



**UNITED STATES
DEVELOPMENT ASSISTANCE
TO THE
PHILIPPINES
1946 - 1980**

**U. S. Agency for International Development
September 1980**

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I. Overview of U.S. Assistance

United States aid to the Philippines had its inception during the postwar period of the 1940's, just after the country had become an independent republic. From 1946 through 1979, the U.S. Agency for International Development (AID) and predecessor agencies provided a total of \$1.1 billion in economic aid to the Philippines, of which \$720 million has been dollar grants and loans, with the balance in Food for Peace commodities. Beginning in 1980, an Economic Support Fund will supplement the regular assistance program.*

II. History of U.S. Aid to the Philippines (1946-1980)

The U.S. assistance program has gone through several distinct stages. Immediately following World War II, the program provided compensation to Filipinos for war damage to their homes and property. A sizeable amount was also made available for reconstruction and rehabilitation of roads and bridges, and public buildings such as the University of the Philippines.

Following the signing of the Quirino-Foster aid agreement in 1952, U.S. assistance concentrated on rebuilding national institutions, with emphasis on agriculture, public health, and education. Much was done in training administrative and technical personnel to carry out the requirements of the Government's growing development effort, particularly in the areas of agricultural production and education. Toward the latter half of the 1950's the U.S. aid emphasis shifted to investments for industrial development and improving requisite management skills in government.

The 1960's witnessed a reassessment of economic aid and a growing understanding of the complex, long-term nature of the development

* On January 7, 1979 the U.S. Government and the Government of the Philippines signed an amendment to the 1947 Military Bases agreement which governs operation of U.S. military facilities in the Philippines. In signing the agreement, the U.S. Executive Branch made a best efforts commitment to receive Congressional approval of \$200 million over a five-year period for additional economic assistance to the Philippines.

process in contrast to earlier postwar recovery needs. Passage of the Foreign Assistance Act of 1961 resulted in a gradual shift away from industrial development toward agricultural production, community development, and a variety of social programs in the Philippines and other countries receiving U.S. economic assistance. Toward the latter half of the decade, AID projects in the Philippines gave attention to expansion of physical facilities in the rural countryside, as in the case of irrigation, and strengthening local government institutions to improve management of development activities. Both these activities carried into the 1970's. The sixties also saw introduction of narcotics control and public safety activities which were phased out in the early 1970's.

In December 1973, the United States Congress directed the Agency for International Development to significantly change its strategy toward development. The Agency was enjoined to use the resources entrusted to it to design projects which directly benefit the majority of the world's poor who live in the rural areas. Moreover, AID was instructed to develop program strategies and projects in a collaborative style with host governments to assure that activities undertaken are appropriate to the individual country's needs, culture, resources and current and future development plans.

The December 1973 Congressional directive, known as the NEW DIRECTIONS mandate, underwent considerable refinement throughout the seventies. For the U.S. assistance program in the Philippines, the emphasis has been on developing projects to meet a variety of needs among selected rural groups. In the agricultural sector these groups have been mainly small-scale lowland rice and corn farmers. The objective has been to increase their productivity on the land and, hence, increase their incomes, a prerequisite for improving their standard of living. Various projects have also focused directly on the provision of social services such as family planning and nutrition assistance for a broad spectrum of the rural populace. These types of activities, of necessity, required the Agency for International Development to play the role of innovator, testing various systems for delivering technologies appropriate to rural areas which could be picked up by other donors once proven feasible.

In addition, AID devoted substantial amounts of assistance to improving basic facilities in rural areas. This included road and bridge construction, water system construction, electrification, and irrigation. A principal objective was to improve these facilities in ways which maximized local participation.

III. Current Development Problems

Poverty in the Philippines is a multi-dimensional problem. Its manifest complexity and diversity of causes makes identifying strategies for alleviating it a challenging task. Defined in fundamental terms, approximately 4 million of the 7 million Philippine households may be classified as poor. Their poverty is a function of multiple causes primary among which is lack of sufficient, productive employment. This is reflected in patterns of employment which have heads of households and other family earners working at more than one job in order to provide for the family's needs. Although considerable attention is given to agricultural production, it is evident that the capacity of agriculture to absorb additional workers is limited. Moreover, the service sector is already overburdened with workers of low skills levels which serves to depress wages. Past concentration of industry in a few urban areas along with a lack of communications and transport in rural areas hampers industry's capacity to absorb surplus labor.

The employment problem is further exacerbated by high fertility among the Philippines' predominantly youthful population, and severe degradation of the country's resource base, particularly its forests. Destruction of forest resources diminishes the economic base of rural people by threatening fuel supplies for cooking, supplemental food products, and erosion of watersheds. The results are floods, siltation of farm fields, contamination of mangrove swamps and coastal fishing areas, and ultimate loss of ground water supplies.

Not all economic groups are equally affected by these problems. Moreover, the severity of poverty based on these factors is much more severe in some areas of the Philippines than others. Among groups most seriously affected are landless laborers, slash and burn farmers, upland farmers, and coastal fishermen. It is these groups who have the highest proportion of their number living at below the subsistence level and whose prospects for improved economic status are most limited.

IV. Current U.S. Development Assistance Program

The present portfolio of U.S.-assisted activities attempts to respond to these problems. It also provides a firm base upon which to build the new strategy that is discussed in Section V. Currently, AID development loan and grant resources are being devoted for support of the following activities:

Agriculture, Rural Development, and Nutrition

AID is assisting the Philippine Government to expand irrigation and road networks needed to increase the productivity and incomes of small farm families. A key feature of the irrigation program is the development of local users associations so that members may own, operate and maintain the facilities installed. Over the past four years, more than 1,000 such associations have been established. To stimulate development in relatively isolated and lower income rural areas, AID resources are being utilized to finance the upgrading of secondary and market feeder roads, and construction of penetration roads for bridge construction, and to develop the capability of local governments to plan and implement construction activities.

In the Bicol River Basin, AID helps finance an integrated program which concentrates development resources in an economically depressed region. Major project activities, planned and implemented as a unit, include water control, irrigation, drainage, watershed management, and access roads. Initiated in 1973 as a test case utilizing an integrated project approach to area development, the Bicol River Basin program has been successful in attracting other donor loan and domestic financing to sustain local growth and progress.

Through development of the Philippine Council for Agriculture and Resources Research (PCARR), AID is contributing to improving regional research capabilities at 16 centers nationwide. These centers play an important role in developing better plant varieties, cropping patterns and farming practices for a variety of food and feed crops including rice, corn, sorghum, soybeans, root crops, and vegetables. In addition, AID is assisting the Philippine Government with research in developing a regional network of crop protection centers focused on region-specific methods of reducing yield losses due to pest infestation. AID is also providing financial support for a project to help sort out important policies concerning agricultural production, pricing, and trade as a means to improve the consumption and nutritional benefits of ongoing development programs.

Other AID-supported activities are directed at market towns, cooperative marketing, and needs of the fisheries sector. AID resources are being utilized to upgrade the administrative capacity of local government in 16 selected towns to plan and implement, with the active participation of disadvantaged groups, small-scale income producing and social action projects. AID also is providing financing for an improved cooperative marketing system

for essential agricultural commodities. The project is aimed at improving a nucleus of Area Marketing Cooperatives which will serve the production, supply and marketing needs of some 90,000 small farmers. Other small-scale farmers and fish producers are being assisted under a project which provides technical advisory services and training for expanding fish-rice culture within the Philippines. By growing fish and rice simultaneously in the same field, small farm families can increase their incomes by selling fish in excess of family consumption needs.

The total amount of AID loan and grant resources committed in support of the agricultural and rural development activities described above is \$99 million.

In the field of nutrition, AID is furnishing technical advisory services, training and commodities for support of the Philippine Nutrition Program. Major activities being undertaken include information and education campaigns to increase awareness of the malnutrition problem, monitoring of the growth and nutritional status of children, and strengthening of the capacity of local planners to carry out nutrition programs. PL 480 Title II food, administered by U.S. voluntary agencies, is used to help reduce the incidence of moderate and severe malnutrition among mothers and children. Approximately 800,000 infants, pre-school children and mothers, along with an additional 1.7 million primary school age children benefit. A \$2.5 million grant and an annual average of some \$20 million in PL 480 Title II Food for Peace Commodities are provided for nutrition activities.

Population

AID's assistance to the Philippine Population Program centers upon expansion of the nation's family planning service network to grassroots level. A national family planning outreach project is utilizing full-time field workers to recruit, help train, and provide logistic and other services to neighborhood volunteers. These volunteers, in turn, provide family planning information and contraceptive services to their neighbors. There are currently about 40,000 volunteers, mainly in rural areas, working out of their homes and backed up by more than 2,650 trained Outreach workers. AID assists with contributions to salaries, travel allowances, educational and training programs, logistics, demographic measurement, and research. AID also furnishes assistance through the Population Commission for voluntary sterilization services and other clinical methods of contraception provided by about 3000 public and private medical facilities. Excluding costs of contraceptives, the U.S. contribution to national family planning outreach totals \$11.5 million.

Health

At national level, U.S.-assisted projects include both large and small scale water systems, with increased emphasis on the latter. AID recognizes that drinking water systems serve a number of development objectives other than improved health. The newest project initiative provides assistance for construction and management of small scale village water systems serving farming communities under 10,000 in population. The systems are organized and managed by village water associations which set fees and are responsible for maintenance and some construction. With nearly 80% of the population living outside an organized water system, AID funds are meeting a vital need in bringing more abundant and clean water to rural communities.

At regional level, projects in the Bicol and on Panay Island provide integrated health, nutrition and family planning services to rural areas not served by the existing health network. Village health workers are recruited and trained to serve in their own communities. When full staffing is completed, 1,000 paramedical personnel will be working in rural villages. Their primary functions include identification of village water and environmental sanitation needs, control of communicable diseases, referrals for health care, assistance with feeding programs for malnourished children, and provision of family planning information and services. AID has committed a total of \$56 million for these health sector activities.

Education and Human Resources Development

AID is assisting seven agricultural colleges located throughout the country with staff training and development, upgrading of physical facilities, and the provision of books, laboratory equipment, and training aids. These colleges have large rural service areas and afford significant opportunities to better match the skills of trained agriculturalists to local needs. In the public sector, an AID project is financing both academic and short-term training courses for Philippine Government personnel engaged in national development. Total U.S. funding is \$3.3 million. Aside from these two educational activities, most AID-supported projects include discrete training elements. Across the entire project portfolio, an average of some 100 Filipino participants receive training in the U.S. and third countries annually at an approximate cost of \$1 million per year.

Selected Development Activities

An AID-assisted project supports Philippine Government efforts to improve the measurement of economic progress, social change, and the impact of development projects, and also includes a special component addressing the role of women in development. When completed, the project is expected to result in an economic/social indicator system for improved planning and design of development projects of major benefit for the rural poor.

Recognizing the capacity of U.S. and Filipino private voluntary organizations to undertake innovative or experimental development projects meeting rural needs, AID makes direct grants in support of projects conceived, designed and implemented by voluntary organizations. Grants recently awarded have included funds for community development programs, crop diversification, and rehabilitation of the rural blind.

In the important field of non-conventional energy development, AID-financing supports experimentation with a variety of project activities focused on direct and indirect solar conversion and small scale hydropower.

To help generate additional revenues required to meet burgeoning development needs, AID provides support to help local governments identify, assess and record real property for the purpose of collecting tax revenues due. The project is expected to provide a significant increase in local government revenues available for development purposes.

AID has committed a total \$26 million for support of these selected development activities.

The table on page 10 summarizes in dollar terms the U.S. aid resources contributed in support of Philippine development over the past several fiscal years.

V. Future U.S. Development Assistance Program for the Philippines

The focus of the U.S. assistance program over the five-year period 1981-86 will represent a transition in terms of both beneficiary and area focus. There will be a shift in terms of target groups toward families involved in rainfed agriculture, particularly in upland areas, and toward families which are landless or near landless and must depend upon off-farm employment for a large share of their income. This emphasis will require

considerable effort to identify these groups more precisely and analyze the factors which account for their poverty.

By concentrating on these groups, the assistance program will look toward increasing rural employment as its primary objective. In terms of area focus, U.S.-assisted activities will move away from supporting primarily national programs toward a more tightly defined regional focus with regions V (Bicol), VI (Western Visayas) and VIII (Eastern Visayas) receiving initial attention. Regions I (Ilocos and Mountain Province areas) and II (Cagayan Valley) will be studied for possible project activities toward the end of the five-year period. Some programs, for example population planning and nutrition, will remain national in scope recognizing the pervasiveness of population growth and malnutrition problems.

This approach involves a development strategy oriented toward three main objectives:

- Promotion of more productive agricultural employment in rain-fed areas (upland as well as lowland);
- Creation of off-farm employment opportunities for those who are not productively employed in agriculture, including women; and
- Raising the productivity of the current and future labor force.

The constraints to achieving these objectives are several, and represent the areas for possible project activities. These include:

- low yields of rainfed production systems currently in use;
- inadequate water supply and management practices limiting crop intensity;
- noneffective producer organizations;
- inadequate marketing technologies and limited market channels;
- use of inappropriate farming practices in uplands which contributes to severe soil erosion and run-off;
- excessive population relative to the resource base;
- limited effective demand for potential output of rural-based enterprises;

- high energy costs;
- underdeveloped water, road, and communications facilities;
- unorganized and unproductive use of village resources and entrepreneurship;
- lack of employment-related skills.

AID can help the Philippine Government address many of these constraints by concentrating its resources in rainfed crop intensification and diversification; rural, small-scale enterprise development; local institution building; fertility reduction; and improved food distribution and nutrition.

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U. S. Development Assistance to the Philippines
(Thousands of U. S. Dollars)

<u>Project No. and Title</u>	<u>FY 77</u>	<u>FY 78</u>	<u>FY 79</u>	<u>Est. FY 80</u>
<u>Agriculture, Rural Development, and Nutrition</u>	<u>27,088</u>	<u>26,715</u>	<u>30,634</u>	<u>22,951</u>
0261 Agrarian Reform	386	366	-	-
0286 Agriculture Research II	-	-	5,000	2,300
0266 Aquaculture Production	129	221	-	-
0310 Bicol IAD II (Bula)	2,250	750	-	-
0289 Bicol IAD III (Rinconada)	-	-	3,500	1,500
0303 Bicol Integ. Rural Dev.	-	897	680	760
0260 Bicol River Basin Dev.	868	-	-	-
0300 Cooperative Marketing	-	1,600	4,400	-
0288 Crop Protection	5,000	-	-	-
0252 Food and Nutrition	363	564	270	-
0322 Freshwater Fisheries Dev.	-	-	400	1,100
0302 Integ. Ag Production & Mktg.	9,715	-	-	-
0256 Local Development	1,147	909	-	-
0248 Rural Electrification	100	-	-	-
0321 Rural Electrification V	-	8,400	-	-
0297 Rural Roads II	-	7,000	10,617	16,500
0304 Rural Service Centers	-	488	417	791
0259 Small Farmer Income & Prodn.	180	-	-	-
0301 Small Farmer Systems I	-	5,155	5,350	-
0274 Small Scale Irrigation	6,950	365	-	-
<u>Population</u>	<u>2,991</u>	<u>2,845</u>	<u>3,209</u>	<u>2,491</u>
0277 Population Planning II	2,991	2,845	3,209	2,491
<u>Health</u>	<u>10,250</u>	<u>9,400</u>	<u>6,000</u>	<u>8,387</u>
0291 Barangay Water I	-	3,184	3,000	-
0333 Barangay Water II	-	-	-	8,387
0319 Bicol Integrated Health	-	-	2,500	-
0309 Local Water Development	10,250	500	500	-
0312 Panay Unified Services for Hlth.	-	5,716	-	-

U. S. Development Assistance to the Philippines, FY 77-80

<u>Project No. and Title</u>	<u>FY 77</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>
<u>Education & Human Resources</u>	<u>100</u>	<u>100</u>	<u>700</u>	<u>100</u>
0331 Ag Education Outreach	-	-	600	-
0237 Gen. Participant Training	100	-	-	-
0308 Participant Training II	-	100	100	100
<u>Selected Dev. Activities</u>	<u>-</u>	<u>13,650</u>	<u>2,100</u>	<u>5,728</u>
0295 Economic & Social Impact Ana. /WID	-	1,000	500	1,000
0294 Non-conventional Energy Dev.	-	8,650	-	-
0298 Real Property Tax Administration	-	4,000	1,600	3,300
0345 PVO Co-Financing	-	-	-	1,428
TOTAL	<u><u>40,429</u></u>	<u><u>52,710</u></u>	<u><u>42,643</u></u>	<u><u>39,657</u></u>
<u>Economic Support Fund</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>20,000</u>
0342 Elementary School Const.	-	-	-	18,000
0343 Project Design	-	-	-	2,000
<u>PL 480</u>	<u><u>53,800</u></u>	<u><u>26,180</u></u>	<u><u>29,200</u></u>	<u><u>19,788</u></u>
Title I	13,200	13,300	10,000	-
Title II	40,600	12,880	19,200	19,788
GRAND TOTAL	<u><u>94,229</u></u>	<u><u>78,890</u></u>	<u><u>71,843</u></u>	<u><u>79,445</u></u>

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*Everett L. Headrick, Deputy Chief
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Active Centrally Funded Projects

Rural Development Analysis and Planning (936-A037)
Cooperative Post-Harvest Research and Development
Program in Southeast Asia

Research Division

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*Thomas Hobgood, International Development Intern *Ag Econ*
Felicidad C. Sunga, Secretary
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Mark Svendsen, Irrigation Researcher (Cornell) (CF) (at Nueva Ecija)
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Joe Gingrich, Weed Specialist, (OSU) (CF) (at Los Banos)
Clifford Munroe, Weed Specialist, (OSU) (CF) (at Los Banos)
(), Pest Forecasting Specialist (at NCPCLos Banos)
(), Pest Management Specialist (at NCPCLos Banos)
(Dennis O'Brien), (OSU) (CF) (at Los Banos) Ag Economist

Active Mission Funded Projects:

Agricultural Research I (492-0280)
Agricultural Research II (492-0286)
Crop Protection (492-0288)

Active Centrally Funded Projects:

Research on Integrated Crop Protection Systems with
Emphasis on Root-Knot Nematodes
Control of Vertebrate Pests
Crop Production and Land Capabilities of a Network of
Tropical Soil Families (Benchmark Soils)
Determinants of Irrigation Problems
Asian Vegetable Research and Development Center
Maximizing Symbiotic Fixation of Nitrogen by Grain and
Forage Legumes in the Tropics (NIFTAL)
International Potato Center
International Center for Corn and Wheat Improvement

Weed Control Systems for Representative Farms in
Development Countries
Tropical Mineral Research
International Feed Institute
Pest Management and Related Environmental Protection

Fisheries Development Division

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(at CLSU, Munoz, Nueva Ecija)
(Robert Stickney), Fish Hatchery Specialist (TAMU) (at CLSU,
Munoz, Nueva Ecija)

Active Mission Funded Projects

Freshwater Fisheries Development (492-0322)
Artisan Fisheries (Preparation)
Aquaculture Production (residual activities) (492-0266)

Active Centrally Funded Projects

Research in the Artificial Propagation of Milkfish
International Center for Aquaculture
International Center for Living Aquatic Resource Management

Production and Marketing Division

*John A. Foti, Chief *L. Samson '81*
*Martin H. Billings, Agricultural Economist *MID-Term*
Amy Leuterio, Secretary
David J. King, Rural Development Specialist (PSC)

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Rex Daly, Senior Agricultural Economist (at MA)
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James G. Snell, Agricultural Marketing Economist (at UPLB)
Bruce Graham, Agricultural Statistician (at MA)
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Active Mission Funded Projects

Integrated Agricultural Production and Marketing (Foti) (492-0302)
Agricultural Education Outreach (Billings) (492-0331)

Active Centrally Funded Projects

Foti:

Seed Program and Industry Development (AID/W and MSU)
AID/ta-C-1219)
Soybean Program (INTSOY) University of Illinois
Remote Sensing for Resources Assessment - Area
Sampling (AG/TAB-1166-678)
Fertilizer Development (931-A025)

Billings:

International Rice Research Institute
Industrial Extension of Small Scale Agricultural
Equipment Developed at IRRI
Effects of Mechanization on Small Farms
Farming Systems Research and Development Methodology -
Consortium for International Development (CID)

Farmer Organization Division

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*Paul Novick, Agricultural Economist (IDI)
Karl Jensen, Farmer Organization Specialist (PSC)
George Voth, Cooperative Marketing Specialist (ACDI)
Richard Neis, Cooperative Finance Specialist (ACDI)

Active Mission Funded Projects

Samahang Nayon Development (492-0339)
Cooperative Marketing (492-0300)
Agro-Forestry (Preparation) (492-0305)
Agrarian Reform (residual activities) (492-0261)

Active Centrally Funded Projects

Rural Financial Markets - AID/ta-BMA-7 with Ohio
State University and ACDI

*	-	AID Direct Hire
ACDI	-	Agricultural Cooperative Development International
(John Doe)	-	Not yet on board
CF	-	Centrally Funded
OSU	-	Oregon State University
FWS	-	U.S. Fish and Wildlife Service
DFWC	-	Denver Fish and Wildlife Center
NCPC	-	National Crop Protection Center
MA	-	Ministry of Agriculture
MAR	-	Ministry of Agrarian Reform
IRRI	-	International Rice Research Institute
TAMU	-	Texas A&M University
CLSU	-	Central Luzon State University
URLB	-	University of the Philippines at Los Banos

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