.D. Backstop Offices.

-- The Development Coordination Committee (DCC)

-- The Agricultural Policy Committee

-- The Agricultural Policy Working Group

-- The Cabinet Committee for International Narcotics Control Coordinating Sub-Committee

-- The Cabinet Committee for International Narcotics Control Working Group

-- Committee on Food Aid Policies and Programs (CFA)

-- Council for Administration of the Central Commissary, Mess and Recreation Fund

-- Federal Information Processing Standards Task Group 17 - Data Elements Directories

-- The Interagency Committee on Automatic Data Processing (IAC/ADP)

-- Interagency Committee on Benefits and Allowances

-- Inter-Agency Council on Administrative Support

-- Inter-Agency Group/Labor Relations (IAG/LR)

-- Inter-Agency Staff Committee on P.L. 480 (ISC)

-- National Security Council Interagency Task Force on Law of the Sea

-- The Processed Foods Committee

-- Regional Narcotics Control Working Groups (Latin America, Asia, Near East, European)

-- The Security Assistance Program Review Committee

-- Subgroups on Multilateral Trade Negotiations

-- Title II Subcommittee (ISSC) of the Interagency Staff Committee on P.L. 480 (ISC)

-- United Nations Economic Council (UNEC)

-- Working Group/Cabinet Committee to Combat Terrorism

-- Working Group of the Committee on Food Aid Policies and Programs

-- Interagency Committee on Population Research

-- International Women's Year Interdepartmental Task Force

-- Development Assistance Executive Committee

-- Development Information Systems Committee (DISC)

-- National Advisory Council on International Monetary and Financial Policies (NAC)

-- The Development Loan Committee (DLC)

-- Sinai Interagency Board

The Development Coordination Committee (DCC)

Purpose: To provide a coordination system for U.S. policies and programs affecting U. S. interests in the development of low income countries.

History: The DCC came into existence on February 28, 1975, mandated by a 1973 amendment (Section 640B) to the Foreign Assistance Act of 1961. The DCC has met on problems of the most seriously affected (MSA) countries, U.S. policy toward less-developed oil producing countries, the U. S. position for the UN General Assembly Seventh Special Session, and on export earnings stabilization, and has contributed on several other policy questions on such subjects as PL 480, aid to middle-income countries, transfer of technology, debt, and multilateral/bilateral issues.

A.I.D. Backstop Office: An A.I.D. Assistant Administrator for Interagency Development Coordination is the Executive Director of the DCC and has a small staff providing Secretariat services.

Operational Mode: The Committee meets on a regular basis and has issued two annual reports eliciting widespread interest among U.S. and foreign government entities, U.S. universities and the general public.

Members: Appropriate Undersecretaries of State, Treasury, Commerce, Agriculture and Labor, chaired by the Administrator of A.I.D. Other members, at similar levels, are from the Special Representative for Trade Negotiations, Office of Management and Budget, Council on International Economic Policy, National Security Council, Export-Import Bank, Overseas Private Investment Corporation. Other agencies participate as appropriate.

## The Agricultural Policy Committee

Purpose: To advise the President on the formulation, coordination and implementation of agricultural policy including both domestic and international issues.

History: Established by the President in March 1976. Replaced the International Food Review Group (chaired by State) which was established in November 1974 to coordinate follow-up to the World Food Conference and the Economic Policy Board/National Security Council Food Committee (co-chaired by State and Treasury), established in September 1975 to develop negotiating strategy and monitor negotiations for American grain sales to the Soviet Union.

A.I.D. Backstop Office: A.I.D. is not a member; however, arrangements have been made for A.I.D. attendance at the Subcommittee meetings of the Agricultural Policy Working Group when issues of concern to A.I.D. are discussed. A.I.D. participation is coordinated by the Office of Food for Peace (FFP).

Operational Mode: The full Committee is scheduled to meet every other month in the White House Cabinet room.

Members: Secretary of Agriculture (Chairman), Secretaries of State, Treasury, Commerce; Assistants to the President for Economic, Domestic, National Security and Consumer Affairs, Chairman of the Council of Economic Advisors, Director of the Office of Management and Budget and Executive Director of the Council on International Economic Policy.

## The Agricultural Policy Working Group

Purpose: To provide the Agricultural Policy Committee with staff assistance by monitoring agricultural development, preparing issue papers and other analyses.

History: Established in March 1976 concurrently with the Agricultural Policy Committee. Replaced the Food Deputies Group to provide staff assistance to the Economic Policy Board in agricultural policy matters.

A.I.D. Backstop Office: Although A.I.D. is not a member of the Working Group or the Subcommittees, arrangements have been made for A.I.D. attendance at the Working Group Subcommittees when issues of concern to A.I.D., such as P.L. 480, are discussed. A.I.D. participation is coordinated by the Office of Food for Peace (FFP).

Operational Mode: Two working subcommittees have been established --one on food policy, chaired by the Assistant Secretary for International Affairs and Economic Programs and one on Economics, chaired by the Director of Agricultural Economics, both of the Department of Agriculture. They meet on an ad hoc basis.

Members: Member of the Council of Economic Advisors (Chairman) representatives of the Departments of Agriculture, Treasury, State and Commerce, Office of Management and Budget, Council on International Economic Policy, Domestic Council, National Security Council, Special Representative for Trade Negotiations and Council on Wage and Price Stability.

The Cabinet Committee for International Narcotics Control Coordinating Sub-Committee

Purpose: Coordinates interagency policy and programs under the International Narcotics Control Program.

History: Established in 1971 under the Cabinet Committee for International Narcotics Control.

A.I.D. Backstop Office: Office of International Narcotics Control (SER/INC).

Operational Mode: Determines broad policy and program matters which have application to the entire Narcotics Program or involves more than one geographic region. Reviews and makes decisions on recommendations of a variety of functional sub-committees such as training, intelligence, and treatment and rehabilitation. Issues not resolved are forwarded to the Working Group.

Members: State (Chairman), A.I.D., Treasury, Customs, Drug Enforcement Administration, USIA, USDA, CIA, DOD, HEW, National Institute of Drug Abuse, and OMB.

The Cabinet Committee for International Narcotics Control Working Group

Purpose: Interagency review of International Narcotics Control Program. Resolves policy and program disputes which cannot be solved at working level.

History: Established by Cabinet Committee in 1971.

A.I.D. Backstop Office: Assistant Administrator, Bureau for Program and Management Services and Office of International Narcotics Control (SER/INC).

Operational Mode: Convened at irregular intervals to review programs and to resolve policy and program disputes.

Members: Representatives are at the Assistant Secretary and/or Head of Agency level from State (Chairman), A.I.D., Treasury, Customs, Drug Enforcement Administration, USIA, USDA, CIA, DOD, HEW, National Institute of Drug Abuse, and OMB.

Committee on Food Aid Policies and Programs (CFA)*

Purpose: Provides general guidance on the policy, administration and operation of the UN/FAO World Food Program (WFP). WFP is an activity of the United Nations Food and Agriculture Organization providing food to developing countries for economic and social development and for emergency purposes.

History: WFP was established in 1963 pursuant to Resolution 1496 (XV) of the United Nations General Assembly and Resolution 832 (XXXII) of the United Nations Economic and Social Council. It started with a $100 million target for a 3-year period (of which the U.S. pledged half). The new target for CYs 1977-78 is $750 million (of which the U.S. pledged 25 percent or $188 million). The United States has been a member of the CFA since the inception of WFP.

A.I.D. Backstop Office: The Office of Food for Peace (FFP).

Operational Mode: The CFA consisting of 30 member nations (15 elected by the FAO Council and 15 by ECOSOC) meets biannually in Rome. It examines and approves, or disapproves, project proposals, reviews WFP administration and execution of approved projects and other activities, and coordinates short-term and long-term food aid policies recommended by the World Food Conference,

Members: Members of the U.S. Delegation of CFA Sessions in Rome consist of: Coordinator, Food for Peace (AID) and/or Assistant Secretary (USDA) rotating as Chief of the delegation, and staff members of USDA, State and OMB.

* The CFA replaced the former Intergovernmental Committee of the World Food Program.

Council for Administration of the Central Commissary, Mess and Recreation Fund

Purpose: Reviews employee operated commissary, mess and recreation association operations to insure proper use of non-appropriated funds.

History: Established by Section 921(b) of the Foreign Service Act of 1946.

A.I.D. Backstop Office: Office of Management Operations, Bureau for Program and Management Services (SER/MO).

Operational Mode: The Council serves as a review board to approve member commissary associations loan requests; and provides management and financial guidance to member groups as appropriate. The central fund is capitalized by voluntary contributions from employee associations.

Members: Representatives are from State, A.I.D., DOD, and USIA.

Federal Information Processing Standards Task Group 17 - Data Elements Directories

Purpose: To develop standards or guidelines that can be used by Federal departments and agencies in managing their data resources (through a data element directory).

Program of Work:

1. Specify the objectives and requirements of a data element directory.

2. Survey and evaluate existing data element directories and processes which have already been implemented in government and industry to determine if any of these meet the specified objectives and requirements.

3. Develop standards or guidelines for constructing and maintaining a data element directory.

4. Develop performance standards for automating the data element directory.

History: This Inter-Agency committee was established in January 1975 by the National Bureau of Standards, Institute of Computer Sciences and Technology.

A.I.D. Backstop Office: Office of Data Management, Bureau for Program and Management Services (SER/DM).

Operational Mode: Committee is surveying agencies with data element directories to draw on their experiences in the development and use of data element directories. Conclusions are being drawn from observed practices, trends in use are noted and evaluation criteria developed. The working group will prepare a final report which will be the basis for a new publication in the FIPS PUB series.

Members: Committee is Chaired by a representative from Veterans Administration and has representatives from 15 government agencies. National Bureau of Standards monitors the work of the Committee.

The Interagency Committee on Automatic Data Processing (IAC/ADP)

Purpose: Exchanges automated data processing (ADP) operational experiences within the Federal Government; studies ADP problems of Government-wide interests; prepares analyses and submits advisory recommendations on ADP matters to OMB, GSA, etc.; and sponsors conferences for exchange of information with vendors and other special interest groups in the ADP area.

History: Established in 1959 under GSA sponsorship. Administrative support provided by GSA.

A.I.D. Backstop Office: The Office of Data Management, Bureau for Program and Management Services (SER/DM).

Operational Mode: Meets monthly. Recent meetings have included discussion of recent Federal policy changes in the ADP area with presentations by officials of OMB, GSA, and GAO.

Members: Director, SER/DM is principal member with Deputy Director as alternate. Each Federal department and agency is similarly represented. Officers of Committee are elected by members for one-year terms.

Inter-Agency Committee on Benefits and Allowances

Purpose: To review the overseas allowances and benefits system and to take remedial or ameliorative action as warranted by the review.

History: Began meetings in January 1976.

AID Backstop Office: Bureau for Program and Management Services, Office of Management Operations

Operation Mode: The committee is divided into working groups and task forces to review and make recommendations germane to allowances and benefits incidental to foreign duty assignments.

Members: Representatives are from Action, AID, Agriculture, CIA, CSC, Commerce, DOD, Air Force, Army, Navy, ERDA, GSA, HEW, Interior, Justice, State, Transportation, Treasury, USIA, and VA.

Inter-Agency Council on Administrative Support

Purpose: To mutually consider and eliminate problems and improve services under the Foreign Affairs Administrative System (FAAS).

History: The Council is an outgrowth of previous committees who coordinated the previous combined administrative support services arrangement. Became operational on October 1, 1976.

AID Backstop Office: Office of Management Operations, Bureau for Program and Management Services

Operational Mode: Council serves to mediate and resolve problems which arise in the implementation of the FAAS program. Makes recommendations on policy matters to the Department of State. Meetings held quarterly.

Members: Deputy Assistant Secretary for Administration (Chairman), State; Director of Management Operations, AID; Assistant Director for Administration and Management, USIA; Assistant Director Administration and Finance ACTION; Assistant Secretary of Defense for Manpower and Reserve Affairs, DOD; Assistant Secretary for Administration, USDA.

Inter-Agency Group/Labor Relations (IAG/LR)

Purpose: Provide for exchange of views/experiences of Executive Branch agencies covered by Executive Order 11491, Labor-Management Relations in the Federal Service.

History: Unknown.

A.I.D. Backstop Office: Labor Relations Staff (SER/LR).

Operational Mode: Committee meets once each month. Agenda usually includes a discussion of one or more significant developments in Federal labor relations, followed by general discussions.

Members: Director, Office of Labor-Management Relations, Civil Service Commission is Chairman. Members are the senior labor relations officials from each Executive Branch agency covered by Executive Order 11491. A.I.D. is represented by the Special Assistant for Labor Relations.

## The Interagency Staff Committee on P.L. 480 (ISC)

Purpose: Technically, to advise the Secretary of Agriculture on P.L. 480 (food aid) policies. In practice, reviews and approves all P.L. 480 concessional sales and donation programs.

History: Established in 1954 by the Secretary of Agriculture pursuant to a Presidential directive to assure interagency coordination of P.L. 480 programing.

A.I.D. Backstop Office: The Office of Food for Peace (FFP).

Operational Mode: Meets weekly to review and approve proposals for P.L. 480 programs. The Department of Agriculture presents proposals for P.L. 480 Title I concessional sales programs, including amounts and kinds of commodities, repayment terms and other terms and conditions of the agreements. The financial terms of the agreements are subject to approval by the Staff Committee of the National Advisory Council on International Monetary and Financial Policies. A.I.D. presents proposals for P.L. 480 Title II donation programs recommended by the Sub-Committee of the Interagency Staff Committee.

The ISC operates on the principle of unanimity; infrequently agencies may abstain from voting. Policy problems which can not be settled by the ISC are resolved on an ad hoc basis--usually at the Assistant Secretary level.

Members: Representatives of the Department of Agriculture (Chairman), A.I.D./State (represented by the Office of Food for Peace), Treasury, Commerce and the Office of Management and Budget.

National Security Council Interagency Task Force on Law of the Sea

Purpose: To prepare U.S. positions for UN Law of the Sea Conferences and negotiations.

History: Established, January, 1970.

AID Backstop Office: Bureau for Program and Policy Coordination, Office of Policy Development and Analysis

Operational Mode: Meetings held bi-weekly when in session.

Members: Most departments and agencies of the government.

## The Processed Foods Committee

Purpose: Evaluates new processed food products for use in the P.L. 480 Title II donation program.

History: Established in 1961 by the Secretary of Agriculture.

A.I.D. Backstop Office: Office of Food for Peace (FFP).

Operational Mode: A subcommittee meets on an ad hoc basis to evaluate requests for approval of new processed foods. Commodity specifications, cost, nutritive value, use potential--e.g. to meet needs of target groups and taste acceptance--and stability for transportation, storage and distribution, results of field testing, etc. are reviewed. Eligibility of new products for P.L. 480 financing is subject to final approval by the Board of the Commodity Credit Corporation, chaired by the Secretary of Agriculture.

Members: The Administrator, Agricultural Stabilization and Conservation Service (ASCS) (Chairman). Subcommittee chairman: Assistant Administrator for Marketing, Nutrition and Engineering Sciences, Agricultural Research Service; representatives of ASCS, Office of the General Sales Manager, all members of the Department of Agriculture; representatives of the Office of Food for Peace and the Office of Nutrition (FFP and TA/N).

Latin American Regional Narcotics Control Working Group
ASIA Regional Narcotics Control Working Group
Near East Regional Narcotics Control Working Group
European Regional Narcotics Control Working Group

Purpose: Undertakes interagency review of country Narcotics Control Action Programs and assistance programs.

History: Established in 1971 under the Cabinet Committee for International Narcotics Control.

A.I.D. Backstop Office: Office of International Narcotics Control (SER/INC) and the appropriate Geographic Bureau.

Operational Mode: Reviews all Narcotics Programs submitted by Country Teams abroad and recommends approval, modification or disapproval of each proposed program.

Members: Representatives of State (Chairman), A.I.D., Treasury, Customs, Drug Enforcement Administration, USIA, USDA, CIA, DOD, HEW, National Institute of Drug Abuse, and OMB.

The Security Assistance Program Review Committee

Purpose: To advise the Secretary of State in discharging his statutory responsibility for security assistance and arms export control programs and activities. A primary function is the coordination of economic and military aid and the development of recommended budget figures for security economic supporting assistance and military aid.

History: Formed with the establishment of the Office of Under Secretary for Security Assistance as required by Section 624(e) of the FAA, as amended.

A.I.D. Backstop Office: Bureau for Program and Policy Coordination (PPC).

Operational Mode: Convenes regularly once a year in the budget cycle to recommend security assistance levels and on the call of the Chairman.

Members: Chaired by the Under Secretary of State for Security Assistance. Members: Department of Defense (ISA and JCS); State (T&M and geographic representatives, Congressional, Human Rights representatives on invitation); ACDA; Treasury; NSC; OMB; and A.I.D.

Subgroups on the Multilateral Trade Negotiations

Purpose: To develop U.S. positions in preparation for Multilateral Trade Negotiations. The five subgroups of which A.I.D. is a member review Tariffs, Tropical Products, Nontariff barriers, Latin American issues and the LDC group.

History: Established January, 1974

AID Backstop Office: Bureau for Program and Policy Coordination Office of Policy Development and Analysis (PPC/PDA)

Operational Mode: The committee meets once or twice each week when in session.

Members: Staff members of the Special Trade Representative Office (who chair the meetings), with representation from A.I.D., the Bureau of Economic and Business Affairs of the State Department, the Bureau of International Business of the Department of Commerce, the International Affairs Bureau of the Treasury Department, the Agriculture Department, Labor Department, the International Trade Commission and the Council of International Economic Affairs.

Title II Subcommittee (ISSC) of the Interagency Staff Committee on P.L. 480 (ISC)

Purpose: Reviews and recommends to the Interagency Staff Committee approval of P.L. 480 Title II food donation programs for disaster relief and for other humanitarian and developmental programs sponsored by U.S. voluntary agencies, the World Food Program, other international organizations and governments. The review is two-fold: First, as part of the Annual Budget Review to develop a Title II budget request to OMB and after OMB establishes the budget mark; a second review takes place when program proposals for the budget year are received.

History: Established in 1969.

A.I.D. Backstop Office: The Office of Food for Peace (FFP).

Operational Mode: Annual country program plans and ad hoc adjustments are reviewed by the ISSC and recommended for approval to the ISC. Requests for food for disaster relief are approved by the ISSC with ex post facto approval by the ISC. The ISSC meets formally as required; many decisions are made by phone.

Members: Chief, Food for Development Division (Title II), Office of Food for Peace (Chairman); representatives of the Department of Agriculture and the Office of Management and Budget. Participants include A.I.D.'s Bureau of Program and Policy Coordination (PPC), Regional Bureaus, as appropriate, Bureau of Population and Humanitarian Assistance, Office of Private and Voluntary Cooperation, the Office of Nutrition and representatives of the U.S. voluntary agencies.

United Nations Economic Committee (UNEC)

Purpose: Prepares and clears USG position papers on a broad range of economic and developmental issues to be discussed at UN fora.

History: Established in 1948 by the State Department.

A.I.D. Backstop Office: Bureau for Program and Policy Coordination, Office of International Assistance Coordination.

Operational Mode: The Bureau of International Organization Affairs of the State Department is responsible for organizing UNEC meetings and determining the agenda. Such sessions are usually called several weeks before an international conference, first to review assignments for the preparation of position papers, and later to review and clear such papers.

Members: Virtually all Executive Departments are members of UNEC but attend only those meetings dealing with subject matter areas for which they are responsible, e.g., HEW in health and education.

Working Group/Cabinet Committee to Combat Terrorism

Purpose: This Committee was established to develop and coordinate activities throughout the Government for the prevention of terrorism and to devise procedures for reacting quickly and effectively should acts of terrorism occur.

History: Established September 25, 1972.

A.I.D. Backstop Office: Office of the Auditor General (AG).

Operational Mode: Meets every two weeks.

Members: The chairman is a full-time, senior official of the Department of State. Members are representatives from various USG agencies, including Defense, A.I.D., Commerce, Justice, USIA, etc. A.I.D. is represented by the Deputy Director of the Auditor General's Office of Security.

Working Group of the Committee on Food Aid Policies and Programs (CFA)

Purpose: Makes assignments for preparation of U.S. position papers for the U.S. Delegation to Sessions of the CFA. Develops policy positions and clears them, subject to final State/IO approval. The CFA is a Committee of 30 Nations that provides general guidance on the policy, administration and operation of the UN/FAO World Food Program (WFP). WFP is an activity of the UN/FAO providing food to developing countries for economic and social development and for emergency purposes.

History: Established in 1963, concurrently with the initiation of the WFP.

A.I.D. Backstop Office: The Office of Food for Peace (FFP).

Operational Mode: The Working Group meets about 3 times prior to each bi-annual WFP Session in Rome. Briefs the U.S. Delegation, consisting of members of State, A.I.D. and USDA, on agreed U.S. positions on WFP policies and activities.

Members: The Working Group consists of members of State, A.I.D., USDA, OMB and Treasury. It is a subcommittee of the U.S. FAO Working Committee which is chaired by USDA.

Interagency Committee on Population Research (ICPR)

Purpose: Facilitates coordination of Federal Research projects in Population matters; provides for exchange of information and maintains a general overview of activities in this area; and makes recommendations to the Congress and public in its annual report.

History: Has no legislative basis; was established by the Secretary of HEW In October 1970.

A.I.D. Backstop Office: The Center for Population Research in the National Institute for Child Health and Human Development provides the primary backstop support. The Office of Population, Bureau for Population and Humanitarian Assistance is the primary backstop office within A.I.D.

Operational Mode: The ICPR has periodic (approximately quarterly) meetings to discuss issues and exchange information. Sub-committees collaborate on individual research assignments. Formal presentations are made and the annual publication is discussed.

Members: The Director of the Center for Population Research in HEW is Chairman. Other members are from the Bureau of the Census, U.S. Department of Agriculture, Council on Environmental Quality, National Science Foundation, U.S. Department of Labor, HUD, ERDA, Department of State, OMB, DOT, EPA, VA, Smithsonian Institute, INA, A.I.D. and at least three other components of HEW.

International Women's Year Interdepartmental Task Force

Purpose: To plan and implement projects within the Federal government for domestic observance of IWY and the Decade for Women (1976-1985); to analyze the World Plan of action in terms of the relevance to all on-going policies and programs; to survey government programs to assess their impact on women; to recommend to the President those actions by the Federal government which would be most beneficial to the improvement of women's roles and status in the U.S. society.

History: Authorized by Executive Order 11832 of January 9, 1975.

A.I.D. Backstop Office: Office of Women in Development.

Operational Mode: Meetings called when significant issues or need for action is indicated by events stemming from the National Commission for the Observance of IWY (and the Decade for Women). There have been no meetings since publication several months ago of the report to the President.

Members: Chaired by the Commission Director. A.I.D. Coordinator for Women in Development represents the Agency; representatives from 50 Federal departments and agencies.

Development Assistance Executive Committee

Purpose: Reviews and approves Latin American development activities prior to recommending A.I.D. approval.

History: Established by the Bureau for Latin America September 7, 1972.

A.I.D. Backstop Office: Bureau for Latin America (LA).

Operational Mode: Meets about 75 times per year for modification, approval, and/or disapproval of Latin American program and project documentation and reports.

Members: Chaired by the Assistant Administrator for Latin America. Membership derives from other U.S. Government agencies, including Treasury, State, the Office of Management and Budget, appropriate representation from A.I.D. offices such as the Bureau for Program and Policy Coordination, the Technical Assistance Bureau, the Office of Engineering, the Office of Financial Management, the Office of Contract Management, and representation from the international organization of American States.

Development Information Systems Committee (DISC)

Purpose: To facilitate contacts among those engaged in technical information activities in A.I.D., other agencies and organizations, and to provide a forum for exchange of ideas and information on technical information projects and problems.

History: This is an informal, unchartered group established by the Technical Assistance Bureau on September 11, 1973.

A.I.D. Backstop Office: The Technical Assistance Bureau (TA), Office of Program Planning and Utilization.

Operational Mode: The committee meet once a month to hear a speaker on a technical information topic. Th talk is followed by discussion of the topic. There have been 49 meetings to date.

Members: The Development Information Systems Officer of TA/PPU is the chairman. Attendance is drawn from a list of 100 persons in A.I.D. and other agencies and organizations, including State, the National Science Foundation, Library of Congress, World Bank, USIA and the Information Center on Instructional Technology.

National Advisory Council on International Monetary and Financial Policies (NAC)

Purpose: To coordinate the policies and operations of the U.S. on the International Monetary Fund, IBRD, IDA, IFC, Inter-American Development Bank, Asian Development Bank, including reviewing individual loan, financial, exchange, or monetary transactions to extent necessary to effectuate the coordination of policies.

History: Originated from the Bretton Woods Act of 1945, which provided for U.S. membership in the IBRD and IMF. Currently governed principally by the provisions of Executive Order 11269 of February 14, 1966.

A.I.D. Backstop Office: Bureau for Program and Policy Coordination, Office of International Assistance Coordination.

Operational Mode: NAC Principals (Heads of agencies or their deputies) meet rarely, perhaps once or twice per year. NAC Alternates (Assistant Secretary level) meet about once a month. NAC Staff Committee meets once a week. NAC Working Groups meet as necessary to develop a policy recommendation to NAC on a particular subject.

Members: Secretary of the Treasury (Chairman), Assistant to the President for Economic Affairs (Deputy Chairman), Secretary of State and Commerce, Chairman of the FED, and President of Export-Import Bank. A.I.D. participates actively, as do other agencies such as OMB, Agriculture, and Defense.

The Development Loan Committee (DLC)

Purpose: Coordinates interagency review of A.I.D. dollar loans and housing investment guaranties, and establishes standards and criteria for both.

History: Established by Executive Order on November 7, 1961, pursuant to Section 204 of the Foreign Assistance Act of 1961.

A.I.D. Backstop Office: Bureau for Program and Policy Coordination (PPC/DPRE), the Office of Development Program Review and Evaluation.

Operational Mode: All loans and housing investment guaranties are reviewed by the DLC. Development Assistance loans and guaranties exceeding a certain amount are discussed by the DLC's staff committee (DLSC) at a formal meeting. The views of the DLC members, expressed as a concurrence, non-concurrence, or abstention, are considered by A.I.D. prior to approving a project.

Members: The voting members include the A.I.D. Administrator; Chairman of the Board of Directors, Export-Import Bank, Assistant Secretary of State for Economic Affairs; Assistant Secretary of the Treasury dealing with international finance; and Assistant Secretary of Commerce for Domestic and International Business. Non-voting DLC observers include Department of Agriculture; Office of Management and Budget; and Federal Reserve Board.

Sinai Interagency Board

Purpose: To assist, coordinate, and advise the Director, U.S. Sinai Support Mission, concerning all activities of the Mission.

History: Established by Executive Order 11896 of January 13, 1976.

A.I.D. Backstop Office: Assistant Administrator, Bureau for Program and Management Services.

Operational Mode: The committee meets at the request of the Director of the U.S. Sinai Support Mission. Topics cover current activities of the Sinai Mission and its overseas component, the Sinai Field Mission.

Members: Director, Sinai Support Mission, Chairman; Deputy Assistant Secretary of State for Near East and South Asia; Deputy Assistant Secretary of Defense for International Security Affairs; the Assistant Administrator, Bureau for Program and Management Services, A.I.D.; a representative of the Director of Central Intelligence; the Assistant Director of the U.S. Arms Control Disarmament Agency; and a representative of the National Security Council. A representative of OMB participates intermittently.

## VII. C. INTERNAL COMMITTEES

Committees in this category include any formally constituted committee, board, commission, council, conference, panel, task force, working group, or other group, subcommittee, or subgroup thereof, comprised wholly of representatives of two or more A.I.D. Bureaus or independent offices. Data on the following committees has been submitted by the designated A.I.D. Backstop Offices.

- -- The Administrator's Advisory Council (AAC)
- -- The Senior Operations Group (SOG)
- -- Administrative Panel for Security/Suitability Determinations
- -- The A.I.D. Advisory Claims Committee
- -- Appropriate Technology Working Group
- -- Committee on Environment and Development
- -- A.I.D. Evaluation Panels
- -- Committee on Exceptions
- -- The Executive Management Resource Board (EMRD)
- -- Executive Committee for Project Review (ECPR)
- -- Fertilizer Procurement Policy Committee
- -- A.I.D. Committee on Foreign Government Awards
- -- A.I.D. Foreign Service Assignment Boards
- -- Interbureau Committee on Science and Technology
- -- Intra-Agency Bureau Coordination Committee on Education
- -- Near East Advisory Committee
- -- The Committee on Operations with Labor Institutes
- -- A.I.D. Performance Rating Appeal Board for Civil Service Employees

-- A.I.D. Performance Rating Committee for Civil Service Employees

-- Program Evaluation Committee

-- Publications Board

-- Research and Development Committee (R&DC)

-- Review Committee for Women in Development

-- Rural Development Steering Committee

-- A.I.D. Security Information Committee

-- A.I.D. Settlement Review Board

-- The SOG Personnel Committee

-- Statutory Performance Rating Board of Review

-- A.I.D. Subgroup, Interagency Working Group on Transfer of Technology

-- Women's Advisory Committee (WAC)

-- The Asia Project Advisory Committee (APAC)

-- Agricultural and Rural Sector Planning Committee (ARSP)

-- Awards Committe

-- Development Information Advisory Committee (DIAC)

## The Administrator's Advisory Council (AAC)

Purpose: To formulate and review strategies and policies for the Agency's assistance programs as well as address other key development issues including trade, investment, monetary affairs, seabed resources, energy problems, etc.

History: Established by the A.I.D. Administrator February 1, 1972. The Committee was reformulated May 8, 1974.

A.I.D. Backstop Office: Office of the Executive Secretary (ES).

Operational Mode: The AAC meets biweekly. The outcome of these meetings differs, depending on the topic discussed. For Agency program policy issues, the AAC usually makes specific recommendations to the Administrator which, upon his approval, can be issued in the form of an A.I.D. regulation, policy determination, etc. AAC conclusions on other issues may become the basis for position papers developed for internal or inter-agency use.

Members: Assistant Administrator, Bureau for Program and Policy Coordination (Chairman); the Deputy Administrator; the Assistant Administrators of the Bureaus for Africa, Asia, Latin America, Near East, Technical Assistance, Population and Humanitarian Assistance, and Program and Management Services; Assistant Administrators of the Office of Legislative Affairs and the Office of Interagency Development Coordination; the A.I.D. General Counsel; the Auditor General; the A.I.D. Economist, the Director, Office of Public Affairs, the Coordinator, Office of Food for Peace, and the President of the Overseas Private Investment Corporation.

Senior Operations Group (SOG)

Purpose: To formulate and/or review policies affecting the general management of A.I.D., ensuring that they are responsive to new legislative requirements and to the evolving conditions in the developing world.

History: The Senior Operations Group (SOG) was established May 8, 1974.

A.I.D. Backstop Office: Office of Management Planning, Bureau for Program and Management Services (SER/MP).

Operational Mode: The SOG meets as scheduled with a pre-announced agenda covering topic(s) affecting the implementation and management of A.I.D.'s programs.

Members: A.I.D. Deputy Administrator (Chairman), all Deputy Assistant Administrators, the Deputy General Counsel, the Deputy Auditor General, Deputy Coordinator, Office of Food for Peace, Director of the Office of Labor Affairs, Director of the Office of Public Affairs, Director of the Office of Equal Opportunity Programs, Director of the Office of Management Planning, Director of the Office of Personnel Management, Director of the Office of Financial Management, and the Executive Vice President of the Overseas Private Investment Corporation.

Administrative Panel for Security/Suitability Determinations

Purpose: This Committee was created by the Administrator to review and determine the administrative disposition of personnel cases involving questions of suitability and/or security fitness where there is a difference of opinion between the Office of Personnel and Manpower and the Office of Security. The Panel also approves or disapproves recommendations involving access of Agency employees to classified information.

History: Established June 10, 1976.

A.I.D. Backstop Office: Office of the Auditor General (AG).

Operational Mode: Meets whenever matters are referred to the Panel.

Members: The Panel is chaired by the General Counsel. The Auditor General and the Assistant Administrator for Program and Management Services are members.

## The A.I.D. Advisory Claims Committee

Purpose: The Committee advises the Assistant Administrator for Program and Management Services (AA/SER) in the exercise of his authority to suspend or terminate collection action. The Administrator of A.I.D. or his designee may, among other things, suspend or terminate collection action on claims by A.I.D. not exceeding $20,000, exclusive of interest, which arise out of the activities of the Agency. The Administrator has delegated to AA/SER the authority to suspend or terminate collection action on such claims upon consultation with the Office of the General Counsel (GC). The AA/SER has redelegated this authority to the Controller with respect to claims which do not exceed $250.

History: Established May 1, 1969

Operational Mode: This is a committee of indefinite duration that meets on call of the Chairman, as referrals are received. Procedures are as informal as compatible with the orderly exercise of functions. The Committee makes its recommendations by majority vote. The Chairman may solicit the views of the other members of the Committee by circulating the referral memorandum among them, and may dispense with a meeting if the Committee unanimously agrees on a recommendation to the AA/SER. The Chairman reports to the AA/SER the recommendation of the Committee (together with minority views, if any) by memorandum.

Members: Deputy Assistant Administrator for Management Support (Chairman); General Counsel; Office of Financial Management; other AID/W Bureaus or Offices, as appropriate.

Appropriate Technology Working Group

Purpose: Provides liaison for Agency actions on appropriate technology, including creation of the Appropriate Technology Fund.

History: Administratively established in 1975.

A.I.D. Backstop Office: Technical Assistance Bureau (TA)

Operational Mode: Meets periodically to exchange information and make suggestions on Agency appropriate technology policies.

Members: Special Assistant (Technology Application) to the Assistant Administrator for Technicial Assistance (Chairman) and representatives from each Geographic Bureau, GC, PPC, SER/ENGR, PHA, TA/AGR, A/AID, LEG.

Committee on Environment and Development

Purpose: To provide advice on major environmental issues, policies or procedures and to facilitate exchange of information.

History: Established by Agency Regulation (Reg. 16, Part 216 Environmental Procedures, June 1976).

A.I.D. Backstop Office: The Technical Assistance Bureau (TA), Office of Science and Technology.

Operational Mode: The CED meets as necessary to discuss issues relating to implementation of PD 63 on Environment and Development and the Environmental Procedures adopted in June 1976.

Members: Environmental Coordinator, TA/OST, (Chairman); and appointed environmental offices from all A.I.D. Bureaus and major offices.

A.I.D. Evaluation Panels

Purpose: To evaluate Foreign Service employees' performance on a worldwide basis.

History: Established under authority of the Foreign Assistance Act of 1961, as amended.

A.I.D. Backstop Office: Foreign Service Personnel Division, Office of Personnel and Manpower (SER/PM).

Operational Mode: A.I.D. evaluation panels are convened by the Director of Personnel or his designee each year. Panels which evaluate employees in Classes FSR-5, 4 and 3, and FSS-7 and above are organized on an occupational basis by class. FSR-1 and 2 employees are evaluated by class only. Occupational panels are composed of three members, at least two of whom are to be in the same occupations as the employees being evaluated.

Members: Evaluation panels consist of three members and are convened annually. Panel members are members of A.I.D.'s Foreign Service and appropriate representatives from the private or public sectors.

Committee On Exceptions

Purpose: A Committee established as a last body to which employees may appeal for exception to alleged unwarranted costs billed or paid for travel, transportation or storage of effects.

History: Established November 25, 1975, to conform with Department of State's existing Committee on Exceptions.

A.I.D. Backstop Office: The Office of Management Operations (SER/MO).

Operational Mode: Committee reviews and evaluates requests for exception to payment of charges billed or paid for transportation costs for excess or improper transportation costs to determine whether exceptions will be granted.

Members: Chief, Management Operations/Travel and Transportation; Chief, Financial Management, Employee Services Division; Chief of Policy Development and Evaluation Division, Office of Personnel and Manpower.

The Executive Management Resource Board (EMRB)

Purpose: To set the policy for, and to review, the Agency's executive management development activities and programs.

History: Established at the request of OMB and the Civil Service Commission to improve the quality of executive managers in government.

A.I.D. Backstop Office: Office of Personnel and Manpower (SER/PM), Manpower Development Division.

Operational Mode: The Board meets three to four times a year to review the Agency's Managerial Development Programs, select candidates for senior training and executive development, and to monitor the Agency's International Development Interns.

Members: All assistant administrators, the Director, Office of Equal Opportunity, the Controller, the Chairman, EMRB, the Assistant Administrator for Program and Management Services, the Executive Secretary, EMRB, the Director of Personnel and Manpower and the Secretary, Chief, Manpower Development Division.

Executive Committee for Project Review (ECPR)

Purpose: Reviews all proposed projects in the Bureau for Africa upon their submission from the field, and, as appropriate, establishes parameters within which the project will be designed, and recommends approval in principle. Identifies program and/or policy issues introduced by the proposed activity.

History: Established in May 1976 by a general notice from the Assistant Administrator for the Bureau for Africa pursuant to AFR General Management Instruction Notice No. 76-01.

A.I.D. Backstop Office: Bureau for Africa (AFR), Office of Development Resources.

Operational Mode: Reviews Project Identification Documents, Project Review Papers, and Project Papers for decisions on project design Identifies problems/issues for resolution by the AA/AFR or other appropriate officers if AA/AFR does not have full authority to resolve inter-bureau differences. Committee meets frequently.

Members: The Assistant Administrator or Deputy Assistant Administrator, Bureau for Africa (Chairman); the Directors or Deputy Directors of the Office of Development Resources, the Office of Development Planning, and the concerned Bureau Geographic Area Office; representatives of PPC, GC and, as appropriate, SER and TAB, OMB and other federal agencies are frequently invited.

Fertilizer Procurement Policy Committee

Purpose: Improves procedures in the procurement of fertilizer by A.I.D. borrowers/grantees; assures the full application of all available technical, marketing, and shipping information to the decisions of A.I.D. and the borrowers/grantees in fertilizer procurement.

History: Established April 23, 1968. Functions now covered in Handbook 15, Chapter 5.

A.I.D. Backstop Office: The Office of Commodity Management (SER/COM).

Operational Mode: Meets about 6 times per year. Advises and assists in any way consistent with its objectives, the Geographic Bureaus, SER/COM, and other A.I.D. offices having responsibility in the fertilizer area.

Members: Chairman is the Director, Office of Commodity Management or when delegated, the Chief, Policy and Procedures Staff. Membership is from the appropriate Geographic Bureau, the General Counsel, the Technical Assistance Bureau, and the management and technical offices of SER/COM, as appropriate.

AID Committee On Foreign Government Awards

Purpose: To determine when a foreign decoration has been awarded for unusually meritorious performance and to assure equity and unformity of consideration of foreign-government awards retention.

History: Established November 25, 1968, pursuant to the provisions of the Foreign Gifts and Decorations Act of 1966 and Executive Order 11320.

A.I.D. Backstop Office: Foreign Service Personnel Division, Office of Personnel and Manpower (SER/PM).

Operational Mode: The Committee reviews requests for acceptance and retention of gifts and decorations to AID personnel by foreign governments and advises the Director, SER/PM on recommendations for acceptance and retention of such awards. The Director, SER/PM makes final decision on acceptance and retention of awards.

Members: Chairman -- Chief, Foreign Service Personnel Division; a member from the Office of the General Counsel, and a member from SER/PM.

A.I.D. Foreign Service Assignment Boards

Purpose: To review and approve all assignments of A.I.D. Foreign Service personnel except for executive personnel and personnel of the Auditor General.

History: Established under authority of the Foreign Assistance Act of 1961, as amended. The Administrator established Personnel Assignment Boards September 27, 1973, "in order to see that each eligible and qualified Foreign Service employee is given consideration for vacancies and that all personnel actions are made, insofar as possible, to the mutual benefit of the employee and the Agency."

A.I.D. Backstop Office: Foreign Service Personnel Division, Office of Personnel and Manpower (SER/PM).

Operational Mode: An Assignment Board is established for each major personnel occupational category such as Program, Agriculture, Education, Controller, etc. Assignment Boards are convened weekly to consider proposed assignments in one or more of the occupational categories. Assignments are scheduled for review in each category on a regular cycle every four or five weeks. In emergency or exceptional situations, the Board may consider proposed assignments in a category without waiting for the regular cyclical review.

Members: The Assignment Board has five permanent members--one from each of the four Geographic Bureaus and the Foreign Service Personnel Division. Additional ad hoc Board members represent the central A.I.D. Staff Offices, depending upon the occupational group being reviewed.

Interbureau Committee on Science and Technology

Purpose: To maintain close liaison with and provide information to the Geographic Bureaus on science and technology programs and their relationship to Mission activities.

History: Administratively established in 1970, following the establishment of the Office of Science and Technology.

A.I.D. Backstop Office: The Technical Assistance Bureau (TA), Office of Science and Technology (OST).

Operational Mode: Meets several times a year to exchange information and discuss new activities.

Members: Director of TA/OST (Chairman) and representatives from each Geographic Bureau as well as PPC, SER/ENGR, SER/IT, PHA, PVC, TA/PPU.

Intra-Agency Bureau Coordination Committee on Education (IBCCE)

Purpose: Coordinates and exchanges information on education projects and programs; shares information on plans, projects, and program strategy of interregional significance; examines implications for national development and deployment of Agency resources, and reacts informally to proposals or presentations from external institutions concerned with education.

History: Administratively established in January 1970.

A.I.D. Backstop Office: Bureau for Technical Assistance (TA), Office of Education and Human Resources

Operational Mode: Meets monthly or on special occasions as required.

Members: Director of Office of Education and Human Resources (Chairman), and representatives from each Geographic Bureau, PPC, and SER/IT.

## Near East Advisory Committee

Purpose: Reviews Program Identification Documents, Project Review Papers, and Project Papers and recommends approval to the Deputy Administrator.

History: Administratively established.

A.I.D. Backstop Office: Bureau for Near East (NE).

Members: The Assistant Administrator or his deputy is the Chairman. Members are from the Office of Capital Development, Office of Technical Support, Office of Development Planning, the concerned Country Desk, Office of the General Counsel, Office of Commodity Management, and the Bureau for Program and Policy Coordination. When required, representatives from the Bureau for Technical Assistance, and the Office of Engineering attend.

The Committee on Operations with Labor Institutes

Purpose: To identify significant labor development issues common to AID's operations with three AFL-CIO-affiliated Labor Institutes--American Institute for Free Labor Development (AIFLD); Asian-American Free Labor Institute (AAFLI); and the African-American Labor Center (AALC)--and to coordinate policies and practices relating to those issues.

History: Administratively established September 27, 1974, as a result of the AID Office of Audit report which recommended the adoption of actions aimed at improving coordination and promoting uniformity in program and management practices among the three above-mentioned institutes.

AID Backstop Office: The Office of Labor Affairs (OLAB).

Operational Mode: Meets monthly, or more often if required , to discuss matters relating to the three labor Institutes and develop consistent and rational Agency approaches and policies which will apply to AID's relationships with the Institutes.

Members: Deputy Director of the Office of Labor Affairs (Chairman); a representative from each of the Regional Bureaus and one from PPC.

-- A.I.D. Performance Rating Committee for Civil Service Employees

-- Program Evaluation Committee

-- Publications Board

-- Research and Development Committee (R&DC)

-- Review Committee for Women in Development

-- Rural Development Steering Committee

-- A.I.D. Security Information Committee

-- A.I.D. Settlement Review Board

-- The SOG Personnel Committee

-- Statutory Performance Rating Board of Review

-- A.I.D. Subgroup, Interagency Working Group on Transfer of Technology

-- Women's Advisory Committee (WAC)

A.I.D. Performance Rating Appeal Board for Civil Service Employees

Purpose: Provides an impartial review within the Agency to sustain or change an employee's summary performance rating.

History: Federal Personnel Manual 430 pursuant to 5 USC 4305.

A.I.D. Backstop Office: Office of Personnel and Manpower (SER/PM). Civil Service Personnel Division.

Operational Mode: Reviews appeals to raise an unsatisfactory rating to satisfactory or a satisfactory rating to outstanding when filed with the Board. Normally, the review and decision is made on the written record. Informal hearings may be conducted if in the Board's judgment such hearings are necessary for fact finding.

Members: Two members or alternates appointed by the Director, SER/PM, or his designee and one member or alternate selected by the employee. The Chairman is appointed by the Director to serve for two years. The employee's member may come from outside the Agency.

A.I.D. Performance Rating Committee for Civil Service Employees

Purpose: Reviews all outstanding and unsatisfactory performance ratings, and those satisfactory ratings to which employees have submitted a statement to assure they meet the requirements of the law and regulations.

History: Federal Personnel Manual 430 pursuant to 5 USC 4308.

A.I.D. Backstop Office: Personnel and Manpower (SER/PM). Civil Service Personnel Division.

Operational Mode: This is an Ad Hoc Committee appointed by the Director, SER/PM, or his designee, to approve or disapprove all outstanding and unsatisfactory performance ratings; and to observe and make recommendations to the Director of Personnel to improve the program's effectiveness.

Members: Three employees and three alternates, one of whom is designated as chairman appointed from General Schedule employees in the Agency.

Program Evaluation Committee

Purpose: Responsible for making the Agency's program evaluation system work effectively and directing program evaluation activities overseas.

History: Administratively established April 11, 1968.

A.I.D. Backstop Office: Bureau for Program and Policy Coordination (PPC), Office of Development Program Review and Evaluation.

Operational Mode: Meets at appropriate intervals to develop program evaluation procedures and exchange information.

Members: Chief of Program Evaluation (Chairman), representatives from the four Geographic Bureaus, Bureau for Technical Assistance (TAB), Office of the Auditor General (AG), Bureau for Population and Humanitarian Assistance (PHA), Office of Food for Peace (FFP), Office of International Training (SER/IT), and Office of Engineering (SER/ENGR).

Publications Board

Purpose: To strengthen the review and control of Agency publications, to assure their responsiveness to current public information needs, and to achieve greater consistency and economy in the production of Agency publications and reports.

History: Established February 20, 1975. (First met in April 1975.)

A.I.D. Backstop Office: Chairman (Director, Office of Public Affairs) is backstopped by Board's Executive Secretary--Chief, Directives and Publications Coordination Staff (SER/MP/DPC).

Operational Mode: Serves as policy-making body (e.g., determines criteria for publications and other materials requiring review) rather than as mechanism for routine review of publication. (Routine review is performed by A.I.D. offices most concerned and coordinated by the Board's Executive Secretary.)

Members: The Publications Board is chaired by the Director, Office of Public Affairs (OPA). Membership includes the Director, Office of Management Planning (SER/MP), the Chief of Publications and Audio-Visual Arts Division (SER/MO/PAV), as well as senior representatives of TAB, PHA, PPC, OPA, SER/DM, and the Geographic Bureaus. The Directives and Publications Coordination Staff (SER/MP/DPC) is represented ex officio.

Research and Development Committee (R&DC)

Purpose: Reviews centrally funded inter-regional projects and seeks better integration of these with Agency programs.

History: Established by AA/TA memorandum dated October 25, 1974. It combines functions of the Research and Institutional Grants Council which was established on December 30, 1969 and the General Technical Services Committee, established in October 21, 1971.

A.I.D. Backstop Office: Technical Assistance Bureau (TA), Office of Program Planning and Utilization (PPU).

Operational Mode: Proposals for centrally funded projects are reviewed for their concepts, designs and needs. Also discusses sector and office programs. Depending on proposals received, committee meets weekly.

Members: TA provides chairman. Other members are from A.I.D. Geographic Bureaus, General Counsel, Bureau for Program and Management Services, Office of Food for Peace, Bureau for Policy and Program Coordination, Bureau for Population and Humanitarian Assistance, and Office of Labor Affairs.

Review Committee for Women in Development

Purpose: To assist coordination of Agency response to funding proposals, especially unsolicited research, received by the Coordinator, Office of Women in Development.

History: Administratively established in November 1974.

A.I.D. Backstop Office: Office of Women in Development (WID).

Operational Mode: Review of proposals usually conducted by individual members on an informal basis. A meeting is called only when a major problem, informational exchange or series of proposals requires attention. The Committee has not met for several months.

Members: The Coordinator for Women in Development (Chairperson) and representatives from AID/W Bureaus who have been appointed by Assistant Administrators as liaison officers with the WID. Experts in various offices, such as the office of Labor Affairs, are also included. Meetings are generally open to other representatives of A.I.D. working in related programs.

Rural Development Steering Committee

Purpose: Responsible for intra-agency coordination to assure that centrally-funded research and development programs are targeted on the highest priority problem areas facing overseas A.I.D. Mission rural development efforts.

History: Established in early 1976.

A.I.D. Backstop Office: Technical Assistance Bureau (TA), Office of Rural Development.

Operational Mode: Members are frequently consulted by telephone. Meets periodically as necessary to discuss program directions and developments and receives written materials relating to same for comment.

Members: Director of the Office of Rural Development (Chairman) and the Senior Rural Development Officer (or representative) from each Geographic Bureau plus a representative from PPC/PDA.

A.I.D. Security Information Committee

Purpose: The Committee is responsible for establishing, monitoring and reviewing policies and procedures to prevent overclassification of Agency documents and for considering and deciding questions that arise within the Agency concerning classification and declassification.

History: The Committee was established as required by Executive Order 11652 and the National Security Council's (NSC) Directive of May 17, 1972 with the authority to act on all suggestions and complaints with respect to the Agency's administration of the Executive Order and the implementation of NSC Directives.

A.I.D. Backstop Office: Office of the Auditor General (AG).

Operational Mode: Meets at the discretion of the Auditor General.

Members: The Auditor General is the chairman and members are the Assistant Administrator for Program and Management Services, the Assistant Administrator for the Asia Bureau, the General Counsel, the Director of the Office of Public Affairs and the Executive Secretary.

AID Settlement Review Board

Purpose: Reviews and approves all proposed contract termination settlements or determinations.

History: Established pursuant to Federal Procurement Regulations Subpart 1-8.211-2(a) and AID Procurement Regulations Subpart 7-8.211.

AID Backstop Office: The Office of Contract Management (SER/CM).

Operational Mode: Reviews all contract termination actions to insure reasonableness of costs negotiated and for compliance with AID and Federal Procurement Regulations. Meets as required.

Members: The Assistant Administrator for Program and Management Services, the Controller and the General Counsel for all proposed settlements in excess of $1 million dollars - their delegees for settlements less than $1 million dollars.

The SOG Personnel Committee

Purpose: Assists the Senior Operations Group (SOG) in developing and recommending proposed Agency personnel manpower goals; in measuring progress toward those goals; and in recommending policies and action programs to improve personnel management effectiveness.

History: Established by the Deputy Administrator July 30, 1975.

A.I.D. Backstop Office: The Office of Personnel and Manpower (SER/PM).

Operational Mode: Major personnel policy proposals or issues are referred to committee members for review and discussion during periodic meetings.

Members: The Director, SER/PM (Chairman); the Deputy Administrators of PPC, TAB, AFR and NE, rotating members; Director, SER/MP, Director, EOP, and the Special Assistant for Labor Relations, SER, continuing members.

Statutory Performance Rating Board of Review

Purpose: Provides a formal appeal of a performance rating, including the right to a hearing by the Civil Service Commission.

History: Federal Personnel Manual pursuant to 5 USC 4305.

A.I.D. Backstop Office: Office of Personnel and Manpower (SER/PM). Civil Service Personnel Division.

Operational Mode: Impartial determination based on facts presented in the appeal.

Members: A Chairman, designated by the Civil Service Commission, an A.I.D. member appointed by the Administrator and a member designated by the employee.

A.I.D. Subgroup, Interagency Working Group on Transfer of Technology

Purpose: To coordinate the development of USG agency plans for implementing the Secretary of State's initiatives at the Seventh Special Session of the UN General Assembly relating to technology transfer to LDCs.

History: Administratively established in November 1976.

A.I.D. Backstop Office: The Bureau for Technical Assistance, Office of Science and Technology (TA/OST).

Operational Mode: Meetings are called when necessary by the Chairman.

Members: A.I.D. (Director, TA/OST) Chairman; State, HUD, Interior, Commerce, Treasury, HEW, NASA, NSF, ERDA and representatives of other A.I.D. Bureaus (LA, LEG, PPC, IDC, GC).

Women's Advisory Committee (WAC)

Purpose: Provides advice and information to A.I.D. women; develops recommendations to the Administrator, the Director of EOP, FWPC and other officials of the Agency who bear any responsibility for decisions affecting the employment of and maximum participation by A.I.D.'s women employees.

History: Established in 1970.

A.I.D. Backstop Office: The Office of Equal Opportunity Programs (EOP).

Operational Mode: Proposed advice and recommendations are reviewed by the receiving official and forwarded to the appropriate office for implementation as appropriate.

Members: Members (between 15 and 36 employees) are chosen by the Committee as a whole, which receives suggestions and recommendations from the Membership Committee, which also receives and/or solicits recommendations from AFGE and AFSA. The Committee has at all times official representation from AFGE and AFSA.

The Asia Project Advisory Committee (APAC)

Purpose: To conduct final review of Grant and Loan Project Review Papers (PRP's) and Project Papers (PP's) for Asia Bureau development assistance activities.

History: Established as a Working Group by the Asia Bureau when it was reorganized in October, 1975. The Committee, however, retained the form and function it had under its predecessor entity, the East Asia Bureau.

A.I.D. Backstop Office: The Office of Project Development (ASIA/PD).

Operational Mode: Proposed Project Review Papers and Project Papers are received by ASIA/PD and reviewed under an informal Project Review Committee. Issues identified under this review are presented to the APAC for final action. The Committee meets formally under the chairmanship of the Assistant Administrator for Asia or his Deputy on an as needed basis throughout the year.

Members: The Assistant Administrator for Asia, the Directors of ASIA/PD, ASIA/TR, and ASIA/DP, relevant geographic office staff, PPC and OMB. Invitations are also given to TAB, PHA, OIT, Engineering and SER as may be appropriate.

Agricultural and Rural Sector Planning Committee (ARSP)

Purpose: To plan mechanisms and procedures for assuring co-ordinated policy development by Missions, Geographic Bureaus, the Technical Assistance Bureau and the universities in the planning, implementation and evaluation stages of the Expanded Program for Economic Analysis.

History: Established December 2, 1975.

A.I.D. Backstop Office: Technical Assistance Bureau (TA), Office of Agriculture.

Operational Mode: Meets on call to review and evaluate specific project proposals.

Members: The committee now operates with designated members of Geographic Bureaus and TA. It is planned that membership will later be expanded to include university economists, other social scientists, and a public representative, in which case the committee will be reestablished as an A.I.D. public advisory committee.

A.I.D. Awards Committee

Purpose: Provides central direction for the Agency's Incentive Awards Program, develops policies to administer the program, evaluates effectiveness of the program, and approves or disapproves cash or other Agency awards on behalf of the Administrator. Reviews nominations submitted for non-government awards and determines their suitability for being the Agency's candidates.

History: The Awards Committee was established under authority of Chapter 45, Title 5, United States Code (the Government Employees' Incentive Awards Act) and regulations issued by the Civil Service Commission (FPM Chapter 451) for administration of the Federal Incentive Awards Program. The head of each agency is required to establish and operate an incentive awards plan.

A.I.D. Backstop Office: Office of Personnel and Manpower, Personnel Services Branch.

Operational Mode: The Committee meets upon request of the Chairman or Executive Secretary to consider specific nominations or other topics relative to the program.

Members: The Committee consists of a Chairperson and not less than six members, excluding the Executive Secretary of the Committee. The members represent: Major Program and Staff Offices (1 member); Functional Bureaus (3 members); and Geographic Bureaus (2 members). The Executive Secretary serves without vote and is assigned to the Office of Personnel and Manpower.

Development Information Advisory Committee (DIAC)

Purpose: The purpose of the DIAC is to provide substantive, professional guidance to the Office of Development Information, Bureau for Program and Policy Coordination (PPC/DI), in its role of providing experiential, evaluative and technological information to project designers (see separate statement on functions of PPC/DI). The functioning of PPC/DI requires the coordination and support of the geographical bureaus and relevant central staff offices, which, in turn, have a direct interest in the scope, quality and reliability of DI services.

History: Authority for establishing the Committee was the Deputy Administrator's concurrence (dated 12/19/75) in the Report of the AID Library and Information Retrieval Task Force (Action Memorandum dated 11/3/75).

The Committee was established on December 19, 1975. Its duration is indefinite, so long as DI functions require substantial coordination. It is anticipated that the usefulness and frequency of Committee meetings will decline as PPC/DI becomes fully established as a part of the Agency's accepted practices.

A.I.D. Backstop Office: Office of Development Information, Bureau for Program and Policy Coordination.

Operational Mode: Committee is convened from time to time, to consider agenda items proposed by PPC/DI and/or members of the Committee.

Members:

Chairman - AA/TAB
Vice-Chairman - AAA/PPC/DPRE
Special Assistant to the Deputy Administrator
TA/RIG
LA/DP
NE/DP
AFR/DP
ASIA/DP
PHA/PRS
PPC/DPRE
SER/MP
SER/DM
SER/ENGR (If agenda includes engineering considerations)

# VIII. EFFORTS TO IMPROVE AGENCY MANAGEMENT

## A. INTRODUCTION

A.I.D. is responsible for managing a diverse and complex program which has increased from $1.9 billion in fiscal year 1973 to about $3.4 billion in fiscal year 1977. This program involves more challenging tasks than earlier foreign aid programs, generally characterized by large-scale resource transfers. Along with focused attention on the needs of the world's poorest majority, new Congressional directions for A.I.D. include: increased involvement with private and voluntary agencies; expanded programs in population and family planning; new initiatives in appropriate technology, agribusiness, agricultural research and the role of women in development, and expanded emphasis on the host-country financed reimbursable development programs.

The scope and variety of A.I.D. programs are illustrated by:

- -- a loan portfolio of some 1,300 active loans totaling over $12 billion;
- -- active grant programs totaling almost $1 billion, including projects in such critical development sectors as food and nutrition, health and population, and education;
- -- commodity procurement totaling over $800 million;
- -- nearly 1,500 technical services contracts with a value in excess of $750 million;
- -- food grants to private and voluntary agencies, totaling $275 million;
- -- responsibility for overseeing participation in A.I.D. programs by 20 Federal agencies and 115 U.S. universities and educational institutions.

Two mechanisms continue to be especially valuable in the ongoing effort to improve A.I.D. management:

- -- The Administrator's Advisory Council (AAC), made up of the Agency's top managers (its statutory officials), concentrates on the area of substantive program policy issues and develops foreign assistance policies, concepts and approaches.
- -- The Senior Operations Group (SOG), which is chaired by the Deputy Administrator, includes all Deputy Assistant Administrators and certain Office Directors. SOG advises on the Agency's most significant management and operating problems, serves as a forum for analytic discussion, and sponsors an extensive program of systems development and staff studies.

Some highlights of this program to improve Agency management are described in the following pages.

## B. SYSTEMS IMPROVEMENTS

In its efforts to improve Agency management, A.I.D. has focused on systems improvements directed toward achieving better programs of assistance to the less-developed countries. The most important among these improvements has been the development of a new system for project identification, design, review, and approval - the project assistance system.

This new system:

-- Unifies previously separate loan and grant procedures

-- Adds the use of professional criteria, including social analysis, to the project review process

-- Integrates project design, evaluation, and performance measurement

-- Links project planning closely to the budget cycle

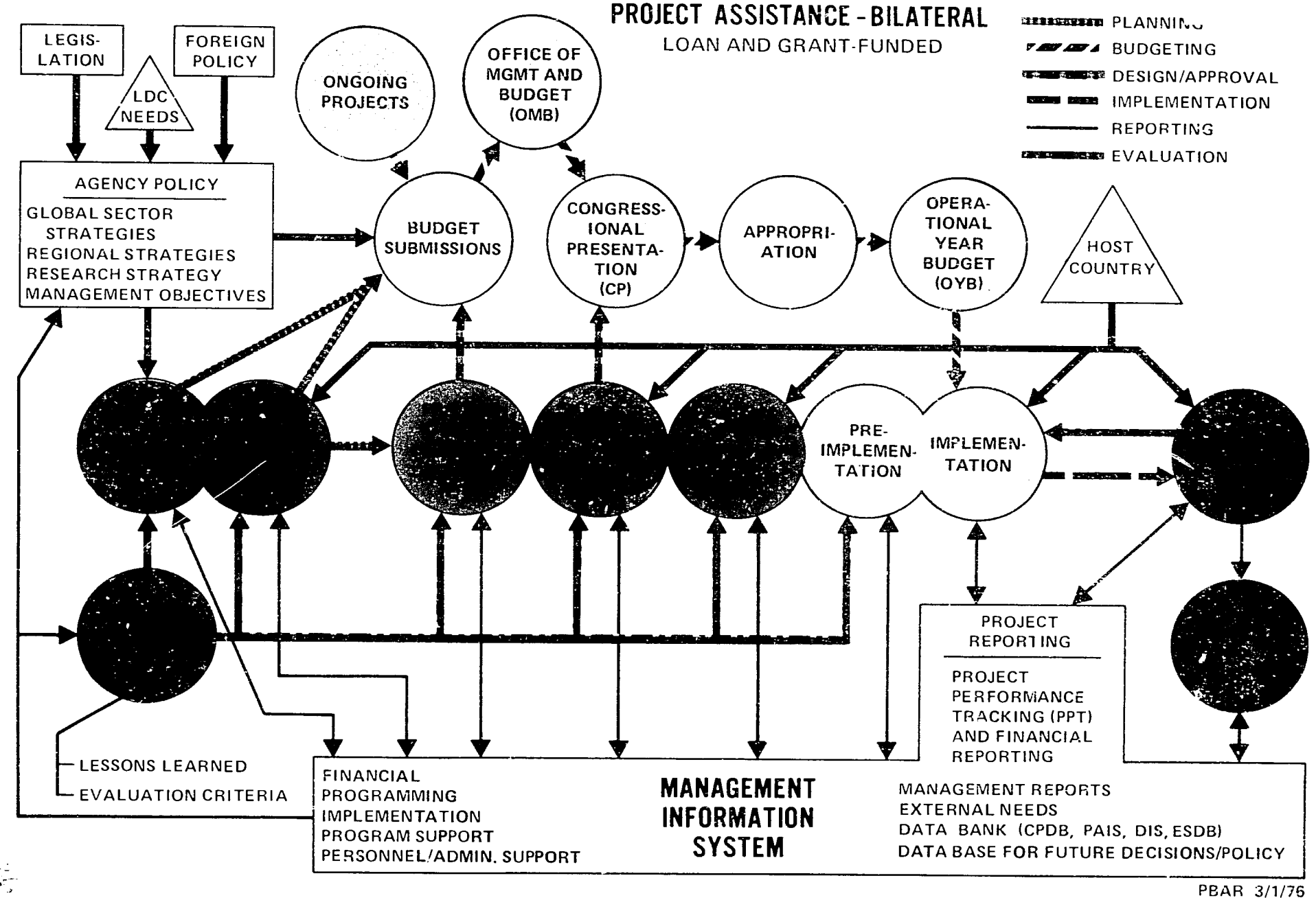
-- Enhances collaborative planning with the host countries

The project assistance system had to be integrated with other related A.I.D. systems in order to form an effective, comprehensive system - the new Planning, Budgeting, Accounting and Reporting system (PBAR). The development of such a comprehensive system required the overhauling and integrating of the Agency's substantive and information processes to improve A.I.D.'s responsiveness to current development priorities and requirements. This was done by a full-time task force which worked on this assignment from April 1974 through October 1976.

A chart which shows the complexity and variety of the interactions between major Agency processes, including the project assistance process, which the PBAR task force had to deal with, appears as Attachment A on the next page.

The project assistance system has been in operation essentially for over a year. The most significant missing element - new standard procedures for project implementation - is now being developed. The system has been studied by many governments and international organizations due to its substantive and procedural innovations. A parallel system has also been developed for "non-project" activities, such as commodity import programs.

# INTERACTION OF MAJOR AGENCY PROCESSES




PBAR 3/1/76

In order to support the new integrated project assistance process, new information systems were developed as part of the PBAR effort. At present, four major automated systems are being implemented, a non-automated system is installed, and a new project coding system is in use. The systems divide into two groups:

a. management support, consisting of:

-- a Country Program Data Bank (to provide relevant data covering the project documentation and approval process, as well as the annual budget process)

-- a Project Accounting Information System (to provide pertinent financial information for every A.I.D. project)

-- a Project Performance Tracking System (to monitor physical project performance - non-automated)

b. design and evaluation support, consisting of:

-- an Economic and Social Data Bank (to provide economic and social data relevant to the Agency's design, evaluation, and monitoring activities in the less-developed countries)

-- a Development Information Service (to provide needed information for reference, guidance, and problem-solving primarily for use of A.I.D. project designers)

The management support systems are to be operational by the end of the year and the design and evaluation support systems by late February 1977.

For the automated systems, an initial data load of nearly 67 million data elements is underway. A.I.D./W bureaus and key offices have "output terminals" allowing access to all of the systems, and detailed training in the terminal use is scheduled within the next 60 days. Thus, timely, consistent data will be available rapidly and efficiently to all levels of management, not only increasing management effectiveness but allowing rapid response to external requests for information and analysis.

In close harmony with its efforts to improve its programming systems, the Agency has embarked on a series of projects designed to apply current computer technology in order to provide more useful information to management at all levels. Computer equipment was upgraded, software capacity was augmented, and facilities for entering data from remote sites and retrieving information were added.

While these technological improvements were underway, an effort was also initiated to assist the operational offices in applying computer technology to their management functions. Today, for example, there are automated data processing systems to assist the Office of Food for Peace, the Office of Foreign Disaster Assistance, the Technical Assistance Bureau and the Office of Private and Voluntary Organizations, in addition to the terminals installed in connection with the development of the PBAR system (see above).

In view of the complexity of the interaction between the various Agency systems, A.I.D. management established in August 1976 an Office of Systems Coordination (SER/SYS) to provide a focal point within the Agency for coordinating the development and improvement of systems.

## C. IMPROVING PROCUREMENT POLICIES AND PROCEDURES

A.I.D. has instituted a review of its policies and procedures for procurement of program commodities and services. Existing policies and procedures have, over the years, evolved in response to Presidential directives, Congressional Mandates, requirements of other Federal agencies, and A.I.D.'s own experience. These policies and procedures have become quite complex, reflecting such factors as the category of the procuring organization, the type of program (e.g., capital or technical assistance), and the funding of the program or project (e.g., loan or grant).

An expert working group was organized in April 1976 to develop an integrated, consistent and codified body of procurement policies and procedures covering both commodities and services. The group has now reviewed each area of A.I.D. procurement, has already resolved a number of policy issues, and is expected to submit its recommendations for a revised, coordinated body of procurement policies in December 1976.

## D. CONTRACTING

The new directions mandated by the Foreign Assistance Act of 1973 emphasized increasing the role of the U.S. private sector in foreign aid, and brought a shift in Agency policy toward a more collaborative style of operation with host countries. A chief consequence of this was a change in the role of A.I.D. and its overseas Missions, from that of provider of technical assistance to that of manager and financier of technical and capital assistance rendered by non-A.I.D. intermediaries under grants, loans, contracts, or Participating Agency Service Agreements (PASA's) with other Federal agencies.

As the Agency increasingly relied on contractual sources of technical and capital assistance services, it was recognized that Agency contracting methods and practices needed to be made more responsive and efficient. A.I.D. had recently centralized its contracting functions from its geographic bureaus, so a major effort to improve and update the Agency's contracting capabilities and performance became timely. This effort took into account the complexities and variety of services which A.I.D. procures, as well as the problems which arise from such factors as geographic distances and host country involvements.

In June 1974, a Senior Operations Group (SOG) Task Force on Contracting was established by the Deputy Administrator to study and analyze contracting problems. The Task Force was directed to research each issue or problem thoroughly and to make recommendations which were to be sharply defined, feasible and actionable. Options were to be clearly identified where substantive differences of view were found.

To ensure systematic coverage of all outstanding issues and problems, the Task Force formed the following six working subgroups to study the following:

a. Simplified direct contracting procedures

b. Grant funded host country contracts for technical assistance

c. Role of the Office of Contract Management in host country contract review and approval procedures

d. University and non-profit contracting

e. Utilization of minorities and women on A.I.D. contracts

f. Conflicts of interest issues

Two SOG meetings were held in early 1975 to review the preliminary report and recommendations of the Task Force to afford all bureaus and offices an opportunity to make comments and suggestions. In May 1975 the chairman submitted to the Deputy Administrator a final report with recommendations of the SOG Task Force on A.I.D. contracting. In June 1975, the Deputy Administrator approved 27 recommendations and designated an implementation coordinator. As of October 31, 1976, 26 recommendations had been implemented, with the one remaining targeted for implementation by November 30, 1976.

As a result, the Agency has benefited from many detailed changes in its contracting processes, such as reduction in security clearance requirements for short-term contract personnel, establishment of training courses to acquaint project officers with contracting

regulations, assignment of regional and area contracting officers overseas, and establishment of new contractor selection procedures for educational institutions and collaborative assistance projects. Changes like these have improved the present efficiency and responsiveness of the contracting system and have led to a continuing process of refinement which should ensure that the Agency maintains an efficient system.

## E. ADMINISTRATOR's DEVELOPMENT SEMINAR (ADS)

To give senior Agency executives an opportunity to identify and deal systematically with policy issues relating to program design and management, the Deputy Administrator in August 1976 approved a plan for a series of two-week seminars limited to top managers from overseas Missions and A.I.D./Washington.

These seminars are designed to strengthen the participants in their roles as program managers, as these roles are redefined and made more demanding by the changing international environment and by U.S. legislation aimed at reaching the poor majority of people in the developing countries.

The first seminar convened in mid-November 1976 in Washington. A critique of this initial seminar is planned to be conducted jointly by the Administrator's Advisory Council and the Senior Operations Group.

## F. INTERNATIONAL TRAINING PROGRAM

Since the early 1940's, the international training program has provided training for approximately 180,000 foreign nationals from war-torn and less-developed countries. The training provided--academic and non-academic, short-term and long-term--has been largely in disciplines of greatest need, such as education, agriculture and health.

Over the past year, the Agency has taken significant initiatives to improve this program. A major restructuring and redirection were found to be necessarry to meet changing world needs. Accordingly, an extensive management study, reviewing and evaluating the program in virtually every aspect, was conducted by a private consulting firm (Arthur Young and Company). The majority of the recommendations in the consultants' final report have now been carried out; the remainder are in the process of implementation or are subject to testing.

Especially important in this effort are:

-- establishing stronger links with the private sector. For example, A.I.D. is involved on a pilot basis with other Federal agencies to identify new training resources and to involve U.S. educational institutions, business and industry, and state and local entities in participant training activities;

-- strengthening support by A.I.D. Missions overseas to training activities in the less developed countries; and

-- improving the means to transfer technology, especially to the poorest of the poor, by providing advice and assistance (on-site if necessary) to cooperating-country entities in designing and implementing participant training programs.

## G. STREAMLINING AGENCY DIRECTIVES

Through the years, the Agency's directives system had become increasingly complex, inconvenient to use, and obsolescent. Recognizing that a patchwork update of existing directives would not serve the needs of either management or operating personnel, Agency management decided to redesign Agency directives into a series of topical handbooks. These would reflect the many significant changes in policies and procedures that had occurred in recent years and be structured to highlight substantive policy in contrast to procedural detail. The objective was to launch a new streamlined directives system for the Agency that would be complete, current and well-coordinated.

Emphasis was placed on maximum user convenience. New guidelines for style and format were developed to achieve greater clarity, better presentation, and increased intelligibility. Most important, however, related materials were brought together whenever possible so that managers and technicians--whether in Washington or overseas--could have conveniently at hand all the official Agency guidance needed to do their job.

One thousand two hundred manual orders--many of great length-- were converted into 33 discrete handbooks. All handbooks have been completed and issued. There are, however, still some significant gaps in coverage which have to be filled, and a few residual manual orders which have to be incorporated into the handbooks or canceled. A final substantive review of all handbook content for consistency and completeness is planned for March 1977.

# IX. THE A.I.D. WORKFORCE

## A. A.I.D. Workforce Resources and Constraints

### 1. Resources

A.I.D. obtains its workforce resources under a variety of arrangements and authorities -- direct-hire U.S. and foreign national employees, contractors (including Personal Services Contractors--PSC's), personnel of other Federal agencies through details-in or Participating Agency Service Agreements (PASA's), and individuals made available through the Intergovernmental Personnel Act (IPA).

#### a. A.I.D. Direct-Hire Personnel

The bulk of A.I.D.'s workforce is made up of full time direct-hire employees. Overseas, some 1,274 U.S. personnel (as of 10/31/76) are responsible for the administration of Agency programs and projects, including the functions of program planning, development, implementation, evaluation, and management support. A relatively small portion of these U.S. personnel are actually engaged in project execution -- about 100; for the most part, however, the Agency utilizes the expertise of other Federal agency personnel and contractors in project design and implementation.

Supporting the U.S. direct-hire staff overseas are the 2,048 foreign national direct-hire employees. Most of the foreign nationals provide support in the administrative and clerical fields; some, however, perform functions which could be - and in the past often were -- performed by U.S. staff such as engineers, economists, participant training officers, personnel officers, and a wide range of other specialists. Because of their knowledge of local customs and practices -- and, most importantly, appreciably lower cost -- local employees are often more effective and appropriate than an American might be.

In AID/Washington, there are 2,415 direct-hire Americans responsible for a wide range of functions, including the provision of policy and program direction to the overseas posts, and a wide variety of program and management support which can be best or only done in Washington.

In total, as of October 31, 1976, the Agency had 5,737 fulltime, direct-hire employees in permanent positions in Washington and overseas, as well as 350 part-time and temporary employees.

b. Contractor Personnel

Consistent with explicit direction in the Foreign Assistance Act, the Agency has established a policy of carrying out its development assistance programs to the maximum extent possible through the private sector.

A.I.D. currently utilizes the services of approximately 668 Americans, plus 525 foreign nationals through contractual arrangements with individuals, private institutions and firms. The contract may be directly between A.I.D. and the contractor (A.I.D.-direct contract), or may be between the recipient country and the contractor (Borrower/Grantee--"B/G"-contract). Broadly speaking, these figures include those contract activities which involve the provision of technical assistance to the recipient country. The figures reflect the number which A.I.D., through its contracting processes, has determined are required to carry out the activity; not reflected are the number which A.I.D. allows the contractor at its own discretion -- within the funding constraints of the contract -- to hire to carry out the terms of the contract. In this latter -- excluded -- category are personnel involved in such things as the construction of real property (e.g., buildings and dams) and services provided incidental to the purchase of commodities or equipment under contract, such as the labor provided by a contractor in connection with the installation of purchased machinery. A.I.D. has authority--only for overseas work--to enter into Personal Services Contract, i.e., a contractual arrangement with an individual in which there is, essentially, an employer/employee relationship.

c. Other Federal Agency Personnel

A.I.D. also looks to other Federal agencies to provide the expertise from their staff under a special Participating Agency Service Agreement (PASA) worked out with each agency. Under such agreements, the personnel involved remain employees of the parent agency during their assignment with A.I.D., which is generally overseas; they do not enter A.I.D.'s

employment rolls. The Agency presently has 251 such "PASA" personnel, as of October 31, 1976. In addition, there are seven other Federal employees detailed-in to A.I.D./Washington for which the Agency, in most cases, pays a reimbursement to the parent agency.

d. Intergovernmental Personnel Act

Under the provisions of Public Law 91-648, the Intergovernmental Personnel Act of 1970, A.I.D. also utilizes employees from state and local governments and from institutions of higher education. Title IV of this Law provides for the interchange of personnel of the Federal Government and of state and local governments and institutions of higher education under a special agreement between the individual Federal agency and the local government or institution. Such personnel serve in the Federal Government either under a detail arrangement or on transfer from the parent organization while on a leave-without-pay status. In the latter case, they become direct-hire employees of the Federal agency involved. At present the Agency has 16 IPA personnel detailed-in to A.I.D.--mainly specialists in areas such as agriculture and economics.

In summary, the Agency's policy of using non-A.I.D. expertise to the maximum extent feasible is based on several factors. First, the scope of the economic assistance program requires that the Agency draw upon the variety of technical resources and skills of other government and private institutions; in many cases, the need for specialized skills may be only temporary and "borrowing," rather than employing, such personnel provides the Agency with greater program management flexibility. Second, this policy encourages the continuing infusion of up-to-date technology and "state-of-the-art" from the institutions with outstanding capabilities in the various technical areas. Further, the use of personnel from private institutions encourages the establishment of post-assistance ties and relationships between those institutions and parallel institutions and entities in the recipient countries, which can provide a mutual benefit to both parties in the future.

2. Constraints on Workforce Resources

Particularly in the last several years, the Agency has sought to achieve staffing levels both overseas and in Washington which are austere but, at the same time, the minimal levels necessary to perform the work efficiently and effectively. In

setting these balanced levels, however, three basic constraints effect management judgments, and decisions.

First, the Office of Management and Budget establishes a worldwide, end of fiscal year direct-hire employment limitation. For FY 1977, the level is 6,152 full-time employees in permanent positions -- including both U.S. and Foreign National employees; and both A.I.D./Washington and overseas. Under this limitation, the Agency distributes its workforce between A.I.D./Washington and overseas and among its organizational elements.

Second, MODE (Monitoring Overseas Direct Employment) is a control exercised by the Under Secretaries Committee of the National Security Council, with staff support from the Department of State. MODE controls the total number of employees assigned abroad who contribute to the official U.S. Government presence and profile overseas. (For A.I.D., this category includes all U.S. and Foreign National direct-hire personnel and personnel of other Federal agencies working under Participating Agency Service Agreements.) In general, this constraint does not prevent A.I.D. from staffing its Missions as it deems appropriate to carry out its assigned responsibilities. In certain cases, however, U.S. Ambassadors, as the personal representatives of the President and the Secretary of State, may -- and have -- objected to A.I.D.'s proposed levels because of official policy considerations; in those instances where A.I.D. and the Ambassador cannot reach agreement on the staffing levels required, and in A.I.D.'s judgment essential for prudent conduct of a country program, an appeal process within the Department of State and, subsequently, to the Under Secretaries Committee has been established and can be used.

Third, limitations on any Agency's appropriations -- for A.I.D. especially the Operating Expenses Account since that is the source from which the bulk of Agency personnel are paid -- is the ultimate constraint on the Agency's personnel levels. Additionally for A.I.D., Congressional views on the size and location of A.I.D. staffing, as expressed most recently during the appropriations process, affect the decisions senior Agency management makes on A.I.D.'s personnel levels.

### 3. A.I.D. Internal Workforce Resource Allocation and Employment Control System

A.I.D.'s workforce resource requirements are determined as an integral part of the annual program development and budget cycle. This cycle begins with the transmission to each A.I.D. overseas post of the annual program guidance prepared by the Bureau for Program and Policy Coordination (PPC) for field submission of program budget requests. At the same time, the Bureau for Program and Management Services (SER) provides guidance for submission of the Mission Operating Expense Budget (MOB). The MOB is developed consistent with and in support of both the Development Assistance Plan and the Annual Budget Submission from each overseas mission. It is designed to provide data for use in the review and approval of the current and projected workforce resource requirements.

The Office of Management Planning (SER/MP) is responsible for reviewing and making recommendations on the workforce resource requests of the Missions in conjunction with the appropriate Geographic Bureaus, and with other A.I.D. Bureaus and Offices with overseas staffs.

Concurrently, for AID/Washington, guidance for submission of a formal workforce requirements request is sent from the Assistant Administrator for Program and Management Services (AA/SER) to each A.I.D. Bureau and Office. These requests are also reviewed by the Office of Management Planning, which makes recommendations based on overall Agency priorities and program requirements.

After comprehensive reviews, the Office of Management Planning aggregates all of the workforce requests and recommendations to develop the overall A.I.D. workforce budget proposal. This proposal is then reviewed by other concerned offices in the SER Bureau, approved by the Assistant Administrator, SER, and submitted to the Office of Program and Policy Coordination as part of the A.I.D. Operating Expense Budget proposal for formal submission to the Office of Management and Budget by the A.I.D. Administrator.

Based on the decisions resulting from the foregoing process, and after the appropriation process, the Assistant Administrator, SER, authorizes the Office of Management Planning to issue to each AID/Washington Bureau, Office, and overseas organization the approved workforce allocations for the operational year

and workforce level targets for the following budget year. These allocations are expressed in terms of fiscal year-end employment limitations and constitute the maximum number of employees that an organizational unit may have on-board at the end of the given fiscal year. These allocations provide separate ceilings for:

--each category of A.I.D. personnel, including direct-hire and personnel detailed to and from other Federal Government agencies, international organizations, state and local governments, and institutions of higher education.
--overseas or Washington locations.
--American or foreign national incumbency.
--operating expense-funded or funded by other appropriation accounts.

Simultaneous with this process, requests for allocations of consultant workdays and overtime are reviewed by the Office of Management Planning and levels for each AID/Washington Bureau and Office are approved by the Assistant Administrator for Program and Management Services (AA/SER). Total overtime and consultant work-day allocations are governed by a careful assessment of requirements, as well as the availability of operating expense funds.

Adherence to Agency U.S. national workforce allocations--both for A.I.D./W and overseas--are assured by control procedures in the Office of Personnel and Manpower supported by an automated data system. Recently installed procedures further assure that positions allocated are utilized for the purposes for which requested and approved. Foreign National employment is controlled at the Mission level and monitored by Washington.

Overtime and consultant allocations in A.I.D./W are monitored centrally.

## IX. B. WORKFORCE NUMBERS AND TRENDS

A.I.D.'s workforce has changed significantly over the years. From an on-board level of about 14,600 direct-hire personnel in 1961, the Agency reached a peak of some 17,600 in 1968. Between 1968 and the end of 1977, the direct-hire personnel will have been reduced by approximately 11,400--a decrease of 65%--to an estimated level of about 6,200.

There are a number of factors which have affected the changing workforce levels. The peak employment of the late 1960's reflects the expansion of the Agency's programs in the Southeast Asia area, culminating at 17,600 in FY 1968.

Then during FY 1969, A.I.D. sustained a 12% reduction in American personnel overseas--both A.I.D. direct-hire and other Federal agency personnel serving with A.I.D. under Participating Agency Service Agreements--and a similar reduction in foreign national personnel under the President's Balance of Payments Program (BALPA), the purpose of which was to save staff cost outflows overseas. The Washington staff was also reduced (through reduction-in-force procedures) by approximately 12% during this period due to a reduction in the FY 1969 administrative appropriation.

During FY 1970 the Agency's overseas staff was reduced further under another exercise--Overseas Presence Reduction (OPRED)--in which the President directed that by June 30, 1970 A.I.D. and other government agencies reduce overseas employment 10% below the June 1969 level in order to minimize the official U.S. Government profile overseas. For purposes of OPRED, A.I.D. overseas employment was defined to include: (1) A.I.D. direct-hire employees, (2) other U.S. agency employees working for A.I.D. under Participating Agency Service Agreements, and (3) American personal service contract employees. Under OPRED, A.I.D. actually reduced the total number of employees overseas by 758 Americans, or 14%. In the same period foreign national employment was reduced by 857, or 10%.

In FY 1971, A.I.D. achieved a further reduction of 12% overseas. The President directed the Under Secretaries Committee of the National Security Council to continue to monitor and control U.S. Government presence abroad.

In FY 1972 and FY 1973, A.I.D.'s direct-hire staff was reduced by more than 3,300 employees--a two-year reduction of 25%. This reduction, resulting from a Reform Plan initiated by the Agency in 1972, was achieved through a consolidation of program and management support services in Washington, a tightly enforced hiring freeze, and the separation of Foreign Service staff serving in time-limited appointments.

Reductions continued in the Agency's direct-hire overseas staff during FY 1974 resulting from program changes,as well as new ways of doing business,whereby actual project implementation was carried out by others--the host country itself, the U.S. private sector, and other Federal agencies.

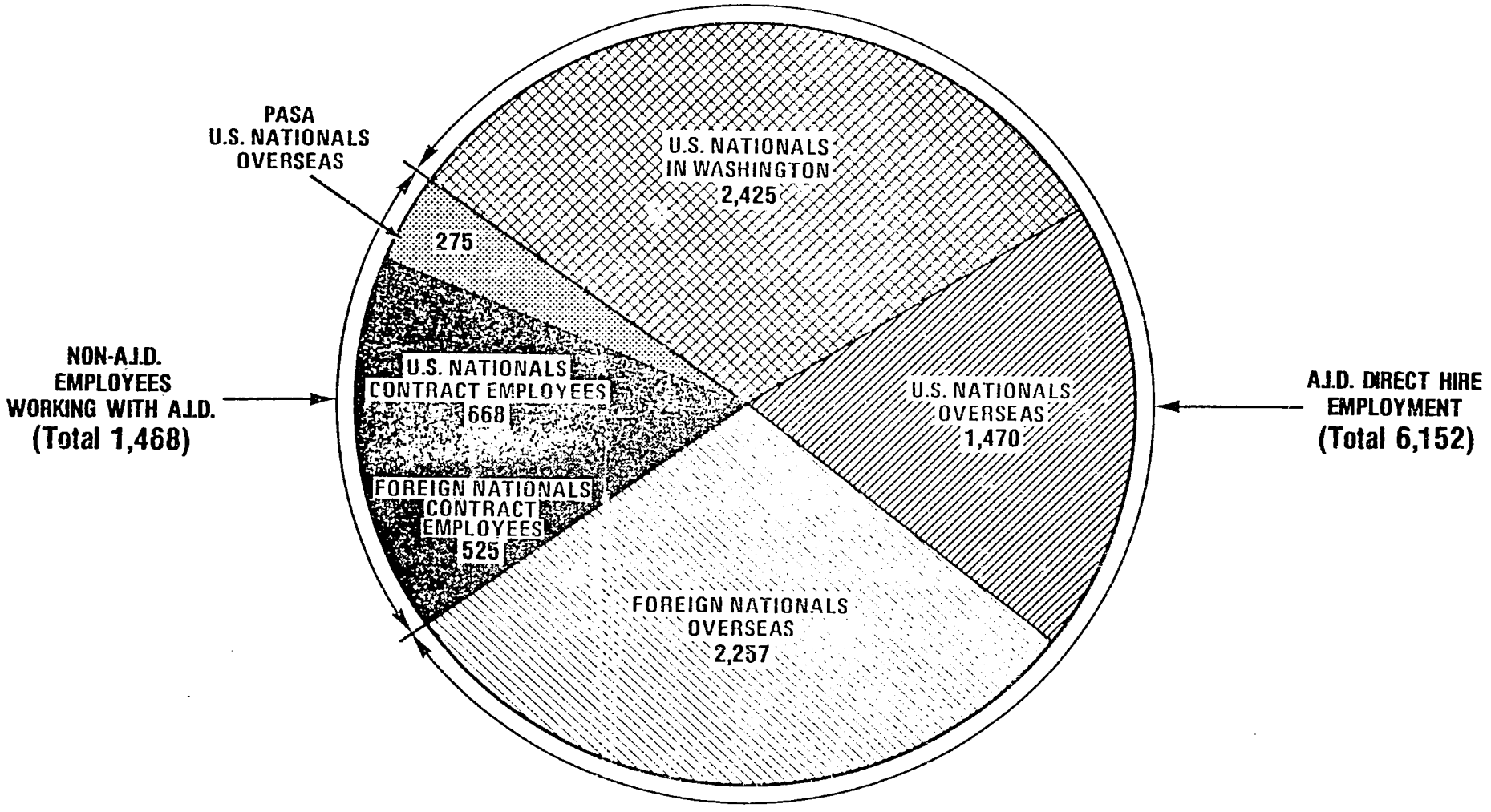
During FY 1975, the overseas A.I.D. direct-hire staff was reduced dramatically as a result of the termination of programs in Indo-china--by about 525 Americans and about 1,600 foreign nationals.

After taking into account the new initiatives legislated by the Congress in the Foreign Assistance Act, e.g., new initiatives in agriculture development, disaster relief, women in development, environmental concerns, the Sahel, and the Middle East, it was concluded that a restructuring was necessary in the size and skills composition of the A.I.D staff. The Agency is continuing to adjust its workforce to the changing program requirements. Emphasis has been placed on the development of revised and new training programs to upgrade the skills and better utilize the talents of Agency employees. Recruitment has been undertaken for those skills in short supply within the Agency, and A.I.D. has accelerated the hiring of International Development Interns to ensure a steady input of young talent.

The direct-hire workforce level of 6,152 for September 1977 represents the Agency's current estimate of the number of positions it anticipates will be filled at the end of FY 1977.

The details of the A.I.D. workforce situation--past, present and future--are covered by the charts on the following pages.

# A.I.D. WORKFORCE RESOURCES




NOTE:

PASA employees are direct-hire employees of other federal agencies assigned to A.I.D. activities under Participating Agency Service Agreements.

Contract employees include personnel who work for institutions or firms engaged in carrying out economic assistance programs and projects under direct A.I.D.-financing. Also included are individuals who may be similarly engaged by A.I.D. on a personal services contract. (Not included, for counting purposes, are those employees working on large construction contracts, i.e., dam or road-building.)

Data for A.I.D. Direct Hire represents projections of on-board employment as of September 30, 1977.

Data for PASA and contract employees working with A.I.D. represents actual on-board as of September 30, 1976.

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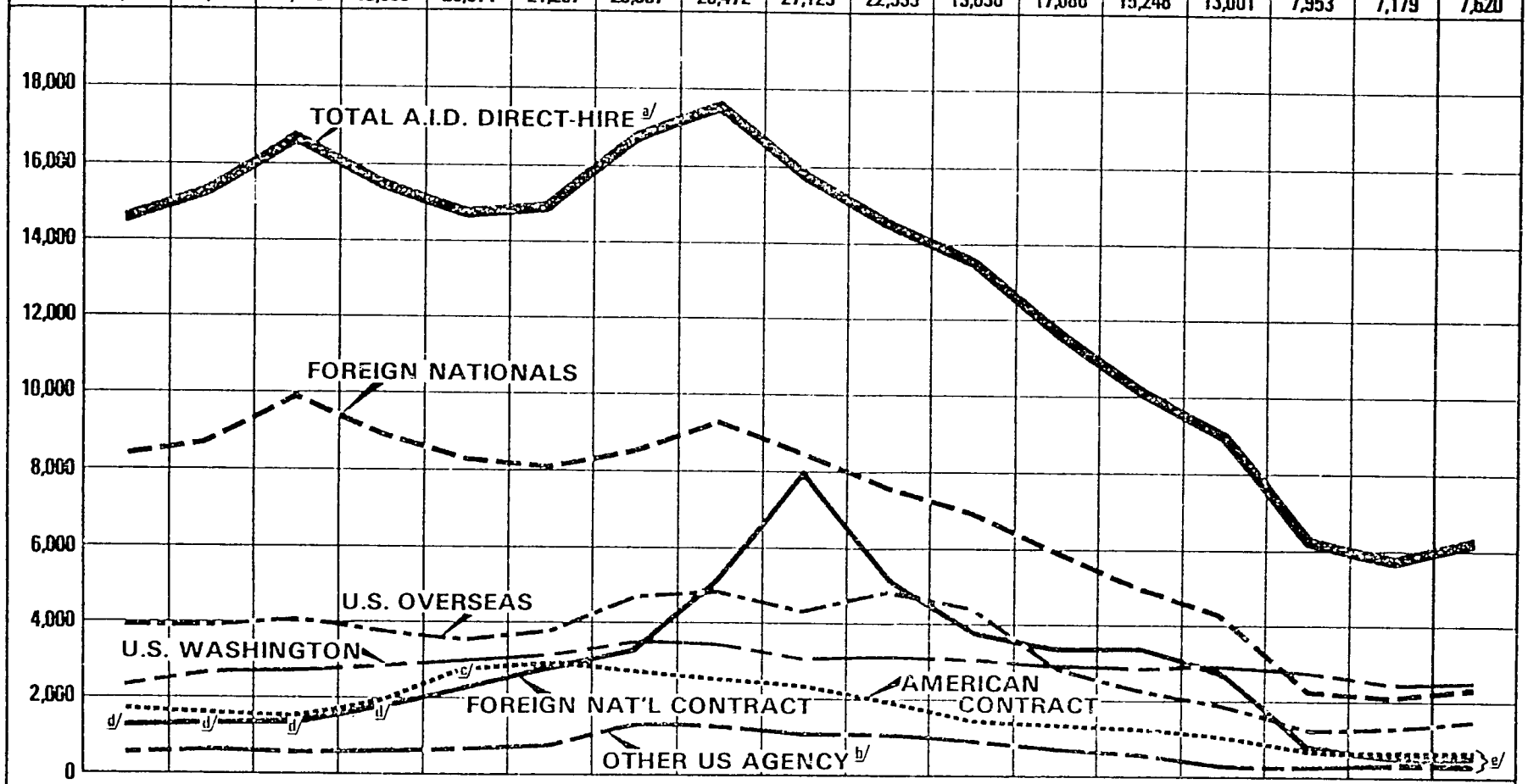
# A.I.D. WORKFORCE TRENDS BY CATEGORY FY 1961-77

| | ACTUAL ON-BOARD | | | | | | | | | | | | | | | | ESTIMATED ON-BOARD |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 6/61 | 6/62 | 6/63 | 6/64 | 6/65 | 6/66 | 6/67 | 6/68 | 6/69 | 6/70 | 6/71 | 6/72 | 6/73 | 6/74 | 6/75 | 9/76 | 9/77 |
| GRAND TOTAL | 18,106 | 18,717 | 19,978 | 19,598 | 20,371 | 21,267 | 23,957 | 26,472 | 27,123 | 22,595 | 19,630 | 17,086 | 15,248 | 13,001 | 7,953 | 7,179 | 7,620 |




SOURCE: Official Agency Strength Reports, except where noted.

a/ Fulltime employees in permanent positions. Excludes part-time, intermittent, summer and other temporary employees.

b/ Direct-hire employees of other federal agencies assigned to A.I.D. activities under Participating Agency Service Agreements, and those detailed to regular A.I.D. positions.

c/ New reporting requirements for contract personnel established in FY 1965. Refinement of reporting criteria caused approximate 25% increase in U.S. contract employees reported; foreign national contract employees counted for first time.

d/ No reliable data for foreign national contractor employees was available until 6/65. Figures shown are estimated.

e/ Data as of September 30, 1976.

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AGENCY FOR INTERNATIONAL DEVELOPMENT

WORKFORCE TRENDS BY CATEGORY -- FY 1961 - FY 1977

| | ACTUAL ON-BOARD | | | | | | | | | | | | | | | | Estimated On-Board |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 6/61 | 6/62 | 6/63 | 6/64 | 6/65 | 6/66 | 6/67 | 6/68 | 6/69 | 6/70 | 6/71 | 6/72 | 6/73 | 6/74 | 6/75 | 9/76 | 9/77 |
| GRAND TOTAL | 18,106 | 18,717 | 19,978 | 19,598 | 20,371 | 21,267 | 23,957 | 26,472 | 27,123 | 22,595 | 19,630 | 17,086 | 15,248 | 13,001 | 7,953 | 7,179 | 7,620 |
| I. Total A.I.D. Direct-Hire a/ | 14,[illegible] | 15,264 | 16,636 | 15,437 | 14,713 | 14,892 | 16,713 | 17,569 | 15,753 | 14,486 | 13,477 | 11,719 | 10,108 | 8,961 | 6,185 | 5,711 | 6,152 |
| Americans | | | | | | | | | | | | | | | | | |
| Washington | 2,248 | 2,644 | 2,661 | 2,782 | 2,930 | 3,116 | 3,505 | 3,468 | 3,030 | 3,076 | 3,040 | 2,899 | 2,824 | 2,872 | 2,735 | 2,404 | 2,425 |
| Overseas | 3,927 | 3,962 | 4,011 | 3,737 | 3,539 | 3,773 | 4,729 | 4,833 | 4,322 | 3,863 | 3,473 | 2,893 | 2,281 | 1,847 | 1,231 | 1,266 | 1,470 |
| Foreign Nationals | 8,409 | 8,718 | 9,964 | 8,918 | 8,244 | 8,006 | 8,479 | 9,263 | 8,401 | 7,547 | 6,964 | 5,927 | 5,003 | 4,242 | 2,219 | 2,041 | 2,257 |
| II. Non-A.I.D. Employees Working with A.I.D. | | | | | | | | | | | | | | | | | |
| Other US Agency b/ | 568 | 561 | 566 | 587 | 634 | 688 | 1,283 | 1,246 | 1,034 | 1,039 | 917 | 723 | 556 | 279 | 267 | 275 | 275e/ |
| American Contract | 1,704 | 1,572 | 1,476 | 1,874 | 2,769c/ | 2,894 | 2,713 | 2,510 | 2,336 | 1,926 | 1,439 | 1,341 | 1,245 | 1,070 | 744 | 668 | 668e/ |
| Foreign Nat'l Contract | 1,250d/ | 1,300d/ | 1,300d/ | 1,700d/ | 2,255 | 2,793 | 3,248 | 5,147 | 8,000 | 5,144 | 3,797 | 3,303 | 3,339 | 2,691 | 757 | 525 | 525e/ |

SOURCE: Official Agency Strength Reports, except where noted.

a/ Full-time employees in permanent positions. Excludes part-time, intermittent, summer and other temporary employees.
b/ Direct-hire employees of other federal agencies assigned to A.I.D. activities under Participating Agency Service Agreements, and those detailed to regular A.I.D. positions.
c/ New reporting requirements for contract personnel established in FY 1965. Refinement of reporting criteria caused approximate 25% increase in American contract employees reported; foreign national contract employees counted for first time.
d/ No reliable data for foreign national contractor employees was available until 6/65. Figures shown are estimated.
e/ Data as of September 30, 1976.

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# X.A. PERSONNEL MANAGEMENT IN A.I.D.

## 1. A Brief Overview of A.I.D.'s Personnel Situation

A.I.D.'s direct-hire employees serve under two distinct systems of personnel--a rank-in-job Civil Service system, governed by Civil Service Commission regulations, and a rank-in-person Foreign Service system, governed by the Foreign Service Act and A.I.D. legislation. As envisaged by the Agency's statutory authorities, the Civil Service performs the domestic functions, while the Foreign Service performs "functions outside of the United States."

Because of the nature of our operations, and the fact that Foreign Service personnel are authorized, under statutory limitations, to serve in domestic positions for rotational, training, and orientation purposes, the assignments of Foreign Service employees in the United States must be harmonized with Civil Service Commission requirements and rules.

The dual system has the advantage of meeting staffing needs for both continuity and mobility, for specialization and, to a lesser extent, for flexibility of assignment. It also imposes certain restraints. Washington/field assignment flexibility, for example, is limited to the Foreign Service system, since Civil Service personnel in the foreign affairs community may not normally be assigned overseas. Transferring from one system to the other is possible, but at present is a difficult and time-consuming process, particularly for those Foreign Service personnel wishing to shift over to the Civil Service.

The differences between the two systems stand out more starkly when the regulatory requirements applicable to each system are considered. Civil Service personnel are covered by a detailed set of Civil Service Commission regulations and rules relating to almost every aspect of management-employee relations--position classification and grade level criteria (for all Washington jobs), qualifications and appointment procedures, recruitment, selection, promotion eligibility, performance evaluation, merit promotion and equal opportunity, reduction-in-force procedures, retention rights, etc. Pay and grade are tied directly to position classification, thereby placing constraints on AID's ability to effect internal Washington transfers and reassignments.

On the Foreign Service side, flexibility on movements is greater, but still restricted. Direct recruitment is governed by Agency standards, within the framework of relevant legislation, as to qualifications and suitability. Foreign Service personnel are basically recruited for overseas duty and there are strict limitations on initial assignments to Washington of new Foreign Service

employees. (The Foreign Assistance Act permits an initial assignment in Washington only for "preparation for assignment outside of the United States" and then for only 50 persons at any one time.)

Foreign Service pay and grade structure, as set forth in the Foreign Service Act which is applicable also to the Department of State and the United States Information Agency, follows the rank-in-person concept, which permits promotion based on comparative performance by class, regardless of the grade of the position occupied. Nevertheless, the Agency is responsible for ensuring that personal ranks and class levels of Foreign Service positions are approximately congruent, and recruitment efforts are primarily directed toward an intake at the junior and middle class grades. In this way overloading at the senior grade level and consequent blocking of orderly promotion down the line is avoided.

At the present time, A.I.D. is hiring approximately 100 junior officers annually under its International Development Intern (IDI) program. Other outside recruitment occurs at class levels reflecting position requirements and experience of candidates, but with emphasis upon middle grade levels.

Beginning in the early 1970's, A.I.D. went through a large reduction in overall staff. From a peak of approximately 8,300 U.S. national full-time employees in permanent positions in 1968, A.I.D. has fallen to approximately 3,700 currently. This reduction was the result of numerous cumulative changes in program and organizational emphasis (e.g., concern with U. S. balance of payments, changes in programs directed by Congress, centralization of support services, emphasis upon use of non-governmental intermediaries, phase-out of missions, Presidential directives to maintain a low overseas profile, etc.)

By 1974 it had become evident that earlier management decisions to rely upon a general employment freeze and attrition were not resulting in adequate staff reductions or the restructuring desired. Additionally, there was concern over high grade structures and the Agency's Public Safety programs were completely eliminated by Congressional action.

A decision was therefore made in 1974 to conduct a major reduction-in-force, a freeze on Foreign Service promotions, and a special position classification review of Washington positions. Consequently, during Fiscal Year 1975 the Agency was engaged in separating, downgrading, and reassigning sizeable numbers of personnel. At the same time, it was handling placements or separations resulting from the unexpected and abrupt termination of the Indochina programs. During the period June, 1974, to June, 1976, A.I.D.'s United States full-time employees in permanent positions dropped from 4,719 to 3,706--a reduction of 20%.

Because of the nature of its basic function, A.I.D. will always have to accommodate to changing economic and political conditions, and no permanent relief from the impact of program changes is foreseen. However, hopefully, A.I.D. can look forward--for a time at least--to a somewhat more stable condition than has been experienced in the past few years.

Since June, 1974, A.I.D. has been moving in the direction of strengthening its long-term personnel management. A cyclical classification review program in Washington has been installed. A review of overseas position classification standards also is underway. In the interest of greater "openness", advance information on pending vacancies is provided worldwide to Foreign Service employees, who may in turn request assignment at the ends of their tours of duty.

A personnel management program to appraise and recommend improvements in the personnel management system has been established. This program will be reviewed annually, so that goals will be modified to meet changing requirements and new goals established as earlier ones are achieved. A number of ad hoc groups have also been formed to make recommendations to further improve our personnel practices.

While the Agency has been moving during the last two years to reduce its workforce through reductions-in-force, and to adjust to the unanticipated termination of the Indochina programs, A.I.D. has at the same time been required to develop plans to meet personnel needs caused by new developments in the Middle East and Africa.

After an extended period of restricted hiring, shortages have developed in certain skill categories, and forecasts of attrition reflect the need to accelerate recruitment activities in order to attain the slightly increased Fiscal Year 1977 and Fiscal Year 1978 manpower levels required to carry out the Agency's responsibilities. These requirements will be met, to some extent, through A.I.D.'s International Development Intern program, and the remainder through a vigorous recruiting effort currently getting under way.

2. Specific Personnel Authorities of the Agency and Employees in Certain Personnel Categories

a. Statutory Officers

The Foreign Assistance Act authorizes the President to appoint, with the advice and consent of the Senate, up to twelve senior officers of "Executive Level". The President fixes the compensation and designates the title of such officers.

At present, twelve such positions have been established in the Agency. They are listed on the following table:

| Title | Name | Salary | Status |
|---|---|---|---|
| Administrator | Daniel Parker | $44,600 | None |
| Deputy Administrator | John E. Murphy | $42,000 | None |
| Assistant Administrator for Program and Management Services | Charles A. Mann | $39,900 | FSR-1 |
| Assistant Administrator for Near East | Robert H. Nooter | $39,900 | FSR-1 |
| Assistant Administrator for Asia | Vacant | $39,900 | |
| Assistant Administrator for Latin America | Eugene N. S. Girard II | $39,900 | None |
| Assistant Administrator for Africa | Stanley S. Scott | $39,900 | None |
| Assistant Administrator for Legislative Affairs | Denis M. Neill | $39,900 | None |
| Assistant Administrator for Program and Policy Coordination | Philip Birnbaum | $39,900 | FSR-1 |
| Assistant Administrator for Technical Assistance | Curtis Farrar | $39,900 | GS |
| Assistant Administrator for Population and Humanitarian Assistance | Frederick O. Pinkham | $39,900 | None |
| Assistant Administrator for Interagency Development Coordination | Christian A. Herter Jr. | $39,900 | None |

In addition, the A.I.D. General Counsel - Gerald D. Morgan Jr. - and the Auditor General - Harry C. Cromer - occupy Executive Level positions paying $37,800. These two positions do not require senatorial confirmation.

b. Administratively Determined Personnel (AD's)

The Foreign Assistance Act grants A.I.D. a special personnel authority covering up to 110 domestic service employees who may be appointed, compensated, and removed by the Administrator without regard to the provision of any other laws. Not more than 51 of these employees may be paid at rates higher than Grade 15 of the Civil Service pay schedule. These are the "super-grade" jobs.

Traditionally, A.I.D. has administered the AD authority in accordance with Civil Service Rules governing the rate of compensation and general civil service qualifications. The real usefulness of this authority is that it allows the Agency to appoint individuals who may lack formal Civil Service status to fill executive level jobs at the Supergrade Levels. Many employees in AD-16 through 18 jobs are career employees with Civil Service rights to a position at the GS-15 grade level.

The following table lists all AD employees as of October 31, 1976 by office:

| Office | Title | Name | Grade | Career Status |
|---|---|---|---|---|
| Office of the Administrator: | | | | |
| | Coordinator Reimbursable Development Programs | Kendrick, William J. | AD-18 | None |
| | Special Assistant | Bell, Carl T. | AD-18 | None |
| | Special Assistant | Robben, Julie Anne | AD-12 | None |
| | Administrative Operations Assistant | Boltz, Sherry M. | AD-07 | None |
| | Secretary/Stenography | Killen, Marilyn L. | AD-07 | None |
| Office of the Executive Secretary: | | | | |
| | International Cooperation Officer | McGraw, Caroline D. | AD-16 | GS-15 |
| | Mail/File Clerk | Hubbard, Thomas H. | AD-05 | None |
| Office of Equal Opportunity Programs: | | | | |
| | Equal Opportunity Officer | * Long, Nira H. | AD-16 | GS-15 |
| Office of the Auditor General: | | | | |
| | Program Analyst | Henshaw, Anne W. | AD-15 | GS-15 |
| | Director, Office of Security | Mileski, Milton S. | AD-16 | GS-15 |
| Office of Legislative Affairs: | | | | |
| | Deputy Asst. Administrator Legislative Affairs | Lewis, Jean P. | AD-18 | GS-15 |
| | Special Assistant | Watson, Clare K. | AD-10 | GS-8 |
| | Congressional Liaison Officer | Omeara, James T. | AD-13 | FSR-5 |
| | Program Analyst | Vandervort, Ralph E. Jr. | AD-16 | None |
| | Congressional Liaison Officer | Merrill, David N. | AD-15 | FSR-4 |
| | Congressional Liaison Officer | Buchanan, William B. | AD-14 | None |
| | Legislative Program Specialist | Brinley, Richard S. | AD-13 | None |

*Resigned effective November 9, 1976

| Office | Title | Name | Grade | Career Status |
|---|---|---|---|---|
| Office of Public Affairs: | | | | |
| | Director, Public Affairs | Wheeler, Clinton F. Jr. | AD-18 | None |
| | Deputy Director, Public Affairs | Thompson, Herbert L. | AD-17 | None |
| | Public Information Specialist | Lyon, Vernon F. | AD-15 | GS-14 |
| | Public Information Officer | Rosenthal, Jerry E. | AD-15 | GS-14 |
| | Public Information Specialist, Press | Wallace, Gale D. | AD-15 | None |
| | Public Information Specialist | Wilhelm, Marion B. | AD-13 | None |
| | Public Information Specialist, Press | Chernush, Kay | AD-12 | None |
| | Public Information Specialist, Press | George, Emmett | AD-12 | None |
| | Public Information Officer | Walsh, Robert D. | AD-15 | None |
| Office of Food for Peace: | | | | |
| | Coordinator, Food for Peace | Spitzer, Robert R.* | AD-18 | None |
| Office of the General Counsel: | | | | |
| | Deputy General Counsel | Warren, Walter E. | AD-18 | None |
| | Attorney Advisor General | Espinosa, William H. | AD-14 | GS-13 |
| Office of Interagency Development Coordination: | | | | |
| | Economist | Philipp, Charles C. | AD-07 | None |
| Bureau for Program and Management Services: | | | | |
| | Deputy Administrator for Program Support | Owens, John F. | AD-18 | GS-17 |
| | Deputy Administrator for Management Support | Gullett, William W. | AD-18 | None |
| | Special Assistant | Fischer, Fred C. | AD-17 | GS-15 |
| Office of Financial Management: | | | | |
| | Payroll Supervisor | Dearstine, Dorothy L. | AD-09 | GS-8 |

*Resigned effective 11/14/76

| Office | Title | Name | Grade | Career Status |
|---|---|---|---|---|
| Office of Housing: | | | | |
| | Director, Office of Housing | Kimm, Peter M. | AD-17 | GS-15 |
| Office of Personnel and Manpower: | | | | |
| | Deputy Director, Office of Personnel and Manpower | Barbitta, Madeline S. | AD-17 | GS-15 |
| | Supervisor, Personnel Management Specialist | Marsh, Richard | AD-14 | None |
| AID/W Sinai Support Mission, Detail Support Complement: | | | | |
| | Associate Director, Contracts and Fiscal Officer | Pendleton, Larry G. Jr. | AD-17 | GS-15 |
| | Contract Administrator | Knauf, Barry S. | AD-15 | GS-13 |
| | Contract Specialist | Kimmel, James K. | AD-13 | GS-12 |
| | Associate Director, Engineering | Wallen, James Jr. | AD-17 | GS-15 |
| | Associate Director, Plans and Operations | Layne, Donald Q. | AD-17 | None |
| Civil Service Detail Support Complement: | | | | |
| | Special Assistant | Smith, Robert S. | AD-18 | FSR |
| Office of Data Management: | | | | |
| | Computer Systems Administrator | Spishak, Paul P. | AD-16 | GS-15 |
| Office of Management Planning: | | | | |
| | Director, Office of Management Planning | Drohat, Phyllis A. | AD-17 | GS-15 |
| | Management Analyst | Kulp, Earl M. | AD-15 | None |

| Office | Title | Name | Grade | Career Status |
|---|---|---|---|---|
| Office of International Narcotics Control: | | | | |
| | Special Assistant | Wampler, Mary E. | AD-15 | GS-13 |
| Office of Engineering: | | | | |
| | Supervisory General Engineer | Dimatteo, Frank A. | AD-16 | GS-15 |
| | Electrical Engineer | Hotvedt, Alfred | AD-15 | None |
| Office of International Training: | | | | |
| | Director, Office of International Training | Fleer, Charles H. | AD-18 | None |
| | Secretary/Stenography | Rhoades, Arline M. | AD-09 | GS-8 |
| | Social Welfare Specialist | McKay, Victor I. | AD-12 | None |
| Office of Commodity Management: | | | | |
| | International Trade Specialist | Ullmann, Wilmer A. | AD-13 | None |
| Office of Contract Management: | | | | |
| | Deputy Director, Office of Contract Management | Dilts, Russell | AD-16 | GS-15 |
| | Intern | Wilder, Thomas A. | AD-05 | None |
| | Property Disposal Officer | Kaufmann, Charles L. | AD-16 | FSR-3 |
| Bureau for Program and Policy Coordination: | | | | |
| | Deputy Assistant Administrator for Program | Shakow, Alexander | AD-18 | None |
| | Supervisory Economist | Michalopoulos, Constantine | AD-16 | GS-15 |
| | Director, Resources Systems | Biddle, C. Stark | AD-16 | GS-15 |
| | Special Assistant | Leard, Marianne B. | AD-09 | None |
| | Special Assistant | Bowie, Barbara | AD-13 | None |

| Office | Title | Name | Grade | Career Status |
|---|---|---|---|---|
| Bureau for Technical Assistance: | | | | |
| | Associate Assistant Administrator | Long, Erven J. | AD-18 | GS-15 |
| | Senior Water Management Specialist | Corey, Gilbert L. | AD-16 | None |
| | Agronomist | Gates, Dillard H. | AD-15 | |
| | Associate Director for Technology | Eilers, William L. | AD-16 | GS-15 |
| | Coordinator, Environmental Affairs | Printz, Albert C. Jr. | AD-16 | GS-16 |
| | Director, Office of Nutrition | Levinson, F. James | AD-15 | None |
| | Director, Office of Nutrition | Forman, Martin J. | AD-16 | None |
| Bureau for Population and Humanitarian Assistance: | | | | |
| | Deputy Assistant Administrator for Population and Humanitarian Assistance | MacManus, Elizabeth K. | AD-18 | FSR-3 |
| | Special Assistant | Demars, Irene W. | AD-15 | GS-12 |
| | Program Manager | Patterson, Shirley D. | AD-15 | |
| | Special Assistant | McClusky, Robert S. | AD-15 | |
| | Deputy Director, Office of Population Operations | Backlund, E. Randall | AD-16 | GS-15 |
| Office of U. S. Foreign Disaster Assistance: | | | | |
| | Coordinator for Disaster Relief | Anderson, Earl E. | AD-18 | None |
| | Program Manager | Holmes, Christian R. IV | AD-15 | None |
| Bureau for Africa: | | | | |
| | Special Assistant | Brown, Theodore E. | AD-15 | None |
| | Special Assistant | Hughes, Mary P. | AD-09 | None |

| Office | Title | Name | Grade | Career Status |
|---|---|---|---|---|
| Bureau for Near East: | | | | |
| | Deputy Assistant Administrator, Near East | White, Alfred D. | AD-18 | GS-15 |
| | Program Analyst | Vinson, Edward M. | AD-15 | None |
| | Director, Office of Development Planning | Langmaid, Bradshaw Jr. | AD-16 | GS-15 |
| | Director, Office of Capital Development | Lustig, Theodore H. | AD-17 | GS-15 |
| | Deputy Director, Office of Capital Development | Taubenblatt, Selig A. | AD-16 | GS-15 |
| | International Cooperation Officer | Knoll, Jerry | AD-16 | GS-15 |
| Bureau for Latin America: | | | | |
| | Deputy Director, Office of South American Affairs | Weber, Richard F. | AD-16 | GS-15 |

| AD-15 and Below | | AD-15 and Above | |
|---|---|---|---|
| Authorized: | 59 | Authorized: | 51 |
| On Board: | 41 | On Board: | 43 |
| Pending: | 3 | Pending: | 1 |
| Vacancies: | 15 | Vacancies: | 7 |

c. Civil Service Personnel

The majority of the Agency's jobs in Washington are under the regular Civil Service. Appointments, rates of compensation, promotions, firings, and other such actions are controlled by a set of detailed and rigid Civil Service rules and regulations. Before an individual may be appointed to a regular Civil Service job he must have or obtain Civil Service eligibility from the Civil Service Commission.

There are a number of ways to obtain such eligibility depending upon the job skill and grade involved--for the most part a difficult and time-consuming process. There are several Civil Service categories--Schedules A, B and C--which permit the Agency discretional appointment of employees without Civil Service eligibility. With the exception of hiring attorneys under Schedule A, A.I.D. makes little use of these categories. Only 67 such employees are presently employed under all these Schedules, and only 6 employees under Schedules B and C. A list of Schedules A, B and C employees appears at the end of this section.

As of October 31, 1976, A.I.D. employed 2763 employees in the domestic service. Of this amount, 772 were foreign service employees in Washington, 97 were AD or statutory jobs, 26 were Wage Board Employees and 58 were consultants. The remaining 1810 were regular Civil Service employees distributed by grade as follows:

| Grade | No. | Salary Range |
|---|---|---|
| 1 | 0 | $ 5,810 - 7,556 |
| 2 | 4 | 6,572 - 8,543 |
| 3 | 18 | 7,408 - 9,631 |
| 4 | 159 | 8,316 - 10,809 |
| 5 | 270 | 9,303 - 12,093 |
| 6 | 239 | 10,370 - 13,484 |
| 7 | 200 | 11,523 - 14,979 |
| 8 | 71 | 12,763 - 16,588 |
| 9 | 116 | 14,097 - 18,327 |
| 10 | 11 | 15,524 - 20,177 |
| 11 | 102 | 17,056 - 22,177 |
| 12 | 130 | 20,442 - 26,571 |
| 13 | 164 | 24,308 - 31,598 |
| 14 | 174 | 28,725 - 37,347 |
| 15 | 142 | 33,789 - 39,600 |
| 16 | 6 | 39,600 - 39,600 |
| 17 | 3 | 39,600 - 39,600 |
| 18 | 1 | 39,600 |
| Total | 1810 | |

* Wage Board employees are employees in recognized trades and crafts (skilled, semiskilled and unskilled). They are paid on special schedules based on prevailing wage rates.

d. Excepted Positions

The following paragraphs define the types of positions falling under the schedules applicable to excepted positions.

SCHEDULE A

Positions other than those of a confidential or policy-determining character for which it is not practicable to examine.
* (FPM 213.3101)

SCHEDULE B

Positions other than those of a confidential or policy-determining character for which competitive examinations are impracticable, but for which noncompetitive examinations are given.
* (FPM 213.3201)

SCHEDULE C

Positions of a confidential or policy-determining character.
* (FPM 213.3301)

The tables on the following pages list the employees occupying positions under these schedules.

* Federal Personnel Manuals (FPM's) are issued by the Civil Service Commission and provide regulatory, policy and procedural guidelines governing federal personnel management.

SCHEDULE A POSITIONS

| Organization Location and Position Title | Series and Grade | Incumbent | Salary | Authority Code |
|---|---|---|---|---|
| Office of the Administrator | | | | |
| Special Assistant | GS-301-14 | Cleary, David J. | $32,557 | FPM 213.3102(z) |
| Office of Legislative Affairs | | | | |
| Attorney-Advisor (General) | GS-905-11 | Smith, Georgia W. | $17,056 | All are Schedule "A" FPM Section 213.3102(d) unless otherwise specified |
| Office of the General Counsel | | | | |
| Deputy General Counsel | GS-905-16 | Grant, Leslie A. | $39,600 | |
| Attorney-Advisor (General) | GS-905-15 | Silverstone, Jonathan | $39,600 | |
| Attorney-Advisor (General) | GS-905-15 | Muntsinger, Thomas A. | $39,419 | |
| Attorney-Advisor (General) | GS-905-14 | Fink, Jerry | $37,347 | |
| Attorney-Advisor (General) | GS-905-13 | Oser, Ralph C. | $24,308 | |
| Attorney-Advisor (General) | GS-905-14 | Johnson, Pauline G. | $30,641 | |
| Attorney-Advisor (General) | GS-905-15 | Kammerer, Kelly C. | $34,915 | |
| Attorney-Advisor (General) | GS-905-15 | Richstein, Abraham R. | $39,419 | |
| Attorney-Advisor (General) | GS-905-14 | Miller, Jan W. | $28,725 | |
| Attorney-Advisor (General) | GS-905-15 | Ludacer, Irwin R. | $39,419 | |
| Attorney-Advisor (General) | GS-905-15 | Mullen, John E. | $39,600 | |
| Attorney-Advisor (General) | GS-905-14 | Fries, Kenneth E. | $31,599 | |
| Attorney-Advisor (General) | GS-905-15 | Dragon, Edward A. | $39,600 | |
| Attorney-Advisor (General) | GS-905-14 | Perkins, Robert S. | $37,347 | |
| Attorney-Advisor (General) | GS-905-14 | Patterson, Jerome A. | $30,641 | |
| Attorney-Advisor (General) | GS-905-14 | Bork, Timothy J. | $31,599 | |
| Attorney-Advisor (General) | GS-905-14 | Tisa, Stephen R. | $37,347 | |

SCHEDULE A POSITIONS (CONTINUED)

| Organization Location and Position Title | Series and Grade | Incumbent | Salary | Authority Code |
|---|---|---|---|---|
| Voucher Examiner | GS-540-05 | Ngoc, Vu Quang | $ 9,303 | FPM 213.3102(gg) |
| Clerk/Typist | GS-322-04 | Luu, Lan Hoang | $ 8,316 | FPM 213.3102(gg) |
| Voucher Examiner | GS-540-05 | Cao, Yen-Giang N. | $ 9,303 | FPM 213.3102(gg) |
| Office of Personnel and Manpower | | | | |
| Clerk/Typist | GS-322-04 | Nguyen, Trung Thi | $ 8,316 | FPM 213.3102(gg) |
| Employee Development Specialist (P.T.) | GS-235-13 | Hoang, Van Chi | $27,548 | FPM 213.3102(bb) |
| Special Support Complement - Refugee Program | | | | |
| Translator | GS-1045-09 | Hoach, Nguyen V. | $14,097 | FPM 213.3102(gg) |
| Translator | GS-1045-08 | Lieu, Vo Thi | $12,763 | FPM 213.3102(gg) |
| Clerk/Typist | GS-322-04 | Duong, Nhu N. | $ 9,424 | FPM 213.3102(gg) |

SCHEDULE A POSITIONS (CONTINUED)

| Organization Location and Position Title | Series and Grade | Incumbent | Salary | Authority Code |
|---|---|---|---|---|
| Attorney-Advisor (General) | GS-905-14 | Geiger, Thomas L. | $29,683 | |
| Attorney-Advisor (General) | GS-905-14 | Marquez, Joaquin | $34,473 | |
| Attorney-Advisor (General) | GS-905-14 | Bisson, Gary B. | $33,515 | |
| Attorney-Advisor (General) | GS-905-14 | Costello, Charles E. | $33,515 | |
| Attorney-Advisor (General) | GS-905-13 | Scott, Paul M. | $24,308 | |
| Attorney-Advisor (General) | GS-905-15 | Morris, Herbert E. | $39,600 | |
| Attorney-Advisor (General) | GS-905-14 | Stephenson, Charles W.T. | $37,347 | |
| Attorney-Advisor (General) | GS-905-15 | Kitay, Michael G. | $38,293 | |
| Attorney-Advisor (General) | GS-905-14 | Hyde, Edward R. | $37,347 | |
| Legal Technician (P.T.) | GS-986-07 | Foster, John R., III | $11,523 | FPM 213.3102(q) |
| Legal Technician (P.T.) | GS-986-07 | Parr, David D. | $11,523 | FPM 213.3102(q) |
| Legal Technician (P.T.) | GS-986-07 | Lenrow, Jay L. | $11,523 | FPM 213.3102(q) |
| Legal Technician (P.T.) | GS-986-07 | Krakauer, Rex R. | $11,523 | FPM 213.3102(q) |
| Legal Technician (P.T.) | GS-986-07 | Loikow, Ann H. | $11,523 | FPM 213.3102(q) |
| Legal Technician (P.T.) | GS-986-07 | Grilli, Peter J. | $11,523 | FPM 213.3102(q) |
| Legal Technician (P.T.) | GS-986-07 | Weissenberg, Anne A. | $11,523 | FPM 213.3102(q) |
| Legal Technician (P.T.) | GS-986-07 | Pinnen, Ellen B. | $11,523 | FPM 213.3102(q) |
| Law Clerk | GS-904-11 | Frame, Nancy K. | $17,056 | FPM 213.3102(e) |
| Office of Financial Management | | | | |
| Operating Accountant | GS-510-11 | Daigle, John T. | $17,625 | FPM 213.3102(u) |
| Clerk/Typist | GS-322-04 | Tam, Ngac Thi | $ 8,316 | FPM 213.3102(gg) |
| Voucher Examiner | GS-540-06 | Hanh, Nguyen Thi | $10,370 | FPM 213.3102(gg) |
| Voucher Examiner | GS-540-05 | Duong, Huong Thuan | $ 9,303 | FPM 213.3102(gg) |

SCHEDULE B POSITIONS

| Organization Location and Position Title | Series and Grade | Incumbent | Salary | Authority Code |
|---|---|---|---|---|
| Cooperative Education Program Complement | | | | |
| Accounting Student Trainee | GS-599-04 | Cowart, Robert A. | $ 8,316 | FPM 213.3202(a) |
| Accounting Student Trainee | GS-599-04 | Hooper, Robert D. | $ 8,316 | FPM 213.3202(a) |
| Accounting Student Trainee | GS-599-03 | Sasaki, Andrea K. | $ 7,408 | FPM 213.3202(a) |
| Accounting Student Trainee | GS-599-04 | Meeker, John L. | $ 8,316 | FPM 213.3202(a) |
| Accounting Student Trainee | GS-599-04 | Sabetay, David A. | $ 8,316 | FPM 213.3202(a) |
| Accounting Student Trainee | GS-599-04 | Chavez, Richard A. | $ 8,316 | FPM 213.3202(a) |
| Project Stride Complement | | | | |
| Accountant | GS-510-07 | Dowling, Laurel K. | $11,523 | FPM 213.3102(u) |
| Accountant | GS-510-07 | Warren, Laurette M. | $11,523 | FPM 213.3102(u) |
| Youth Opportunity Campaign Complement | | | | |
| Student Aide (P.T.) | YW-3506- | Ruth, Norris J. | $2.35 per hour | FPM 213.3102(w) |
| Student Aide (P.T.) | YW-3506- | Stewart, Tyrone | $2.35 per hour | FPM 213.3102(w) |
| Bureau for Technical Assistance | | | | |
| Foreign Affairs Specialist (WAE) | GS-130-09 | Rhoda, Richard E. | $14,097 | FPM 213.3102(p) |
| Foreign Affairs Specialist (WAE) | GS-130-09 | Townley, Gayle | $14,097 | FPM 213.3102(p) |

SCHEDULE B POSITIONS (CONTINUED)

| Organization Location and Position Title | Series and Grade | Incumbent | Salary | Authority Code |
|---|---|---|---|---|
| Bureau for Program and Policy Coordination | | | | |
| Special Assistant | GS-301-15 | Crisler, Richard C., Jr. | $36,041 | FPM 213.3268(a) |

SCHEDULE C POSITIONS

| Organization Location and Position Title | Series and Grade | Incumbent | Salary | Authority Code |
|---|---|---|---|---|
| Office of the Administrator | | | | |
| Private Secretary to the Deputy Administrator | GS-318-11 | (Vacant) | $18,194 | FPM 213.3368(a) |
| Chauffeur | WB-5714-6 | Muse, Philip J. | $6.06 per hour | FPM 213-3368(a) |
| Executive Assistant (Private Secretary to the Administrator) | GS-318-12 | Timbers, Anne A. | $22,485 | FPM 213-3368(a) |
| Office of the General Counsel | | | | |
| General Counsel | Level V | Morgan, Gerald D., Jr. | $37,800 | FPM 213-3368(c) |
| Private Secretary to General Counsel | GS-318-09 | Redding, Ruth | $16,917 | FPM 213-3368(d) |

## e. Foreign Service Personnel

A.I.D. has authority to employ persons to perform overseas assignments as foreign service reserve (FSR) officers (professional staff) and foreign service staff (FSS) officers (clerical staff). The agency has a good deal of flexibility to determine appointment qualifications and to promote, assign, and fire foreign service officers.

Internal Agency regulations governing this category of personnel have been designed to provide A.I.D.'s foreign service employees with rights, compensation and benefits which are roughly comparable to those of State Department Foreign Service Officers and A.I.D. Civil Service employees. But these regulations can be waived or changed at the discretion of the A.I.D. Administrator.

Foreign Service employees must serve their first tour of duty overseas, but may after that time serve in AID/W on a "rotational" assignment. However, the Agency has special authority to appoint not more than 50 officers to serve a first tour in Washington when they need training before going overseas.

All A.I.D. American employees serving overseas are in the foreign service category with the exception of a small number of Experts and Consultants. As of October 31, 1976, A.I.D. had 2046 foreign service employees on the rolls, with 772 serving in Washington and remainder overseas.

The Foreign Service is distributed as follows:

| RESERVE | | | STAFF | | |
|---|---|---|---|---|---|
| Rank | No. | Salary Range | Rank | No. | Salary Range |
| FSR-01 | 88 | $39,600 | FSS-01 | - | $30,674-39,600 |
| 02 | 289 | 39,341-39,600 | 02 | - | 24,308-31,598 |
| 03 | 551 | 30,674-36,806 | 03 | 5 | 19,601-25,478 |
| 04 | 523 | 24,308-29,168 | 04 | 22 | 16,096-20,929 |
| 05 | 206 | 19,601-23,519 | 05 | 58 | 14,402-18,722 |
| 06 | 35 | 16,096-19,318 | 06 | 82 | 12,893-16,763 |
| 07 | 87 | 13,478-16,172 | 07 | 94 | 11,547-15,012 |
| 08 | - | 11,523-13,827 | 08 | - | 10,346-13,451 |
| TOTAL | 1779 | | 09 | 2 | 9,273-12,054 |
| | | | 10 | - | 8,316-10,809 |
| | | | TOTAL | 263 | |

f. Overseas Mission Chiefs and Deputies

Chiefs and Deputies of A.I.D.'s overseas Missions are appointed to positions in the A.I.D. foreign service under a special provision of the Foreign Assistance Act. Such employees may be appointed and removed by the President without regard to the provisions of any other law. Senate confirmation is not required, and the actual appointment authority has been delegated by the President to the A.I.D. Administrator.

Many of A.I.D.'s Mission Chiefs and deputies are career Foreign Service Reserve employees who hold unlimited appointments. When such career employees are separated as Mission Chiefs or deputies they do not have statutory reemployment rights, but have reinstatement eligibility to a job at their career foreign service rank.

At present, 48 individuals hold appointments as Mission Chiefs and Deputies as shown on the following table.

## OVERSEAS MISSION CHIEFS AND DEPUTIES

| POST | TITLE | NAME | LEVEL | CAREER STATUS |
|---|---|---|---|---|
| **AFRICA** | | | | |
| Zaire | Director | Fermino Spencer | FSR-1 | None |
| Ethiopia | Director | Princeton N. Lyman | FSR-1 | FSR-1 |
| Ghana | Director | Irwin D. Coker | FSR-1 | None |
| Kenya | Director | Charles J. Nelson | FSR-1 | FSR-1 |
| Liberia | Director | Stanley J. Siegel | FSR-1 | FSR-1 |
| Tanzania | Director | Vernon C. Johnson | FSR-1 | FSR-1 |
| **ASIA** | | | | |
| Bangladesh | Director | Joseph S. Toner | FSR-1 | |
| | Dep. Director | David M. Wilson | FSR-2 | |
| Indonesia | Director | Thomas C. Niblock | FSR-1 | FSR-1 |
| | Dep. Director | Kenneth M. Kauffman | FSR-1 | FSR-1 |
| Korea | Director | Dennis P. Barrett | FSR-2 | FSR-3 |
| Nepal | Director | Samuel H. Butterfield | FSR-1 | FSR-1 |
| Pakistan | Director | Joseph C. Wheeler | LV-III | FSR-1 |
| | Dep. Director | William A. Wolffer | FSR-1 | FSR-1 |
| Philippines | Director | Vacant | | |
| | Dep. Director | Charles C. Christian | FSR-1 | FSR-1 |
| Sri Lanka | AID Rep. | Thomas M. Arndt | FSR-2 | FSR-3 |
| Thailand | Director | Charles L. Gladson | FSR-1 | None |
| | Dep. Director | James E. Williams | FSR-1 | FSR-1 |
| **LATIN AMERICA** | | | | |
| Bolivia | Director | John R. Oleson | FSR-1 | FSR-1 |
| | Dep. Director | James A. Van Fleet | FSR-1 | None |
| Brazil | AID Rep. | William F. Gelabert | FSR-1 | FSR-1 |
| Chile | Director | James L. Roush | FSR-1 | FSR-1 |
| Colombia | Director | James Megellas | FSR-1 | FSR-1 |
| | Dep. Director | Philip R. Schwab | FSR-1 | FSR-2 |

| POST | TITLE | NAME | LEVEL | CAREER STATUS |
|---|---|---|---|---|
| Dominican Republic | Director | John B. Robinson | FSR-1 | FSR-1 |
| Ecuador | Director | Harry Ackerman | FSR-1 | FSR-1 |
| El Salvador | Director | Edwin A. Anderson | FSR-1 | FSR-1 |
| Haiti | Director | Scott L. Behoteguy | FSR-1 | FSR-1 |
| Guatemala | Director | Edward W. Coy | FSR-1 | FSR-1 |
| Guyana | Director | Vacant | | |
| Honduras | Director | Frank B. Kimball | FSR-1 | FSR-1 |
| Nicaragua | Director | Arthur W. Mudge II | FSR-1 | FSR-2 |
| Panama | Director | Irving G. Tragen | FSO-1 | FSO-1 |
| | Dep. Director | Paul Sainz | FSR-3 | None |
| Paraguay | Director | Abe M. Pena | FSR-1 | None |
| Peru | Director | Donald R. Finberg | FSR-1 | FSR-1 |
| Uruguay | AID Rep. | Leonard J. Horwits | FSR-1 | FSR-2 |
| NEAR EAST | | | | |
| Afghanistan | Director | Vincent W. Brown | FSR-1 | FSR-1 |
| | Dep. Director | Frederick H. Sligh | FSR-1 | FSR-1 |
| Jordan | Director | Christopher H. Russell | FSR-1 | FSR-2 |
| Egypt | Director | Donald S. Brown | FSR-1 | FSR-1 |
| Syria | Director | Gordan B. Ramsey | FSR-1 | FSR-1 |
| Yemen | Director | Aldelmo Ruiz | FSR-1 | FSR-2 |
| | Dep. Director | Leroy L. Wagner | FSR-2 | FSR-3 |
| Morocco | Director | Albert P. Disdier | FSR-1 | None |
| Tunisia | Director | Hermon S. Davis Jr. | FSR-1 | FSR-1 |
| Portugal | AID Rep. | Glenn O. Patterson | FSR-2 | None |
| BUR FOR PORGRAM AND POLICY COORDINATION | | | | |
| | Chairman DAC | Maurice J. Williams | LV-II | FSR-1 |
| | US Rep DAC Msn Dir | Robert M. Smalley | LV-III | None |

g. Experts and Consultants

Experts and consultants may be employed in the U.S. or abroad at rates not exceeding $150 per day plus travel expenses and per diem depending on their qualifications and CSC standards. During the period from July 1, 1976, to September 30, 1976, 91 persons received compensation as experts or consultants.

h. Participating Agency (PASA) Personnel

Employees of other U.S. Governmentagencies may be assigned to A.I.D. missions abroad to perform functions in specialized fields in which they have competence. The terms of such assignments are contained in Participating Agency Service Agreements (PASA's) negotiated between A.I.D. and the participating agencies.

PASA employees are paid at foreign service rates ranging from $8316 to $39,600. As of October 31, 1976, there were 251 PASA employees assigned to A.I.D. The largest numbers of PASA personnel are drawn from the U.S. Department of Agriculture and the Commerce Department. While working on A.I.D. projects, such employees are appointed by and remain on the rolls of the participating agency.

i. Contract Personnel

A.I.D. may contract with individuals and organizations to perform service abroad. Although such contractors work directly for A.I.D., they are not regarded as employees of the U.S. Government for the purpose of any law administered by the Civil Service Commission according to a special provision of the Foreign Assistance Act. As of September 30, 1976, A.I.D. had 668 U.S. national contract employees and 525 foreign national contract employees.

j. Foreign National Personnel

A.I.D. has the authority to employ alien clerks and employees in A.I.D. Missions abroad and pay them in accordance with prevailing local wage rates. As of October 31, 1976 A.I.D. had a total of 1274 foreign nationals employed in its overseas missions.

## X. B. LABOR RELATIONS

### 1. The Executive Orders--Executive Branch Policy Overview

AID's labor relations activities flow from Executive Orders (E.O.) 11491 and 11636, the former being applicable to the Agency's Civil Service employees, the latter to its Foreign Service employees. Executive Branch policy with respect to labor-management relations in the Federal service is based upon the following premises which are explicitly stated in both Orders:

a. The public interest requires high standards of employee performance and the development and implementation of progressive work practices;

b. The well being of employees and efficient administration of Government are benefitted by providing employees an opportunity to participate in the formulation and implementation of personnel policies and practices affecting conditions of their employment; and

c. The participation of employees should be improved through the maintenance of constructive and cooperative relationships between labor organizations and management officials.

Further, it is policy that each employee has the right freely and without fear of penalty or reprisal to form, join or assist a labor organization, or to refrain from such activity. In short, agencies must remain completely neutral with respect to employee participation in a labor organization.

Both Orders require the Agency to negotiate with elected exclusive representative organizations any proposed changes in personnel policies and practices affecting the working conditions of employees over which the Agency has control (as opposed to changes mandated by higher authority).

The obligation to negotiate, however, is not unlimited; both Orders reserve to management certain rights:

a. To direct employees of the Agency;

b. To hire, promote, transfer, assign and retain employees in positions within the Agency and to suspend, demote, discharge or take other disciplinary action against employees;

c. To relieve employees from duties because of lack of work or for other legitimate reasons;

d. To maintain the efficiency of Government operations entrusted to them;

e. To determine the methods, means and personnel by which such operations are to be conducted; and

f. To take whatever actions may be necessary to carry out the mission of the Agency in situations of emergency.

In addition, the obligation to negotiate does not include matters with respect to:

a. The mission of the Agency;

b. Its budget;

c. Its organization;

d. The number of employees;

e. The numbers, types and grades of positions or employees assigned to an organizational unit, work project, or tour of duty;

f. The technology of performing its work; or

g. Its internal security practices.

The Agency deals with two labor organizations:

a. AFGE -- The American Federation of Government Employees, AFL-CIO, Local 1534 won an uncontested representation election in February 1972 under E.O. 11491, thus becoming the exclusive representative of A.I.D.'s Civil Service employees. AFGE then presented contract proposals to the Agency; following protracted negotiations, a two-year renewable agreement was concluded which has since been renegotiated. There are some 1,475 employees in the bargaining unit which AFGE represents with Local 1534 claiming a dues-paying membership of 500. However, the Agency is currently withholding dues through payroll allotment procedures for about 200 employees.

b. AFSA -- The American Foreign Service Association won a contested election (against AFGE) under E.O. 11636, and was recognized in April 1973 as the exclusive representative of A.I.D.'s Foreign Service employees. The AFSA unit represents approximately 1,725 employees of whom, according to AFSA, about half actually are dues-paying members. However, the Agency is currently deducting dues through payroll procedures for approximately 300 persons.

Both Orders impose the obligation of "fair representation" on labor unions. That is, the exclusive representative represents all employees in the bargaining unit, whether or not they are members of the union. By the same token, employees who are not in the Unit, e.g., Management Officials, may be dues-paying members

of either or both organizations, but their participation is quite limited and they may not be represented by the unions.

2. General Background -- Labor Relations in the Executive Branch

a. Early History -- Union activity by Federal employees goes back to the early nineteenth century; however, until 1962, its principal vehicle was lobbying rather than bargaining.

b. Executive Order 10988 -- "The Kennedy Order" -- was issued in January 1962 covering both Civil and Foreign Service employees. It introduced the concepts of the exclusive bargaining unit, the negotiated agreement ("contract"), and dues checkoff. By the end of 1969, nearly 842,000 Federal employees -- 48 percent of the total -- were represented.

c. Executive Order 11491 -- "The Nixon Order" -- became effective on January 1, 1970, was amended in August 1971, and again in February 1975. It established a third-party mechanism for resolving disputes, thus eliminating a good deal of the unilateral control formerly exercised by heads of agencies; it enlarged the scope of what is bargainable; and it required that each contract include a grievance procedure, permitting binding arbitration as the final step. This triggered another surge of union activity so that by the end of 1974, almost 60 percent of all Federal employees were exclusively represented, close to 1.5 million of them dues-paying members of unions.

d. Executive Order 11636 -- About ten months after the issuance of E.O. 11491, the State Department petitioned the Federal Labor Relations Council to exempt the Foreign Service from its provisions. The President agreed to do so (March 1971) contingent upon the three foreign affairs agencies -- State, USIA and AID -- developing an acceptable substitute labor-management relations program. The result was Executive Order 11636, signed by President Nixon on December 16, 1971. While similar in much of its form and substance to the Civil Service counterpart, the Foreign Service Executive Order differs in several significant respects.

3. Executive Orders 11491 and 11636 -- Similarities and Differences

a. Scope of Bargaining -- Similar in most respects under both Orders, the scope of bargaining in the Federal Government is estimated to be about 25 percent of that in the private sector. Pay, hours of work, retirement, fringe benefits, and leave are products of legislation (50 percent), therefore not within the discretion of agency heads, and hence not bargainable. In addition, regulations binding upon A.I.D. which are promulgated by the Civil Service Commission, OMB, GSA, or other agencies of "higher authority"

are not bargainable (25 percent). What remains negotiable then are personnel policies and practices and other matters affecting working conditions over which the Agency itself has control and which are not otherwise excluded by the Orders. While both Orders reserve to management certain rights, the procedures through which the exercise of those rights are implemented are negotiable unless the procedures themselves are controlled by law or regulation; e.g., promotion per se is a reserved management right, but the procedures of our Civil Service Merit Promotion Program and of our Foreign Service Performance Evaluation System must be bargained. However, it should be noted that the scope of bargaining is somewhat broader on the Foreign Service side since certain allowances and benefits unique to the Foreign Service are controlled internally and, therefore, are negotiable, while in the Civil Service most benefits and all allowances are controlled by "higher authority", i.e., the Congress or the Civil Service Commission, and so are not negotiable.

b. Mode of Bargaining -- One of the unique features of E.O. 11636 (Foreign Service) is that it does not provide for the traditional comprehensive, fixed-term contract; rather, we "consult" (read "negotiate") on issues one at a time. This highly inefficient approach -- "rolling negotiations" rather than package bargaining -- limits the Agency's ability to develop trade-offs and bargaining packages, and results in continuous negotiations between A.I.D. and AFSA. It also defies the doctrine that relations between the parties to a labor-management relationship are least stable during negotiations, but then settle down to a period of relative stability during the life of the contract.

We must "consult" with AFSA prior to adopting any new or revised personnel policies or procedures which affect working conditions of our Foreign Service employees. AFSA, too, can propose new personnel policies or changes, which proposals require that the Agency "consult" with AFSA. Thus, we cannot institute new or revised policies or procedures that affect working conditions without getting agreement from our employees, through their union, and we must bargain in good faith on proposals made by them.

On the Civil Service side, a comprehensive Negotiated Agreement ("contract") is concluded for an agreed upon period of time. Its provisions are then administered for the life of the contract and can be modified only by the written mutual agreement of the parties. However, the Agency retains the right to amend its rules and regulations relating to personnel policy, procedures, practices, and working conditions of employees during the life of the contract through mid-term bargaining.

c. Bargaining Unit Exclusions -- Exclusions on the Civil Service side are more comprehensive in that they reflect the traditional demarcation between labor and management found in the private sector. Such exclusions from the Unit include supervisors, management officials, employees engaged in personnel work in other than a purely clerical capacity, and employees engaged in investigatory and security work.

On the Foreign Service side, the definition of a "management official" is far more restrictive. A large portion of those who are commonly regarded, and who regard themselves, as members of the management team do not qualify as such for purposes of collective bargaining, but are included in the bargaining unit. For example, in most Washington (AID/W) bureaus only the Assistant Administrator (or equivalent), his/her deputy, their personal secretaries and special assistants, and the principal administrative management officer and deputy are excluded from the Foreign Service bargaining unit. Overseas, only the Mission Director, his/her deputy and secretary, and the Executive Officer, Deputy Executive Officer, and Personnel Officer are defined as Management Officials or Confidential Employees, and thus excluded.

d. Third Party Administrative and Adjudicatory Bodies -- Both Executive Orders provide for their own administrative and third-party adjudicatory machinery. While the two systems involve different entities, their forms and membership are similar and even overlapping in some respects, and significantly different in others. The respective systems are designed to deal with the delineation of overall policy and refinements to the systems, to adjudicate issues of negotiability and unfair labor practice charges, and to resolve bargaining impasses. In performing these functions, they continue to establish a considerable body of case law.

4. Administration of Labor Relations within A.I.D.

The Agency's Special Assistant for Labor Relations is responsible for all aspects of A.I.D.'s labor relations program. Assisted by a staff of five labor relations specialists, the Special Assistant for Labor Relations reports directly to the Assistant Administrator for Program and Management Services (AA/SER).

a. A.I.D./AFGE Relationships -- The dominant theme underlying day-to-day relations with AFGE is that most fundamental of all employee concerns: job security. There has probably always been a feeling of second-class citizenship on the part of our Civil Service employees who perceive the assignment of large numbers of Foreign Service employees to Washington as a threat to promotion opportunities and even to employment itself. While acrimony is minimal, contract difficulties and employee grievances do arise.

b. A.I.D./AFSA Relationships -- Prior to its accreditation as a labor union under E.O. 11636, AFSA had operated as a professional association since its inception some fifty years ago. In view of this history, and based also on the fact that a special Executive Order set forth the ground rules for labor relations in the Foreign Service, AFSA sees its role as one of "co-manager". There is no legal basis for AFSA's view of its role. This has led to a somewhat difficult period for the Agency in its relationship with AFSA, specifically as between AFSA's view of the permissible scope of bargaining and the Agency's exercise of the rights reserved to Management under the Order. Furthermore, as noted earlier, continual negotiations are not conducive to stability.

In addition to bargaining on Agency-wide issues in AID/W, AFSA has established chapters at most overseas posts. Management officials at these posts are authorized to negotiate, within the scope of the Order, those matters which are entirely within local discretion. Examples include parking, local Post-funded training, and AFSA use of facilities. Such dealings may not assume the characteristics of formal consultation, extend to employees at any other posts, or be regarded as a precedent by any other post.

Grievances of Foreign Service employees are processed under the grievance procedures enacted by the Congress and signed by President Ford on November 29, 1975.

c. General Policy Considerations - It is Agency policy to adhere totally to the letter and the spirit of both Executive Orders, in word and in deed. The participation of our employees in the formulation of the policy and procedures which effect their working conditions is welcomed; their involvement cannot help but strengthen our Agency and our workforce.

## X. C. THE A.I.D. EQUAL EMPLOYMENT OPPORTUNITY PROGRAM

### 1. General

The Agency for International Development has had an Equal Employment Opportunity Program since 1965. The policy of the Agency is to prohibit discrimination in employment, assignment and training because of race, color, religion, sex, age, national origin or handicap,and to promote the full realization of equal opportunity through a continuing affirmative program. This policy, which also covers disabled and Vietnam era veterans, applies to and shall be an integral part of every aspect of personnel policy and practice in the employment, development, advancement and treatment of A.I.D. applicants and employees.

The policies and regulations under which A.I.D. conducts a continuing program for equal opportunity in employment and personnel operations and the procedures governing complaints of discrimination in employment because of race, color, religion, sex, age or national origin are outlined in Federal Personnel Manual (FPM) Chapter 713.

### 2. Legal Basis of Equal Employment Opportunity Program

Executive Order 11478 of August 8, 1969, as amended, and the Equal Employment Opportunity Act of 1972 (P.L. 92-261), require the head of each executive department and agency to establish and maintain an affirmative program of equal opportunity for employees and applicants for employment on the basis of merit and fitness and without discrimination because of race, color, religion, sex, age or national origin.

In order to maintain procedures for administering the Equal Employment Opportunity Program, an Affirmative Action Plan has been written. The Plan states specific Agency objectives in areas of recruitment, promotions and assignments, upward mobility and training and managers' responsibility to develop all employees to their fullest potential; outlines the action to be taken in accomplishing each objective, the official responsible for implementation of each action and the date the action is expected to be completed.

The problems stated below are listed as foremost objectives in the Plan:

a. Increase the numbers and percentages of minorities and women in senior and mid-level positions. Increase the numbers and percentages of minorities and women overseas.

b. Continue the strong support of the goals of the Equal Employment Opportunity Program by the Administrator.

c. Expand Agency upward mobility programs for minorities and women in the lower grades.

d. Develop a monitoring system to ensure that the action items in the Affirmative Action Plan are accomplished in a timely fashion.

We regard these as urgent as well as continuing problems.

3. Overall Responsibilities of the Director of Equal Opportunity Programs

a. Provide a day to day oversight of the administration of the Equal Employment Opportunity Program.

b. Make recommendations regarding the placement of minorities and women.

c. Work directly with line managers through the Office of the Administrator.

d. Process any complaints of discrimination that may arise based on race, color, national origin, religion, sex or age.

4. Charts that reflect the current status of minorities and women in the Agency are attached.

Chart #1 - Comparison of Men, Women and Minority Employees v. Total Employees By Grade Group
Chart #2 - Comparison of Minorities and Women v. Total Employees By Office/Bureau/Mission
Chart #3 - Comparison of Minority and Women Employees AID/W and Overseas
Chart #4 - Status of Employees By Sex and Minority Group By Pay Schedule and Grade

CHART #1

AGENCY FOR INTERNATIONAL DEVELOPMENT

COMPARISON OF MEN, WOMEN AND MINORITY EMPLOYEES V. TOTAL EMPLOYEES[1/]
BY GRADE GROUP

AS OF NOVEMBER 15, 1974 AND MARCH 31, 1976

| GRADE GROUPS | TOTAL EMPLOYEES | | | | ALL MEN | | | | ALL WOMEN | | | | ALL MINORITIES | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | NOV. 74 | | MAR. 76 | | NOV. 74 | | MAR. 76 | | NOV. 74 | | MAR. 76 | | NOV. 74 | | MAR. 76 | |
| | # | % | # | % | # | % | # | % | # | % | # | % | # | % | # | % |
| GROUP I<br>GS/AD-13 thru -18<br>FSR/L/R-01 thru -04<br>FA-01 thru -04<br>EX-01 thru -05 | 2510 | 100.0 | 2014 | 100.0 | 2341 | 93.2 | 1867 | 92.7 | 169 | 6.7 | 147 | 7.2 | 146 | 5.8 | 152 | 7.5 |
| GROUP II<br>GS/AD-09 thru -12<br>FSR/L-05 thru -06<br>FSS/L-03 thru -05<br>WI-10 thru -16<br>FSSR-05 thru -10 | 1017 | 100.0 | 792 | 100.0 | 593 | 58.3 | 456 | 57.5 | 424 | 41.6 | 336 | 42.4 | 205 | 20.1 | 198 | 25.0 |
| GROUP III<br>GS/AD-01 thru -08<br>FSRL-07 thru -08<br>FSS/L/R-06 thru -10<br>WG/WI-01 thru -09<br>YW-01 | 1338 | 100.0 | 1248 | 100.0 | 179 | 13.4 | 163 | 13.1 | 1159 | 86.6 | 1085 | 88.9 | 535 | 40.0 | 599 | 48.0 |
| TOTALS | 4865 | 100.0 | 4054 | 100.0 | 3113 | 63.9 | 2486 | 61.3 | 1752 | 36.0 | 1568 | 38.7 | 886 | 18.2 | 949 | 23.4 |

1/ Includes all Direct Hire Employees (Excludes employees detailed in from outside AID)
Source: SER/DM

A/AID/EOP
4/76

Chart #2

AGENCY FOR INTERNATIONAL DEVELOPMENT
COMPARISON OF MINORITIES AND WOMEN v. TOTAL EMPLOYEES[1]
BY OFFICE/BUREAU/MISSION
AS OF MARCH 31, 1976

| OFFICE/ BUREAU/ MISSION | 1 TOTAL EMPLOYEES # | % | 2 ALL MEN # | % | 3 ALL WOMEN # | % | 4 ALL MINOR. # | % | 5 MINOR. MEN # | % | 6 NON-MIN. MEN # | % | 7 MINOR. WOMEN # | % | 8 NON-MIN. WOMEN # | % |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| A/AID | 16 | 100.0 | 5 | 31.2 | 11 | 68.7 | 1 | 6.2 | -- | -- | 5 | 31.2 | 1 | 6.2 | 10 | 62.5 |
| ES | 19 | 100.0 | 5 | 26.3 | 14 | 73.6 | 12 | 63.1 | 4 | 21.0 | 1 | 5.3 | 8 | 42.1 | 6 | 31.6 |
| EOP | 13 | 100.0 | 3 | 23.0 | 10 | 76.9 | 5 | 38.4 | -- | -- | 3 | 23.0 | 5 | 38.4 | 10 | 76.9 |
| AG (W)[2] | 106 | 100.0 | 72 | 67.9 | 34 | 32.0 | 22 | 20.7 | 11 | 10.3 | 61 | 57.5 | 11 | 10.3 | 23 | 21.7 |
| AG (O)[3] | 74 | 100.0 | 69 | 93.2 | 5 | 6.7 | 3 | 4.0 | 3 | 4.0 | 3 | 4.0 | -- | -- | 5 | 6.7 |
| AA/LEG | 26 | 100.0 | 12 | 46.1 | 14 | 53.8 | 6 | 23.0 | -- | -- | 12 | 46.1 | 6 | 23.0 | 8 | 30.8 |
| OPA | 29 | 100.0 | 13 | 44.8 | 16 | 55.1 | 6 | 20.6 | -- | -- | 13 | 44.8 | 6 | 20.6 | 10 | 34.5 |
| FFP (W) | 38 | 100.0 | 17 | 44.7 | 21 | 55.2 | 11 | 28.9 | -- | -- | 17 | 44.7 | 11 | 28.9 | 10 | 26.3 |
| FFP (O) | 2 | 100.0 | 1 | 50.0 | 1 | 50.0 | -- | -- | -- | -- | 1 | 50.0 | -- | -- | 1 | 50.0 |
| GC | 60 | 100.0 | 36 | 60.0 | 24 | 40.0 | 13 | 21.6 | 1 | 1.6 | 35 | 58.3 | 12 | 20.0 | 12 | 20.0 |
| OLAB | 11 | 100.0 | 6 | 54.5 | 5 | 45.4 | 1 | 9.0 | -- | -- | 6 | 54.5 | 1 | 9.0 | 4 | 36.4 |
| IDC | 12 | 100.0 | 6 | 50.0 | 6 | 50.0 | 1 | 8.3 | 1 | 8.3 | 5 | 41.7 | -- | -- | 6 | 50.0 |
| PMS | 11 | 100.0 | 5 | 45.4 | 6 | 54.5 | 1 | 9.0 | -- | -- | 5 | 45.4 | 1 | 9.0 | 5 | 45.4 |
| SER/FM | 226 | 100.0 | 111 | 49.1 | 115 | 50.8 | 111 | 49.1 | 36 | 15.9 | 75 | 33.2 | 75 | 33.1 | 40 | 17.7 |
| SER/H | 20 | 100.0 | 13 | 65.0 | 7 | 35.0 | 2 | 10.0 | 1 | 5.0 | 12 | 60.0 | 1 | 5.0 | 6 | 30.0 |
| SER/ASIA | 5 | 100.0 | 3 | 60.0 | 2 | 40.0 | -- | -- | -- | -- | 3 | 60.0 | -- | -- | 2 | 40.0 |
| SER/PM | 492 | 100.0 | 208 | 42.2 | 284 | 57.7 | 148 | 30.0 | 33 | 6.7 | 175 | 35.6 | 111 | 23.3 | 169 | 34.3 |
| SER/HO | 196 | 100.0 | 109 | 55.6 | 87 | 44.3 | 127 | 64.7 | 79 | 40.3 | 30 | 15.3 | 48 | 24.4 | 39 | 19.9 |
| SER/DM | 92 | 100.0 | 49 | 53.2 | 43 | 46.7 | 40 | 43.4 | 13 | 14.1 | 36 | 39.1 | 27 | 29.3 | 16 | 17.4 |
| SER/MP | 42 | 100.0 | 19 | 45.2 | 23 | 54.7 | 15 | 35.7 | 1 | 2.3 | 18 | 42.9 | 14 | 33.3 | 9 | 21.4 |
| SER/PBAR | 23 | 100.0 | 18 | 78.2 | 5 | 21.7 | 3 | 13.0 | 2 | 8.6 | 16 | 69.6 | 1 | 4.3 | 4 | 17.4 |
| SER/DIS | 1 | 100.0 | 1 | 100.0 | -- | - | -- | -- | -- | -- | 1 | 100.0 | -- | -- | -- | -- |
| SER/CFS | 5 | 100.0 | 3 | 60.0 | 2 | 40.0 | -- | -- | -- | -- | 3 | 60.0 | -- | -- | 2 | 40.0 |
| SER/INC | 13 | 100.0 | 8 | 61.5 | 5 | 38.4 | 4 | 30.7 | 3 | 23.0 | 5 | 38.5 | 1 | 7.6 | 4 | 30.8 |
| SER/LR | 7 | 100.0 | 4 | 57.1 | 3 | 42.8 | 1 | 14.2 | 1 | 14.2 | 3 | 42.9 | -- | -- | 3 | 42.8 |
| SER/ENGR | 39 | 100.0 | 31 | 79.4 | 8 | 20.5 | 3 | 7.6 | 3 | 7.6 | 28 | 71.8 | -- | -- | 8 | 20.5 |
| SER/IT | 83 | 100.0 | 30 | 36.1 | 53 | 63.8 | 34 | 40.9 | 5 | 6.0 | 25 | 30.1 | 29 | 34.9 | 24 | 28.9 |
| SER/COM (W) | 78 | 100.0 | 42 | 53.8 | 36 | 46.1 | 19 | 24.3 | 4 | 5.1 | 38 | 48.7 | 15 | 19.2 | 21 | 26.9 |
| SER/COM (O) | 1 | 100.0 | 1 | 100.0 | -- | -- | -- | -- | -- | -- | 1 | 100.0 | -- | -- | -- | -- |
| SER/CM (W) | 123 | 100.0 | 60 | 48.7 | 63 | 51.2 | 23 | 18.6 | 2 | 1.6 | 58 | 47.2 | 21 | 17.0 | 42 | 17.0 |
| SER/CM (O) | 1 | 100.0 | 1 | 100.0 | -- | -- | -- | -- | -- | -- | 1 | 100.0 | -- | -- | -- | -- |

Chart #2 (cont'd)

Agency for International Development
Comparison Of Minorities and Women v. Total Employees[1/]
By Office/Bureau/Mission
As Of March 31, 1976

| OFFICE/ BUREAU/ MISSION | 1 TOTAL EMPLOYEES # | % | 2 ALL MEN # | % | 3 ALL WOMEN # | % | 4 ALL MINOR. # | % | 5 MINOR. MEN # | % | 6 NON-MIN. MEN # | % | 7 MINOR. WOMEN # | % | 8 NON-MIN. WOMEN # | % |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| AA/PPC(W) | 110 | 100.0 | 59 | 53.6 | 51 | 46.3 | 25 | 22.7 | 3 | 2.7 | 57 | 51.8 | 22 | 20.0 | 29 | 26.4 |
| AA/PPC(O) | 13 | 100.0 | 8 | 61.5 | 5 | 38.4 | -- | -- | -- | -- | 8 | 61.5 | -- | -- | 5 | 38.4 |
| AA/TA | 205 | 100.0 | 112 | 54.6 | 93 | 45.3 | 53 | 25.8 | 7 | 3.4 | 105 | 51.2 | 46 | 22.4 | 47 | 22.9 |
| AA/PHA | 147 | 100.0 | 73 | 49.6 | 74 | 50.3 | 27 | 18.3 | 7 | 4.7 | 66 | 44.9 | 20 | 13.6 | 54 | 36.7 |
| AA/AFR(W) | 156 | 100.0 | 84 | 53.8 | 72 | 46.1 | 50 | 32.0 | 14 | 8.9 | 70 | 44.9 | 36 | 23.0 | 36 | 23.0 |
| AA/AFR(O) | 327 | 100.0 | 269 | 82.2 | 58 | 17.7 | 44 | 13.2 | 35 | 10.7 | 234 | 71.6 | 9 | 2.7 | 49 | 15.0 |
| AA/NE(W) | 129 | 100.0 | 67 | 51.9 | 62 | 48.0 | 25 | 19.3 | 9 | 6.9 | 58 | 45.0 | 16 | 12.4 | 46 | 35.7 |
| AA/NE(O) | 162 | 100.0 | 120 | 74.0 | 42 | 25.9 | 15 | 9.2 | 12 | 7.4 | 108 | 66.7 | 3 | 1.8 | 39 | 24.1 |
| AA/ASIA(W) | 125 | 100.0 | 74 | 59.2 | 51 | 40.8 | 20 | 16.0 | 2 | 1.6 | 72 | 57.6 | 18 | 14.4 | 33 | 26.4 |
| AA/ASIA(O) | 264 | 100.0 | 229 | 86.7 | 35 | 13.2 | 10 | 3.7 | 7 | 2.6 | 222 | 84.1 | 3 | 1.1 | 32 | 12.1 |
| AA/LA(W) | 159 | 100.0 | 85 | 53.4 | 74 | 46.5 | 39 | 24.5 | 10 | 6.2 | 75 | 47.2 | 29 | 18.2 | 45 | 28.3 |
| AA/LA(O) | 355 | 100.0 | 311 | 87.6 | 44 | 12.3 | 29 | 8.1 | 24 | 6.7 | 287 | 80.8 | 5 | 1.4 | 39 | 11.0 |
| FS COMPL.(O) | 30 | 100.0 | 27 | 90.0 | 3 | 10.0 | -- | -- | -- | -- | 27 | 90.0 | -- | -- | 3 | 10.0 |
| SSM/DS(O) | 8 | 100.0 | 7 | 87.5 | 1 | 12.5 | -- | -- | -- | -- | 7 | 87.5 | -- | -- | 1 | 12.5 |
| TOTALS | 4054 | 100.0 | 2486 | 61.3 | 1568 | 38.7 | 949 | 23.4 | 333 | 8.2 | 2153 | 53.1 | 616 | 15.2 | 952 | 23.5 |

Source: SER/DM

[1/] Includes all Direct-Hire Employees (Excludes employees detailed in from outside AID)

[2/] AID/W

[3/] Overseas

A/AID/EOP - 4/76

Chart #3

AGENCY FOR INTERNATIONAL DEVELOPMENT

COMPARISON OF MINORITY AND WOMEN EMPLOYEES[1]
AID/W AND OVERSEAS
AS OF MARCH 31, 1976

| LOCATION | TOTAL EMPLOYEES | | ALL MEN | | ALL WOMEN | | ALL MINORITIES | |
|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % |
| AID/W | 2807 | 100.0 | 1443 | 51.4<br>58.0 | 1374 | 48.9<br>87.6 | 848 | 30.2<br>89.4 |
| Overseas | 1237 | 100.0 | 1043 | 84.3<br>42.0 | 194 | 15.7<br>12.4 | 101 | 8.1<br>10.6 |
| TOTALS | 4054 | 100.0 | 2486 | 61.3<br>100.0 | 1568 | 38.7<br>100.0 | 949 | 23.4<br>100.0 |

A/AID/EOP
4/76

SOURCE: SER/DM

[1] Includes all Direct-Hire Employees (Excludes employees detailed into AID from outside.)

Chart #4

04/14/76 REPORT # 2: STATUS OF EMPLOYEES BY SEX AND MINORITY BY PAY SCHEDULE AND GRADE. AS OF 3/31/76

| SCHD+GRADE | | TOTAL EMPLOYEES | | | | | | MALE | | | | | | FEMALE | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | TOTAL | BLACK | SPAN. | AMIND | ORIEN | OTHER | TOTAL | BLACK | SPAN. | AMIND | ORIEN | OTHER | TOTAL | BLACK | SPAN. | AMIND | ORIEN | OTHER |
| GS | 18 | 1 | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - |
| GS | 17 | 3 | - - | - - | - - | - - | 3 | 3 | - - | - - | - - | - - | 3 | - - | - - | - - | - - | - - | - - |
| GS | 16 | 8 | - - | - - | - - | - - | 8 | 7 | - - | - - | - - | - - | 7 | 1 | - - | - - | - - | - - | 1 |
| GS | 15 | 138 | 3 | 2 | - - | 1 | 132 | 128 | 3 | 2 | - - | 1 | 122 | 10 | - - | - - | - - | - - | 10 |
| GS | 14 | 175 | 7 | 3 | - - | 1 | 164 | 146 | 2 | 3 | - - | 1 | 140 | 29 | 5 | - - | - - | - - | 24 |
| GS | 13 | 168 | 21 | 3 | 2 | - - | 142 | 113 | 13 | 3 | 2 | - - | 95 | 55 | 8 | - - | - - | - - | 47 |
| GS | 12 | 124 | 30 | 3 | - - | 3 | 88 | 68 | 14 | 3 | - - | 1 | 50 | 56 | 16 | - - | - - | 2 | 38 |
| GS | 11 | 98 | 43 | 2 | - - | 2 | 51 | 33 | 10 | - - | - - | 1 | 22 | 65 | 33 | 2 | - - | 1 | 29 |
| GS | 10 | 13 | 3 | - - | - - | 1 | 9 | - - | - - | - - | - - | - - | - - | 13 | 3 | - - | - - | 1 | 9 |
| GS | 09 | 121 | 56 | - - | - - | 1 | 64 | 41 | 20 | - - | - - | - - | 21 | 80 | 36 | - - | - - | 1 | 43 |
| GS | 08 | 62 | 31 | - - | - - | 1 | 30 | 10 | 7 | - - | - - | - - | 3 | 52 | 24 | - - | - - | 1 | 27 |
| GS | 07 | 223 | 127 | - - | - - | 2 | 94 | 29 | 23 | - - | - - | - - | 6 | 194 | 104 | - - | - - | 2 | 88 |
| GS | 06 | 233 | 145 | 4 | 3 | 1 | 80 | 18 | 18 | - - | - - | - - | - - | 215 | 127 | 4 | 3 | 1 | 80 |
| GS | 05 | 238 | 120 | 2 | 4 | 1 | 109 | 21 | 13 | 1 | 1 | - - | 6 | 215 | 107 | 1 | 3 | 1 | 103 |
| GS | 04 | 184 | 86 | - - | 1 | - - | 97 | 31 | 16 | - - | - - | - - | 15 | 153 | 70 | - - | 1 | - - | 82 |
| GS | 03 | 29 | 12 | - - | 1 | - - | 16 | 3 | 1 | - - | - - | - - | 2 | 26 | 11 | - - | 1 | - - | 14 |
| GS | 02 | 1 | - - | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - | 1 | - - | - - | - - | - - | 1 |
| GS | | 1817 | 684 | 19 | 11 | 14 | 1089 | 652 | 140 | 12 | 3 | 4 | 493 | 1165 | 544 | 7 | 8 | 10 | 596 |
| AV. GRADE | | 6.9 | 7.0 | 10.7 | 6.5 | 9.9 | 10.1 | 11.9 | 8.3 | 12.7 | 10.3 | 13.0 | 13.0 | 7.2 | 6.6 | 7.3 | 5.0 | 8.7 | 7.7 |
| AD | 18 | 10 | - - | - - | - - | - - | 10 | 9 | - - | - - | - - | - - | 9 | 1 | - - | - - | - - | - - | 1 |
| AD | 17 | 7 | 1 | - - | - - | - - | 6 | 7 | 1 | - - | - - | - - | 6 | - - | - - | - - | - - | - - | - - |
| AD | 16 | 15 | 1 | - - | - - | - - | 14 | 13 | - - | - - | - - | - - | 13 | 2 | 1 | - - | - - | - - | 1 |
| AD | 15 | 16 | 1 | - - | - - | - - | 15 | 13 | 1 | - - | - - | - - | 12 | 3 | - - | - - | - - | - - | 3 |
| AD | 14 | 2 | - - | - - | - - | - - | 2 | 2 | - - | - - | - - | - - | 2 | - - | - - | - - | - - | - - | - - |
| AD | 13 | 5 | - - | - - | - - | - - | 5 | 3 | - - | - - | - - | - - | 3 | 2 | - - | - - | - - | - - | 2 |
| AD | 12 | 2 | 1 | - - | - - | - - | 1 | 2 | 1 | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - |

| | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| AD | 1 | 1 | - - | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - | 1 | - - | - - | - - | - - | 1 |
| AD | 09 | 4 | - - | - - | - - | - - | 4 | - - | - - | - - | - - | - - | - - | 4 | - - | - - | - - | - - | 4 |
| AD | 07 | 2 | - - | - - | - - | - - | 2 | 1 | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - | 1 |
| AD | 05 | 2 | 1 | - - | - - | - - | 1 | 2 | 1 | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - |
| AD | | 66 | 5 | - - | - - | - - | 61 | 52 | 4 | - - | - - | - - | 48 | 14 | 1 | - - | - - | - - | 13 |
| AV. GRADE | | 14.6 | 13.0 | - - | - - | - - | 14.8 | 15.2 | 12.3 | - - | - - | - - | 15.5 | 12.4 | 16.0 | - - | - - | - - | 12.2 |
| FSR | 01 | 95 | 10 | 1 | - - | - - | 84 | 93 | 10 | 1 | - - | - - | 82 | 2 | - - | - - | - - | - - | 2 |
| FSR | 02 | 249 | 13 | 2 | - - | 1 | 233 | 244 | 13 | 2 | - - | 1 | 228 | 5 | - - | - - | - - | - - | 5 |
| FSR | 03 | 496 | 12 | 8 | 1 | 6 | 469 | 488 | 12 | 8 | 1 | 6 | 461 | 8 | - - | - - | - - | - - | 8 |
| FSR | 04 | 427 | 22 | 8 | 1 | 8 | 390 | 405 | 22 | 8 | 1 | 8 | 368 | 22 | - - | - - | - - | - - | 22 |
| FSR | 05 | 191 | 17 | 8 | 1 | 6 | 161 | 166 | 12 | 6 | - - | 6 | 142 | 25 | 5 | - - | 1 | - - | 19 |
| FSR | 06 | 1 | - - | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - | 1 | - - | - - | - - | - - | 1 |
| FSR | | 1459 | 74 | 25 | 3 | 19 | 1338 | 1396 | 69 | 25 | 2 | 19 | 1281 | 63 | 5 | - - | 1 | - - | 57 |
| AV. GRADE | | 3.3 | 3.3 | 3.8 | 4.0 | 3.9 | 3.2 | 3.2 | 3.2 | 3.6 | 3.5 | 3.9 | 3.2 | 4.0 | 5.0 | - - | 5.0 | - - | 3.9 |
| FSRL | 01 | 5 | - - | - - | - - | - - | 5 | 5 | - - | - - | - - | - - | 5 | - - | - - | - - | - - | - - | - - |
| FSRL | 02 | 37 | 1 | - - | - - | - - | 36 | 37 | 1 | - - | - - | - - | 36 | - - | - - | - - | - - | - - | - - |
| FSRL | 03 | 58 | 2 | - - | - - | 1 | 55 | 57 | 2 | - - | - - | 1 | 54 | 1 | - - | - - | - - | - - | 1 |
| FSRL | 04 | 80 | 5 | 2 | - - | 3 | 70 | 75 | 5 | 2 | - - | 3 | 65 | 5 | - - | - - | - - | - - | 5 |
| FSRL | 05 | 102 | 4 | - - | - - | 1 | 97 | 98 | 4 | - - | - - | 1 | 93 | 4 | - - | - - | - - | - - | 4 |
| FSRL | 06 | 40 | 4 | 2 | - - | - - | 34 | 36 | 4 | 2 | - - | - - | 30 | 4 | - - | - - | - - | - - | 4 |
| FSRL | 07 | 28 | 6 | - - | - - | - - | 22 | 22 | 5 | - - | - - | - - | 17 | 6 | 1 | - - | - - | - - | 5 |
| FSRL | | 350 | 22 | 4 | - - | 5 | 319 | 330 | 21 | 4 | - - | 5 | 300 | 20 | 1 | - - | - - | - - | 19 |
| AV. GRADE | | 4.3 | 5.2 | 5.0 | - - | 4.0 | 4.3 | 4.3 | 5.1 | 5.0 | - - | 4.0 | 4.2 | 5.5 | 7.0 | - - | - - | - - | 5.4 |
| FS3 | 03 | 4 | - - | - - | - - | - - | 4 | 2 | - - | - - | - - | - - | 2 | 2 | - - | - - | - - | - - | 2 |
| FSS | 04 | 23 | - - | - - | - - | - - | 23 | 3 | - - | - - | - - | - - | 3 | 20 | - - | - - | - - | - - | 20 |
| FSS | 05 | 57 | 2 | - - | - - | 2 | 53 | - - | - - | - - | - - | - - | - - | 57 | 2 | - - | - - | 2 | 53 |
| FSS | 06 | 90 | 5 | 3 | - - | 1 | 81 | 3 | 1 | - - | - - | - - | 2 | 87 | 4 | 3 | - - | 1 | 79 |
| FSS | 07 | 108 | 6 | 1 | - - | 5 | 96 | 1 | - - | - - | - - | - - | 1 | 107 | 6 | 1 | - - | 5 | 95 |

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| FSS | 282 | 13 | 4 | - - | 8 | 257 | 9 | 1 | - - | - - | 8 | 273 | 12 | 4 | - - | [illegible] | 249 |
| AV. GRADE | 6.0 | 6.3 | 6.3 | - - | 6.4 | 5.9 | 4.8 | 6.0 | - - | - - | - - | 4.6 | 6.0 | 6.3 | 6.3 | - - | 6.4 | 6.0 |
| FSSL 03 | 1 | - - | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - | 1 | - - | - - | - - | - - | 1 |
| FSSL 06 | 1 | 1 | - - | - - | - - | - - | - - | - - | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - |
| FSSL 07 | 15 | 3 | 1 | - - | 1 | 10 | - - | - - | - - | - - | - - | - - | 15 | 3 | 1 | - - | 1 | 10 |
| FSSL | 17 | 4 | 1 | - - | 1 | 11 | - - | - - | - - | - - | - - | - - | 17 | 4 | 1 | - - | 1 | 11 |
| AV. GRADE | 6.7 | 6.8 | 7.0 | - - | 7.0 | 6.6 | - - | - - | - - | - - | - - | - - | 6.7 | 6.8 | 7.0 | - - | 7.0 | 6.6 |
| FSRR 04 | 1 | - - | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - | 1 | - - | - - | - - | - - | 1 |
| FSRR 05 | 1 | - - | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - | 1 | - - | - - | - - | - - | 1 |
| FSRR | 2 | - - | - - | - - | - - | 2 | - - | - - | - - | - - | - - | - - | 2 | - - | - - | - - | - - | 2 |
| AV. GRADE | 4.5 | - - | - - | - - | - - | 4.5 | - - | - - | - - | - - | - - | - - | 4.5 | - - | - - | - - | - - | 4.5 |
| FSSR 07 | 2 | - - | - - | - - | - - | 2 | - - | - - | - - | - - | - - | - - | 2 | - - | - - | - - | - - | 2 |
| FSSR | 2 | - - | - - | - - | - - | 2 | - - | - - | - - | - - | - - | - - | 2 | - - | - - | - - | - - | 2 |
| AV. GRADE | 7.0 | - - | - - | - - | - - | 7.0 | - - | - - | - - | - - | - - | - - | 7.0 | - - | - - | - - | - - | 7.0 |
| FA 02 | 1 | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - |
| FA 03 | 4 | - - | - - | - - | - - | 4 | 4 | - - | - - | - - | - - | 4 | - - | - - | - - | - - | - - | - - |
| FA 04 | 1 | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - |
| FA | 6 | - - | - - | - - | - - | 6 | 6 | - - | - - | - - | - - | 6 | - - | - - | - - | - - | - - | - - |
| AV. GRADE | 3.0 | - - | - - | - - | - - | 3.0 | 3.0 | - - | - - | - - | - - | 3.0 | - - | - - | - - | - - | - - | - - |
| EX 02 | 1 | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - |
| EX 03 | 1 | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - | 1 | - - | - - | - - | - - | - - | - - |
| EX 04 | 8 | 1 | - - | - - | - - | 7 | 8 | 1 | - - | - - | - - | 7 | - - | - - | - - | - - | - - | - - |
| EX 05 | 2 | - - | - - | - - | - - | 2 | 2 | - - | - - | - - | - - | 2 | - - | - - | - - | - - | - - | - - |
| EX | 12 | 1 | - - | - - | - - | 11 | 12 | 1 | - - | - - | - - | 11 | - - | - - | - - | - - | - - | - - |
| AV. GRADE | 3.9 | 4.0 | - - | - - | - - | 3.9 | 3.9 | 4.0 | - - | - - | - - | 3.9 | - - | - - | - - | - - | - - | - - |

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| WQ | 06 | 1 | 1 | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - | - - | - - | - - | - - | - - | - - |
| WQ | 05 | 11 | 9 | 1 | - - | - - | 1 | 11 | 9 | 1 | - - | - - | 1 | - - | - - | - - | - - | - - | - - |
| WQ | 02 | 1 | 1 | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - | - - | - - | - - | - - | - - | - - |
| WQ | | 13 | 11 | 1 | - - | - - | 1 | 13 | 11 | 1 | - - | - - | 1 | - - | - - | - - | - - | - - | - - |
| AV. | GRADE | 4.8 | 4.8 | 5.0 | - - | - - | 5.0 | 4.8 | 4.8 | 5.0 | - - | - - | 5.0 | - - | - - | - - | - - | - - | - - |
| WI | 16 | 1 | 1 | - - | - - | - - | - - | - - | - - | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - |
| WI | 15 | 1 | 1 | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - | - - | - - | - - | - - | - - | - - |
| WI | 12 | 2 | 2 | - - | - - | - - | - - | 2 | 2 | - - | - - | - - | - - | - - | - - | - - | - - | - - | - - |
| WI | 10 | 5 | 4 | - - | - - | - - | 1 | 4 | 3 | - - | - - | - - | 1 | 1 | 1 | - - | - - | - - | - - |
| WI | 07 | 1 | 1 | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - | - - | - - | - - | - - | - - | - - |
| WI | 06 | 1 | 1 | - - | - - | - - | - - | - - | - - | - - | - - | - - | - - | 1 | 1 | - - | - - | - - | - - |
| WI | | 11 | 10 | - - | - - | - - | 1 | 8 | 7 | - - | - - | - - | 1 | 3 | 3 | - - | - - | - - | - - |
| AV. | GRADE | 10.7 | 10.8 | - - | - - | - - | 10.0 | 10.8 | 10.9 | - - | - - | - - | 10.0 | 10.7 | 10.7 | - - | - - | - - | - - |
| YW | 00 | 17 | 10 | - - | - - | - - | 7 | 8 | 4 | - - | - - | - - | 4 | 9 | 6 | - - | - - | - - | 3 |
| YW | | 17 | 10 | - - | - - | - - | 7 | 8 | 4 | - - | - - | - - | 4 | 9 | 6 | - - | - - | - - | 3 |
| AV. | GRADE | 0.0 | 0.0 | - - | - - | - - | 0.0 | 0.0 | 0.0 | - - | - - | - - | 0.0 | 0.0 | 0.0 | - - | - - | - - | 0.0 |
| LOCM | | 4054 | 834 | 54 | 14 | 47 | 3105 | 2486 | 258 | 42 | 5 | 28 | 2153 | 1568 | 576 | 12 | 9 | 19 | 952 |