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BIFAD

Board for International Food and Agricultural Development

Budget Recommendations: 1988

Recommendations of the Board for International Food and Agricultural Development (BIFAD) on the AID Program and Budget for FY 1988 in Agriculture, Rural Development, and Nutrition

OCTOBER 1987
Agency for International Development
Washington, D.C. 20523

FOREWORD

The attached report of the BIFAD Budget Panel was accepted by the Board at its bi-monthly meeting on October 9, 1987. The Board commended the Panel on its work and endorsed the recommendations. The Board concluded that the report should receive wide circulation and be summarized in its annual report to the Congress.

For the record, I must state that in its oral presentation of the budget recommendations, the Panel noted that after the report was finalized A.I.D. had solicited an input from BIFAD for the Program Guidance message for FY 1990 and indicated a desire to respond to BIFAD's recommendation of a restatement of the Agency's commitment to institution-building and technology transfer activities.

Although the report is deliberately brief, we hope the reader will find the background information and recommendations informative and useful.

W. E. Lavery

W. E. Lavery
Chairman

Attachment: a/s

RECOMMENDATIONS

of the

BUDGET PANEL

of the

BOARD FOR INTERNATIONAL FOOD AND AGRICULTURAL DEVELOPMENT

Apportionment of Funds

Agency for International Development

Fiscal Year 1988

, 9

RECOMMENDATIONS

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Under the Title XII Amendment to the Foreign Assistance Act of 1961, the Board for International Food and Agricultural Development (BIFAD) has the responsibility of making recommendations to the Administrator of the Agency for International Development (AID) on the apportionment of funds authorized for the conduct of the U.S. Bilateral Agricultural Development Assistance Program.[1] The BIFAD Budget Panel is charged with helping the Board to fulfill this responsibility.[2]

[1] Foreign Assistance Act of 1961, as amended; Title XII, Section 298, (c), (6).

[2] The members of the BIFAD Budget Panel are:

Dr. Harold Matteson, Chairman (New Mexico State)
Dr. Kenneth Shapiro (Wisconsin)
Dr. Howard Massey (VPI)
Dr. Reed Hertford (Rutgers)
The Honorable Paul Findley, Board Member

EXECUTIVE SUMMARY

The university community has consistently advocated foreign assistance for institution building and educational development. There are three reasons for this:

1. Assistance to developing countries must result in activities that are sustainable after the immediate project is completed.

2. Assistance must focus on long-term solutions to long-term problems rather than on quick fixes.

3. Long-term sustainable development activities can only be carried out by the citizens of the developing countries themselves. The U.S. role, therefore must focus on helping others help themselves through training and the strengthening of indigenous institutions.

Over the past several years (including last year), BIFAD has made a series of recommendations consistent with this strategy and A.I.D.'s "four pillars" philosophy of development.

However, the panel feels that A.I.D. has not been fully responsive to these recommendations. An analysis of budget rends indicated a decline in total agricultural programs from approximately 55 percent to 38 percent of the DA account (28 to 18 percent of total A.I.D. obligations) between 1980 and 1989 (proposed). The decline in training, research, and extension activities has been even more precipitous.

Furthermore, A.I.D. has failed to follow the BIFAD recommendations that annual program guidance to the field missions re-emphasize institution-building and technology generation and transfer types of projects.

In view of these facts, Title XII universities are concluding that A.I.D. is decreasing its emphasis on institution-building projects and on agricultural research. This weakens the political support the Agency can expect from the university community. Further impinging on that support is the observation that other public interest groups are securing earmarks for their programs.

It is against this background that the Panel recommends that A.I.D. take the following actions now, regarding the allocations of 1988 appropriations and the budget request for 1989:

1. Increase the percentage of funds allocated to institution-building projects by insulating them from budget cuts and, where possible, increasing funding or adding new projects.

2. Allocate new funds to strengthen African faculties of agriculture.

3. Protect centrally funded agricultural programs from further budget cuts.

4. Support policy reform by strengthening developing country policy-making capacity, rather than providing cash transfers.

Moreover, if Congress cuts ESF more than DA, which seems likely, A.I.D. should resist pressure to use more DA as a substitute for ESF cash transfers.

A final recommendation, repeated from last year, is that A.I.D. should ensure that the FY 1990 program guidance strongly emphasize institution-building projects.

RECOMMENDATIONS OF THE BUDGET PANEL

The BIFAD Budget Panel read key policy and strategy documents and visited with a wide range of A.I.D. staffers during three intensive meetings, which led to the present report. Helpful budget and financial data were prepared for analysis by the BIFAD staff.

This year's report is intentionally brief; hopefully it will be read in its entirety. It begins with two comments concerning the university community's perspectives on foreign assistance, and then moves to an analysis of BIFAD recommendations and A.I.D. responses of years past. The next two sections deal with A.I.D.'s Annual Programming Guidance to field missions and to the problem of "budget earmarking." The final section summarizes the Panel's recommendations.

I. U.S. university community perspectives on foreign assistance - past and present

A. The university community has consistently advocated foreign assistance for institution building and education. Why?

1. Assistance to developing countries must result in activities that are sustainable after the immediate project is completed.

2. Assistance must focus on long-term solutions to long-term problems.

3. Long-term, sustainable development activities can only be carried out by citizens of the developing countries themselves. Helping others help themselves through training and the strengthening of indigenous institutions is the appropriate U.S. role.

B. Because the Foreign Assistance Act is over 25 years old and, therefore, deserving of a thorough review, and because questions have been raised about the effectiveness of A.I.D. in Africa and other regions, sentiments are growing which favor a careful, broad-based examination of the U.S. international assistance program. The Title XII community has an opportunity -- if not a responsibility -- to play an important role in such an effort.

II. A.I.D.'s response to BIFAD's budget recommendations.

Since 1979 A.I.D. has not fully implemented the bulk of BIFAD's recommendations, in spite of wide agreement on the "four pillars" of the Agency. This is readily seen in the downward trend of funding for

institution-building projects (Figure 1), and is illustrated further by the point-by-point comparison of BIFAD budget recommendations and A.I.D. responses appearing below for FY 88 (information for other years is found in Appendix B):

BIFAD's Recommendation for Developing Assistance. -- "The BIFAD recommends that A.I.D. substantially increase its request for bilateral Development Assistance within the total foreign assistance budget."

RESPONSE: While the record is unclear, and A.I.D. may have pursued this recommendation, the fact remains that the DA budget currently (FY 88) stands at about 35 percent of A.I.D.s total budget -- down from 44 percent in FY 81.

BIFAD's Recommendation for the Agriculture (103) Account.--"The BIFAD recommends reversing the relative decline of the Agriculture (ARDN) account as a percentage of all functional accounts. This percentage is 43% in FY 1987. We recommend that the 53% to 56% levels that previously existed should be considered as minimum levels."

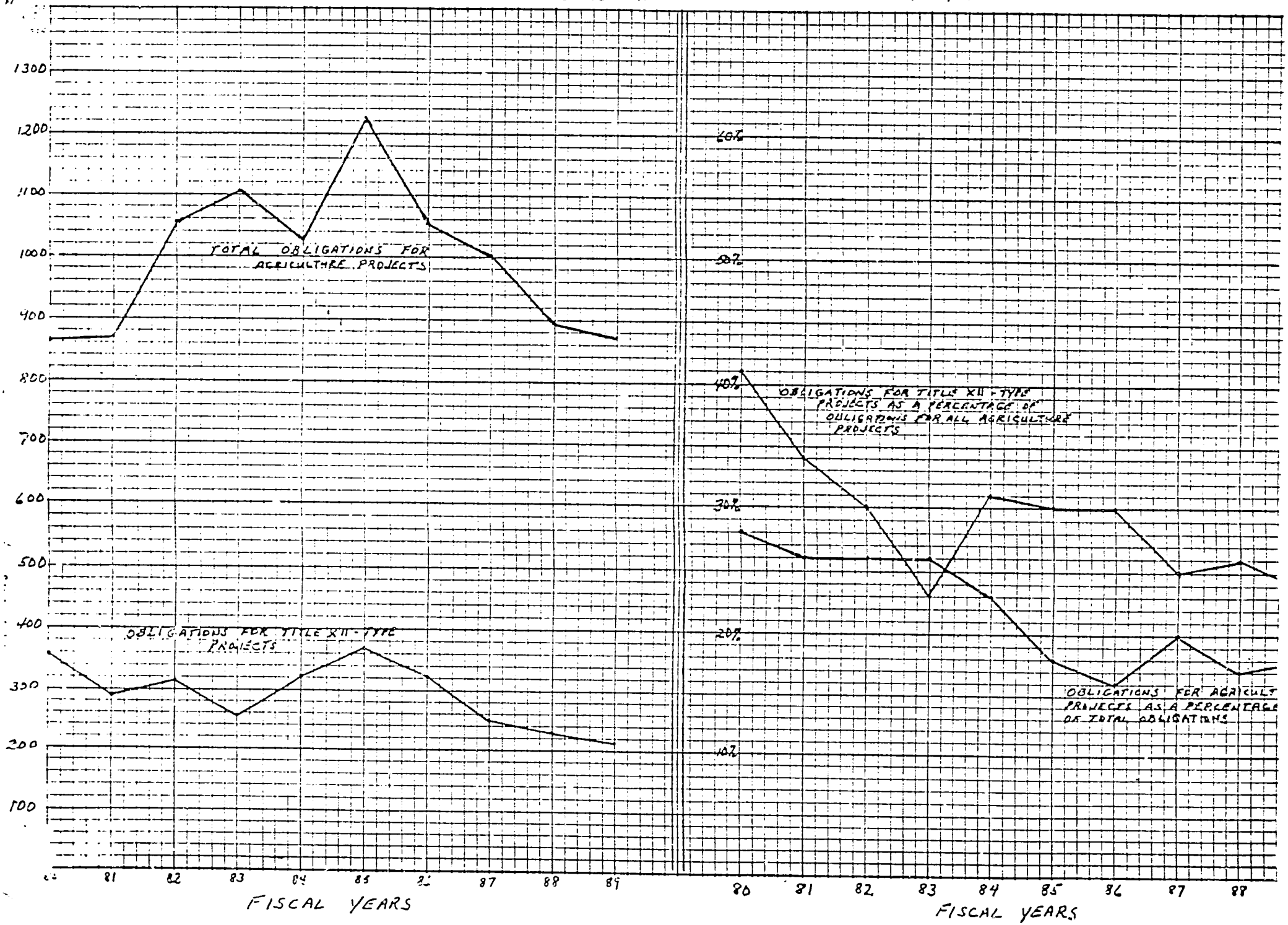
RESPONSE: The Agriculture account has declined sharply in the FY 88 request, in both dollar and percentage terms. Compared to the FY 87 request, FY 88 is down $79 million ($709 to $630). It has fallen from over 43% to 38% of all Functional Accounts. These levels for FYs 87 and 88 are well below those for 1977 to 1984 when the agriculture account was between 53% and 56% of the total.

BIFAD's Recommendation for Institution-building.--"The BIFAD recommends decreasing allocations to short-term projects with short-term benefits and increasing allocations to long-term projects to strengthen institutions of agricultural research, education, extension, and policy analysis. A particularly urgent component of this recommendation is that A.I.D. should allocate funds to implement its objective of building faculties of agriculture in Africa."

RESPONSE: The past ten years have seen a sharp drop in the percentage of A.I.D. project funds allocated to institution building. Annual obligations of funds to institution-building projects fell from 11% to 5% of all project funding between FY 80 and FY 88. A more dramatic picture of A.I.D. support to institutional development can be seen in estimated life-of-project (LOP) costs for new projects in the year of project

FIGURE 1. A.I.D. BUDGET TRENDS
(see Appendix A for supporting data)

GRAPHIC ILLUSTRATION OF A.I.D. BUDGET TRENDS FOR AGRICULTURE AND TITLE XII-TYPE PROJECTS



initiation (or proposed initiation). These dropped from 13% to 3% of all project LOP funding between approved in FY 80 and proposed for FY 88 . New funds have not been allocated to building faculties of agriculture in Africa.

BIFAD's Recommendation for Centrally Funded Programs.--"The BIFAD recommends that A.I.D. provide strong support to centrally funded programs, insulating from further cuts such programs as, the Collaborative Research Support Programs (CRSPs), Program Support Grants, Matching Support Grants, and Smaller Institution Linkage Grants."

RESPONSE: A.I.D.'s FY 88 request for S&T and S&T's Office of Agriculture are essentially equal to the actual obligations in FY 87. However, the FY 87 levels were down sharply from FY 86 (14% for S&T and 19% for the S&T Office of Agriculture).

BIFAD's Recommendations for Policy Reform and Analysis.--"The BIFAD recommends that A.I.D. reduce its emphasis on capital transfers as an inducement for policy reform ans instead concentrate its limited resources on technical assistance and research to strengthen developing countries' capacity to conduct policy analysis."

RESPONSE: There is no evidence that A.I.D. has reduced its emphasis on capital transfer as an inducement for policy reform. Furthermore, the budget trends in Appendix A indicate a sharp decline from a low base in the use of resources for assistance in agricultural planning and policy analysis over the past three years.

III. A.I.D.'s response to BIFAD's recommendation concerning the Annual Programming Guidance.

Every year A.I.D./Washington sends Programming Guidance to all its missions. In this era of decentralization and greater mission authority, the Programming Guidance represents one way of providing a cohesive sense of direction and priorities. The FY 88 and Fy 89 documents do not fully reflect the "four pillars" of A.I.D.'s program strategy (institution building, technology generation and transfer, privatization, and policy reform) because they virtually ignore institution building and technology generation and transfer, while placing emphasis on privatization and policy reform.

This contrasts with a BIFAD resolution of October 29, 1986, that reads in part:

> "A review of the A.I.D. 'programming guidance' for the FY 1988 budget cycle reveals that among the four 'pillars' of A.I.D. philosophy, [policy reform,

privatization, technology transfer, institution-building] very little emphasis was placed on institution-building activities. The success of policy reform and private sector initiatives, as well as increases in agriculture production, are, to a considerable degree, dependent on supportive institutions capable of generating new technology and human capital resources as well as developing and administering a set of reasonably consistent and predictable policies in a stable environment.

Therefore, the Board for International Food and Agriculture Development recommends to A.I.D. that the 'programming guidance' . . . be modified to give greater emphasis to institution-building as an essential element of the development process."

IV. Earmarking of the foreign aid appropriation

A.I.D. officials claim that they are unable to respond fully to BIFAD's recommendations because budget earmarking has virtually eliminated the Agency's flexibility. However, this view is sharply contradicted by Congressional staffers. The Budget Panel has enlisted PPC to analyze the impact of earmarking on A.I.D.'s internal budget flexibility. If the results show a seriously hamstrung Agency, we may be able to help convince Congress to reduce future earmarking. If the results show that A.I.D. retains a fair degree of flexibility, then this may lead the university community to seek its own earmarks.

The Panel analyzed the HAC version of the African Development Fund as an example of some of the dangers of earmarkings. Transfers from the Agriculture account constitute $198 million of the $450 million in the proposed African Fund authorization, leaving $252 million for other activities. House earmarks call for a minimum of $135 million to be spent on natural resources, health, and family planning. A.I.D.'s own plan call for $200 million to be spent in three Regional Programs (the African Economic Policy Reform Program, $45; the Southern Africa Regional Initiative, $73; and the Africa Regional Program, $82). While some of the regional funds may be used for agriculture and institution building, it is important to note that prior to this year the Economic Policy and Southern Africa programs were financed entirely by Economic Support Funds.

Therefore, there is the possibility that at least $335 million of the African appropriation will be spent on natural resources, health, family planning and regional programs, leaving no more than $115 million for agriculture. That figure must be compared to the $198 million of ARDN (103) funds in the proposed African Fund authorization.

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Close, timely consultation between A.I.D. and BIFAD on the disposition of the African Development Fund would be very valuable. The House bill directs A.I.D. to consult with PVOs on the use of the Africa Fund appropriation. Equal consultation with BIFAD is urged.

VI. Recommendations

Agriculture continues to be the most important sector in most poor countries. A.I.D. should increase the priority it gives to agricultural development programs that are sustainable, that focus on long-term solutions, and that help poor populations help themselves. Such a strategy should give appropriate emphasis to institution building, to education, to research, and to technology transfer within the "four pillars" framework.

Therefore, the Panel recommends that BIFAD:

1. Cooperate with A.I.D., NASULGC, and others in fostering efforts by the Title XII community to examine the U.S. international assistance program;

2. Request A.I.D. to respond to the five budget recommendations discussed in Section II of the Report;

3. Participate with A.I.D. in the formulation of the A.I.D. Programming Guidance document for FY 1990; and

4. Discuss with the Agency the implications of earmarking on programming flexibility and constructive actions that may be taken.

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APPENDIX A

Tabular Data on A.I.D. Budget Trends

NOTES: (1) These tables include all funds (DA, SH, FA, and ESF) administered by the four A.I.D. bureaus included in this analysis. The analysis has been based on sub-functional categories assigned by A.I.D. and does not distinguish between functional or appropriation accounts. Data for FY 1979 thru FY 1988 were taken from the PPC data base; for FY 1989 data are from the latest ABS submission. The data were compiled by a retired senior A.I.D. officer working as a consultant to BIFAD.

(2) For purposes of these data Title XII-type projects have been defined as those projects which A.I.D. has classified under seven (out of a total of 27 in the agriculture area) sub-functional categories in the agency's classification system. The seven sub-functional categories used are those whose definitions most closely correspond with the language of the Title XII legislation. Given the number of large multi-purpose projects and possible imprecision in the assigning of sub-category functional codes by Mission and Washington personnel, the data should not be considered a precise reflection of Title XII projects. However, such variations would be unlikely to change the trend data in any substantial way.

(3) The data from the ABS's used for FY 88 and FY 89 reflect "request" levels, hence should be viewed with special caution. The final trends for those years will be determined by Agency funding decisions within the total available appropriated funds.

(4) A.I.D. personnel view our attempt to use "the total life-of-project value of new project starts in the year of initiation" to establish trends with considerable skepticism; hence primary attention should probably be focussed on the obligation trends. (NOTE: BIFAD/S still believes the life-of-project data for new projects are a reasonable indicator of future obligation trends.)

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Obligation trends for Title XII-type projects ($000's), Total A.I.D.
(Combined obligations include DA,SH, FA & ESF funding)

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
TOTAL OBLIGATIONS:AID	3,109,984	3,370,461	4,018,074	4,248,520	4,447,253	6,884,466	6,516,801	5,039,599	5,132,714	4,970,122
A. TOTAL AGR OBLIGATIONS:AID	862,160	865,679	1,058,115	1,102,793	1,023,643	1,225,378	1,057,429	1,002,489	895,783	875,695
% TOTAL OBLIGATIONS	28%	26%	26%	26%	23%	18%	16%	20%	17%	18%
SEL AGR CATEGORIES										
FNPA:Plan/Pol-Agr	41,441	42,360	54,015	37,850	79,180	68,679	93,087	31,999	46,119	44,885
FNPN:Plan/Pol-Nutr	3,291	3,319	3,776	5,909	5,724	7,953	6,695	7,930	9,100	8,800
FNDR:AgTech/Res-US	27,640	28,700	40,661	39,172	49,173	41,193	35,622	25,022	24,080	23,171
FNDS:AgTech/Res-LDC	55,886	108,590	86,688	68,509	71,670	103,077	100,332	71,901	67,774	50,324
FNTE:Trng/Educ	21,948	18,321	30,437	34,030	35,477	37,829	34,318	44,458	31,966	51,300
FNEX:Extension	108,585	65,791	76,912	37,148	53,661	90,976	24,020	22,244	13,481	11,101
FNIL:Local Institutions	97,982	24,878	23,377	35,408	26,520	20,246	28,264	46,857	39,785	24,850
B. TITLE XII-TYPE PROJECTS	356,773	291,959	315,866	258,026	321,405	369,953	322,338	250,411	232,305	214,431
%TOTAL OBLIGATIONS	11%	9%	8%	6%	7%	5%	5%	5%	5%	4%
%TOTAL AGR OBLIGATIONS	41%	34%	30%	23%	31%	30%	30%	25%	26%	24%
C. OTHER AGR CATEGORIES	505,387	573,720	742,249	844,767	702,238	855,425	735,091	732,078	663,678	661,464
D. TOTAL NON-AGR PROJECTS	2,247,824	2,504,782	2,959,959	3,145,727	3,423,610	5,659,088	5,459,372	4,057,110	4,236,731	4,094,227

Obligation trends for Title XII-type projects ($000's), AFR Region.
(Combined obligations include DA,SH, FA & ESF funding)

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
II. TOTAL NEW PROJECTS:AFR	400,962	463,267	623,701	608,460	673,106	774,738	624,048	505,503	607,780	544,035
A. TOTAL AGR PROJECTS:AFR	171,093	200,958	239,352	247,843	250,238	284,129	259,639	179,853	185,137	196,523
% TOTAL NEW PROJECTS	43%	43%	38%	41%	37%	37%	42%	36%	30%	36%
SEL AGR CATEGORIES										
FNPA:Plan/Pol-Agr	13,381	17,735	19,817	11,035	15,128	34,710	46,771	4,893	21,389	20,199
FNPN:Plan/Pol-Nutr	0	382	0	0	0	1,363	4,259	5,850	5,900	6,100
FNDR:AgTech/Res-US	3,862	4,273	5,445	9,571	16,202	5,221	4,160	2,900	2,400	700
FNDS:AgTech/Res-LDC	29,174	44,110	51,249	36,174	33,160	42,479	39,428	29,405	25,464	29,667
FNTE:Trng/Educ	16,577	7,080	19,702	20,714	16,480	10,913	12,630	13,500	11,751	21,721
FNEX:Extension	42,253	40,566	41,203	22,513	15,148	15,943	8,519	4,756	1,300	1,300
FNIL:Local Institutions	10,488	12,984	3,619	6,120	3,306	4,821	7,664	5,515	2,300	2,200
B. TITLE XII-TYPE PROJECTS	115,735	127,130	141,035	106,127	99,424	115,450	123,431	66,819	70,504	81,887
%Total Obligations	29%	27%	23%	17%	15%	15%	20%	13%	12%	15%
%Total Agr Obligations	68%	63%	59%	43%	40%	41%	48%	37%	38%	42%
C. OTHER AGR CATEGORIES	55,358	73,828	98,317	141,716	150,814	168,679	136,208	93,034	114,633	114,636
D. TOTAL NON-AGR PROJECTS:AFR	229,869	262,309	384,349	360,617	422,868	490,609	364,409	345,650	422,643	347,512

Obligation trends for Title XII-type projects ($000's), ANE Region.
(Combined obligations include DA,SH, FA & ESF funding)

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
III. TOTAL NEW PROJECTS:ANE	2,436,826	2,351,257	2,585,762	2,620,759	2,791,690	4,331,412	4,508,465	3,312,420	3,217,830	3,100,330
A. TOTAL AGR PROJECTS:ANE	488,921	488,968	581,904	593,196	534,738	637,744	533,565	572,280	478,497	443,964
% TOTAL NEW PROJECTS	20%	21%	23%	23%	19%	15%	12%	17%	15%	14%
SEL AGR CATEGORIES										
FNPA:Plan/Pol-Agr	14,909	14,000	24,701	11,774	37,319	12,260	23,137	11,865	9,097	9,536
FNPN:Plan/Pol-Nutr	0	0	0	0	0	0	0			
FNDR:AgTech/Res-US	0	0	1,000	1,000	1,500	0	0	0	0	0
FNDS:AgTech/Res-LDC	15,147	60,694	30,867	29,207	33,037	43,495	46,651	27,836	22,000	11,909
FNTE:Trng/Educ	4,960	10,645	7,050	6,020	7,455	21,106	19,887	28,751	14,803	14,579
FNEX:Extension	50,074	7,126	16,680	9,850	34,428	62,650	4,680	6,300	7,650	5,985
FNIL:Local Institutions	83,741	3,900	16,537	27,048	22,700	8,400	17,500	33,446	30,050	18,450
B. TITLE XII-TYPE PROJECTS	168,831	96,365	96,835	84,899	136,439	147,911	111,855	108,198	83,600	60,459
%Total Projects	7%	4%	4%	3%	5%	3%	2%	3%	3%	2%
%Total Agr Projects	35%	20%	17%	14%	26%	23%	21%	19%	17%	14%
C. OTHER AGR CATEGORIES	320,090	392,603	485,069	508,297	398,299	489,833	421,710	464,082	394,897	383,505
D. TOTAL NON-AGR PROJECTS:ANE	1,947,905	1,862,289	2,003,858	2,027,563	2,256,952	3,693,668	3,974,900	2,740,140	2,739,333	2,656,366

Obligation trends for Title XII-type projects ($000's), LAC Region.
(Combined obligations include DA,SH, FA & ESF funding)

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
IV. TOTAL NEW PROJECTS:LAC	272,196	376,714	609,718	823,004	759,386	1,492,389	1,121,005	982,644	1,079,872	1,093,825
A. TOTAL AGR PROJECTS:LAC	156,465	130,013	169,712	198,847	171,037	223,864	195,201	188,413	174,367	172,863
% TOTAL NEW PROJECTS	57%	35%	28%	24%	23%	15%	17%	19%	16%	16%
SEL AGR CATEGORIES										
FNPA:Plan/Pol-Agr	11,662	7,833	5,644	8,957	21,453	15,879	17,483	10,329	10,957	10,544
FNPN:Plan/Pol-Nutr	440	546	549	926	912	1,382	0	680	600	600
FNDR:AgTech/Res-US	0	540	0	1,300	1,136	1,314	1,820	500	3,000	3,500
FNDS:AgTech/Res-LDC	11,565	3,786	4,572	3,128	4,125	12,907	10,926	11,439	17,980	6,420
FNTE:Trng/Educ	321	596	3,685	7,296	11,542	5,810	1,551	2,207	4,612	14,200
FNEX:Extension	15,958	17,899	19,029	4,785	4,085	11,861	10,436	10,788	4,056	3,416
FNIL:Local Institutions	3,753	7,994	3,221	2,240	514	7,025	3,100	7,526	6,985	3,900
B. TITLE XII- TYPE PROJECTS	43,699	39,194	36,700	28,632	43,767	56,178	45,316	43,469	48,190	42,580
%Total Projects	16%	10%	6%	3%	6%	4%	4%	4%	4%	4%
%Total Agr Projects	28%	30%	22%	14%	26%	25%	23%	23%	28%	25%
C. OTHER AGR CATEGORIES	112,766	90,819	133,012	170,315	127,270	167,686	149,855	144,944	126,377	130,483
D. TOTAL NON-AGR PROJECTS:LAC	115,731	246,701	440,006	624,057	588,349	1,268,525	925,834	794,231	905,305	920,762

Obligation trends for Title XII-type projects ($000's), S&T Central.
(Combined obligations include DA,SH, FA & ESF funding)

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
V. TOTAL NEW PROJECTS:S&T	178,139	179,223	198,893	196,291	223,071	285,927	263,283	239,032	227,232	231,932
A. TOTAL AGR PROJECTS:S&T	45,681	45,740	67,147	62,807	67,630	79,641	69,024	61,943	57,782	62,345
% TOTAL NEW PROJECTS	26%	26%	34%	32%	30%	28%	26%	26%	25%	27%
SEL AGR CATEGORIES										
FNPA:Plan/Pol-Agr	1,489	2,792	3,853	6,084	5,280	5,830	5,696	4,912	4,676	4,606
FNPN:Plan/Pol-Nutr	2,851	2,391	3,227	4,983	4,812	5,208	2,436	1,400	2,600	2,100
FNDR:AgTech/Res-US	23,778	23,887	34,216	27,301	30,335	34,658	29,642	21,622	18,680	18,971
FNDS:AgTech/Res-LDC	0	0	0	0	1,348	4,196	3,327	3,221	2,330	2,328
FNTE:Trng/Educ	90	0	0	0	0	0	250		800	800
FNEX:Extension	300	200	0	0	0	522	385	400	475	400
FNIL:Local Institutions	0	0	0	0	0	0	0	370	450	300
B. TITLE XII-TYPE PROJECTS	28,508	29,270	41,296	38,368	41,775	50,414	41,736	31,925	30,011	29,505
%Total Projects	16%	16%	21%	20%	19%	18%	16%	13%	13%	13%
%Total Agr Projects	62%	64%	62%	61%	62%	63%	60%	52%	52%	47%
C. OTHER AGR CATEGORIES	17,173	16,470	25,851	24,439	25,855	29,227	27,288	30,018	27,771	32,840
D. TOTAL NON-AGR PROJECTS:S&T	132,458	133,483	131,746	133,484	155,441	206,286	194,259	177,089	169,450	169,587

Funding trends for Title XII-type projects ($000's), Total A.I.D.
(By total estimated Life-of-Project costs, year of initiation)

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
I. TOTAL NEW PROJECTS:AID	2,626,095	2,567,969	2,287,445	3,806,353	3,469,462	2,985,767	7,666,727	6,214,187	3,190,691	2,959,235	1,875,525
A. TOTAL AGR PROJECTS:AID	1,220,185	949,534	725,687	1,549,953	890,019	886,665	1,120,636	790,071	943,693	324,850	466,000
% TOTAL NEW PROJECTS	46%	37%	32%	41%	26%	30%	15%	13%	30%	11%	25%
SEL AGR CATEGORIES											
FNPA:Plan/Pol-Agr	33,056	47,360	37,012	29,500	53,107	42,935	25,975	60,700	37,886	23,300	2,000
FNPN:Plan/Pol-Nutr	1,500	3,400	12,182	0	0	0	26,100	0	0	0	0
FNDR:AgTech/Res-US	15,164	18,432	0	32,283	37,600	18,116	26,675	29,525	1,500	25,000	0
FNDS:AgTech/Res-LDC	180,495	62,258	97,826	52,663	31,740	83,095	143,668	34,300	47,000	11,750	47,000
FNTE:Trng/Educ	35,589	41,558	24,347	58,788	22,837	46,000	47,747	9,349	33,136	17,750	31,000
FNEX:Extension	156,186	82,365	39,765	75,020	12,310	290	93,090	30,000	27,400	0	0
FNIL:Local Institutions	66,877	82,068	19,047	29,470	4,450	40,500	20,393	8,482	8,500	9,000	30,000
B. TITLE XII-TYPE PROJECTS	488,867	337,441	230,179	277,724	162,044	230,936	383,648	172,356	155,422	86,800	110,000
%TOTAL TITLE XII-TYPE	19%	13%	10%	7%	5%	8%	5%	3%	5%	3%	6%
%TOTAL AGR PROJECTS	40%	36%	32%	18%	18%	26%	34%	22%	16%	27%	24%
C. OTHER AGR CATEGORIES	731,318	612,093	495,508	1,272,229	727,975	655,749	733,988	617,715	1,266,613	316,275	495,595
D. TOTAL NON-AGR PROJECTS	1,405,910	1,618,435	1,561,758	2,256,400	2,579,443	2,099,082	6,549,091	5,424,116	1,768,656	2,556,160	1,269,930

Funding trends for Title XII-type projects ($000's), AFR Region.
(By total estimated Life-of-Project costs, year of initiation)

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
II. TOTAL NEW PROJECTS:AFR	372,142	361,759	333,228	714,530	536,192	655,947	805,533	547,276	425,148	612,536	346,795
A. TOTAL AGR PROJECTS:AFR	153,793	148,551	164,488	240,087	249,917	233,245	322,594	172,579	152,038	28,700	68,000
% TOTAL NEW PROJECTS	41%	41%	49%	34%	47%	36%	40%	32%	36%	5%	20%
SEL AGR CATEGORIES											
FNPA:Plan/Pol-Agr	14,442	16,560	22,786	0	14,340	15,435	20,475	53,250	12,113	23,000	
FNPN:Plan/Pol-Nutr	0	0	382	0	0	0	26,100	0	0	0	0
FNDR:AgTech/Res-US	0	17,002	0	0	28,600	18,116	13,725	0	0	0	0
FNDS:AgTech/Res-LDC	24,202	10,608	45,305	49,163	10,790	13,546	92,368	26,300	20,000	3,500	37,000
FNTE:Trng/Educ	17,196	12,700	897	51,088	13,100	0	26,851	2,149	8,588	2,200	31.000
FNEX:Extension	11,707	52,639	4,050	19,900	9,750	0	5,000	0	8,500	0	0
FNIL:Local Institutions	1,550	3,968	14,897	0	2,150	0	5,743	7,982	0	0	0
B. TITLE XII-TYPE PROJECTS	69,097	113,477	88,317	120,151	78,730	47,097	190,262	89,681	49,201	28,700	68,000
%Total Projects	19%	31%	27%	17%	15%	7%	24%	16%	12%	5%	20%
%Total Agr Projects	45%	76%	54%	50%	32%	20%	59%	52%	32%	100%	100%
C. OTHER AGR CATEGORIES	84,696	35,074	76,171	119,936	171,187	186,148	132,332	82,898	102,837	152,560	139,595
D. TOTAL NON-AGR PROJECTS:AFR	218,349	213,208	168,740	474,443	286,275	422,702	482,939	374,697	273,110	431,276	139,200

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Funding trends for Title XII-type projects ($000's), ANE Region.
(By total estimated Life-of-Project costs, year of initiation)

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
III. TOTAL NEW PROJECTS:ANE	1,840,521	1,663,357	1,529,861	2,304,582	2,207,363	1,648,283	5,359,652	4,699,319	1,986,347	1,596,626	1,101,400
A. TOTAL AGR PROJECTS:ANE	891,547	506,813	400,780	1,100,370	371,972	538,947	457,400	377,877	570,813	147,150	387,500
% TOTAL NEW PROJECTS	48%	30%	26%	48%	17%	33%	9%	8%	29%	9%	35%
SEL AGR CATEGORIES											
FNPA:Plan/Pol-Agr	12,795	19,000	11,199	24,500	12,567	22,000	3,000	6,600	24,773	9,650	
FNPN:Plan/Pol-Nutr	0	0	0	0	0	0	0	0	0	0	
FNDR:AgTech/Res-US	2,017	500	0	0	0	0	0	880	0		
FNDS:AgTech/Res-LDC	130,738	33,000	49,021	3,500	20,000	41,400	21,300	0	14,500	13,000	10,000
FNTE:Trng/Educ	18,161	28,508	21,850	2,150	6,287	35,500	4,850	1,100	11,000	7,500	
FNEX:Extension	143,224	10,000	5,620	36,200	0	0	57,000	30,000	0	0	
FNIL:Local Institutions	57,562	70,000	0	29,470	0	40,000	0	0	6,000	0	30,000
B. TITLE XII-TYPE PROJECTS	364,497	161,008	87,690	95,820	38,854	138,900	86,150	38,580	56,273	30,150	40,000
%Total Projects	20%	10%	6%	4%	2%	8%	2%	1%	3%	2%	4%
%Total Agr Projects	41%	32%	22%	9%	10%	26%	19%	10%	10%	20%	10%
C. OTHER AGR CATEGORIES	527,050	345,805	313,090	1,004,550	333,118	400,047	371,250	339,297	514,540	117,000	347,500
D. TOTAL NON-AGR PROJECTS:ANE	948,974	1,156,544	1,129,081	1,204,212	1,835,391	1,109,336	4,902,252	4,321,442	1,415,534	1,449,476	713,900

Funding trends for Title XII-type projects ($000's), LAC Region.
(By total estimated Life-of-Project costs, year of initiation)

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
IV. TOTAL NEW PROJECTS:LAC	278,925	462,464	350,485	644,331	622,832	451,657	1,099,087	826,888	672,756	607,423	400,730
A. TOTAL AGR PROJECTS:LAC	135,961	259,125	143,922	146,163	224,155	110,594	258,509	196,840	196,342	106,850	10,500
% TOTAL NEW PROJECTS	49%	56%	41%	23%	36%	24%	24%	24%	29%	18%	3%
SEL AGR CATEGORIES											
FNPA:Plan/Pol-Agr	4,679	11,800	850	0	17,000	5,500	2,500	850	1,000	0	2,000
FNPN:Plan/Pol-Nutr	0	0	0	0	0	0	0	0	0	0	0
FNDR:AgTech/Res-US	0	0	0	0	7,550	0	0	7,600	1,500	30,000	0
FNDS:AgTech/Res-LDC	25,555	18,650	3,500	0	950	26,750	0	8,000	12,500	0	0
FNTE:Trng/Educ	232	350	1,600	5,550	3,450	10,500	16,046	800	1,861	2,500	0
FNEX:Extension	300	19,726	30,095	18,920	2,560	290	18,000	0	2,500	9,000	0
FNIL:Local Institutions	7,765	8,100	4,150	0	2,300	500	14,650	500	0	1,600	0
B. TITLE XII-TYPE PROJECTS	38,531	58,626	40,195	24,470	33,810	43,540	51,196	17,750	19,361	43,100	2,000
%Total Projects	14%	13%	11%	4%	5%	10%	5%	2%	3%	7%	0%
%Total Agr Projects	28%	23%	28%	17%	15%	39%	20%	9%	10%	40%	19%
C. OTHER AGR CATEGORIES	97,430	200,499	103,727	121,693	190,345	67,054	207,313	179,090	176,981	63,750	8,500
D. TOTAL NON-AGR PROJECTS:LAC	142,964	203,339	206,563	498,168	398,677	341,063	840,578	630,048	476,414	500,573	390,230

Funding trends for Title XII-type projects ($000's), S&T Central.
(By total estimated Life-of-Project costs, year of initiation)

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
V. TOTAL NEW PROJECTS:S&T	134,507	80,389	73,871	142,910	103,075	229,880	402,455	140,704	106,440	142,650	26,600
A. TOTAL AGR PROJECTS:S&T	38,884	35,045	16,497	63,333	43,975	3,899	82,133	42,775	24,500	42,150	
% TOTAL NEW PROJECTS	29%	44%	22%	44%	43%	2%	20%	30%	23%	30%	0%
SEL AGR CATEGORIES											
FNPA:Plan/Pol-Agr	1,140	0	2,177	5,000	9,200	0	0	0		0	
FNPN:Plan/Pol-Nutr	1,[illegible]00	3,400	11,800	0	0	0	0	0		7,150	
FNDR:AgTech/Res-US	13,147	930	0	32,283	1,450	0	12,950	21,045		0	
FNDS:AgTech/Res-LDC	0	0	0	0	0	1,399	30,000	0		0	
FNTE:Trng/Educ	0	0	0	0	0	0	0	5,300		0	
FNEX:Extension	955	0	0	0	0	0	13,090	0		0	
FNIL:Local Institutions	0	0	0	0	0	0	0	0	5,000	0	
B. TITLE XII-TYPE PROJECTS	16,742	4,330	13,977	37,283	10,650	1,399	56,040	26,345	5,000	7,150	
%Total Projects	12%	5%	19%	26%	10%	1%	14%	19%	5%	5%	0%
%Total Agr Projects	43%	12%	85%	59%	24%	36%	68%	62%	20%	17%	
C. OTHER AGR CATEGORIES	22,142	30,715	2,520	26,050	33,325	2,500	26,093	16,430	19,500	35,000	
D. TOTAL NON-AGR PROJECTS:S&T	95,623	45,344	57,374	79,577	59,100	225,981	320,322	97,929	81,940	100,500	26,600

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APPENDIX B

Summary Record of A.I.D. Responses to Prior BIFAD Recommendations
FY 1980 to FY 1988

Reference	FY Budget Year	Recommendations	Agency Actions
Ch. Wharton to Administrator Gilligan 9/2/77	FY 79	Promised future in-depth evaluations of budgets. (1) opposed PPC's deletion of food legumes research. (2) concurred in level of funding for CRSPs. (3) Accepted BIFAD support budget of $1,380,000 in lieu of requested $1,500,000. (4) concurred in reduction of 1 BIFAD Staff position.	(1) Agency retained research on food legumes, thus saving the proposed CRSP on Bean and Cowpeas. (3) No argument.

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Reference	FY Budget Year	Recommendations	Agency Actions
Ch. Wharton to Adm. Gilligan 9/25/76*	FY 80	(1) Support for CRSPs, other research and strengthening grants.	(1) CRSP $8 million and $5 million strengthening grants (below request but above % increases for competing interest).
		(2) Issue raised on Capital vs. Tech. Asst.; recommended increased institution-building & human capital TA and less capital transfer.	(2) Agency ambivalent, some opposed to reduction in capital transfer.
		(3) more Title XII projects.	(3) Agency referred 37 new XII 1976, 1975 13 new and 26 in mill and 21 planned.
		(4) increase or sustain F&N allocation vs. other budgets; confine decreases in budgets to capital or at T.A.	(4) AID agreed in principal at that time. Table 1 shows increase in requests.
		(5) recommended five-year approval for CRSPs and two-year forward funding.	(5) AID agreed but hasn't followed through; CRSPs now down to 1 month to 12 month forward funding.
		(6) encourage major benchmark study (STB) for coordinating international research and disseminating results.	(6) never done.
		(7) AID increase funding for participant training with post graduate study in U.S. and thesis in LDC.	(7) AID has responded positively.
		(8) AID develop and utilize cooperative agreement grants/contracts which provide longevity, flexibility and certainty of funding for universities.	(8) mixed bag on first part, but unable to consistently assure certainty of funding for universities.

*Report and recommendations sent to Title XII officers by Wharton; some wrote letters to their Congressman, sending copies of report for FY 80.

7/24/87:doc#5211R

Reference	FY Buget Year	Recommendations	Agency Actions
W. Thomas for Wharton to Adm. Bennet 10/1/79*	FY 81	(1) Strengthen U.S. universities capabilities. (2) Institution building and human capital development in LDCs. Emphasis. (3) Program support for long term university research. (4) Involve universities more fully in interim network of ag. sciences. (5) Support IARCs, LDC research projects, and strengthen LDC research systems.	(1) BIFAD was "gratified" at response. (2) AID agreed. (3) Agreed at that time. (4) No argument. (5) No argument.

*Report and recommendations sent to Title XII officers by Wharton; some wrote letters to their Congressman, sending copies of report.

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Reference	FY Budget Year	Recommendations	Agency Actions
Wharton to Ehrlich (IDCA) and Bennet (AID), 10/7/80. Briefing memo 2/8/80 for Adm. 6/25/80, Kiehl to Wharton	FY 82	No specific budget recommendations this fiscal year. BIFAD dealt with policy issues and new BIFAD role under IDCA. (1) U..S. policy on middle income countries; BIFAD recommended Agency seek role for M.I's (2) African food situation - develop institutions and human resources. (3) U.S. role in Caribbean. BIFAD expressed interest for U.S. universities. (4) Title XII and BIFAD in 80s. (5) Alternate role for BIFAD in future. (6) Involvement Title XII universities with A.I.D.	(1) Post-graduate relations with MICs became an AID policy; Brazil and Mexico were models; CRSP's developed relations with both countries. (2) Input for Caribbean initiative (Kissinger Comm.) by BIFAD was important. (3) Agency agreed that U.S. universities had a role. (4) Letter by Wheeler (Acting Adm.) went to Title XII universities seeking ways to facilitate relations and share personnel, AID-universities. (5) & (6) These recommendations were addressed to IDCA, as there was uncertainity about AID's future relations wth BIFAD.

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Reference	FY Budget Year	Recommendations	Agency Actions
Kiehl to Board 6/7/81, and draft Wharton to McPherson 6/6/81	FY 83	Comments on budget confined to selected topics for discussion with Administrator in preparation for FY 84 to succeeding budgets. (1) Endorsed emphasis placed by Administrator on institution-building, technology transfer, and human resources development. (2) Increase relative share centrally funded agricultural research and technology transfer above 14% (of total S&T budget) necessary for greater emphasis in technology transfer in future; and to assure against funding competition with IARC's. competition with IARC's; (3) BIFAD stated three new proposed objectives: -- AID coordination with BIFAD on forward planning for CGIAR to take account of unique resources available in U.S. land grant system; -- recognition of role of women in research and development system (CGIAR/IARCs); -- link U.S. institutions with IARCs and LDC institutions.	(1) AID program plans showed increases in institution-building and human capital development ranging from 3% to 13% by bureaus; FY 81 to FY 83. Joint resolution signed by Administrator and Chairman Wharton to commit Title XII university resources in institution-building and other mandates of Title XII (5/20/81), (see attachment). (2) AID has sometimes included members of BIFAD staff in CGIAR reviews, but has not included BIFAD for consideration of IARC budgets. AID has pushed for women in CGIAR system and in other assistance organizations. (3) AID consented but has not followed through with any significant involvement of BIFAD and staff.

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Reference	FY Budget Year	Recommendations	Agency Actions
Wharton to Adm.McPherson 3/8/83	FY 84	(1) AID development assistance budget should be larger with greater share to agriculture, rural development, and nutrition. (2) AID should increase funding for participant training and AID/BIFAD should develop innovative, cost-effective oppportunities for involvement of Title XII institutions in participant training process. (3) AID should insolate CRSPs and other centrally funded research from commitments to IARCs and join BIFAD in review of IARC activities. (4) Meet funding requirements of strengthening grant program and forecast needs for universities service. (5) Increase investment in LDC institution-building and provide for general education programs (outside specific projects).	(1) AID has tried for greater budgets for 103 and total D.A. However, percent has varied little (Tables 1 and 2). (2) AID has increased participant training under McPherson. However, no innovative, cost-effective opportunities have evolved. (3) IARC funding transferred from S&T Bureau to PPC. CRSPs faired well until FY 86-87. (4) AID has done well in funding strengthening grant program, but not well on forecasting needs. (5) Institution-building program funding increased during this period including funding for general education programs.

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Reference	FY Budget Year	Recommendations	Agency Actions
BIFAD budget report for FY 85 dated 2/84. Letter dated 2/11/84 York to McPherson. Special Task Force report Hutchinson to Adm. dated 7/19/84	FY 85	(1) Larger share of budget to agricultural development recommended.	(1) Some improvements were made through ESF funds.
		(2) De-emphasize activities with low potential for impact on agricultural development.	(2) No change.
		(3) Strengthen centrally-funded research and T.A. services and increase budget for S&T Agricultural Office.	(3) Some improvements this fiscal year. (FY 85).
		(4) Insulate centrally-funded research from IARC support.	(4) IARC budget moved to PPC.
		(5) Increase training for M.S. Ph.D.s.	(5) Number of degree trainees increased to 1521 in 1983 from 996 in 1977, and non-degree to 1,012 from 626 same period.
		(6) Recommend institution-building approach to private sector in lieu of capital transfer approach predominantly in use by Agency.	(6) No evidence in Africa and Asia; Some change in L.A.
		(7) Caution Agency in expanding farming system research projects -- no substitute for effective national agricultural research and extension.	(7) Becoming less popular in Agency anyway.
		(8) Agency should increase number of agricultural professionals vs. non-agriculturalists and provide in-service training.	(8) numbers; 1980 - 232, 6.4%; 1982 - 250, 7.5%; 1986 - 230, 7.2%
		(9) Special BIFAD Task Force recommendations to increase budget support for Office of Agriculture in S&T and its portfolio of research and T.A. projects.	(9) Agency acted favorably on recommendations.

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Reference	FY Budget Year	Recommendations	Agency Actions
E. T. York memo, dated Jan. 15, 1985 addressing, Board 's "discharging its statutory responsibility (apportionment of A.I.D. funds) for FY-86". Copy sent to Administrator McPherson.	FY-86	BIFAD recommendation focused on level and composition of A.I.D. funds for agricultural development, with particular emphasis on institution-building and human capital formation in Country Programs, recognizing the U.S. comparative advantage in this field.	Board refers to its recommendations in the comprehensive report for FY-85 and stated that "our analysis indicates that the emphasis which A.I.D. Administrator M. Peter McPherson has accorded to building institutions continues to be reflected in A.I.D's portfolio of agricultural programs."

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Reference	FY Budget Year	Recommendations	Agency Actions
BIFAD Resolution at meeting 7/24/86, stated in memo, Charles Ward to Administrator dated 8/11/86	FY-87 & FY-88	The Board: (1) reaffirmed its strong support for the efforts of A.I.D. to carry out the plan for agricultural research and faculty development in Africa; and (2) urged that the necessary fund be allocated to activate promptly this important initiative, as a matter of high priority.	The Agency has plans for such, but has been slow in implementing them.

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Reference	FY Budget Year	Recommendations	Agency Actions
Ch. Lavery to McPherson 10/30/86	FY 86	(1) Increase request for D.A. (2) Reverse relative decline ARDN, maintain at 53% to 56%. (3) Decrease short term project allocation in favor of faculty building for agriculture. (4) Strong support for central research, such as CRSPs. (5) Reduce capital transfers for inducing policy reform and concentrate on developing capacity for policy analysis and reform.	(1) See Tables 1 and 2. (2) See Tables 1 and 2. (3) No evidence. (4) Good to FY 86-87 when precipitious decline: 32% budget cuts plus about 30% in reduction in pipelines for some CRSPs (from 2 year forward funding to less than 12 months). (5) No evidence that this recommendation was observed.

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Reference	FY Budget Year	Recommendations	Agency Actions
Ch. Lavery to McPherson 10/30/86	FY 89	AID program guidance to missions. Needs modification for institution-building component.	(1) Never done.
Lavery to to McPherson 4/22/87		Reminded Agency of non-compliance with FY 89 guidance recommendations on 10/30/86 on following policy dialogue and leverage vs. T.A. in building institutional policy/planning capability which has been recommended 2 times by BIFAD.	(2) No response

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TABLE 1

BUDGETS FOR ARDN*, POPULATION, HEALTH AND TOTAL DEVELOPMENT ASSISTANCE PROGRAM FY 79 to FY 88
(In $1000s)

	FY 79 Actual	FY 80 Actual	FY 81 Actual	FY 82 Request	FY 82 Actual	FY 83 Request	FY 83 Actual	FY 84 Request	FY 84 Actual
ARDN*	614,156	630,627	652,616	727,779	707,078	700,000	725,804	725,213	723,137
Population	184,935	184,535	189,905	253,370	211,050	201,040	214,877	212,235	242,364
Health	132,946	129,945	143,336	120,405	134,431	114,063	139,636	100,656	128,195
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Total DA	1,577,293	1,620,535	1,713,187	1,917,552	1,855,232	1,835,903	1,959,719	1,889,916	2,133,919

	FY 85 Request	FY 85 Actual	FY 86 Request	FY 86 Actual	FY 87 Request	FY 87 Estimate	FY 88 Request	
ARDN*	752,551	774,742	792,352	759,967	709,900	642,187	471,000	($896,417)**
Population	250,002	288,181	250,017	237,539	250,000	230,991	207,500	
Health	156,136	252,313	146,027	213,249	150,843	162,800	120,100	
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Total DA	2,245,124	2,512,262	2,133,462	2,267,266	2,082,650	2,203,596	2,209,259	

* Agriculture, Rural Development and Nutrition (Functional Account Section 103)
** 471,000 and 500,000 - 74,583 (Sahel FY 87) = 896,417

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TABLE 2

PERCENT OF TOTAL DEVELOPMENT ASSISTANCE

	FY 79		FY 80		FY 81		FY 82		FY 83	
	Request	Actual	Request	Actual	Request	Actual	Request	Actual	Request	Actual
ARDN		38.94		38.92		36.09	37.95	36.11	36.12	37.04
Population		11.92		11.41		11.08	13.21	11.38	10.95	10.96
Health		8.43		6.02		8.37	6.28	7.25	6.22	7.12

	FY 84		FY 85		FY 86		FY 87		FY 88	
	Request	Actual	Request	Actual	Request	Actual	Request	Estimate	Request	Actual
ARDN	38.37	33.89	33.55	30.6	37.14	33.52	34.09	29.14	40.57	
Population	11.23	11.36	11.14	11.47	11.72	10.48	12.00	10.46	9.39	
Health	5.33	6.01	7.04	10.04	6.85	5.41	7.21	7.39	5.44	

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