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International Fund for Agricultural Development)

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THE WHITE HOUSE
WASHINGTON

January 25, 1984

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FG 006-11
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MEMORANDUM FOR JOHN A. SVAHN

FROM: BURLEIGH LEONARD *BL*

SUBJECT: IFAD

The attached New York Times article indicates that some Administration officials, particularly Secretary Regan and Mr. Stockman, oppose continued U.S. participation in IFAD. If this article accurately presents the opinions of these two officials, we have a problem.

In the CCFA meeting on IFAD last December, there was general consensus among represented agencies, including Treasury and OMB, that the U.S. should not unilaterally withdraw from IFAD, but that the U.S. should condition its future participation in IFAD replenishments on two circumstances: (1) the U.S. contribution to IFAD would be no greater than its current share of total contributions; (2) The OPEC countries' contributions to IFAD should be no less than their current share of total contributions.

The appearance of debate within the Administration over future U.S. participation in IFAD will continue to generate press coverage. This increased press attention, in conjunction with the upcoming discussion of a second replenishment of IFAD (to be held at the end of February) makes it all the more important for the President to address the IFAD issues personally, preferably in a CCFA meeting with the IFAD decision memorandum (prepared by OPD) serving as the focus for discussion.

AS

International Fund for Agriculture
Development

U.S. WEIGHING ROLE IN U.N. FARM UNIT

Considers Quitting Fund That Assists Small Owners and Workers in Poor Lands

By CLYDE H. FARNSWORTH

Special to The New York Times

WASHINGTON, Jan. 21 — The Reagan Administration is considering ending United States participation in a small, specialized United Nations organization based in Rome that assists small farmers and landless laborers in the poorest countries.

The issue is being discussed at a time when the Administration is taking a hard look at all 120 international organizations in which the United States holds membership.

The current question involves the International Fund for Agricultural Development. According to Administration officials from several departments, President Reagan has been called on to resolve an interagency dispute over American participation in the agency, which is encountering financial problems.

The conflict is chiefly between Agriculture Secretary John R. Block, who is pressing for a continued American commitment, and officials in the Treasury Department and the Office of Management and Budget, who are opposed because of United States budget problems and what they see as a duplication of efforts with other agencies that lend money to poor countries.

The Unesco Decision

The new retrenchment is being considered less than a month after the United States announced its intention to withdraw from the United Nations Educational, Scientific and Cultural Organization at the end of 1984 unless Unesco alters practices that the Administration found objectionable. The United States has long criticized what it says is the politicization of Unesco, which was set up in 1946, and has objected to spending policies and budget increases.

State Department officials say there is no general policy to retreat from international organizations. However, Gregory J. Newell, Assistant Secretary for international organization affairs, acknowledged at a news conference late last month that the Administration had had problems with a number of agencies in addition to Unesco because of politicization, budget and management policies.

These include the International Labor Organization, the United Nations Environmental Program, the United Nations Food and Agricultural Organization, the International Atomic Energy Agency and the International Telecommunications Union.

The Reagan Administration has also looked closely at the International Monetary Fund and the World Bank. It fought for an \$8.4 billion contribution to the International Monetary Fund, but has cited budget and other considerations for a cutback of 25 percent in the commitment to an agency of the World Bank, the International Development Association, which makes development loans to the poorest countries.

A Conference in Rome

The dispute about the International Fund for Agricultural Development concerns an agency that grew out of the World Food Conference in Rome 10 years ago, when major nations were considering ways to deal with spreading famine and malnutrition in the third world.

In the six years that the agency has operated, with a current staff of 74, it has committed about \$1.8 billion for 138 projects aiding the rural poor in 77 countries, according to its President, Abdulmuhsin al-Sudeary, who is from Saudi Arabia.

The agency, which makes loans for such purposes as the purchase of milk cows or materials for basketweaving in Bangladesh, has 139 members. It is managed by an executive board with six members from developing countries, six from industrial countries and six from members of the Organization of Petroleum Exporting Countries. Financing has been shared almost equally between OPEC and the industrial countries.

But the agency is now running out of money to commit for new projects. The membership is scheduled to meet in Rome Feb. 29-March 1 to consider a new series of multiyear financial pledges.

Opposed to Participation

The United States officials opposed to continued participation in the agency include Treasury Secretary Donald T. Regan and David A. Stockman, director of the Office of Management and Budget. They cite the need for fiscal restraint by the United States and their perception that the agency's work duplicates that of such other organizations as the World Bank, which makes third world development loans, and the United Nations Development Program, which provides technical assistance.

Mr. Block contends that the agriculture agency, which has made low-interest and long-repayment loans to millions of farmers in the third world, complements the work of other institutions.

Mr. Block declined this week to comment on his position, but he did say publicly in remarks to the press on Jan. 10: "I don't expect I.F.A.D. to collapse from lack of funds."

Other officials said Mr. Block was impressed by the importance attached to the agency by industrial as well as third world countries at a ministerial meeting of United Nations Food and Agricultural Organization in Rome last November. Scandinavian countries and Canada have been especially vocal in support of the agency.

At the same meeting, the United States was under strong criticism for not meeting its full financial pledge to the agency.

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THE WHITE HOUSE
WASHINGTON

October 18, 1984

Dear Mr. Secretary General:

Thank you for your telex of September 11 concerning the International Fund for Agricultural Development (IFAD). The United States shares your enthusiasm for IFAD's efforts in financing agricultural development for the benefit of small farmers and the landless poor in the least developed countries. We have shown our support for IFAD by contributing \$200 million to IFAD's initial funding and another \$180 million to IFAD's first replenishment.

IFAD is unique in that it is the only UN agency financed by OECD and OPEC countries on an approximately equal basis, with decisionmaking shared equally among its three categories of members. Consequently, we are committed to the view that OPEC-OECD burden-sharing is not merely a formula for marshalling resources but is an essential aspect of IFAD.

As to the second replenishment, the United States announced in February 1984 that we are prepared to make a contribution of up to \$150 million to be paid over the 3-year replenishment period, predicated on burden-sharing and other essential conditions.

We desire successful completion of negotiations on IFAD's second replenishment as soon as possible in order to assure funds for IFAD's lending program in 1985. We are now considering initiatives by other governments to achieve a second replenishment.

24488955

I appreciate your having taken the time to share
with me your views on this important matter.

Sincerely,

Ronald Reagan

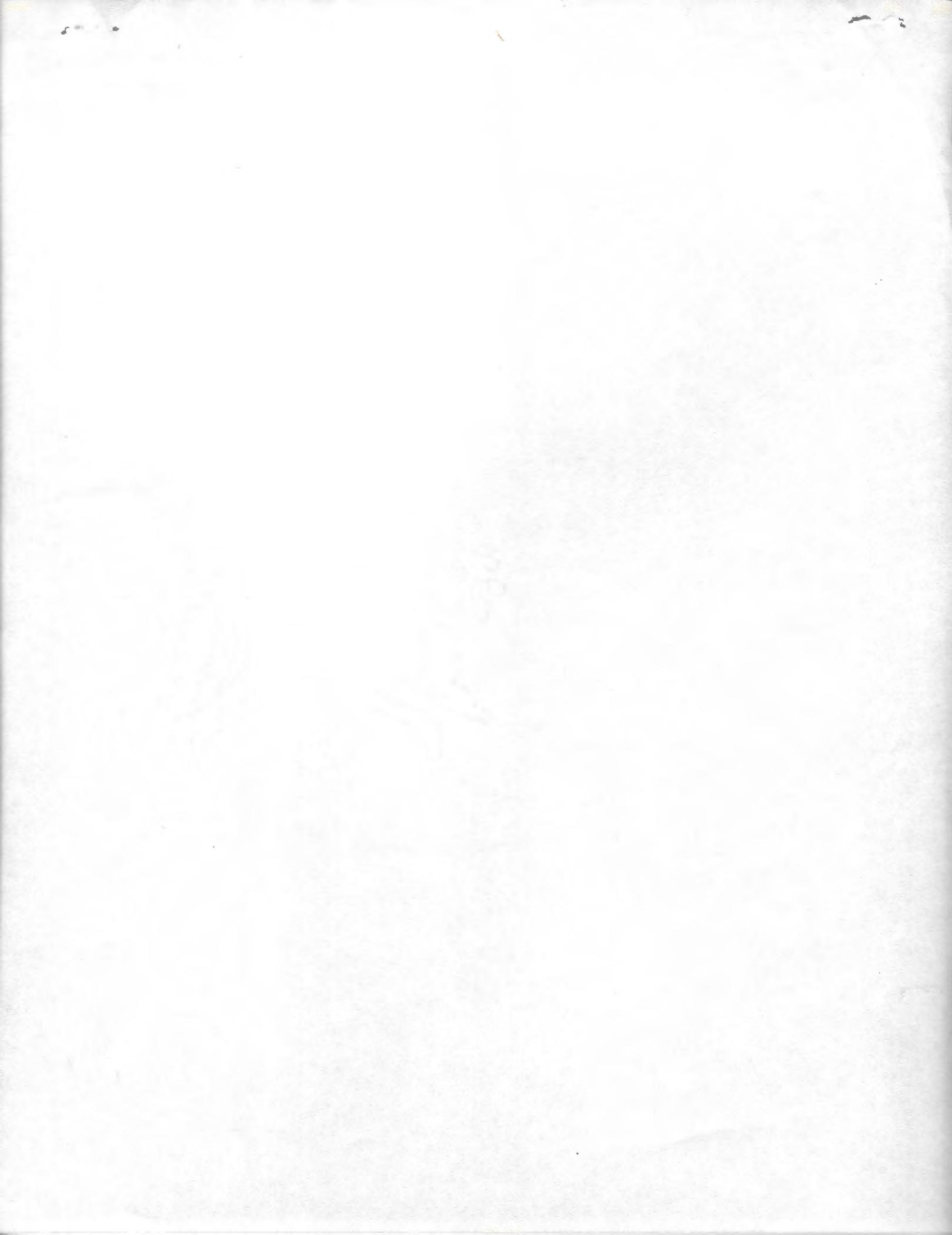
His Excellency
Dr. Javier Perez de Cuellar
Secretary General of the
United Nations
United Nations, New York 10017

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ON

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THE WHITE HOUSE
WASHINGTON

October 18, 1984

Dear Mr. Secretary General:

Thank you for your telex of September 11 concerning the International Fund for Agricultural Development (IFAD). The United States shares your enthusiasm for IFAD's efforts in financing agricultural development for the benefit of small farmers and the landless poor in the least developed countries. We have shown our support for IFAD by contributing \$200 million to IFAD's initial funding and another \$180 million to IFAD's first replenishment.

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As to the second replenishment, the United States announced in February 1984 that we are prepared to make a contribution of up to \$150 million to be paid over the 3-year replenishment period, predicated on burden-sharing and other essential conditions.

We desire successful completion of negotiations on IFAD's second replenishment as soon as possible in order to assure funds for IFAD's lending program in 1985. We are now considering initiatives by other governments to achieve a second replenishment.

24488955

NSC #8407014

I appreciate your having taken the time to share with me your views on this important matter.

Sincerely,

Ronald Reagan

His Excellency
Dr. Javier Perez de Cuellar
Secretary General of the
United Nations
United Nations, New York 10017

THE WHITE HOUSE
WASHINGTON

7014
OCT 18 1984

October 18, 1984

ACTION

MEMORANDUM FOR THE PRESIDENT

FROM: ROBERT C. MCFARLANE *RCM* **SIGNED** SYSTEM

SUBJECT: Letter to UN Secretary General Perez de Cuellar Regarding His Telex on IFAD

Issue

To respond to UN Secretary General Perez de Cuellar's letter on the second replenishment for the International Fund for Agricultural Development (IFAD).

Facts

IFAD is a UN agency that was established in the 1970s to combat hunger in the Third World. Its unique feature is that OPEC money has funded about half its activities. This was to allow OPEC to replace some of the capital that poor countries lost due to higher energy prices.

Discussion

Negotiations have been underway for some time between the OECD countries, OPEC countries and the UN in order to seek an acceptable funding formula for IFAD. It has been the U.S. position that IFAD funding should be equally carried by OECD and OPEC countries. Perez de Cuellar seeks that all parties resolve their differences. We are currently doing all we can on this score and progress is expected.

RECOMMENDATION

OK

NO

That you sign the letter to Perez de Cuellar at Tab A.

Attachments

TAB A Letter to Perez de Cuellar
TAB B Telex from Perez de Cuellar

Prepared by:
Richard Levine

cc Vice President

24 27th St W

MINNAPOLIS

BOOKED

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DRAFT LETTER

Dear Mr. Secretary General:

Thank you for your telex of September 11 concerning the International Fund for Agricultural Development (IFAD). The United States shares your enthusiasm for IFAD's efforts in financing agricultural development for the benefit of small farmers and the landless poor in the least developed countries. We have shown our support for IFAD by contributing \$200 million to IFAD's initial funding and by pledging another \$180 million toward IFAD's first replenishment.

IFAD is unique in that it is the only UN agency financed by OECD and OPEC countries on an approximately equal basis, with decision-making shared equally among its three categories of members. Consequently, we are committed to the view that OPEC-OECD burden-sharing is not merely a formula for marshalling resources but is an essential aspect of IFAD.

As to the second replenishment, the United States announced in February 1984 that we are prepared to make a contribution of up to \$150 million to be paid over the three-year replenishment period, predicated on burden-sharing and other essential conditions.

His Excellency

Dr. Javier Perez De Cuellar,

Secretary General of the United Nations,

New York.

We desire successful completion of negotiations on IFAD's second replenishment as soon as possible in order to assure funds for IFAD's lending program in 1985. We are pleased to consider initiatives put forward by other governments to achieve a second replenishment which all donors' requirements in participation.

I appreciate your having taken the time to share with me your views on this important matter.

Sincerely,

REFERRAL

DATE: 20 SEP 84

MEMORANDUM FOR: STATE SECRETARIAT

DEPARTMENT OF STATE

DOCUMENT DESCRIPTION:

TO: PRESIDENT

SOURCE: DE CUELLAR, JAVIER P

DATE: 11 SEP 84

KEYWORDS: FOOD

AFRICA

OECD

OPEC

SUBJ: MSG TO PRES FM SYG OF THE UN RE ADDL RESOURCES TO THE INTL FUND FOR

.....

REQUIRED ACTION: DRAFT REPLY FOR PRES SIG

DUE DATE: 25 SEP 84

COMMENTS:


FOR ROBERT M. KIMMITT

EXECUTIVE SECRETARY

*rec'd S/S-5
9/20/84 1620 OHS*



7014
S/S 8426002
United States Department of State

Washington, D.C. 20520

October 10, 1984

84 OCT 11 A 4: 19

WHITE HOUSE
SITUATION ROOM

UNCLASSIFIED

MEMORANDUM FOR MR. ROBERT C. McFARLANE
THE WHITE HOUSE

Subject: Draft Presidential Response to Telex from
U.N. Secretary-General Perez de Cuellar

Ref: NSC Referral ID# 8407014

U.N. Secretary-General Perez de Cuellar sent the President a telex September 11 on negotiations for the second replenishment of the International Fund for Agricultural Development (IFAD). A copy of the telex is attached at Tab 2.

The telex praises IFAD's efforts and asserts that IFAD is in precarious financial straits. The telex asks the United States to give careful consideration to initiatives of other governments taken to reach a speedy conclusion of negotiations on a second IFAD replenishment. A draft response is attached at Tab 1.

Covey

Charles Hill
Executive Secretary

Attachments:

Tab 1 - Draft Reply
Tab 2 - Incoming telex

NATIONAL SECURITY COUNCIL

October 12, 1984

ACTION

MEMORANDUM FOR ROBERT C. McFARLANE

FROM: RICHARD LEVINE *[Signature]*

SIGNED

SUBJECT: Presidential Letter to UN Secretary General
Perez de Cuellar Regarding IFAD

Attached at Tab A is a State-drafted Presidential letter to UN Secretary General Perez de Cuellar in response to the Secretary General's recent telex to the President on IFAD replenishment. (This issue is explained in the President's memo). Speechwriters have cleared the proposed Presidential letter, as well as the Department of Treasury.

RECOMMENDATION

That you sign the memo to the President at Tab I.

Approve _____

Disapprove _____

SES Ms. Dobriansky and Messrs. Robinson, *[Signature]*, Wetters and Steiner concur.

Attachments

- TAB I Memo to the President
- TAB A Letter to Perez de Cuellar
- TAB B Telex from Perez de Cuellar
- TAB II State cover memo forwarding draft letter

ASC

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0632 UG DLY .NEWYORK (IFAD) 10 2215 GMT

PMS H.E. RONALD W. REAGAN

PRESIDENT OF THE UNITED STATES OF AMERICA

WHITE HOUSE

WASHINGTON, D.C.

84 SEP 11 A 8:00

CCY535-09

MR. PRESIDENT,

IN DECEMBER 1983 I WROTE TO THE HEADS OF GOVERNMENT OF A NUMBER OF MEMBERS OF THE INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT (IFAD) AS WELL AS TO SECRETARY OF STATE GEORGE SHULTZ, ABOUT MY STRONG INTEREST IN THE NEGOTIATIONS UNDERWAY TO PROVIDE ADDITIONAL RESOURCES TO THAT IMPORTANT INSTITUTION. IN MY LETTER TO SECRETARY SHULTZ, I RECALLED THAT THE UNITED STATES HAD PLAYED A MAJOR ROLE IN THE WORLD FOOD CONFERENCE IN 1974 AND, SUBSEQUENTLY, IN THE ESTABLISHMENT OF IFAD AS A NEW AND UNIQUE INSTRUMENT OF NORTH-SOUTH COOPERATION. IN HIS REPLY, SECRETARY SHULTZ CONFIRMED THE CONTINUING SUPPORT OF THE UNITED STATES GOVERNMENT FOR INTERNATIONAL

EFFORTS TO ASSIST AGRICULTURAL DEVELOPMENT.

THE URGENT NEED TO CONTINUE THE FIGHT AGAINST HUNGER AND POVERTY HAS NOT DIMINISHED. THIS HAS BEEN RECOGNIZED IN MANY FORA IN THE PAST YEAR, MOST RECENTLY AT THE TENTH MINISTERIAL SESSION OF THE WORLD FOOD COUNCIL IN ADDIS ABABA. I HAVE EXPRESSED ON SEVERAL OCCASIONS MY DEEP CONCERN ABOUT THE INCREASINGLY GRAVE ECONOMIC PROBLEMS BEING FACED BY AFRICAN COUNTRIES, PARTICULARLY THEIR CRITICAL FOOD SITUATION. I STRONGLY FEEL THAT THE BEST MEANS OF DEALING WITH THESE PROBLEMS IS NOT THE ESTABLISHMENT OF NEW INSTITUTIONS AND FUNDING MECHANISM BUT RATHER THE REINFORCEMENT OF EXISTING ORGANIZATIONS SUCH AS IFAD.

IFAD REMAINS IN A PRECARIOUS FINANCIAL STATE DESPITE BROAD RECOGNITION OF ITS EFFECTIVENESS IN INCREASING

FOOD PRODUCTION AND ALLEVIATING RURAL POVERTY. THE LEVEL OF ITS COMMITMENTS HAS HAD TO BE REDUCED FOR THE LAST TWO YEARS DUE TO INADEQUATE RESOURCES. AT THE MOMENT, THERE IS NO ASSURANCE THAT RESOURCES WILL BE AVAILABLE FOR PROGRAMMES IN 1985.

I AM PLEASED TO SEE THAT OECD AND OPEC COUNTRIES PARTICIPATING IN THE NEGOTIATIONS FOR THE SECOND REPLENISHMENT OF IFAD UNANIMOUSLY RECOGNIZE THE NEED TO PROVIDE NEW RESOURCES PROMPTLY. HOWEVER, I SHARE THE DEEP CONCERN OF THE PRESIDENT OF IFAD, ABDELMUHSIN AL-SUDEARY, ABOUT THE DELAY IN RESOLVING THE QUESTION OF BURDEN-SHARING BETWEEN CATEGORIES OF MEMBERS AND IN REACHING DECISIONS

ON THE CONTRIBUTIONS OF EACH PARTICIPATING MEMBER.

I UNDERSTAND THAT CERTAIN GOVERNMENTS ARE TAKING INITIATIVES TO PUT FORWARD PROPOSALS AIMED AT RECONCILING EXISTING DIFFERENCES . AS THE LARGEST INDIVIDUAL CONTRIBUTOR TO IFADS RESOURCES, I SHOULD BE MOST APPRECIATIVE IF THE UNITED STATES COULD GIVEN CAREFUL CONSIDERATION TO SUCH INITIATIVES. I AM MAKING SIMILAR REQUESTS TO HEADS OF GOVERNMENTS OF OTHER OECD AND OPEC MEMBERS OF IFAD. . I AM CONFIDENT THAT, GIVEN THE STRONG INTEREST OF ALL PARTICIPANTS IN THE CONTINUITY OF IFAD, SOLUTIONS CAN BE FOUND, BASED ON A MUTUAL UNDERSTANDING BY MEMBERS OF BOTH OECD AND OPEC OF EACH OTHERS CONCERNS, WHICH WILL PERMIT THE SUCCESSFUL CONCLUSION OF NEGOTIATIONS FOR THE SECOND REPLENISHMENT OF IFAD

AND ENABLE IT TO EFFECTIVELY MEET ITS RESOURCE NEEDS.

ACCEPT, MR. PRESIDENT, THE ASSURANCES OF MY HIGHEST CONSIDERATION,

JAVIER PEREZ DE CUELLAR

SECRETARY-GENERAL

UNITED NATIONS

NEWYORK

COL CKD

D BROWN/PAC S-2955

;09110321

REFERRAL

DATE: 22 OCT 84

MEMORANDUM FOR: STATE SECRETARIAT

DEPARTMENT OF STATE

DOCUMENT DESCRIPTION:

TO: DE CUELLAR, JAVIER P

SOURCE: PRESIDENT

DATE: 18 OCT 84

KEYWORDS: FOOD

AFRICA

OECD

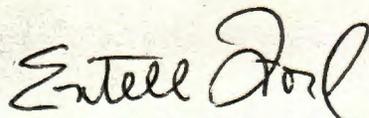
OPEC

SUBJ: PRES LTR TO SYG OF THE UN RE THE INTL FUND FOR AGRICULTURAL DEVELOPMEN

REQUIRED ACTION: FOR DISPATCH

DUE DATE:

COMMENTS:



FOR ROBERT M. KIMMITT

EXECUTIVE SECRETARY

National Security Council
The White House

80F

System # I

Package # 7014

OCT 16 P 5: 54

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	SEQUENCE TO	HAS SEEN	DISPOSITION
Paul Thompson	<u>1</u>	<u>1</u>	
Bob Kimmitt			
John Poindexter	<u>2</u>	<u>[Signature]</u>	<u>A</u>
Tom Shull			
Wilma Hall			
Bud McFarlane			
Bob Kimmitt			
NSC Secretariat	<u>3</u>	<u>OK</u>	<u>0</u>
Situation Room			

I = Information A = Action R = Retain D = Dispatch N = No further Action

cc: VP Meese Baker Deaver Other _____

COMMENTS Should be seen by: _____
(Date/Time)

RECEIVED 19 SEP 84 16

TO PRESIDENT FROM DE CUELLAR, JAVIER P DOCDATE 11 SEP 84
 HILL, C 10 OCT 84
 LEVINE 12 OCT 84

KEYWORDS: FOOD AFRICA
 OECD OPEC
 UN HS

SUBJECT: MSG TO PRES FM SYG OF THE UN RE ADDL RESOURCES TO THE INTL FUND FOR
 AGRICULTURAL DEVELOPMENT

ACTION: PREPARE MEMO FOR MCFARLANE DUE: 19 OCT 84 STATUS X FILES WH

FOR ACTION	FOR CONCURRENCE		FOR INFO
LEVINE	DOBRIANSKY	MCMINN	FORTIER
	WETTERING	ROBINSON	MATLOCK
	STEINER		KEMP
			THOMPSON
			RAYMOND

COMMENTS

REF# 8426002 LOG NSCIFID (LF)

ACTION OFFICER (S)	ASSIGNED	ACTION REQUIRED	DUE	COPIES TO
Pres	P 10/18 OCT 19 1984	For Sig Pres sig ltr		VP
Thompson	S OCT 19 1984	for review		
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DISPATCH 27. 10/22 W/ATTCH FILE WAT (C)

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RECEIVED 19 SEP 84 16

TO PRESIDENT

FROM DE CUELLAR, JAVIER P DOCDATE 11 SEP 84

KEYWORDS: FOOD AFRICA
OECD OPEC
UN HS

SUBJECT: MSG TO PRES FM SYG OF THE UN RE ADDL RESOURCES TO THE INTL FUND FOR AGRICULTURAL DEVELOPMENT

ACTION: PREPARE MEMO FOR MCFARLANE DUE: 21 SEP 84 STATUS S FILES WH

FOR ACTION	FOR CONCURRENCE	FOR INFO
LEVINE	DOBRIANSKY WETTERING STEINER	MCMINN ROBINSON KEMP THOMPSON RAYMOND
		FORTIER MATLOCK

COMMENTS

REF#	LOG	NSCIFID	(LF)
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ACTION OFFICER (S)	ASSIGNED	ACTION REQUIRED	DUE	COPIES TO
DOS	D 9/20	DRAFT Reply For Pres Sig	9/25	
	E- 10/11	Recd State Draft		
Levine	S 10/11	Prepare memo for McFarlane		
McFarlane	X 10/16	Fwd to Pres for Sig	10/19	
	10/18	Pres sig ltr		

DISPATCH W/ATTCH FILE (C)

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THE WHITE HOUSE
WASHINGTON **WS**

Dear Mr. Chairman:

Thank you for your letter of July 25 on behalf of the Organization of African Unity (OAU). The United States shares the concern of the OAU about food security in Africa. The U.S. commitment is evidenced by its contribution of 800 million dollars of agricultural development assistance and 181 million dollars of food aid to Africa in Fiscal Year 1984. Likewise, we share OAU's enthusiasm for the efforts of the International Fund for Agricultural Development.

Re:

The United States contributed 200 million dollars to IFAD's initial funding and pledged another 180 million dollars toward IFAD's first replenishment. We have made available 90 million dollars of that pledge as of today, and we remain committed to its fulfillment.

IFAD is the only UN agency financed by OECD and OPEC countries on an approximately equal basis, with decision-making shared co-equally among its three categories of members. Consequently, we are committed to the view that OPEC-OECD burden-sharing is not merely a formula for marshalling resources but is the essence of IFAD.

As to the second replenishment, the United States announced in February 1984 that we are prepared to make a contribution of up to 150 million dollars to be paid over the three-year replenishment period, predicated on burden-sharing and other essential conditions. The United States was the first to announce a prospective pledge.

Mengistu Haile-Mariam

24495955

We desire successful completion of negotiations on IFAD's second replenishment as soon as possible in order to assure funds for IFAD's lending program in 1985. We are hopeful that other donors will be in a position to discuss their prospective contributions at the next session of negotiations.

We appreciate the interest of the Organization of African Unity in this important issue.

Sincerely,

Ronald Reagan

His Excellency
Mengistu Haile-Mariam, Chairman
The Organization of African Unity (OAU)
Addis Ababa