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Renewal of the CGIAR: From Decisions to Actions

Financial Requirements of the 1996 CGIAR Research Agenda

Changes in the existing financing arrangements of the CGIAR to enhance transparency, predictability and accountability are a fundamental requirement of the 18-month renewal program launched at MTM94 in New Delhi. Towards this end, the landmark Lucerne Ministerial-Level Meeting (February 9-10, 1995) endorsed a revised pattern of decision-making under which the research program and funding needs of the following year will be outlined annually at the CGIAR Mid-Term Meeting (e.g. at MTM95 for the 1996 research agenda). This arrangement will enable donor agencies to reach financing decisions between May and October so that the research agenda can be fully financed when funds are pledged at International Centers Week.

The attached document sets out the details of the financial requirements of \$299 million for the 1996 research programs recommended by the Technical Advisory Committee (TAC) in the companion document entitled "The 1996 CGIAR Research Agenda" (Document No. SDR/TAC:IAR/95/10).

The establishment of a consensus at MTM95 on the 1996 research agenda and financial requirements will be an important manifestation of the renewal program moving from decisions to actions.

FINANCIAL REQUIREMENTS OF THE 1996 CGIAR RESEARCH AGENDA

I. Introduction

The CGIAR renewal action program launched at the Mid-Term Meeting (MTM) in May 1994, proposed reforming the CGIAR's financing arrangements to enhance transparency, predictability and accountability of the CGIAR research planning, budgeting, funding and implementation processes. These new financing arrangements, endorsed at the Ministerial-Level Meeting in February 1995, require that the CGIAR review and approve a research agenda for the following year and the financial requirements to implement it at the Mid-Term Meeting of the CGIAR. (Chart below.)

Accordingly, this paper presents, for CGIAR consideration at the 1995 Mid-Term Meeting, the 1996 funding levels recommended by the Technical Advisory Committee to implement the 1996 CGIAR research agenda proposed in the paper from TAC titled "The 1996 CGIAR Research Agenda" (document number SDR/TAC: IAR/95/10). TAC's recommendations (1996

summary as well as 1993-95 aggregates presented in Table 1 on the next page) are based on proposals from the Centers which have been provided separately to CGIAR members.

Approval of the agenda and its financial requirements at the Mid-Term Meeting will allow time for deliberations on 1996 financing considerations in CGIAR donor agencies in order to lead to the establishment of a fully financed 1996 research plan for the CGIAR at International Centers Week (ICW) in October 1995. To facilitate this process the paper provides an update of the 1995 financing plan approved at ICW94.

Section II briefly reviews the financial framework and provides an update of the 1995 financing plan. It confirms that the 1995 approved programs are likely to be fully funded. Section III deals with the 1996 recommendation, and Section IV presents TAC's recommendations for the 1996 agreed research agenda in a matrix form. Section V describes the steps following the approval of the research agenda.

CGIAR Financial Cycle

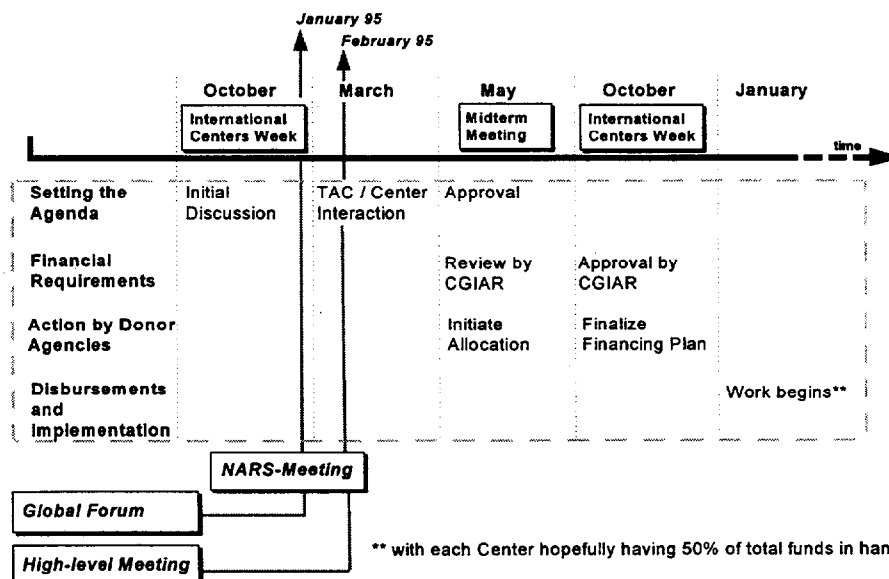


Table 1. CGIAR Financial Highlights (1993-1996)

<i>Support for the Agreed Research Agenda</i>	1993 Actual	1994 Estimate	1995 Financing Plan	1996 Proposal
Center Programs	234.7	268.4	266.9	285.3
Annual Change		14.4%	-0.6%	6.9%
Systemwide/Ecoregional Programs				
Research Program Design			3.0	4.2
Program Implementation			0.3	9.1
Subtotal			3.3	13.3
TOTAL: CGIAR Research Agenda	234.7	268.4	276.0 ^{1/}	298.6
Complementary Programs	76.6	55.2	53.4	41.0
Total Funding	311.3	324.6	329.4	339.6
Annual Change		4.3%	1.5%	3.1%

1/ Includes about \$6 million which has not yet been allocated to either Center programs or systemwide/ecoregional programs.

II. Financial Framework

1994-1998 Medium-Term Plans

At ICW93 the CGIAR reviewed TAC's recommendations for CGIAR's 1994-98 Medium-Term Plans (MTP)¹, an aggregate of \$270 million in grant funding. Of that amount, \$259 million were allocated among the Centers and \$10 million to CGIAR systemwide initiatives (leaving a remainder of \$1 million to cover the costs of the external reviews). The Group endorsed the proposed MTP as a planning framework whose implementation would be subject to adequate availability of resources each year.

¹ "Review and Approval of Center Medium Term Plans 1994-98", AGR/TAC: IAR/93/11.

1994 in Retrospect

Financial developments

Following the review of the 1994-98 MTP at ICW93, the Group also approved 1994 CGIAR funding requirements at \$229 million, 2% below the 1993 level of core funding and substantially below the MTP planning figures of \$270 million. By January 1994, availability of funds to support the approved programs had declined even further to a level of \$220 million. To reverse this drastic reduction in funding which forced significant retrenchment of Center programs, at MTM94 Group launched a broad, eighteen month action plan aimed at stabilizing CGIAR funding and revitalizing the CGIAR. The Stabilization Program was underpinned by an emergency financial package by the World Bank.²

² The World Bank offered a package of incentives consisting of forgiving past over-payments (i.e. in excess with its share of 15% of total core

Changes in Planning Assumptions

As part of the action plan, the Group agreed to adopt the CGIAR medium term plans, requiring financial support of \$270 million, as the CGIAR agreed research agenda for the 1994-95 transition period.

Estimated 1994 Outcome

The response to the Stabilization Program has been substantial. In overall terms, the funding available to support the agreed research agenda in 1994 is estimated to be about \$267.3 million. This compares with \$220 million estimated in April 1994. The increase of about \$47 million results from actions of most CGIAR members. Several donors provided additional contributions amounting to about \$10 million. Furthermore, the interaction between the Centers and donors has also been very fruitful in identifying about \$27 million of complementary funding to support the agreed research agenda. These have resulted in an additional contribution of \$10 million from the World Bank's incentive offer thus producing an overall support level of \$267 million in 1994 for the agreed programs. Complementary funding in 1994 was \$56 million.

1995 Prospects

1995 Requirements

Following the changes in the planning assumptions agreed at MTM94 and building on the success of the Stabilization Program in 1994, the Group approved a 1995 research agenda recommended by TAC, requiring \$271 million in financial support. The approved

contributions) which saved the system over \$5 million in 1994; a firm commitment for 1994 and 1995 to contribute \$40 million each year regardless of the 15% ratio; and a one-time extraordinary contribution of \$20 million for the two years of the transition period to match, on a 1:2 basis, additional contributions from donors in these years.

program supported Center specific programs amounting to \$263 million and systemwide initiatives amounting to \$8 million.

1995 Financing Plan

At ICW94, the Finance Committee reviewed the financing prospects for 1995 based on a projection made by the Secretariat (that 1995 contributions were likely to be about \$268 million). The Finance Committee recommended for Group approval, a financing plan that would almost fully finance the agreed agenda. To do so, the Finance Committee proposed that \$25 million, half of the World Bank's expected contribution in 1995, should be allocated to all Centers in a fixed proportion (9.5%) to their approved budgets; the remainder should be used to co-finance with the other donors the funding gaps in Center programs. This financing plan was approved by the Group at ICW94.

The 1995 financial prospects remain on target. Partly as a response to the initiative to increase membership and financial support from developing countries, at the Ministerial-Level Meeting in Lucerne four developing countries joined the CGIAR while one developing country increased the level of its contribution. The revised financing plan reviewed by the Finance Committee at its most recent meeting (February 1995 in Lucerne) indicates that about \$276 million in support is likely to be available in 1995. This confirms there will be full financing of the 1995 approved agenda as shown in Table 2 on the following page. Of the estimated funding amount, about 15% remains unconfirmed due to ongoing discussions in a number of donor agencies as well as remaining uncertainties about project funding

in a few instances. Regrettably, the pace of actual disbursements of donor funds remains below the objective of having 100% of the funds in hand by July 1. The Secretariat

projects that only 42% of funds will have been disbursed to Centers by July 1.

Table 2. 1995 Financing Plan for the Agreed Research Agenda
(in US\$million)

Center	1995 Requirements ^{1/}	Projected 1995 Financing					Funding in Relation to Requirements
		Center Support ^{2/}	Program/ Project ^{3/}	World Bank		Total Funding	
				First Tranche ^{4/}	Second Tranche ^{5/}		
CIAT	27.8	18.4	4.6	2.6	2.2	27.8	100%
CIFOR	7.6	5.4	0.2	0.7	1.3	7.6	100%
CIMMYT	26.5	17.2	3.6	2.5	3.2	26.5	100%
CIP	16.5	12.4	3.2	1.6	0.0	17.2	104%
ICARDA	17.6	7.4	5.8	1.7	2.7	17.6	100%
ICLARM	5.8	2.7	1.9	0.5	0.7	5.8	100%
ICRAF	14.0	5.2	9.5	1.3	0.0	16.0	114%
ICRISAT	26.9	16.9	4.3	2.6	3.2	26.9	100%
IFPRI	9.5	7.6	1.5	0.9	0.0	10.0	105%
IIMI	7.6	3.1	3.0	0.7	0.8	7.6	100%
IITA	23.6	14.2	4.2	2.3	3.0	23.6	100%
ILRI	25.1	14.8	4.1	2.4	3.8	25.1	100%
IPGRI	11.0	9.6	1.2	1.1	0.0	11.9	108%
IRRI	29.4	21.3	4.8	2.8	0.5	29.4	100%
ISNAR	6.8	4.8	0.4	0.7	1.0	6.8	100%
WARDA	7.0	3.9	2.3	0.7	0.1	7.0	100%
Sub-total	<u>262.7</u>	<u>164.8</u>	<u>54.6</u>	<u>25.0</u>	<u>22.5</u>	<u>266.9</u>	<u>102%</u>
Unallocated		2.9	0.4		2.5	5.8	
Ecoregional and Systemwide	8.4		3.3			3.3	40%
TOTAL	<u>271.1</u>	<u>167.7</u>	<u>58.3</u>	<u>25.0</u>	<u>25.0</u>	<u>276.0</u>	<u>102%</u>

1/ Includes external review costs for (CIAT-\$0.3m, CIP-\$0.3m, IITA-\$0.3m and ICLARM-\$0.1m), and Fisheries Reserve for ICLARM (\$1.0 m).

2/ Institutional support in the form of unrestricted contributions.

3/ Support restricted to programs or specific projects.

4/ Allocated in proportion (9.5%) of approved requirements.

5/ The second tranche has been used to co-finance with other donors the remaining gaps.

III. 1996 Recommendations

Guidelines for Preparing Proposals for 1996

The new financing arrangements reviewed by the CGIAR at ICW94 and endorsed at the Ministerial-Level Meeting in Lucerne, imply significant changes in the planning, allocation and funding cycle. One of the key changes is the review of the research agenda for the following year at the MTM followed by the development of a financing plan by the time of ICW. The consideration

of the research agenda at the Mid-Term Meeting requires that the interaction between Centers and TAC on the Centers' proposals take place in March instead of the traditional schedule of June/July. To facilitate this advance in the schedule, the Secretariat provided the Centers with guidelines for preparing their proposals in December to ensure adequate time for interaction between Centers' management and their Boards.

The principles underpinning the 1996 guidelines were discussed between the Centers, TAC and the Finance Committee prior

to their presentation at ICW94 by the TAC Chair. The guidelines requested that Centers prepare their 1996 proposals in context of the their approved medium-term plans, using the 1995 financing plan as the point of departure in financial terms. Centers were encouraged to plan on the basis that financial resources would be available in 1996 at about the 1995 level. Hence, requests for increases, if any, would need to be responsive to significant scientific breakthroughs or changes in the priorities of the development assistance community or the national programs.

Centers provided their proposals to TAC and the Secretariat by the end of February after an interaction between Centers' management and their Boards in

most instances. TAC reviewed the Center proposals at its March meeting in Peru and recommends for CGIAR approval, 1996 programs submitted by the Centers to the Group. Initial Center proposals have been modified in response to the comments by TAC following the March meeting. A comprehensive discussion of the 1996 research agenda being implemented by CGIAR Centers is available in the TAC document "The 1996 CGIAR Research Agenda" (SDR/TAC: IAR/95/10).

TAC recommendations to implement the 1996 research agenda require funding of \$299 million. Table 3 provides the proposed allocations.

Table 3. Financial Framework (1994-1996)

Center Agreed Agenda	1994 Financing	1995 Financing Plan	Proposed 1996 Research Agenda		
			Center Programs	Systemwide Init/Prog	TOTAL
CIAT	29.0	27.8 ^{1/}	27.5	0.3	27.8
CIFOR	5.5	7.6	7.6	0.1	7.7
CIMMYT	27.2	26.5	27.7	0.0	27.7
CIP	18.8	17.2 ^{1/}	19.0	0.2	19.2
ICARDA	18.2	17.6	17.6	0.0	17.6
ICLARM	4.8	5.8	9.3	0.3	9.6
ICRAF	16.0	16.0	16.8	0.4	17.2
ICRISAT	27.3	26.9	27.4 ^{1/}	0.7	28.1
IFPRI	9.0	10.0	14.8 ^{1/}	0.9	15.7
IIMI	7.6	7.6	7.6	0.0	7.6
IITA	24.6	23.6 ^{1/}	23.3	0.7	24.0
ILRI	25.4	25.1	25.1	0.0	25.1
IPGRI	13.8	11.9	13.2 ^{1/}	1.6	14.8
IRRI	28.1	29.4	31.2	0.7	31.9
ISNAR	6.4	6.8	9.7	0.0	9.7
WARDA	6.7	7.0	7.4	0.0	7.4
Sub-total	268.4	266.8	285.2	5.8	291.1
Systemwide Programs		3.3			
Program Implementation				7.5	7.5
Total	268.4	276.0 ^{2/}	285.2	13.3	298.6
Complementary	55.6	53.3			41.1
TOTAL	324.0	329.3	285.2	13.3	339.7

1/ Includes external review provision of \$0.3 million.

2/ Includes about \$4 million which has not yet been allocated to either Center Programs or systemwide/ecoregional programs.

Analysis and Recommendations

About half of the Centers submitted 1996 proposals which required funding at the level suggested in the guidelines issued in December. Excluding inflation adjustment requests and other technical changes, the aggregate demand for Center program increases was about 3%. Apart from the Centers' individual research agenda, there was a significant increase in systemwide and ecoregional program (SWI) requests totalling nearly \$28 million.

TAC's analysis focused on substantive changes (all increases) within Center programs, and proposals for systemwide and ecoregional activity.

TAC's funding recommendation for 1996 is \$23 million above the 1995 financing plan level of \$276 million. As shown in Table 4, the bulk of this increase, 75% or \$17 million, represents adjustments reflecting reclassification of complementary funding.

Center Programs

Eight Centers requested increases in funding for Center activity, which would have added about \$7.5 million to the system requirement. TAC recommends \$2.75 million for the following four Centers, whose proposals met the criteria described in the guidelines.

1. For CIMMYT, \$0.15 million for testing of new selection techniques in wheat breeding.
2. For ICLARM, up to \$1.0 million for an expanded overall program after TAC review of a specific proposal.
3. For ICRAF, \$0.6 million to strengthen social science capacity.
4. For IPGRI, \$1.0 million for *in-situ* conservation, biodiversity, and forest genetic resources and socio-economic/cultural aspects of genetic resources conservation.

Table 4. 1996 Research Agenda
Explanations of proposed changes in 1996

	1995 Financing Plan Base	Changes in 1996			1996 Proposals
		Reclarification of Complementary	Program Increases	Systemwide Init/Prog	
CIAT	27.5 ^{1/}			0.3	27.8
CIFOR	7.6			0.1	7.7
CIMMYT	26.5	1.0	0.2		27.7
CIP	16.2 ^{1/}	2.8		0.2	19.2
ICARDA	17.6				17.6
ICLARM	5.8	2.5	1.0	0.3	9.6
ICRAF	16.2		0.6	0.4	17.2
ICRISAT	26.9	0.2		0.7	27.8
IFPRI	9.5	5.0		0.9	15.4
IIMI	7.6				7.6
IITA	23.3 ^{1/}			0.7	24.0
ILRI	25.1				25.1
IPGRI	11.9		1.0	1.6	14.5
IRRI	29.4	1.8		0.7	31.9
ISNAR	6.8	2.9			9.7
WARDA	7.0	0.4			7.4
Total	264.9	16.6	2.8	5.9	290.1

^{1/} Excludes external review costs.

Systemwide and Ecoregional Initiatives/Programs (SWI)

The most significant increased demand from Centers was for additional support to systemwide and ecoregional programs. Some of these had been started earlier and some were new or more elaborated proposals. TAC assessed the specific program proposals on the relevance of the proposed initiatives or programs, the inter-Center nature of the activity, and the complementarity of effort between the research partners. TAC deferred judgment on topics which were not fully elaborated and has requested the concerned Centers to resubmit them later in the year.

TAC recommends the approval of research program design funding, totaling \$4.2 million. This would go to a convening

Center to support the cost of design and organizational activity of a SWI.

A second category of SWI program funding which TAC recommends includes resources for a water program, a livestock program, and the genetic resources program. A reserve of \$2.5 million is also set aside, to allocate funds at a later stage to initiatives being further elaborated with Centers. The total recommended funding for this category is \$9.1 million. With the exception of the genetic resources program (\$1.6 million) which is already being implemented, these allocations (\$7.5 million) are subject to further consultations between TAC and the concerned Centers. Table 5 summarizes the 1996 CGIAR SWI.

Table 5. Systemwide/Ecoregional (SWI) Funding Requirements

	Convening Center	Allocation (\$ m)
<u>SYSTEMWIDE PROGRAMS and INITIATIVES</u>		
<u>Programs</u>		
<u>(Implementation Phase)</u>		
Genetic Resources	IPGRI	1.60
<u>(Tentative Allocations)</u>		
Global Livestock Program	ILRI	4.00
Global Water Program	IIMI	1.00
Unallocated Reserve	CGIAR	2.50
Subtotal		7.50
<u>Initiatives</u>		
<u>(Design Phase)</u>		
Soil, Water, Nutrient Management	CIAT	0.30
Forest Ecosystem Management	CIFOR	0.10
Sustainable Mountain Agriculture	CIP	0.15
Coastal Environment	ICLARM	0.30
Alternatives to Slash & Burn	ICRAF	0.40
Desert Margins (Africa)	ICRISAT	0.50
Rice/Wheat (Asia)	ICRISAT	0.20
Research Indicators	IFPRI	0.67
Property Rights	IFPRI	0.20
Integrated Pest Management	IITA	0.20
Humid Tropics/Inland Valley (Africa)	IITA	0.50
Humid/Subhumid Asia	IRRI	0.70
Subtotal		4.22
TOTAL SWI		13.32
Memo Notes:		
Allocations for design phase activities		4.22
Allocations for on-going activity		1.60
Unallocated or tentative allocations for activities under development		7.50

Reclassification of Complementary Funding

As part of the new financing arrangements, consultations have taken place between the Centers, TAC, CGIAR donors and the Secretariat to fully disclose the financial support available for the CGIAR research agenda. The aim has been to identify activities and funding that represent international public goods but for a variety of reasons have remained outside the financial framework of the CGIAR research agenda. In 1994/95 about \$27 million of such support was identified. For 1996, a further total of \$16.6 million in complementary funding is proposed for inclusion in the 1996 research agenda. These activities are consistent with the research directions described in Centers' Medium-Term Plan proposals. They are fully funded for 1996 with project resources from various CGIAR donors. In the cases of IFPRI, ISNAR and ICLARM, all of the complementary program shifts to the research agenda. As shown previously in Table 4, other transfers were at CIMMYT, CIP, ICLARM, ICRISAT, IRRI and WARDA. In the case of CIP, this represents activity additional to the 1994-98 MTP, but fully consistent with the present thrusts of the research agenda in environmental and ecoregional activities. It should be noted that due to the accelerated budget schedule, with the exception of IFPRI, these transfers have not yet been fully incorporated in Center proposals submitted to the Group. The tentative estimate of complementary funding for 1996 is \$41 million, a decline of 27% from the 1994 level.

IV. Presentation of the 1996 Research Agenda

TAC recommends the endorsement of a CGIAR matrix, as shown in Table 6

(attached). This matrix will be refined over time, and there probably would be additional programs added to it as more SWI are developed. The matrix contains a number of Center programs, some of which are "derivatives" of the original and current activity structure (columns 1-12).

The other columns relate to SWI, and are initially described according to activities which are multi-institutional in execution, essentially multi-locational in focus, and which are long-term enterprises. It is likely that some of the resources in "Center program cells" will eventually transfer to "SWI cells."

In some cases, TAC recommends funding support for SWI which are on-going programs. Examples are the slash and burn program and the rice/wheat program. In addition to TAC's recommendations for additional funding for such SWI, Centers have started to identify which parts of their "traditional" programs actually are in support of the SWI. Specifically, the five systemwide programs (columns 13-17) in the matrix contain resources which largely are moved from columns 1 through 12, mostly to better reflect the focus of the activity.

In addition to the resources accounted for entirely through the CGIAR, a row called "Other collaborators" has been added to the matrix. Over time it will be desirable that the relevant inputs of non-CGIAR collaborators are identified wherever possible. From Centers' 1996 funding proposals, a start has been made to so disclose the resources being invested by such other partners in three programs -- the rice/wheat, alternative to slash and burn, and mountain agriculture.

Table 6. 1996 CGIAR Research Agenda

(\$ million)

1996 CENTER PROGRAM	Center Programs												Systemwide & Ecoregional Programs					Research Program Design	EPR	1996 CGIAR PROGRAM
TAC Recommend.	Increasing Productivity				Protect Environ	Biodiver	Policy	Fortifying NARS				Genetic ^a Resource	Rice/ Wheat	Latin America Ecoregion	Alt to Slash & Burn	Mountain Agriculture	TOTAL			
	Enhance & Breed	Production Systems Dev & Mgmt						Training	Info.	Org/Mgmt	Networks									
	Crops	Livestock	Trees	Fish																
Program #	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17			
CIAT	27.5	6.5	5.3	1.5		1.8	2.4	0.5	1.0	1.8		2.5			4.00	0.20		0.30		27.8
CIFOR	7.6			1.4		2.0	0.2	2.5	0.3	1.0	0.1	0.0					0.10			7.7
CIMMYT	27.7	14.1	5.3				1.4	0.3	2.2	1.7	1.5	0.2		0.30	0.80					27.7
CIP	19.0	3.7	2.7			2.9	3.1	1.0	1.1	0.7	0.5	0.5				2.80	0.15			19.2
ICARDA	17.6	3.8	2.7	1.9		2.5	2.7	1.2	1.5	0.9		0.4								17.6
ICLARM	9.3	1.6			2.4	2.7	0.6	1.0		0.8			0.30				0.30			9.6
ICRAF	16.8	0.9		1.3		0.8	1.8	0.7	3.0	1.5					5.77	1.00	0.40			17.2
ICRISAT	27.1	7.1	5.7			8.1	0.8	2.6	1.7	1.5		0.2		0.20			0.70	0.3		28.1
IFPRI	14.5							11.8	1.4	1.0		0.2			0.20		0.87	0.3		15.7
IIMI	7.6					2.6		4.9												7.6
IITA	23.3	4.8	11.4			2.1	1.5	1.1	1.3	1.1							0.70			24.0
ILRI	25.1	0.9		12.1		2.8	2.7	1.9	1.8	1.7	0.5	0.8								25.1
IPGRI	12.9	1.5		0.0	0.2	0.9	4.2	1.6	1.0	1.9	0.5	1.1	1.60 ^b					0.3		14.8
IRRI	31.2	10.1	5.5			5.5	3.1	2.8	1.8	0.8	0.9	0.4		0.30		0.10	0.70			31.9
ISNAR	9.7							2.8	1.7	2.1	2.9	0.2								9.7
WARDA	7.4	2.0	2.1			1.0	0.2	0.7	0.5	0.7	0.1	0.2								7.4
System/Eco. Programs																				
Design	4.2																			
Implementation	9.1																			7.5
OTHERS - partial data (memo note only: not included in totals)														2.61		1.33	0.99			4.9
External Reviews	0.9																			
TOTAL	298.5	56.9	40.7	15.5	2.9	2.4	35.6	24.6	37.3	20.3	19.1	6.9	6.7	1.9	0.8	4.8	6.3	3.8	4.2	298.6
Share:		19%	14%	5%	1%	1%	12%	8%	12%	7%	6%	2%	2%	1%	0%	2%	2%	1%	1%	100%

a/ In the future, this column will include a portion of what is shown under the biodiversity column.

b/ Allocations among Centers to be determined.

V. Next Steps

After the consideration of the 1996 research agenda at this meeting, the next step is to review financing possibilities from individual donors in order to arrive at a balanced financing plan at ICW95. The Secretariat intends to explore with individual donors, their financing plans prior to ICW95 in order to have the Finance Committee propose a financing plan to the Group at ICW95. These steps are essential to begin the implementation of the new financing arrangements by providing a stable and predictable planning base for 1996 programs.