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EVALUATION  
OF THE  
NATIONAL NUTRITION IMPROVEMENT PROJECT

Project 511-0468

Contract AID-511-198T

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Hope Sukin, DSE/N  
Patrick J. H. Marnane,  
Consultant

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## SUMMARY OF RECOMMENDATIONS

### I. SNAN

#### A. Operations

1. The staffs of DNAN and INAN should meet together as soon as possible for the purpose of:
  - a. clarifying and operationalizing the objectives of SNAN.
  - b. defining the specific functions of each organization and specifying the relations between the organizations.
  - c. redefining and strengthening relationships with other organizations within the system (i.e., the sectoral ministries, regional corporations, regional nutrition coordinators) and establishing specific mechanisms for improving collaboration in carrying out the objectives of SNAN. They should also be prepared to define their roles vis-a-vis the other organizations and to establish coordinated plans of action that will define the types of support needed from DNAN and INAN. A schedule of meetings should be set to include each of these organizations.
  - d. developing a strategy for action for 1980 and 1981, setting priorities within that strategy.
  - e. assessing each ongoing activity, including projects and studies, with respect to the contribution to the strategy established and to the information and technical needs of SNAN. In preparation for this meeting a work group should draft suggestions responding to each agenda item.

2. DNAN and INAN should each develop an annual implementation plan that reflects the priorities established in the meeting.
3. While the laws establishing SNAN provide important indication of government support of the purposes and structure of SNAN, the agencies require additional means for insulating themselves against political pressure and arbitrary appointment of staff members. They also need external support in obtaining their share of government funds. They should try to make agreements with high level officials and leaders within the government in order to insure that support is forthcoming and that appointments are made on the basis of qualifications of candidates.
4. USAID, the MINPLAN comptroller, and the DNAN fiscal administrator should establish a system for recording and reporting GOB contributions to SNAN.
4. INAN should begin to prepare a 1981 plan of operations and budget for submission to the GOB. This plan should identify staffing requirements (at different levels) and priority activities.
5. DNAN and INAN should each have bi-weekly staff meetings in order to improve communication within their own organizations.
6. DNAN and INAN staffs should meet jointly at least once a month with a fixed schedule, to exchange information and to discuss specific agenda items of timely interest to both groups. Additional inter-organizational work groups should be formed (e.g., along the lines of education, agriculture, information systems) from the technical staffs and DNAN and INAN to work on specific tasks and areas of interest.

7. DNAN and INAN should prioritize the projects and studies now underway and/or planned, and accelerate the execution of priority activities. In relation to this, INAN must carefully assess its own capabilities for supervising, executing and analyzing studies. DNAN should identify programs that will follow current activities and will be congruent with the defined strategy.
  8. In its efforts to improve production of high calorie, low-cost foods DNAN and INAN must coordinate with the DRI program and with the work of the MoA (both national and local).
  9. Specific mechanisms should be developed for improving the linkages and strengthening the working relationships between DNAN and INAN with, e.g., the sectoral ministries and the other directorates in MINPLAN. Roles of DNAN and INAN in this respect should be clarified, meetings should be set up with each organization to redefine plans of action and the type of support needed.
- B. Staffing
1. The DNAN and INAN should define and formally establish their basic personnel staffing pattern.
  2. Because both the DNAN and INAN staff, including the nutrition coordinators require high levels of technical expertise, all positions should be attained through the merit selection process.
  3. The DNAN should have on its core staff, an office manager who will have administrative responsibility for the rest of the staff. Such a

person would oversee personnel, coordinate calendars of meetings and handle other administrative tasks.

4. The positions of director of the Complementary Feeding Committee and food technologist should be added to the DNAN core staff immediately.

### 3. Regional Coordinators

1. All nine nutrition coordinators should be employed directly by MINPLAN and considered members of the basic staff of DNAN. If it is not possible for MINPLAN-DNAN to employ them directly the coordinators should be placed on contracts of not less than one year in order to provide greater job security. And, mechanisms must be established to insure that the salaries of the coordinators are paid on a timely basis.
2. A special system of communication must be developed and implemented to facilitate the transmission of information between coordinators and DNAN and INAN. Monthly reports should be sent by the coordinators to DNAN and shared with INAN.
3. At least every three months, a member of the DNAN staff should work with each coordinator with the purpose of assessing the progress of the regional nutrition and food program and of identifying what future technical and other assistance is needed.
4. The regional coordinators should meet annually, as a group, with selected DNAN and INAN staff in order to restandardize procedures, to evaluate progress, to share experiences and to receive appropriate short-term training.

5. DNAN and the nutrition coordinators from the nine departments should meet as soon as possible to discuss:
  - a. the appropriate role of the coordinators within SNAN.
  - b. the problems confronted by the coordinators.
  - c. specific ways of overcoming the problems.

The meeting would lead to:

- a. development of specific scopes of work for the coordinators and the departmental councils of food and nutrition.
  - b. identification of concrete activities on the parts of DNAN and INAN that would strengthen their support to the coordinators and councils.
  - c. identification of the technical and financial support available to the coordinators and their departments.
6. DNAN should explore sources of funding for short-and long-term training for DNAN and INAN staff including the regional coordinators, and administrative and technical personnel in the sectoral ministries, regional councils and other nutrition related organizations consistent with the 1980-1981 strategy. DNAN, INAN and the T.A. team should develop a 1980-81 training program.

D. Information

1. Using the technical services of INAN, DNAN should identify the information needs of SNAN, prioritize these needs, identify what information already exists, and its sources, and develop a plan of work that denotes specific activities to be carried out by DNAN in the development and operation of the information system. It is important that this responsibility be centralized within DNAN and that one person be

assigned overall responsibility for coordination. The MINPLAN already has a centralized information system (SYFNED) that will be utilized.

2. DNAN must define the nutrition-related information needs of INAN and other ministries, regional corporations, private and public organizations and distribute, in a timely fashion and appropriate format, the information that becomes available.
3. It is critical that additional technical assistance and training be provided to insure that SNAN staff have the data analysis skills required to help them provide information needed by decision-makers and to assess needs and progress of nutritional programs in the country.
4. For each study underway, INAN must develop with DNAN a plan of data analysis that will permit the information to be used for the development of policies and programs, and in making decisions concerning allocation of resources.
5. Each project that is planned by INAN should have a plan of evaluation and analysis that will be the bases for judging, regarding replication or expansion, its feasibility, its cost, and its merits vis-a-vis alternative actions.

#### E. Promotion

1. Primary attention in 1980 should be given to the development of a promotional campaign that will sensitize all segments of the Bolivian population to the nutrition problems in the country, the actions recommended and taken to overcome these problems, and the roles of

DNAN and INAN. DNAN, working with INAN, should develop a plan of action to raise the consciousness of decision-makers, administrators, technicians and the general public. This should emphasize the use of mass media but include discussions and conferences as well. It is important that this begin soon in order to sensitize the new national government to the existence of an interest in nutrition problems early.

2. The results of the nutrition status survey should be used as a tool to sensitize people in all regions to their particular problems. A national conference and follow-up regional conferences to present the survey results and for discussion of follow-up program activities would also be excellent mechanisms for nutrition promotion.

## II. TECHNICAL ASSISTANCE

1. Both DNAN and INAN along with the TransCentury long-term T.A. team should develop a concrete six-month plan of work for both long- and short-term technical assistance. Technical assistance needed by the regional coordinators should be given priority and included in this plan.
2. The DNAN and INAN should participate actively with TransCentury and AID in selecting the short-term technical assistance keeping in mind T.A. resources available through AID/W. They should consider using the technical resources of CDC/Atlanta to assist in planning and implementing specialized studies. These resources are supported by AID/W and can be obtained through USAID communication.
3. The TransCentury team should give more attention in the last six months of 1980 to strengthening the SNAN as a whole, devoting more time to:

- a. strategy development,
  - b. developing mechanisms to establish and strengthen working relationships between the institutions making up the SNAN, and
  - c. working closely with the regional coordinators to provide supervision and direction.
4. Since space is now available at DNAN and INAN the TransCentury team should move from the AID offices to the Bolivian offices. If possible one member of the team should be placed at DNAN and the other at INAN.
  5. Both long- and short-term technical assistance should be viewed more as a training activity that will lead to greater SNAN capacity to operate alone, rather than as a means of overcoming obstacles as they arise.
  6. Some of the effort of the technical assistants should be aimed at sensitizing SNAN to the need for promoting, within government, the interests of nutrition, nutrition planning and the role of SNAN as a political concern as well as a humanitarian concern.
  7. Assistance to the regional coordinators should include specifying scopes of work, technical direction, and preparation of training materials and work guides.

### III. AID

1. USAID technical, program, administrative (contracting) officers involved in the implementation of the Nutrition Improvement Project should discuss mechanisms for improved coordination within Mission to provide stronger support to the project.

2. Appropriate USAID staff should discuss directly with DNAN and INAN:
  - a. procurement procedures for equipment and personnel services contracts - specific information needed, timing, etc.
  - b. procedures for notifying Mission and Title III of sub-project modifications.
  - c. procedures for submission of host government counterpart funds.
  
3. Since the basic purpose of the Nutrition Improvement Project is to encourage multisectoral (agriculture, education, health) strategies to reduce malnutrition, USAID should encourage dialogue between their own offices to identify linkages between ongoing and planned projects and possible nutrition impact and to investigate opportunities for incorporating nutrition objectives into projects.
  
4. The evaluation team recognizes that AID policy does not usually support national salaries, but, because of the necessity to promote quality and continuity of personnel within the SNAN, the evaluation team recommends strongly that AID pick up the bonos that the UN has been supporting for the DNAN staff and for the regional coordinators from December 1980, the date of termination of UN support.
  
5. USAID should proceed with submission of a PID for a 1981 follow-on nutrition project.
  
6. AID should work closely with DNAN in the identification of training needs and possibilities for SNAN staff at all levels. With the expectation that there will be increased AID financing of nutritional activities in the country, it is imperative that the capacity of the SNAN be enhanced to handle the planning, coordination, implementation and assessment.

7. The nutrition staff of AID should continue to clarify for the Agency the structure and purpose of the SNAN and its role in alleviating nutritional problems within the country. Especially important is the clarification of SNAN's role in bringing together the resources and strengths of the various sectoral ministries and as a planning organization that can coordinate various interests.
  
8. AID staff should work to stimulate a greater sense of credibility and legitimacy for the SNAN within the various sectoral ministries and among elected officials of Bolivia.

## I. INTRODUCTION

### A. BACKGROUND: NUTRITION PLANNING IN BOLIVIA

Beginning in the early 1970's many people working with traditional nutrition improvement interventions such as supplementary feeding programs and nutrition education threw up their arms and declared that no progress would be made in reducing malnutrition until there was an adequate supply of food available and people had access to the food. They needed sufficient resources to buy and/or grow the proper quantity and quality of food necessary for a nutritious diet. It was noted that diarrheal diseases also contributed significantly to malnutrition by decreasing the biological utilization of foods. Improved environmental sanitation, potable water and sewerage systems; as well as health services to combat diarrhea, are the only answers to this problem.

But how could a typical nutrition unit in the Ministry of Health deal with all these problems and solutions that were in the domain of other organizations like the Ministry of Agriculture, Ministry of Labor, Ministry of Commerce and Industry or even other divisions in the Ministry of Health? The answer is, of course, that they could not. As an alternative, both AID and the United Nations Inter-Agency Project for the Promotion of National Food and Nutrition Policies (UN/PA) suggested that Nutrition Planning and Programming organizations be established preferably in ministries of planning where they could define national nutrition problems, develop multisectoral nutrition strategies and programs, and coordinate the nutrition-related activities of the various ministries.

In Bolivia, the Unit of Nutrition in the Ministry of Health had been charged with national nutrition policies in the early seventies. Seeing the constraints of developing a national nutrition policy from the Ministry of Health, the Nutrition Division with the guidance of PIA/NAN and the support of the Ministry of Planning created an Interministerial Commission of Food and Nutrition with responsibility to write the first National Nutrition Plan to be incorporated into Bolivia's Five Year Plan, 1975-1980. The Nutrition Plan presented statistics indicating high levels of malnutrition (PEM), goiter and anemia. It identified the causes of malnutrition and the types of activities that each sector should carry out to overcome these problems. It emphasized the need to increase domestic production of the basic food crops to meet national nutrition requirements.

The GOB, or at least those people in the government closely involved with the nutrition problems of the country, had also determined that a multi-sectoral approach, which would include efforts by the Ministries of Agriculture, Health, Industry and Commerce, Transportation, etc., would be the only adequate means of overcoming Bolivia's nutrition problems. Due to scarce resources, they would have to analyze carefully the nutrition problems in order to develop appropriate policies and programs and to determine ways each sector could contribute to reducing these problems. Thus, a systematic approach, which included data collection and analysis, was recommended. In 1976, the Interministerial Commission was subsumed<sup>into</sup>/MINPLAN's Directorate of Social Infrastructural Planning, with a mandate to review and approve nutrition plans and to coordinate the other ministries in order to develop a multisectoral approach to fight nutrition problems.

USAID, in 1976, funded a \$500,000 nutrition improvement project to assist Bolivia, specifically the Ministry of Planning, with the establishment of a nutrition planning and programming system capable of developing and coordinating national and regional policies and programs directed at improving the Bolivian nutrition situation. It was anticipated that this grant would create an institutional capability that could manage an even more comprehensive follow-on nutrition loan project. Since 1976, grant funding has been increased by \$1,080,000, bringing the total USAID contribution under the Nutrition Improvement Project to \$1,580,000. The date of project completion is to be September 1981.

As an important step in consolidating the food and nutrition planning infrastructure and establishing for it a basis in law, the GOB issued Decreto Ley 16756 in July of 1979. This law established the National System of Food and Nutrition (SNAN). The objectives of the SNAN include confronting the food and nutrition problems of the Bolivian population with a coordinated, multisectoral approach that includes national and regional organizations that are in positions to plan, promote and execute programs and projects with potential nutritional impact.

In specific terms, the law establishing the SNAN describes the major institutions that are part of the System. The System includes the Dirección Nacional de Alimentación y Nutrición (DNAN) located in the Ministry of Planning and Coordination (MINPLAN), with chief responsibility for planning and promoting food and nutrition policies and programs; the Instituto Nacional de Alimentación y Nutrición (INAN), an appendage to MINPLAN, as the main technical and scientific support institution of the system; sector ministries, as the nutrition project development and

and executing agencies within the system; the Departmental Councils for Food and Nutrition, with responsibilities for defining nutrition programs and policies at the regional (departmental) level working in close collaboration with the Regional Development Corporations; and the Regional Developmental Corporations themselves, the main planning and executive agencies at the departmental level (See Attachment A).

In 1979, \$1,000,000 of Title III funds were allocated to the INAN for institutional development and for implementation of specific nutrition activities including nutrition status surveys, experimental projects concerned with food production, nutrition education activities, and other nutrition-related work. These funds are programmed until June of 1981.

This report assumes that the reader is familiar with basic reference documents dealing with the project, particularly:

- Decreto Ley No. 16756 - Sistema Nacional de Alimentacion y Nutricion (attached)
- Decreto Ley No. 15596 - Instituto Nacional de Alimentacion y Nutricion (attached)
- AID Nutrition Improvement Project No. 511-0468, Amendment 1979
- 1978 and 1979 evaluations of the Nutrition Improvement Project.

(For additional information regarding the project, the reader should consult items listed in the Bibliography attached to this report.)

#### B. OBJECTIVES OF THIS REPORT

This report seeks to meet the 1980 evaluation needs of the Bolivian National System for Food and Nutrition (SNAN) and the United States AID Mission in Bolivia (USAID). The Bolivian SNAN, through the Ministry of

Planning and Coordination (MINPLAN), has identified its needs as: 1) the assessment of the strengths and weaknesses of the SNAN; and 2) recommendations for the improved functioning of SNAN.

USAID has identified its primary needs as: 1) assessment of the achievement of the purpose of the Nutrition Improvement Project, i.e., the establishment of a multisectoral nutrition planning, implementation and monitoring system, which functions at national and departmental levels; 2) assessment of the AID contribution to the development of the system; 3) determination of the capacity of the system to manage and to carry out a follow-on nutrition project; and 4) recommendations for the improved functioning of SNAN.

In accord with these stated needs, this report provides both a retrospective analysis of the SNAN, covering the period since the last previous in-depth AID evaluation in 1978, and a set of prospective recommendations for strengthening the SNAN and AID's support program.

It should be noted that throughout the process of evaluation, there was more emphasis on identifying ways by which participants in the SNAN could increase the effectiveness of the system than with emerging with overall measures of success or failure of the project.

## 1. EVALUATION METHODOLOGY

The evaluation was carried out over a period of four weeks by a team of two persons from the United States, Hope Sukin, Office of Nutrition, AID/W and Patrick Marnane, Personal Services Contractor, in collaboration with five members of the GOB SNAN, Mario Montano A., Director of DNAN, Dr. Heber Cordoba, Director of INAN, Dr. Fernando Rocabado of INAN,

Magali de Yale of DNAN, Manuel Pacheca of DNAN. Active participation of all members of the evaluation team was strongly encouraged.

During the four weeks of the evaluation, attention was given to the development of a dialogue among members of the evaluation team, the DNAN and INAN staffs, appropriate AID officers and members of the technical assistance team. The objective was to obtain participation of each in assessing its own progress, problems and constraints, and to have them make their own recommendations for strengthening the SNAN in order to increase their commitments to act on these recommendations.

The <sup>U.S.</sup> evaluators offered a format for the evaluation, a protocol that included a strategy for obtaining information, for sharing and analyzing the information and for generating recommendations. Because the majority of the problems and follow-on recommendations included two or more components of the SNAN, it was necessary to develop common understandings and agreements among the parties. Thus, again, the process of the evaluation was considered important. The evaluation emphasized the expectation that recommendations should come from all the participating parties and that there should be general consensus of the Evaluation Team. It is our opinion that this was achieved.

Basic information for the evaluation was obtained by means of: 1) an eight-day field trip to Cochabamba and Chuquisaca that included meetings with the Regional Coordinators of Food and Nutrition, the Departmental Councils of Food and Nutrition, Presidents of the Regional Corporations and representatives of other public and private agencies with links to Nutrition improvement programs (e.g., Faculty of Agriculture, the Unidad Sanitarias, regional Ministry of Health representatives and

representatives of the Catholic Church including the Cardinal from Chuquisaca; 2) meetings with sectoral ministries including the Ministry of Health, the Ministry of Agriculture, the Ministry of Industry and Commerce and the Ministry of Education; 3) meetings with other divisions in the MINPLAN including the Direccion Social and Direccion Regional; 4) intensive discussions with the staffs of INAN and DNAN; 5) documents identified in the Bibliography at the end of this report; 6) frequent meetings with the full evaluation team to discuss observations and recommendations for improving SNAN.

The evaluation team considered it very important to go beyond the basic agencies of SNAN, INAN and DNAN, in order to investigate other ministries' perceptions of SNAN and their involvement with it. Since one of the major functions of DNAN is to promote and coordinate sectoral plans and programs directed at reducing malnutrition, and since one of the major functions of INAN is to provide technical support and information to the ministries, it was critical that we see how DNAN and INAN were perceived by the ministries.

The evaluation process was one of remarkable openness and cooperation on the parts of all groups. The process generated a high level of understanding<sup>among the participants</sup> and much useful information that has aided the work of the evaluation team.

#### D. THE POLITICAL, ECONOMIC AND PLANNING CONTEXT

In evaluating this project and in making recommendations for future activities, it is important to consider the economic, political and planning environments within which SNAN operates.

1. The Political Environment

Since 1976, when the original grant was signed, there have been six changes in government. In 1979, three governments came to power and in July 1980, following free elections, but before inauguration, the military returned through a coup.

With the changes in government came changes in directorships of most GOB agencies. Since its beginning, the DNAN (formerly the Grupo Tecnico) has had three directors. Since its founding in July 1979, INAN has had two directors. It is probable that both directors will be replaced with the new military government that took over in July 1980.

Within the civil service of Bolivia, there is no job security, no formalized system of hiring, promotion and tenure. As a result, even very low level positions are subject to political appointment. With the current hiring freeze and personnel cuts throughout the government, there has been constant pressure to fill technical positions with political appointees. INAN, as a new agency, in 1979, has been an explicitly pressured target. AID and Title III personnel have, in several letters, made it known to the GOB that INAN's technical positions must be filled with qualified professionals. DNAN and INAN have had to fight continuously to ensure that positions be filled by qualified people. For the most part they have been successful, but the struggle continues.

At the regional level, Nutrition Coordinators have frequently been changed due to the politics of the Presidents of Regional Corporations. Since few people have experience in "nutrition planning,"

each new person coming into the system must be trained. When this training has not taken place progress has been impeded.

For several months preceding the June 1980 elections there were many issues that DNAN and INAN did not pursue because of the pending change in government and unsureness of the future. Thus, the political environment in Bolivia, characterized by frequent changes in government and personnel, makes life difficult for every government agency, particularly the new ones. Survival and progress are based on a clear understanding of one's goals, a realistic appreciation of the politics and flexibility.

## 2. The Economic Environment

The period 1978-1980 has been characterized by AID and U.S. Embassy economic officers as the worst time in recent Bolivian economic history. Inflation has seriously hampered the government's ability to maintain and expand services. It has of course hurt the purchasing power of the population.

The official estimate of the annual inflation rate for 1978 was 10% but other sources indicate that a more reasonable figure would be 18%. Inflation reached 20% in 1979 and is expected to reach 30% in 1980.

Perhaps a more revealing indicator of the personal difficulties brought on by inflation is the fact that the consumer price index rose 45% during the calendar year 1979. The increase during the first half of 1980 was estimated to be slightly higher. Much of the increase in the consumer price index is the result of the government relaxing controls on the prices of several basic food items.

During 1979, overall agricultural production dropped 1% (due largely to heavy rains and flooding in several regions). Domestic rice production fell over 15%, resulting in serious shortages.

The GDP growth rate in 1979 was only 1.4%, a drop from 2.0% in 1978, and 2.8% in 1977.

The 1979 balance of payments deficit was US\$148 million, increasing almost 20% from 1978. The level of international debt (from trade deficits) is currently US\$ 471.3 million (about one-sixth of its GNP). Although the devaluation of the peso in 1979 contributed somewhat to economic stabilization making it possible for the country to continue to borrow in order to pay off short-term debts, inflation seriously damages Bolivia's ability to purchase on the outside. As a result of its economic difficulties, the GOB has initiated a hiring freeze and is substantially cutting temporary employees. This is especially serious in Bolivia where the government is such an important employer.

When assessing the GOB contribution to the grant and Title III activities these economic factors must be considered. The possibility that the GOB can take over all operational costs of INAN, including the salaries of a staff of thirty persons by June 1981 appears remote indeed. Any plans for new projects and services must take this into account.

### 3. Planning Environment

Bolivia has had formalized planning activities on paper for nearly twenty years. It has been only in the last five years, however, that the Ministry of Planning has had any substantial authority. And it

has been only since 1978, that the Regional Development Corporations have been given legal responsibility for overall planning in the regions. The planning environment at the regional level may be characterized as somewhat confused but enthusiastic.

Technical assistance and funds are now being provided to the regional corporations to enable them to prepare diagnoses of the regions and to develop annual operating plans based on analysis of the regions' needs and problems. USAID, through its Departmental Development Corporation Project, is working in the departments of Pando, Beni, La Paz, Oruro, Chuquisaca, Potosi and Tarija to improve their planning capabilities, particularly to assist in the preparation of medium-term and long-term development strategies. The planning approach of the nutrition grant and of SNAN are definitely in line with the efforts of regionalization and development planning. On the national level, the situation is not wholly sanguine. The National Council for Economic Planning (CONEPLAN), the highest level interministerial planning body is not functioning. MINPLAN, itself, does not have a strategy for intraministerial coordination<sup>and coordination</sup> among its own four directorates/ is lacking. As a result, DNAN has had to initiate its own planning and coordination procedures without precedent and with little assistance from MINPLAN.

• DESCRIPTION OF THE SNAN, AS FORMALLY ESTABLISHED BY LAW

The following is an abbreviated description of each of the system components as described in the law that established it.

1. Consejo Nacional de Economía y Planeamiento (CONEPLAN)

This is the highest level agency within the system, with authority to:

1) determine the GOB national food and nutrition policy; 2) approve annual food and nutrition plans; and 3) approve budgets for food and nutrition programs and projects.

2. Ministry of Planning and Coordination (MINPLAN)

This agency sets the standards, coordinates and supervises the SNAN, through DNAN, with authority to: 1) formulate and propose multisectoral food and nutrition policies and set priority programs; 2) direct and coordinate the development of food and nutrition plans on national and regional levels and develop programs and projects, presenting them to decision-makers for approval; 3) propose and promote new projects and interventions at selected groups that have been identified as priority cases; 4) take appropriate actions to allocate and utilize resources for the execution of programs; 5) participate in the technical, economic, financial and administrative evaluation of food and nutrition programs and propose necessary modifications thereto; and 6) act as the representative of MINPLAN in relations with national and international organizations that provide financial and technical assistance to multisectoral national and regional food and nutrition programs.

3. Ministry of Finance

This agency is responsible for: 1) assessing needs for financial resources for priority food and nutrition programs; 2) identifying sources of funds; and 3) controlling and monitoring the use of funds.

4. The Instituto Nacional de Alimentacion y Nutricion (INAN)

This is the principal technical and scientific support agency in the SNAN and has the following functions: 1) to collect appropriate information in coordination with the National Information System; 2) to coordinate and carry out applied and operational investigations of nutrition problems in order to define and focus appropriate programs; 3) to develop, coordinate, supervise and evaluate supplementary feeding programs; 4) to carry out training programs in coordination with universities; 5) to coordinate and carry out food and nutrition focussed mass media campaigns; 6) to publish and distribute educational information in this area; 7) to assist and collaborate with MINPLAN and the sectoral ministries in planning and developing food and nutrition projects; 8) to participate in determining standards and procedures in the food and nutrition areas; 9) to participate in the coordination of multisectoral food and nutrition programs and projects.

5. Sectoral Ministries

These include the Ministry of Agriculture, The Ministry of Health, the Ministry of Education, the Ministry of Commerce and Industry and the Ministry of Work and Employment. They are responsible for:

- 1) planning and executing programs with nutrition objectives;
- 2) directing, supervising and evaluating ongoing nutrition and food programs; and 3) proposing to DNAN the priority food and nutrition focussed programs.

6. Regional Corporations

Each department has a regional corporation for development. They act to: 1) promote and coordinate the execution of a national plan for food and nutrition in association with regional public and private organizations; and 2) propose to CONEPLAN, through the DNAN, the food and nutrition programs that are necessary in their departments.

7. Nutrition Coordinators

Although they are not mentioned in the law, the coordinators have become an integral part of the system. Their function involves establishing the system and mechanisms for multisectoral coordination at the regional level with the purpose of promoting, developing, executing and evaluating food and nutrition plans. The coordinators will be under the direction of DNAN.

## II. ANALYSIS OF SNAN

This section provides an analytical assessment of SNAN as an established, operating entity within the GOB. The focus in this section is on the extent to which SNAN is becoming institutionalized, that is, its structural soundness and its prospects for continuation as a planning and implementing body in Bolivia.. Subsequent sections will deal with the relations of SNAN with other organizations, including AID, and with possible future undertakings of the system.

### A. DEGREE OF INSTITUTIONALIZATION OF THE SNAN

Institutionalization refers to the process whereby ideas and organizations become meaningful and lasting parts of a social system. This process includes the development of a special role in society for the "new" organization, understanding and acceptance of the role by society and support for its permanence, consolidation of the organization in terms of the development of its internal structure so that it can carry out its designated functions, and, finally, performance of its functions at a level that meets the expectations of society. In this evaluation we are looking at the degree of institutionalization of a new system that is composed of several new organizations along with several established ones.

#### 1. The Legal Basis

The legal basis for the SNAN in Bolivia is one of the most solid compared with other similar programs in Latin America. On July 11, 1979, Decreto Supremo No. 16756 was published approving the Ley Sistema Nacional de

Alimentacion y Nutricion. The Decreto (See Attachment A) defines the institutions that make up the system and specifies the functions of each. It states that since the GOB gives a high priority to nutrition problems it is necessary to establish a National System of Food and Nutrition that will confront food and nutrition problems in Bolivia with a coordinated and multisectoral approach. It states that the system will address the identification of plans, programs and projects directed at improving the nutrition situation and that it will direct the preparation, implementation and evaluation of programs designed to use available resources to achieve maximum impact.

On June 21, 1979, the Decreto No. 11596 established the Instituto Nacional de Alimentacion y Nutricion (INAN), as the technical and scientific support component of the SNAN in anticipation of the Ley Sistema Nacional de Alimentacion y Nutricion.

Convenios between each of the Regional Corporations and DNAN have been signed. These are the bases for the development of the Regional Food and Nutrition Councils and the designation of the Regional Nutrition Coordinator. The objectives and functions of the council, the coordinators and the corporations are described in full in these convenios.

COMMENTS:

1. The laws have given both the DNAN and INAN a firm base on which to operate.
2. Both USAID and the TransCentury technical assistance team played a major role in the development and promotion of these laws.

3. The law establishing the SNAN was critical for moving the Food and Nutrition Technical Group, the main counterpart, from an ad hoc technical group first under the Directorate of Regional Coordination to the level of directorate (DNAN) within MINPLAN. In its position as a technical group, it was not able to carry out its responsibilities under the grant project. As a low level agency, it could not act as a representative of MINPLAN in activities such as coordination with other sectors. Attaining the status of Directorate gave it de jure authority, as the representative of MINPLAN, to review sector plans and to coordinate with other ministries as well as with international organizations.
  
4. Even with the new law that changed the status of the technical group, it took almost a year for DNAN to establish de facto authority. The current director of the DNAN, Mario Montano, has spent much of the last six months establishing that authority and other rights of DNAN.
  
5. The law identifies generally the functions of the institutions participating in the system but does not define the mechanisms for "making the system work" as a whole.
  
6. The law establishing INAN assigns it a broad array of functions including acting as the main technical and scientific support component of the SNAN, implementing of programs and supervising the Bolivian World Food Program. The many activities within INAN's domain have left many ministries and offices within MINPLAN confused about INAN's role. INAN, according to many AID and COB sources, should be a

technical institute charged with carrying out scientific studies and pilot projects, and providing technical assistance, and not an executing agency. It appears that the law gives INAN broader responsibilities than was planned and that its mandated responsibility, to administer the World Food Program, certainly changes its role as originally conceived.

Various people interviewed feel that the assignment of additional responsibilities, such as administering the WFP, will be the downfall of INAN. Others feel that this responsibility makes INAN politically more important (but also more vulnerable).

7. The law describes CONEPLAN as the highest decision-making organization. / This leaves the SNAN, as well as all of MINPLAN, without a formal decision-making body for interministerial actions. So far, DNAN has circumvented this problem by working directly with the National Congress and its Health and Nutrition Committee for developing and issuing laws or legal resolutions affecting interministerial actions.

2. Internal Structure and Function

a. Terms of Reference - Institutionalization of nutrition planning requires more than a formal basis in law. In order to determine the degree of institutionalization of the SNAN, it is also necessary to assess the internal structure, the operational procedures and the personnel of agencies involved in relevant activities of SNAN. The evaluation team looked at the internal structures of the primary components that form SNAN: DNAN, INAN, Regional Councils and Nutrition Coordinators, to see whether these appeared to be appropriately organized and staffed to carry out their objectives. Communication and coordination links among these components were also analyzed.

b. Discussion -

1. Dirección Nacional de Alimentación y Nutrición (DNAN)

(a) Background - The DNAN was originally formed in 1976 as a technical group within the Ministry of Planning (MINPLAN). Following the 1979 Decree establishing the SNAN, the technical group was elevated to the level of directorate within MINPLAN, making it the primary agency responsible for national nutrition planning in Bolivia. It was given increased authority to conduct a broad range of nutrition related activities.

As a technical group from 1976 to 1979, DNAN was part of a complicated network of committees that were

collectively responsible for the work that is now carried out by DNAN itself or by other agencies under DNAN's direction. That network included the Inter-ministerial Commission on National Nutrition Policy and Programs, the Technical Coordinating Committee, the Executive Directorate of Nutrition (of which the Technical Group was a part) and five technical working groups.

- (b) Organization and Staffing - The staff of the Technical Group was expected to provide technical specialists to act as chiefs of the five technical working groups:
- 1) Planning and Evaluation;
  - 2) Information and Evaluation;
  - 3) Food Assistance;
  - 4) Nutrition Education; and
  - 5) Food Production.

Each of the working groups represented a priority area for the national nutrition planning system. The only groups that are now functioning are the Food Assistance Group and the Nutrition Education Group plus a newly added commission to eradicate goiter. The other groups and committees have withered away due to lack of activities and time constraints of the participants.

The DNAN has retained the original positions of the Technical Group and has added a regional program director, mass media specialist and a nutrition educator. Currently, the position of public health physician is

vacant. The nutrition educator is being supported by an AID PSC. A food technologist was to be hired in July or August 1980. The current professional positions in the DNAN include the following: director, regional program director, economist-specialist in evaluation, agricultural economist, agricultural engineer, nutrition education specialist, nutritionist, public health physician, mass media specialist, and food technologist. The Director of DNAN indicated that the public health physician position would be filled by September 1980. That person will have major responsibility for the Food Assistance Committee (now called the Coordinating Committee for the National Program of Complementary Food).

There is pressure to hire staff on the basis of politics rather than on merit and experience. It appears that DNAN has been able to resist such pressure and has been able to demand credentials and experience in filling technical positions. The majority of DNAN professionals have had experience in the technical areas for which they are now responsible. They have, however, had less experience with coordination and administration and have thus been hesitant to take initiatives with other ministries in carrying out their coordination functions.

(c) Operating Procedures - Although DNAN prepares an annual nutrition plan for the country, it does not have its own implementation plan and schedule. That is to say, DNAN

has not denoted its own strategy, priorities and internal assignment of tasks and activities. Consequently, there are staff members who lack clear understanding of their roles as part of the DNAN team. As a result, work and supervision tend to be poorly organized.

The Regional Program/<sup>Director</sup> of DNAN has spent a disproportionate amount of his time on internal administrative matters, limiting drastically the time spent on the regional program. The director also has spent much of his time fighting political battles (e.g., merit hiring) and has not given adequate attention to overall direction and supervision of his staff. Although much progress has been made during the past year, communication among the staff could still be improved.

As an integral part of MINPLAN, DNAN uses GOB's procedures and MINPLAN's staff for guidance and assistance in administrative matters. There is still, however a pressing need for DNAN to have its own full time, internal administrative officer who can handle management affairs and develop or adapt appropriate procedures.

- (d) Comment - In sum, we can say that that the DNAN staff is in place and functioning. It lacks, however, its own implementation plan and the staff is not operating with maximum efficiency. Additional staff is needed, including an administrator and a food technologist.

ii. Instituto Nacional de Alimentacion y Nutricion (INAN)

(a) Background - INAN was established under law in June 1978

Although Title III funds to support operations and project costs were available in June 1979, INAN was not then in a position to implement activities. From June through December 1979, INAN completed its organizational definition, established its operational plan, recruited and hired most of its basic staff. Only in the first quarter of 1980 did it begin to implement nutrition studies and pilot projects.

In 1979, INAN did use some of its Title III funds to support planning and staffing activities. This was a concession on the part of Title III officials since funds were originally intended to support only operational costs directly tied to project implementation.

The law establishing it sets forth a broad range of objectives and functions for INAN. These include collecting information regarding nutrition, coordinating and conducting operational and other applied research addressing priority nutritional problems, and operating training programs in coordination with universities. It also calls for INAN to serve as a procurer of funds for nutrition activities, allocator of those funds to appropriate institutions and as the chief technical and scientific support agency for the SNAN. Recently, INAN

was also assigned responsibility for administering the Bolivian World Food Program.

Prior to the creation of INAN, many of its functions were handled by DNAN, and the World Food Program was managed by a separate agency.

- (b) Organization and Staffing - During 1978, INAN received intensive technical assistance from Dr. Renaldo Grueso and Dr. Rueda Williamson in defining its role and functions and the most appropriate organizational structure and staffing pattern to carry out its objectives. In 1979, INAN published a document entitled Structure, Functions and Operations. This document describes the background and justification for INAN's development, its mandated responsibilities and the organizational structure and a general work plan for 1979-1980.

In this document INAN is characterized as a public agency operating somewhat autonomously but as a support unit to DNAN in the MINPLAN. Its board of directors is composed of representatives of five ministries, with the Minister of Planning acting as its president.

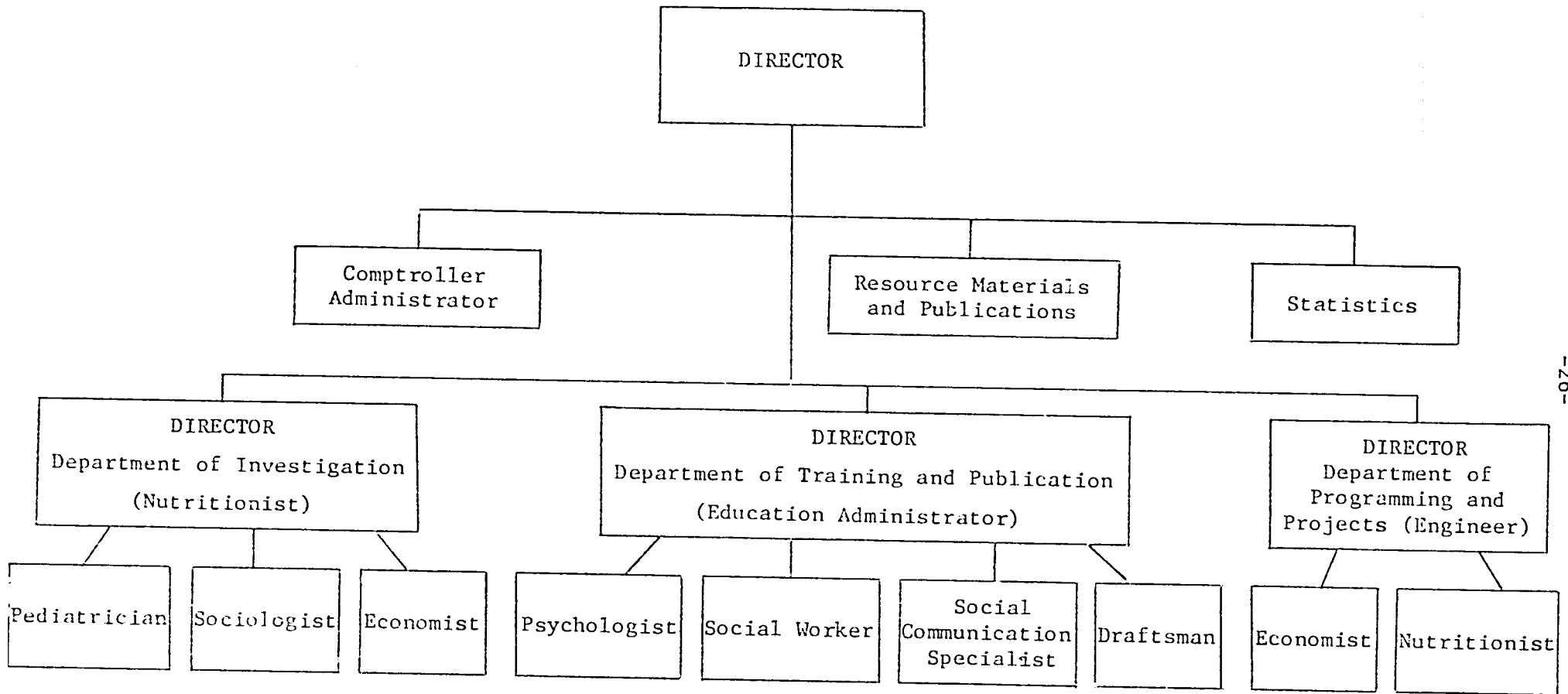
INAN has three technical departments, training and information dissemination, experimental projects, studies (surveys, and there is also an administrative support unit, a support unit for statistics and analysis, and a unit in charge of reference materials and publications.

As of July 1980, each division and unit was operating. Fifteen professionals had been hired and, by the time of this evaluation, they had been working together for several months. A statistician had only recently been hired to staff the statistics and analysis unit and there were plans to hire one additional person to head the unit. Four members of the current professional staff had worked with DNAN prior to the creation of INAN. INAN's table of organization is presented in Figure 1 (see page 26).

The directorship of INAN, like DNAN, is a political position. There have been two directors during its one year of operation. The original director of INAN had had special interest and experience with nutrition problems and interventions. It is fortunate that the new director has an interest in the work of INAN and that he has good relations with his staff and with other agencies, but, he is new to the field and it is taking time to learn those areas necessary to enable him to provide good leadership.

It is to be noted that, with some exceptions, the staff of INAN is young and rather inexperienced. Formal education of the incumbants is appropriate but they lack

Figure 1. ORGANIZATION OF INAN



experience. Although a bit late, staff development training is planned for the fall of 1980. This should provide the INAN staff with an understanding of the role of INAN within the SNAN and of nutrition planning and program development.

The arrangement of departments within INAN and the allocation of responsibilities among them appears to be rational and well considered except for the fact that they are trying to do too much at once. For the expected short-term products of the departments each person has a defined set of responsibilities.

(c) Procedures - The 1979 INAN document, Estructura, Funciones y Marco Operativo, provides the basic plan for INAN operations for 1980. Six month reports provided by each of the technical divisions in July of 1980 are basically updatings of that plan with revised chronograms and greater specificity of some activities. In reviewing these documents, several potential problems became apparent. These stem largely from the sheer quantity and variety of tasks that they are trying to carry out with a limited staff.

Each project being conducted by INAN appears to have almost equal priority and all are being conducted concurrently. Considering the depth and experience of the staff, INAN is probably trying to do too much. Each

staff member tends to work in isolation on his own project, rather than sharing on several. Many of the staff cannot describe how their own projects relate to those of others. This suggests that the division of labor is probably not most appropriate for what INAN is trying to do, and for the experience of the staff. The number of projects being developed and implemented at the same time limits the possibility of maximizing the staff learning experience. There will surely be bottlenecks and the overall quality of the work will be less than it could be under a revised plan that allows the staff more time and opportunity to develop their skills on several activities.

Administrative, personnel, budgeting and operational procedures have been established in an orderly and rational manner. However, because INAN is still in the developmental stage, some areas of staffing, communication and coordination have not yet been fully developed. It is fortunate that INAN has had an experienced administrator who has been able to adapt and operationalize GOB procedures for INAN as well as develop new guidelines when necessary. Still, there is need to establish procedures for coordinating personnel and divisions within the agency, and for scheduling and revising planning activities and budgets on a longer (2-year) cycle.

- (d) Comment - The many functions of INAN, as described by law, have indeed confused the definition of the type of

institution INAN is. According to the law, it has research and technical assistance responsibilities serving primarily the SNAN. It also has implementing and national executing responsibilities. It was the intention of the creators of INAN to make it more than a scientific institute, but possibly their ambitions for INAN have placed a larger burden on INAN than it can practically handle.

In 1979, ALDE (World Food Program Agency in Bolivia) was incorporated into INAN. While this evaluation did not consider the performance of ALDE, it was evident that its addition, with its associated staff, to a technical institute has altered the intended character of INAN. The director of INAN is now responsible for a considerably larger staff and budget and a broader array of activities than was initially scheduled. This has meant that management and administration of the technical aspects of INAN's work have not received full attention of those in charge. Neither the original INAN staff nor the added ALDE staff appear to be satisfied with the new arrangement. Many people involved in SNAN feel that INAN should not have the responsibility of administering a national program such as ALDE and believe it may be the downfall of INAN.

- iii. Regional Level Components of the SNAN - Regional level organizations have major responsibilities within the SNAN.

This is consistent with the strategy to decentralize development planning in Bolivia.

(a) Regional Food and Nutrition Councils -

(1) Background - The Law establishing the SNAN defines the responsibilities of the regional food and nutrition councils as 1) promoting and approving food and nutrition plans and programs, 2) supporting, coordinating, executing and evaluating food and nutrition program and projects, 3) introducing food and nutrition components into sectoral programs, and 4) approving the annual budget of the regional nutrition plans prior to submission to the GOB.

(2) Organizational Structure and Staffing - The DNAN has signed agreements with each one of the nine regional corporations. These denote the responsibilities of the corporations. One of the major responsibilities of the corporations is the establishment of the food and nutrition councils. In each convenio it is stated that the president of each corporation will preside over the council, the regional nutrition coordinator will act as secretary. Other members of the councils include the director of the Regional Planning Unit, the director of the Sanitation Unit (the Ministry of Health departmental representative), and representatives from rural and

urban education organizations, the Ministry of Agriculture (MACA), the Ministry of Commerce and Industry, and the Ministry of Transportation and Communications.

Each representative, with the exception of the Director of Regional Planning, has voting rights. In addition, officials and representatives of other institutions and organizations (e.g., CARITAS, private universities), that have interests in nutrition improvement have been included as participants in the councils.

- (3) Operations - The majority of departmental councils have been established and have met several times. Except for Cochabamba and Chuquisaca, the meetings have been held sporadically. The councils to date have been largely responsive organizations rather than initiating and directive, approving or disapproving recommendations of the Coordinator. Members of Councils all have full time responsibilities within their ministries and also serve as representatives on several other committees and thus have time constraints. The typical mode of operation is that the Nutrition Coordinator develops an activity with an individual member of the council who by virtue of sectoral ties would be especially interested in an activity. The activities then come before the Council for approval.

The activities of the councils seem to be dependent on the initiatives of the nutrition coordinator and interest of the President of the Regional Corporation.

(4) Comments

- a. These councils have brought together, for the first time, those private and public regional organizations, agencies and individuals that could affect the nutrition situation in the regions. As a start for developing a multisectoral approach to nutrition at the regional level this type of council has been an important positive vehicle. The councils have provided excellent forums for sensitizing those who might be involved in nutrition programs to the regional nutrition problems that exist and to their possible help in overcoming them.
  
- b. Another new program, the Integrated Rural Development Program (DRI), has recently mandated the establishment of a regional multisectoral committee made up of almost the same representatives as the food and nutrition councils. The DRI program has substantial support and funding from the GOB as well as from other donor agencies including AID. Authority has been given to the regional corporations to implement integrated rural development programs. Funding is available to assist the corporations in developing their planning capability and also for project

support. The multisectoral committee will play a promoting, coordinating and approval role exactly like that of food and nutrition council. The DNAN and Subsecretary of Planning have discussed the need to integrate the activities of the food and nutrition councils with the DRI Council. The regional nutrition coordinators have also requested guidance in this respect. No decisions have been made.

- c. The scopes of work for these councils need to be better defined with the participation of the DNAN and the TransCentury technical assistance team.

b) Regional Nutrition Coordinators -

(1) Background - The regional nutrition coordinators are not described in the law establishing the SNAN, but they were a part of the original Nutrition Improvement Project documents. The regional nutrition coordinator has primary responsibility for coordinating and promoting multisectoral nutrition planning and problem solving in the region. He is the official responsible for developing and supervising regional nutrition plans and programs. He is under the jurisdiction of MINPLAN through the DNAN.

(2) Staffing and Organization - The nutrition coordinators are appointed by the presidents of each regional corporation although they are under the control and supervision of the Ministry of Planning (DNAN). At the present time, some positions are vacant due to resignations. Three positions are currently funded directly by the Ministry of Planning. The other six positions are funded by the corporations. It is expected that a fourth Regional Coordinator position will be supported by MINPLAN and there have been suggestions that all should be.

DNAN and each of the regional corporations have signed agreements defining the responsibilities of each regarding support of the regional coordinator. Although the MINPLAN pays the salaries of some coordinators, the corporations are responsible for providing office space, administrative and secretarial support. When the corporation pays for the salary MINPLAN provides for other costs.

Presidents of the corporations have the authority to appoint the coordinators and may make selections on any basis. Arbitrary selection criteria, the free selection by presidents and low salaries as well, have all contributed to the instability of the job. Stability is also affected by the next

contracting period. Initially, coordinator contracts with MINPLAN were for a three-month period. The new contracts are now for six months. The coordinators still do not have much sense of job security. In addition, for the past several months paychecks have been at least two to three months behind schedule.

The credentials of the coordinators are varied. Training programs were operated for the first set of nine coordinators in 1978 and three of them were sent to Colombia for additional training. Several more training programs have been scheduled but all have been cancelled for various reasons. Consequently, as a result of turnover, some of the current coordinators have had no training to help them in their jobs.

In the regions where corporations pay their salaries, several of the coordinators have had additional full time jobs with the corporations. This, of course, has meant that these coordinators have not spent adequate time with their nutrition duties.

- (3) Operations - The coordinators do not have well defined scopes of work. The training course held in 1978 was an introduction to macro level nutrition planning rather than something geared to guide them

in their every day work. A guidebook was developed for the coordinators but it has proved inadequate.

Each coordinator acts very much on his own. Their success in promoting nutrition activities has been due to their individual resourcefulness. In Chuquisaca, for example, the coordinator has obtained UN funds to support nutrition activities. In Pando the coordinator has developed a nutrition status survey that was carried out. In Beni the coordinator has developed a vegetable garden project and obtained implementation funds from the regional corporation.

The coordinators who participated in the training program in Colombia are considered the most active and have made the most progress in promoting nutrition activities in the regions.

- (4) Comments - The DNAN, as the chief supervising organization, has been providing the nutrition coordinators with only minimum technical guidance and supervision. The Regional Program Director and the technical assistance team have attributed this to lack of funds for travel, lack of vehicles and lack of time.

In addition, INAN has developed projects to be implemented in the field and in several regions, it has

used the coordinators as project developers, coordinators and support staff. This relationship and associated responsibilities have not been made explicit. Consequently, there is much confusion.

iv. Relationships Among the Components of the SNAN: Formal and Informal Lines of Authority, Supervision and Communication

(a) DNAN and INAN -

(1) Discussion - The DNAN is the organization with responsibility for coordinating and supervising the SNAN, yet its links with other parts of the system are unclear. The relationship between DNAN and INAN was not defined by the law nor has it been defined in any other document. Currently, there are no formal channels of communication between the two.

INAN is considered the technical and scientific arm of the SNAN. It is expected to give technical assistance to components of the SNAN and has primary responsibility for data collection. Given this, DNAN's role should be to define the priority information needs of the SNAN. INAN should then respond by identifying and synthesizing existing information and by carrying out surveys and pilot projects to obtain additional information as appropriate. To

date, this has not happened. INAN has been defining the information needs and priority areas of action without the involvement of DNAN. One reason this has occurred is that DNAN and INAN are funded independently. Title III funds were allotted to INAN for 1979-1981. INAN had to decide which activities would be carried out with these funds. The Trans-Century T.A. team assisted considerably with this task but, although this was the same team that works with the DNAN, DNAN staff were not involved in the decisions of how the Title III funds should be spent.

During this first phase of INAN's development, and in the period since these decisions in 1979, communication between DNAN and INAN has been minimal. Personality conflicts and changes of directors in each organization have contributed to keeping the two organizations separated. This separation has resulted in duplication of efforts and confusion over responsibilities by the groups.

(2) Comments - During the four weeks of the evaluations, the problems described above became obvious to all members of the evaluation team including the directors of DNAN and INAN.

The directors of both INAN and DNAN as well as their staff expressed strong interest in meeting together

to define the specific functions of each organization, the relationships between the two and specific mechanisms that would facilitate their coordination.

The intended role of INAN and its relationship to the DNAN are still unclear. Without a doubt, the creators of INAN wanted a strong organization that was more than a technical institution. In giving INAN its broad array of functions that includes execution of national programs and its own budget, but no defined responsibility to DNAN, the current situation almost had to emerge.

(b) Regional Coordinators and INAN and DNAN -

(1) Discussion - The ministry of Planning, specifically DNAN, is responsible for controlling and supervising the regional coordinators. During the past year (1979-1980), however, DNAN has not carried out this responsibility. It has not given supervision to the coordinators nor has it offered them support or guidance. In the regions where the corporations pay their salaries the coordinators have been carrying out other types of activities in addition to or in place of their nutrition tasks. In all cases, they tend to be isolated from the SNAN.

There has been no formal system of communication between the coordinators and DNAN. Some coordinators send in progress reports but this is not "standard practice." A schedule of supervisory visits to coordinators has not been programmed by the national coordinator.

The relationship between coordinators and INAN is also fuzzy. In some regions coordinators are being used by INAN as go-betweens for setting up and implementing regional projects supported by INAN. The coordinators do not seem to understand their responsibilities and they feel burdened, doing quite a bit of additional work without authority or additional remuneration.

c. Recommendations Covering Structure and Functions of SNAN

1. DNAN and INAN should each have bi-weekly staff meetings in order to improve communication within their own organizations.
  2. DNAN and INAN staffs should meet jointly at least once a month with a fixed schedule, to exchange information and to discuss specific agenda items of timely interest to both groups.
- Additional inter-organizational work groups should be formed (e.g., along the lines of education, agriculture, information systems) from the technical staffs and INAN and DNAN to work on specific tasks and areas of interest.

3. DNAN and INAN should prioritize the projects and studies now underway and/or planned, identify follow-up activities in accordance with the defined strategy and accelerate the execution of the priority activities. In relation to this activity, INAN must assess carefully its own realistic capabilities for supervising, executing and analyzing studies.
4. The DNAN and INAN should define and formally establish their basic personnel staffing pattern.
5. Because both the DNAN and INAN staff, including the nutrition coordinators require high levels of technical expertise, all positions should be attained through the merit selection process.
6. The DNAN should have on its core staff, an office manager who will have administrative responsibility for the rest of the staff. Such a person would oversee personnel, coordinate calendars of meetings and handle other administrative tasks.
7. All nine nutrition coordinators should be employed directly by MINPLAN and considered members of the basic staff of DNAN.
3. If it is not possible for MINPLAN-DNAN to employ them directly the coordinators should be placed on contracts of not less than one year in order to provide greater job security. And, mechanisms must be established to insure that the salaries of the coordinators are paid on a timely basis.
1. A special system of communication must be developed and implemented to facilitate the transmission of information between coordinators and DNAN and INAN. Monthly reports

should be sent by the coordinators to DNAN and shared with INAN.

10. At least every three months, a member of the DNAN staff should work with each coordinator with the purpose of assessing the progress of the regional nutrition and food program and of identifying what future technical and other assistance is needed.
11. The regional coordinators should meet annually, as a group, with selected DNAN and INAN staff in order to restandardize procedures, to evaluate progress, to share experiences and to receive appropriate short-term training.
12. DNAN and the Nutrition Coordinators from the nine departments should meet as soon as possible to discuss: a) the appropriate role of the coordinators within the SNAN, b) the problems confronted by the coordinators, and c) specific ways of overcoming the problems. The meeting should lead to: a) development of specific scopes of work for the coordinators and the departmental councils of food and nutrition, b) identification of concrete activities on the parts of DNAN and INAN that would strengthen their support to the coordinators and councils, c) identification of the technical and financial support available to the coordinators and their departments.
13. DNAN should explore sources of funding for short-term and long-term training for DNAN and INAN staff including the regional coordinators, and administrative and technical personnel in the sectoral ministries, regional councils and other nutrition related organizations consistent with the 1980-1981 strategy.

14. While the laws establishing SNAN provide important indication of government support of the purposes and structure of SNAN, the agencies require additional means for insulating themselves against political pressure and arbitrary appointment of staff members. They also need external support in obtaining their share of government funds. They should try to make agreements with high level officials and leaders within the government in order to insure that support is forthcoming and that appointments are made on the basis of qualifications of candidates.
15. The positions of director of the Complementary Feeding Committee and food technologist be added to the DNAN core staff immediately.

3. Commitment of the GOB and Bolivian Society to the SNAN

a. Terms of Reference

In order to assess the commitment of the GOB to the SNAN, the evaluation team examined 1) the financial contribution of the GOB to the Grant Project and specifically their support to the DNAN and the regional program, 2) the financial contribution of the GOB to the operations and activities of INAN, and 3) other in kind contributions such as the amount of time sector Ministries spend working on SNAN committees.

At this point, the evaluation team must frankly state that counterpart contributions to the grant are round estimates and include only Ministry of Planning funding support. USAID and the Ministry of Planning (DNAN) must work out of a system that

records, in a timely fashion, counterpart contributions, not only from MINPLAN but from the sector ministries and regional corporations as well.

b. Discussion

The GOB scheduled contribution to the original grant and its first amendment is \$366,217 (See Figure 2, page 45). The grant extension carrying SNAN through 1981 calls for an additional \$380,000 from the GOB. In addition, the Title III office expects the GOB to invest an additional \$350,000 in INAN by June 1981. This will be a complement for the \$1,000,000 Title III funds going to INAN. However, the \$350,000 does not appear in the AID project document.

As of April 1980, \$584,000 of Grant funds had been disbursed (37% of the \$1,580,000 grant package). Neither AID nor the MINPLAN have exact figures of the GOB counterpart contribution. Since 1977, MINPLAN has supported the complete operational costs of the DNAN. This has included salaries of employees working in LaPaz, office space, equipment, supplies, materials other administrative support, and travel. Based on MINPLAN accounts, the GOB contribution to the operational expenses from January 1977 through April 1980 were approximately \$170,560.

Additionally, MINPLAN is supporting three regional nutrition coordinators who have salaries of approximately \$5,000 a year. The regional corporations are supporting the other six coordinators. If these salaries are taken into account, the GOB contributed at least another \$45,000 in 1979, plus \$15,000

Table 1. MONIES BUDGETED AND DISBURSED FOR PROGRAM SUPPORT (U.S.\$)

BUDGETED			
Source	1976-1979	1979-1981 New Extension	Total
AID	\$640,000	\$ 940,000	\$1,580,000
GOB	366,000	380,000	746,000
Title III		1,000,000	<u>1,000,000</u>
			\$3,326,000

DISBURSEMENTS (as of April 1980)				
	AID Grant	GOB Grant Counterpart	Title III	
			GOB	Counterpart
Disbursed through April 1980	\$584,000	\$230,560*	\$112,735 (1979)	
Scheduled remaining 1980 disbursement	596,000	73,660*	560,000	\$195,044**
Scheduled 1981	500,000	125,250*	327,265	

\* GOB support of DNAN operational costs only. Activity/project support from Ministries and Regional Corporations not included.

\*\* Committed with signed convenios, could be used for Grant or Title III counterpart.

through April 1980. The corporations have also contributed office space and supplies to the coordinators. Thus, the GOB has contributed at least \$230,560 to the grant (29% of the total). This sum does not include contributions of the sector ministries or regional corporations for SNAN studies or projects.

In 1979 the GOB allocated \$1,000,000 in Title III funds to INAN. Approximately \$113,000 of this was spent in 1979 and \$560,000 is budgeted for 1980. Additional GOB support to INAN studies and projects in the amount of \$195,044 has been committed by the regional development corporations, the Ministry of Health and CENTROP for 1980. This funding has been committed in signed agreements between INAN and these GOB agencies.

The GOB has, to date, not supported any of INAN's operating costs. The GOB is, however, supporting the operational costs of the ALDE program which has been incorporated into INAN. This financial support, however, should not be considered GOB contributions to the direct operating costs of INAN as a part of SNAN.

Sector ministries and other agencies have contributed personnel, time to various SNAN activities. These activities include, among others, the National Program of Complementary Food (PRONAC), the Commission on Nutrition Education, and the Commission to Eradicate Goiter. It has not been possible to quantify this support, but it does indicate that other institutions within the government have been willing to contribute <sup>personnel time</sup> to the activities of the SNAN.

c. Comments

The commitment of the GOB to the DNAN appears to be solid, with the operating budget increasing approximately 15% each year.

The commitment of the regional corporations and other sectors to nutrition studies and projects indicates their interest and willingness to support SNAN activities.

During this period of economic stress in Bolivia it seems unlikely that the GOB will completely assume INAN operational expenses by June of 1981.

d. Recommendations

1. USAID, the MINPLAN comptroller, and the DNAN fiscal administrator should establish a system for recording and reporting GOB contributions to the SNAN.
2. INAN should begin to prepare a 1981 plan of operations and budget for submission to the GOB. This plan should identify staffing requirements (at different levels) and priority activities.

4. Credibility of the SNAN

a. Terms of Reference

In order to assess the credibility of the SNAN within the GOB, the Evaluation Team interviewed sectoral ministry representatives. The team was interested in learning about their perceptions of SNAN and about their willingness to support and work with the system, specifically with DNAN and INAN. Meetings included:

Martha Delgado	Division of Nutrition Ministry of Health
Dr. Eduardo Castillo	Maternal and Child Division Ministry of Health
Laura Valdivieso de Peroto	Director Nacional de Servicios Tecnopedagogico Ministry of Education
Ing. Gregorio Bernal	Ministry of Industry
Ing. Carlos Garcia Dr. Carmelo Mancilla	Regional and Integrated Rural Development Program Ministry of Planning
Ing. Wagner Terrazas	Ministry of Agriculture
Directorate of Social Infrastructure	Ministry of Planning

b. Discussion

1. Basically, each ministry representative talked about malnutrition as a priority problem in Bolivia.
2. Some of those interviewed expressed confusion regarding the functions and roles of INAN and DNAN.
3. Each of those interviewed expressed a desire to contribute to the reduction of malnutrition, collaboratively with SNAN in planning and implementing activities.
4. Several of the interviewees spoke of the staffs of DNAN and INAN as being "young and inexperienced" and mentioned that perhaps more senior people could relate better to the ministries' staffs.
5. Engineer Gregorio Bernal from the Ministry of Industry asked for the DNAN's support in promoting GOB interest in fortifying wheat flour throughout Bolivia.

6. The Subsecretary of Agriculture said he wanted DNAN's or INAN's assistance in establishing calorie and protein requirements for the national food balance tables.

c. Comments

1. Sectoral ministerial officials recognize that there is a role that SNAN can play in national nutrition improvement.
2. The credibility of the SNAN will be improved when the SNAN improves its working relationships with the ministries and when SNAN has a record of positive accomplishments.
3. Several interministerial commissions such as PRONAC, its Executive Coordinating Committee and the Commission to Eradicate Goiter have been set up by the DNAN and are functioning. The active participation and hard work of the other ministries and organizations such as the voluntary agencies in these committees suggest that there is support from other groups and that they feel SNAN activities are worth their staff time.

B. IS THE SNAN WORKING?

In assessing the performance of the SNAN, the evaluation team considered five primary criteria. These were 1) the extent to which SNAN recommendations were approved, supported and carried out by the GOB, 2) the ability of SNAN to identify action priorities and to develop program strategies, 3) the extent to which relevant decision-makers and the population as a whole are being sensitized to nutrition problems and the

need for interventions, 4) the ability of DNAN to establish linkages with the sectoral ministries and to coordinate their efforts, and 5) the establishment of the capabilities to determine information needs and to collect, analyze and use information for nutrition planning.

## 1. Discussion

### a. GOB Approval, Support and Implementation of SNAN Recommendations -

A major objective of a national nutrition planning organization or system is to develop and recommend policies and programs that are then supported, approved and put into action by the government. Although SNAN is relatively young, the evaluation team tried to assess the extent to which it had been successful in having its recommendations accepted by the GOB. It also considered the ability of SNAN to gain the support of other institutions that could finance its recommended activities. The nutrition planners in Bolivia have been successful in seeing many of their recommendations result in action, supported by the government. Some of their accomplishments are discussed in this section.

#### i. Creation of SNAN and INAN by Law -

The original technical group with the guidance and technical assistance of TransCentury was able to stimulate the GOB to issue the Decreto establishing by law the SNAN and INAN. In 1978 they held seminars for high level officials in MINPLAN and the other ministries to discuss the creation of the SNAN and INAN. Once they gained the support of the officials within MINPLAN and the other ministries, the technical group asked the Minister of Planning to present the concepts of INAN

and SNAN to the Congress and to the President of Bolivia for approval. Thus, the technical group adeptly used the sectoral ministries' participation and support to gain support of MINPLAN and that of the Congress and the President. The resulting laws have been critical for the development and functioning of DNAN and INAN.

ii. National Program to Eradicate Goiter -

Goiter is considered a major nutritional problem in Bolivia. The DNAN has developed a national Program to Eradicate Goiter, based on a new law that makes compulsory the iodization of commercially distributed salt. This project and passage of the law have required the active cooperation of various governmental agencies.

For several years before the creation of SNAN, the Ministry of Health tried to launch a national campaign to eradicate goiter but it never really achieved momentum. To gain support for their program the DNAN and INAN have worked closely with both the Ministry of Health and the Ministry of Industry and Commerce in order to develop a multisectoral program. They have also pressed for legislation that will revise a 1962 law requiring iodization. A new law, now pending passage, will have clear guidelines for enforcement. It has the backing of the Health and Nutrition Committee of the legislature.

As a first step in the goiter program, INAN has been working on both production and commercial distribution of iodized

salt. They have begun a media campaign to encourage its consumption. Technical assistance to the factories that produce the salt will be part of the program.

Because of the high prevalence of goiter in the department of Beni, the corporation there is planning its own regulation requiring that all salt sold for human consumption be iodized. The INAN pilot project and the nutrition coordinator appear to be influential in promoting this action in Beni.

iii. National Program of Complementary Food (PRONAC) -

There has been little coordination in the distribution of the \$13 million worth of food donated annually to Bolivia. PRONAC was created to rectify the situation. In 1978 the Grupo Tecnico carried out an inventory of the donated food programs, recipients, locations and organizations involved. The inventory showed that there was virtually no planning of programs, large wastage, little control of who received the food. In May 1979, all ministries and organizations involved in donated food programs participated in a seminar. They recommended the creation of a National Coordinating Committee that would develop a National Program of Complementary Food (PRONAC). The objective of the program would be to use the donated food to reduce malnutrition of the most vulnerable populations, particularly children under six.

PRONAC has the support of national, bilateral and international agencies. The coordinating committee includes representatives of DNAN, INAN, Ministry of Agriculture, Ministry of Health,

Ministry of Education, Ministry of Industry and Commerce and the Ministry of Transportation, as well as all the executing agencies such as Caritas, Red Cross, CARE, CRS, and the World Food Program. The president of the committee is a staff member of DNAN.

A legal resolution that will give authority to the committee and PRONAC to improve the effectiveness of the food programs is now pending in the legislature. The Ministry of Planning has supported the national program and called for each department to form its own regional PRONAC Committee. The 1981 CARE and CRS Annual Estimated Requirements for the AID Title II programs went through PRONAC for approval this year.

iv. Annual Nutrition Plan -

The DNAN developed a 1980 National Nutrition Plan incorporating the programs of all ministries that have specific nutrition objectives. The plan is well documented. It summarizes available information on the national nutrition situation and it provides a reasonable basis for implementing programs. The plan is now in the process of being approved by all the ministries.

v. Support of the Regional Corporations -

Through the diligent work of several regional nutrition coordinators, particularly those from the departments of Beni, Chuquisaca and Cochabamba, the regional corporations have accepted the recommendations for nutrition/<sup>program</sup> implementation and have provided <sup>additional</sup> support to several pilot projects to improve nutrition. Projects have included:

- 1) Goiter Eradication Programs in Ben, Chuquisuca and Cochabamba
- 2) Vegetable Garden Project in Beni
- 3) Nutrition Status Survey in Pondo
- 4) Development of Nutrition Education Manual for use by outreach workers in Chuquisaca

Comments - In its brief history, the DNAN, as well as the various components of the SNAN have shown a capability to attain GOB support. They appear to know how to use laws and the legal system to gain authority for activities and programs. To date, their success in the area has been noteworthy.

b. Ability of SNAN to Identify Priority Needs and to Develop

Appropriate Program Strategies -

As part of any assessment of performance of a planning system, the capability of the system for making "good" decisions about priority areas of action must be examined. Since there are always constraints on the work an organization can do in a given time period, priorities must be established. For a new institution trying to gain credibility the choice of its first undertaking is critical.

In 1976 the Interministerial Commission on Nutrition pieced together all the nutrition information available and put together a description of the problem and the linkages of the various sectors to the problem and it made broad recommendations for overcoming the problems. It identified three problem areas as having highest priority, protein/energy malnutrition, goiter and anemia. The 1976 Nutrition Plan also pointed to production problems. Following this, the technical group in MINPLAN with the guidance of the TransCentury technical assistance group began to develop action programs with reference to these specific problems.

The 1980 National Food and Nutrition Plan identifies the major objectives as, 1) reduction of protein calorie malnutrition in the most deprived and vulnerable groups; 2) eradication of goiter; 3) reduction of problems of anemia and diarrhea and support of mass campaigns of immunization; 4) reduction of the food deficit in Bolivia and promotion of the production and consumption of high nutrient foods.

The SNAN, has denoted as priority target groups the minifundistas, the rural populations with land resources but in need of assistance to increase production, and the marginal urban population. The work of SNAN people in identifying priority problems is notable. They have worked imaginatively with limited data and are conducting studies that will improve their information base. It is commendable that they have elected to move ahead with action programs early on rather than waiting for better data.

Following the establishment of priority problem areas, SNAN has set forth strategies to deal with each of them. We examined several of these and they are discussed below.

1. Goiter -

In 1980 SNAN produced a document, National Program to Fight Goiter, that defines a comprehensive plan of action that includes establishing an interministerial commission, revision of the law that will make iodization of commercial salt compulsory, and promoting the consumption of iodized salt. The strategy as set forth appears to be comprehensive and well considered.

In truth, many goiter control activities were being implemented before an overall strategy was elaborated but they were not coordinated. INAN has also had difficulty in getting things coordinated. Many of the INAN projects seem premature and only the T.A. team could explain a logic behind them. The major problem in Bolivia that prevents eradication of goiter is the inadequate production and distribution of iodized salt. DNAN has turned attention to this problem and is working with the Ministry of Commerce and Industry to try to stimulate production, first through legislation and then through technical assistance to the factories.

In several provinces, where the prevalence of goiter is known to be extremely high, INAN developed educational materials and began to use mass media to stimulate consumption of iodized salt. But, it was soon made clear that these promotional methods were useless in several target areas since iodized salt was not available. The projects have been modified and promotional campaigns are now directed at only those areas where salt is available. In other areas INAN is buying the iodized salt from the factory, shipping it to target regions, and the regional coordinator is setting up mechanisms to distribute the salt. As soon as the program is underway, the educational component will commence.

INAN will have tested several channels of commercialization by the time the law is passed. It has already stimulated the

interest of several regional corporations and nutrition councils in the goiter problem. This will certainly help in law enforcement.

ii. Complementary Feeding -

In 1977 the technical group found that donated food (valued at approximately \$13 million a year) was not being used effectively as a source of calories and protein. It developed a strategy that included an inventory of food assistance programs and a seminar to discuss the findings with representatives of all involved agencies. Out of the seminar came the recommendation to develop the National Program for Complementary Food Assistance (PRONAC). An executive coordinating committee was chosen to develop a plan of action. The committee drafted a legal resolution as a basis for the program and developed a program that calls for action on both national and regional levels.

SNAN's focus in this area has been praised by AID and COB officials as highly appropriate. The strategy stresses education activities as important components for improving nutritional impact of the food and calls for the establishment of a Nutrition Education Commission. It does not, however, give attention to other important problems of distribution, storage and the like.

The strategy calls for committees to coordinate and define priorities for the food programs in the various regions. DNAN has taken a leadership role in the program. The president of the

coordinating committee is a DNAN staff member. The coordinating committee and the regional councils in the future will be the mechanisms to help the donating agencies develop better programs. To date, new projects have not been proposed but ideas are now being discussed. This regional focus is crucial.

iii. Improving the Production and Consumption of High Nutrient,

Low Cost Foods -

There is no doubt that improving the production and consumption of high nutrition, low cost food is an important area of action. In 1979 Bolivia imported \$80 million worth of food. Inflation has brought dramatic increases in the cost of food during the past two years. Both DNAN and INAN have initiated activities that aim at improving production but they do not seem integrated into an overall strategy.

INAN has scheduled approximately eight experimental projects that are directed at increasing production and consumption of high nutrient foods, mostly protein sources. Those now being implemented include rabbit and guinea pig raising, lupino production and processing, vegetable gardening, fishing and fish cultivation. These are being tried on a limited scale in selected departments.

It was difficult for the American team members to understand how some of these small projects would lead to larger scale national or regional programs. Most of these projects are being carried out in just one or two communities with very small target populations.

It should be pointed out that INAN was pressured to propose a set of projects for Title III funding within a very short time period. Funding pressures put the emphasis on quantity of projects developed, not on integrated strategies. Some of the proposed projects, however, have generated support in the regions, particularly those projects that are integral parts of larger ones that the regions are implementing, e.g., the processing component of a lupino production project, the commercialization and promotion of fish consumption. These INAN projects have given added incentive and focus to the regional nutrition coordinators and the regional nutrition councils.

Although evaluation of the projects has been discussed, they have not yet implemented any evaluation procedures for projects that are now being implemented. Evaluation is, of course, essential for determining if the projects offer cost-effective solutions to increasing food production and nutrition levels in Bolivia.

v. Strengthening the SNAN -

The 1980 National Food and Nutrition Plan identifies the development and strengthening of the nutrition planning and coordination system as one of ten priority areas of action. The strategy for doing this includes: 1) generation of information for identifying nutrition problems and determining nutritional status; 2) development of an information and evaluation system within the SNAN; 3) development of mechan-

isms for coordination and collaboration with the agricultural sector; 4) completion of the organization of the regional food and nutrition councils and the organization of task forces to develop and implement appropriate interventions; 5) utilization of technical assistance from outside Bolivia and from DNAN, INAN and other sectors, to support the nutritional efforts of the regions; 6) facilitating activities of the regional nutrition coordinators by equipping their offices and providing adequate transportation.

Most of the activities listed in this section of the plan, as being planned or ongoing, fall under the information generation lines of action, e.g., nutrition status survey, anemia survey, breastfeeding survey. Activities responsive to items 3, 4, 5, and 6 in the strategy are not identified in the plan nor in any other document that the evaluation team reviewed.

It appears that activities which would increase support to the regions have not been adequately planned. DNAN, which is responsible for the regional coordinators, has no program for providing them or the council either periodic training or technical assistance. At the time of the evaluation, the director of the regional coordinators had neither a schedule of visits to the regions nor a plan of supervision, nor could he provide specific scopes of work for the coordinators or the councils. Thus, it seems that a real strategy for strengthening regional nutrition efforts has not yet been developed. Still, all persons involved in the evaluation and interviewed indicated that this was very important.

A strategy to increase coordination and collaboration between the DNAN, INAN and other sectors, including agriculture, has not been developed either. In 1976 and 1977, interministerial committees were used as mechanisms to promote coordination. By 1978, many of these committees had ceased meeting. DNAN and INAN now have signed convenios with several ministries for collaboration on specific projects but actual collaboration on a project may only include one division or one person from a ministry.

Promotional activities to increase the GOB's understanding of its nutritional problems of interventions to overcome these problems and of the role of the SNAN are not part of SNAN's current strategy to strengthen its planning process. It seems critical that attention be paid to development of promotional activities to gain support from those sectors that the SNAN is trying to coordinate.

Follow-up activities have not been identified for many of the information generation activities. One reason for this is that funding for INAN ends in June 1981 and activities have only been programmed to this point. Unfortunately, this type of short-term planning leaves the impression that the studies or surveys are considered end products in themselves. In order 1) to identify specific data needs, 2) to design the plan of analysis of data, and 3) to present information in appropriate formats, it is critical to know who will be using the information and for what purpose.

The American evaluation team was glad to see that strengthening the SNAN had been addressed in the plan because conversations with the staff members and directors of DNAN and INAN left the impression that strengthening the SNAN was not an articulated area of action, of either the DNAN or INAN. Although this was identified as an area of action in the plan, an implementation plan that describes specific activities for improving coordination among the sectors and for increasing support to the regions is definitely needed. Responsibilities for carrying out these activities must be delegated to specific staff and a timetable must be established.

2. Comments

- a. From the point of view of the evaluation team, the SNAN has identified the priority areas of action for improving the nutritional situation in Bolivia.
- b. For most of these areas of action, the SNAN has already begun to implement appropriate activities such as studies, surveys, and national programs.
- c. All activities seem to have the same level of priority. SNAN is attempting to do too much at once without full consideration of time and staff constraints and without appreciation that an important criterion for setting priorities should be strengthening the credibility of the SNAN.
- d. Strategies for strengthening the nutrition planning process do not give enough attention to establishing coordination mechanisms among the components of the SNAN, including the sectoral ministries

and regional institutions. Implementation plans with time tables and detailed assignments are also lacking. These are particularly important for DNAN

- e. While ongoing activities seem to have been well considered in themselves, SNAN has not given attention to the sorts of programs and other actions that will follow these. That is, current activities are seen too often as being ends in themselves rather than preliminary to more comprehensive interventions.

### 3. Recommendations

- a. The staffs of DNAN and INAN should meet together as soon as possible for the purpose of:
  - operationalizing the objectives of SNAN.
  - effecting an operational plan within each agency and specifying the relations between them.
  - operationalizing and strengthening relationships with other organizations within the system (i.e., the sectoral ministries, regional corporations, regional nutrition coordinators) and establishing specific mechanisms for improving collaboration in carrying out the objectives of SNAN. They should also be prepared to define their roles vis-a-vis the other organizations and to establish coordinated plans of action that will define the types of support needed from DNAN and INAN. A schedule of meetings should be set to include each of these organizations.
  - developing a strategy for action for 1980 and 1981, setting priorities within that strategy.

- assessing each ongoing activity, including projects and studies, with respect to the contribution to the strategy established and to the information and technical needs of SNAN. In preparation for this meeting a work group should draft suggestions responding to each agenda item.
- b. DNAN and INAN should each develop an annual implementation plan that reflects the priorities established in the meeting.
- c. DNAN and INAN should prioritize the projects and studies now underway and/or planned, and accelerate the execution of priority activities. In relation to this, INAN must carefully assess its own capabilities for supervising, executing and analyzing studies. DNAN should identify programs that will follow current activities and will be congruent with the defined strategy.
- d. For each study underway, INAN must develop with DNAN a plan of data analysis that will permit the information to be used for the development of policies and programs, and in making decisions concerning allocation of resources.
- e. Each project that is planned by INAN should have a plan of evaluation and analysis that will be the bases for judging, regarding replication or expansion, its feasibility, its cost, and its merits vis-a-vis alternative actions.
- f. In its efforts to improve production of high calorie, low-cost foods DNAN and INAN must coordinate with the DRI program and with the work of the MoA (both national and local).

### III. SENSITIZATION

#### A. TERMS OF REFERENCE

A major role for a nutrition planning system is that of an advocate for nutrition. This should involve sensitizing the population to nutrition problems and to the need for programs to overcome these problems.

Decision-makers in the government and heads of policy-making and action agencies who could affect the nutrition situation, those whose support the system needs, should be among those sensitized first to the scale and scope of the problems. Of course, it is also essential that the general public, especially those in need of nutrition improvement, be made aware of their needs and the assistance being offered. The evaluation team tried to gain a sense of the extent to which SNAN appreciated this need to sensitize, to learn what activities had been undertaken with this end in mind, and to assess the degree of success realized.

#### B. DISCUSSION

During the first years of the Technical Group's existence priority attention was given to sensitizing the ministries, including MINPLAN itself, to the problems of malnutrition and to the need for a multisector approach for reducing malnutrition. Promotional seminars and conferences were held with potential national and regional participants in the SNAN. Courses were held for line technicians who were involved directly with delivering services. These included Ministry of Health nutritionists and teachers employed by the Ministry of Education among others. These courses received full press coverage.

The press was also brought in when the laws creating SNAN and INAN were passed. Articles describing nutrition problems, and the functions of SNAN and INAN appeared daily for some weeks.

Dr. Grueso, chief of the T.A. team, understood the need for sensitizing the decision-makers and those people, "who make things happen." Along with conferences and use of mass media, personal contact methods were used. The technical assistance team and members of the technical group spent considerable time talking with individuals from the various ministries.

The original Nutrition Planning System included numerous interministerial committees that have now disappeared, but these served as excellent forums for sensitizing participants to the nutritional problems in Bolivia and the multisectoral approach for improving the nutritional situation.

The combination of seminars, courses, press coverage, committees and personal contact seemed to pay off. In nearly all discussions with the ministerial officials, including Agriculture, Commerce and Industry, and Education, and with presidents and members of the regional corporations, during this evaluation, the problem of malnutrition was described as a priority and the multisectoral approach was seen as most appropriate.

Still, there was a great deal of confusion expressed about DNAN and INAN and their activities. Ministerial representatives felt that they were not well informed about the strategy of the SNAN and that they had not heard much about or had contact with DNAN and INAN for a while. Even the other directorates in MINPLAN expressed their ignorance of the current activities of the DNAN.

Thus, it appears that, in the last twelve months, very little has been done to sensitize and to promote interest in SNAN on the parts of other government officials. Training courses have not been held since 1978. Various people in both DNAN and INAN have personal contacts within certain ministries but there is no strategy or formal mechanism established to keep the ministries and other institutions informed and interested in SNAN's activities.

Press and radio are now being used in only a few geographic areas in promoting the consumption of iodized salt, in teaching about the preparation of solution for control of diarrhea and for promoting environmental sanitation but not for general sensitization of decision makers nor the public.

C. RECOMMENDATIONS

1. Primary attention in 1980 should be given to the development of a promotional campaign that will sensitize all segments of the Bolivian population to the nutrition problems in the country, the actions recommended and taken to overcome these problems, and the roles of DNAN and INAN. DNAN, working with INAN, should develop a plan of action to raise the consciousness of decision-makers, administrators, technicians and the general public. This should emphasize the use of mass media but include discussions and conferences as well. It is important that this begin soon in order to sensitize the new national government to the existence of an interest in nutrition problems early.
2. The results of the nutrition status survey should be used as a tool to sensitize people in all regions to their particular problems. A national

conference and follow-up regional conferences to present the survey results and for discussion of follow-up program activities would also be excellent mechanisms for nutrition promotion.

#### IV. LINKAGES TO SECTORAL MINISTRIES

##### A. TERMS OF REFERENCE

The establishment of strong relationships with other ministries is the key to successful national nutrition planning efforts. DNAN has the responsibility to coordinate and promote multisectoral nutrition activities. But since DNAN has no real power at this time, to mandate to other ministries, it must employ other methods to facilitate coordination and to stimulate other sector activities with nutrition objectives. Strong linkages with ministries that include good working relationships are important for DNAN in order to carry out its coordination and promotion role. The development of fundamental linkages with other sectors requires early involvement of the other sectors in the development and implementation of nutrition planning and programming activities including pilot projects. Without the active participation of an organization likely to expand and implement a successful pilot project, the transformation of successful pilot efforts to national programs may be delayed or impossible. There are many examples of successful pilot activities, whose results have been merely filed away due to the lack of interest and initial involvement of the would-be implementing agency.

Because of the importance of the linkages between the authority responsible for planning and the other sector organizations, Ms. Sukin visited the Ministries of Health, Education and Agriculture to discuss their involvement in the SNAN and their relationships with DNAN and INAN.

The Evaluation Team basically examined three areas. 1) the interest of DNAN in obtaining active involvement of other sectors in nutrition planning activities; 2) the mechanisms established to elicit this involvement and to establish linkages; and 3) the current relationships between DNAN, INAN and the sectoral ministries.

B. DISCUSSION

In 1976 and 1977, interministerial committees and technical work groups were the formal vehicles that brought together the sectoral ministries and the DNAN (then the Technical Group). The purposes of the committees were to address particular nutrition problems with a multidisciplinary approach and to assure participation of all sectors that might contribute to overcoming problems. Other formal mechanisms establishing linkages have included convenios (agreements) between the DNAN and sectoral ministries. These convenios denote the responsibilities of each organization in regard to a specific activity, e.g., one with the Ministry of Health for implementation of the anemia pilot project. There have also been informal links including personal contact between staff members and the directors of DNAN and other ministries, briefing sessions, and meetings.

In the early phase there seems to have been much interest by the technical group and the technical assistance teams to integrate other sectors in SNAN's overall effort. Since 1978, however, it seems that linkages with other sectors have been neglected. Many of the interministerial committees have ceased functioning. Only two of the original committees, the Education Commission and the Complementary Feeding Committee, are currently meeting. The National Program to Eradicate Goiter also has an interministerial commission. Although several convenios have been signed with ministries concerning specific pilot activities and studies, the projects themselves and the terms of the convenios have been written exclusively by DNAN or INAN.

Personnel in the MOH's Division of Nutrition, as well as the Division of Maternal and Child Health expressed feelings of confusion and of being

uninformed of DNAN and INAN activities. They said that personal contact between their staffs and DNAN was even less. The Division of Nutrition identified several activities that had originated within and were being carried out by the MOH but were being duplicated by DNAN. These activities are now being carried out in joint coordinated efforts by the MOH and DNAN. But money, time and effort could have been saved if the involved parties had met more frequently and discussed their program ideas in more detail.

Similarly, the Ministry of Education is currently working with DNAN and INAN to integrate nutrition into the formal curriculum of

institutes. The MOE people feel that INAN is more directive than collaborative, however. One sub-secretary from the Ministry of Education expressed her division's desire to participate still more actively in the development of projects and establishment of priorities rather than simply being asked to implement that which DNAN and INAN proposed.

The team concluded that although there are linkages, it appears that these need to be strengthened. The ministries seem interested in working in nutrition, but they want a more active role in deciding upon the activities that will be funded. DNAN and INAN have tough political boundaries to cross since several priority areas of their work fall directly into territory that ministries consider their own. Because of this situation DNAN must take more care and time to work with the respective ministries to gain their support and cooperation.

#### C. COMMENTS

1. The nutrition planning system should be commended for its past efforts in bringing together ministries to participate in multisectoral activities directed to improving the nutritional situation. At the time

of the evaluation, some of these activities had ceased and a need for renewing and strengthening linkages is evident.

2. "Buying coordination" is a concept that other planning groups have put into practice. That is to say that funds belonging to a central planning agency have been used to support nutrition-related activities that the ministries want to undertake. Planning of these activities is carried out together by the planning group and the ministry and the funds are used to motivate and facilitate ministry involvement in nutrition activities. There is a clear possibility for doing this in Bolivia. It is recognized but not well exploited probably because of turf protection.
3. The Director of the DNAN said that he had good relations with higher level officials in other ministries but, because of the frequent change in higher-level personnel in both DNAN and other ministries, more formal linkages need to be established, e.g., technical staff meetings.
4. A strategy for establishing and strengthening linkages with other ministries is missing. If DNAN wants to carry out their role as a multisector stimulator and coordinator of nutrition-related activities, then DNAN will have to focus more directly on and allocate more time to the continued development of working relationships with the other ministries.

#### D. RECOMMENDATION

Specific mechanisms should be developed for improving the linkages and strengthening the working relationships between DNAN and INAN with, e.g., the sectoral ministries and the other directorates in MINPLAN. Roles of DNAN and INAN in this respect should be clarified, meetings should be set up with each organization to redefine plans of action and the type of support needed.

## V. INFORMATION FOR NUTRITION PLANNING

### A. TERMS OF REFERENCE

In order for a planning system to operate successfully it must have relevant, current information about the phenomena it is trying to control and about conditions that affect those phenomena. Some of the data needed for nutrition planning will be collected independently of the planners and their agencies. Other data will necessarily be the responsibility of the planners and their organizations. In either case, convenient storage and ready access are necessary to the maintenance of the planning capacity, for evaluation of actions following the plans, and for decision-making.

In assessing SNAN's capability the evaluation team considered the following questions: 1) Has SNAN identified priority information needs? 2) Is the SNAN making appropriate use of available data? 3) Is SNAN attempting to collect additional information to guide them in their planning efforts? 4) Is information dealing with ongoing nutrition improvement projects being collected (or is it planned) for purposes of project evaluation? 5) Is SNAN establishing mechanisms to ensure that relevant information from different sources will be stored in a central place and that it will be retrievable by those who will need to use it?

### B. DISCUSSION

Nutrition-related information in Bolivia has been fragmented and is dated. The last nutrition status survey was carried out in the early 1960s. The SNAN, however, has managed to piece together

existing information and critical observations of various experts and of interested people to draw a picture of the nutritional situation in Bolivia. They have used census information, adapted reports of the Ministry of Health to their needs and cautiously drawn from sometimes out-of-date or otherwise limited studies in order to develop a broad approach to nutrition problems in the country. It is noteworthy that they have a comprehensive National Nutrition Plan and that they have begun to attack nutrition problems even though data have been limited. It is a mark of considerable resourcefulness and general awareness that they have identified priority problems, areas of action and priorities for both programs and information collection.

Where there are large gaps in information, or, where SNAN is planning to deal with nutrition problems on a wide front, they have planned several special studies. These include a national study of nutritional status of children, a national survey of anemia, a study of patterns of human lactation and weaning, a study of the prevalence of goiter and a study of minimum cost diets in different regions. These studies will provide a basis for both improved planning and for evaluation of programs.

There is no question that the studies planned are relevant to nutritional planning needs. There might well be a problem, however, resulting from INAN (the responsible agency) being unable to handle all the work that they are setting out to do on these investigations. The set of studies they have planned is already presenting both management and technical problems. As a result of limited numbers of staff and limited

experience on the parts of many of the technical people involved. INAN is having difficulty in fielding some of the planned studies. None of the planned studies have a clear plan for analysis yet. This will yield serious problems. It means that there will probably be a bottleneck in producing reports. More importantly, it means that there may be neglect of some information most relevant to the planning and decision-making needs of those who will want to use them.

While INAN has identified evaluation as an expected component of each of the nutrition improvement projects being conducted, none have a plan for evaluation that denotes information need and an analytical scheme. This will surely require additional technical assistance but it is critical that this be done early, preferably before project implementation. Data from the broader studies will provide some information that will be useful but national surveys will not be sufficient for assessing project progress and impact in small areas.

The laws and regulations establishing SNAN indicate that INAN will be responsible for maintaining and coordinating nutritional information in association with the National Information System and SYFNED, the statistical unit of MINPLAN. The evaluation team observed that INAN staff seemed to have only fleeting, informal contact with people working in other statistical agencies and that there was no apparent coordination through INAN of nutritional information from other sources. They have not taken steps to establish mechanisms for storing data coming from GOB agencies.

The SYFNED is housed much closer to the DNAN operations and is also more frequently accessed by DNAN. At least one member of the DNAN has had frequent contact with people there and has managed informal cooperation with them. There seems to be a potential for storing information in a central location within SYFNED in MINPLAN but it has not yet been very well exploited. It would be logical for DNAN (in association with SYFNED) to take overall responsibility for maintaining a data system that would involve storing nutrition planning related data collected by various agencies of the COB.

The development of PRONAC within DNAN has also resulted in greater coordination of distribution of food within Bolivia and of information regarding the distribution and the availability of resources.

3. COMMENT

It is the legal responsibility of INAN to collect information relating to food and nutrition within the country and to coordinate with other agencies. To date the responsibility of INAN has been viewed largely as collecting new information through their own studies and, to some extent, working with other agencies that are conducting relevant investigations. We could not see that they were working closely with other ministries to insure that data were in appropriate shape to contribute to the work of SNAN. Nor does there appear to be a mechanism for insuring that other agencies will have access to data collected by INAN other than in the form of published reports. Further, INAN is not working closely with the information group within MINPLAN.

Perhaps because of lack of quality data in the past and because of the limited experience in working with data on the parts of many of the staff of SNAN, there is limited appreciation of what data are needed and how they might be used. Much of the process of institutionalizing a planning capacity involves training and experience in appropriate collection and utilization of information regarding the phenomena with which planners must deal.

D. RECOMMENDATIONS

1. Each project that is planned by INAN should have a plan of evaluation and analysis that will determine, for the purposes of replication or expansion, a) its feasibility, b) its cost, and c) its merit vis-a-vis alternative actions.
2. Using the technical services of INAN, DNAN should identify the information needs of SNAN, prioritize these needs, identify what information already exists, and its sources, and develop a plan of work that denotes specific activities to be carried out by DNAN in the development and operation of the information system. It is important that this responsibility be centralized within DNAN and that one person be assigned overall responsibility for coordination. The MINPLAN already has a centralized information system (SYFNED) that will be utilized.
3. The DNAN must define the nutrition related information needs of INAN and other ministries, regional corporations, private and public organizations and distribute, in a timely fashion and appropriate format, the information that becomes available.

4. It is critical that additional technical assistance and training be provided to insure that SNAN staff have the data analysis skills required to help them provide information needed by decision-makers and to assess needs and progress of nutritional programs in the country.

VI. AID CONTRIBUTION TO THE NATIONAL FOOD AND NUTRITION SYSTEM  
AND SUGGESTIONS FOR FUTURE SUPPORT UNDER THE CURRENT PROJECTS

1. There is no doubt that the AID Grant with its long-term technical assistance activities and funding for project activities as well as the Title III funds have been extremely important for the development of the SNAN and specifically for the development and progress of DNAN and INAN.
2. Table II (see page 80) provides a breakdown of the AID contribution to SNAN. As of April 1980 \$584,000 of the Grant had been disbursed. As of January 1980, \$112,735 of the Title III funds had been disbursed. Approximately sixty percent of the grant funds have been budgeted for long- and short-term technical assistance; ten percent is budgeted for overseas training, and approximately twenty percent for studies, experimental projects and in-country travel. Of the Title III funds, approximately forty-seven percent is budgeted for INAN's operating expenses (salaries, office supplies, physical facilities, etc.), thirty-five percent for studies and experimental projects, five percent for in-country travel, nine percent for training, and four percent for vehicles, equipment and materials.
3. For a description of activities undertaken by both DNAN and INAN, 1976-1980, under the Nutrition Improvement Project and with Title III funds see section VI-C, pages 88 to 95.

A. USAID AND ITS SUPPORT TO SNAN

1. Comments

- a. The USAID health and nutrition staff, beginning with Nancy Ruther should be commended for their initiative and strong support of the SNAN.

Table II. NATIONAL NUTRITION IMPROVEMENT AND PROJECT EXTENSION  
(US\$)

	AID CONTRIBUTION			GOB CONTRIBUTION				GRAND TOTAL
	Original Project	Extension Phase	Total	Original Project	Title III	Extension Phase	Total	
A. Technical Assistance	473,000	580,000	1,053,000	-	-	-	-	1,053,000
1. Long-term (5 1/2 w/m)	262,000	450,000	712,000	-	-	-	-	712,000
2. Short-term (16 w/m)	211,000	130,000	341,000	-	-	-	-	341,000
B. Local Training	-	-	-	-	90,000	-	90,000	90,000
C. Overseas Training (60 w/m)	30,000	95,000	125,000	-	-	-	-	125,000
D. Vehicles, Equipment and Materials	33,000	65,000	98,000	2,900	40,000	-	42,900	140,000
E. Other Costs	104,000	200,000	304,000	363,377	870,000	380,000	1,613,377	1,917,377
1. Local Nat. Contract Personnel for studies & Experimental Projects	36,000	153,000	189,000	31,000	350,000	-	381,000	570,000
2. In-Country Travel & Per Diem	55,900	18,000	73,900	38,996	50,000	-	88,996	162,896
a) Personnel for courses/workshop	44,000	3,000	47,000	38,996	50,000	-	88,996	135,996
b) L.T./T.A. Advisors	11,900	15,000	26,900	-	-	-	-	26,900
3. Agricultural Inputs	-	-	-	9,340	-	-	9,340	9,340
4. Miscellaneous Costs	6,000	8,000	14,000	87,885	-	-	87,885	101,885
a) Data Processing	-	-	-	33,000	-	-	33,000	33,000
b) Audio-Visual Materials	6,000	8,000	14,000	-	-	-	-	14,000
c) Teaching Materials	-	-	-	44,285	-	-	44,285	44,285
d) Printing	-	-	-	10,600	-	-	10,600	10,600
5. Administration	6,100	21,000	27,100	196,156	470,000	380,000	1,046,156	1,073,256
a) Salaries	6,100	21,000	27,100	181,806	290,000	300,000	771,806	798,906
- Professional	-	-	-	(160,906)	-	-	-	-
- Secretarial (Contract Support)	6,100	21,000	27,100	(20,840)	-	-	-	-
b) Office Supplies	-	-	-	13,300	25,000	30,000	68,300	68,300
c) Physical Facilities	-	-	-	-	40,000	30,000	70,000	70,000
d) Vehicle Maintenance	-	-	-	-	15,000	20,000	35,000	35,000
e) Construction	-	-	-	-	100,000	-	100,000	100,000
f) Miscellaneous	-	-	-	1,050	-	-	1,050	1,050
	640,000	940,000	1,580,000	366,277	1,000,000	380,000	1,746,277	3,326,277

- b. With the development of INAN and AID Title III funding of \$1,000,000 for studies and experimental projects, DNAN has been able to spend more time on planning and coordinating activities and less time developing, executing and monitoring projects. In other countries the planning group have spent a large proportion of its time on project development and implementation and less time on planning, programming and coordinating to the detriment of their overall objectives. The funding support of INAN has permitted DNAN to concentrate more on planning and has enabled INAN to carry out those studies that will give DNAN the information it needs.
- c. The short time frame that INAN had to develop numerous projects in order to secure Title III funding support is becoming evident. Several of the projects are incompatible with the real needs and environments of the regions, while others appear isolated without solid justification for their implementation. Both external donors and recipients of external funds need to be careful not to develop and implement projects for the sake of disbursing funds rapidly. Projects badly thought out with little or even negative effects can cause organizations to lose credibility. The implementation of many projects at the same time takes a large effort and possibly part of this effort should be allocated to analytical or planning activities, although these activities may not require large sums of money. It seem that many nutrition planning groups find themselves implementing small

isolated projects and losing sight of those things that are important or not having time to do them.

INAN may have "too much on its plate" right now due to the amount of funds they are receiving from AID. Hopefully, AID will be flexible in permitting INAN to modify some projects, drop some and add others. Mechanisms to inform AID and Title III of these charges will be needed.

- d. USAID is expecting the GOB to take over all operational costs of INAN by June 1981. As described in section I, the economic situation in Bolivia with the current hiring freeze and reduction of government work force makes this unlikely. INAN and the USAID must work together to develop a 1981 budget for submission to the GOB and plan alternative strategies for different levels of GOB support as soon as possible.
- e. The salaries of the majority of DNAN staff in La Paz and of several regional nutrition coordinators are being supplemented by PIA/NAM. The Director of DNAN expressed a strong fear that when these supplements (bonos) expire at the end of December 1980 (the PIA/NAM program is ending worldwide) that the staff receiving the bonos will seek other employment if these bonos are not continued. The LaPaz staff and coordinators receiving the additional support are the more experienced and more qualified members of DNAN and their departure from DNAN would surely weaken the organization.
- f. Both DNAN and INAN expressed a poor understanding of the AID procurement procedures. Their confusion has led to serious delays in several projects and will cause major disruptions in

other projects if these procedures are not adequately explained to the appropriate staff in both DNAN and INAN by AID personnel experienced in commodity and personnel procurement.

- g. USAID is supporting other activities that have significant nutritional impact such as the two projects that are assisting the development corporations. If the USAID is supporting a multi-sectoral approach to reducing malnutrition in Bolivia, then it behooves the USAID objectives to address the nutritional problems through their other sector programs when possible.

## 2. Recommendations

- a. USAID technical, program, administrative (contracting) officers involved in the implementation of the Nutrition Improvement Project should discuss mechanisms for improved coordination within Mission to provide stronger support to the project.
- b. Appropriate USAID staff should discuss directly with DNAN and INAN: 1) procurement procedures for equipment and personnel services contracts - specific information needed, timing, etc., 2) procedures for notifying Mission and Title III of sub-project modifications, 3) procedures for submission of host government counterpart funds.
- c. Since the basic purpose of Nutrition Improvement Project is to encourage multisectoral (agriculture, education, health) strategies to reduce malnutrition, USAID should encourage dialogue between their own offices to identify linkages between ongoing and planned projects and possible nutrition impact and to investigate opportunities for incorporating nutrition objectives into projects.

- d. The evaluation team recognizes that AID policy does not usually support national salaries, but, because of the necessity to promote quality and continuity of personnel within the SNAN, the evaluation team recommends strongly that AI pick up the bonos that the UN has been supporting for the DNAN staff and for the regional coordinators from December 1980, the date of termination of UN support.

B. LONG-TERM TECHNICAL ASSISTANCE TEAM

1. Comments

- a. The technical skills, experience and initiatives of the TransCentury technical assistance team, particularly Dr. Renaldo Grueso, were considered by all those interviewed to have been critical for the passage of the laws establishing the SNAN and creating INAN. Dr. Grueso and Dr. Rueda Williamson were the driving forces in creating the National Food and Nutrition System and INAN. The SNAN was their vision and they were able to promote that vision and make it real.

The nutrition planning and programming experience that Drs. Grueso, Rueda Williamson and Guillermo Varela brought with them from Colombia were very important for preventing the Bolivian nutrition planning group from making many of the same mistakes other nutrition planning groups have made, e.g., waiting several years for new information before priorities are set or action programs are begun. Thus, they saved the Bolivian Food and Nutrition System years and many dollars by advising DNAN and

INAN to pursue action-oriented programs and begin immediately to develop the regional components of the SNAN. This T.A. team has been sensitive to the Bolivian political and planning environment and has given valuable technical and strategic guidance to the DNAN, INAN and AID.

- b. The T.A. team has provided technical assistance to the SNAN with minimum direction from DNAN and INAN. This is to be expected because of the limited experience of the staffs of both organizations. The staffs of both these organizations have matured and are now capable of identifying their short- and long-term T.A. needs. Both DNAN and INAN must assess their responsibilities and collaborate with the long-term T.A. team in identifying their T.A. needs.
- c. In 1979 and 1980 the T.A. team chose to give primary attention to the development of INAN. The results can easily be seen. INAN is an institution already implementing studies, surveys and pilot projects/<sup>and is</sup> fully staffed and functioning in a two-year time period. Other results of the T.A. focus can also be seen in the weakening of the SNAN as a whole. Neither the DNAN nor the T.A. team in the last twelve months have worked to strengthen the system as a whole. The regional coordinators are working without supervision from DNAN; many without basic training for their positions. Linkages with the ministries have been neglected and communication between DNAN and INAN is poor.
- d. The T.A. team has been housed in USAID for the past four years because lack of space in the counterparts' offices. Periodically, the T.A. team has undertaken activities that should be USAID responsibilities, limiting its time spent on direct technical assistance to SNAN.

2. Recommendations

- a. Both DNAN and INAN along with the TransCentury long-term T.A. team should develop a concrete six-month plan of work for both long- and short-term technical assistance. Technical assistance needed by the regional coordinators should be given priority and included in this plan.
- b. The DNAN and INAN should participate actively with TransCentury and AID in selecting the short-term technical assistance keeping in mind T.A. resources available through AID/W. They should consider using the technical resources of CDC/Atlanta to assist in planning and implementing specialized studies. These resources are supported by AID/W and can be obtained through USAID communication.
- c. The TransCentury team should give more attention in the last six months of 1980 to strengthening the SNAN as a whole, devoting more time to: 1) strategy development, 2) developing mechanisms to establish and strengthen working relationships between the institutions making up the SNAN, and 3) working closely with the regional coordinators to provide supervision and direction.
- d. Since space is now available at DNAN and INAN the TransCentury team should move from the AID offices to the Bolivian offices. If possible one member of the team should be placed at the DNAN and the other at INAN.
- e. Some of the effort of the technical assistants should be aimed at sensitizing SNAN to the need for promoting, within the government, the interests of nutrition, nutrition planning and the role of SNAN as a political concern as well as a humanitarian concern.
- f. Assistance to the regional coordinators should include specifying scopes of work, technical direction, and preparation of training materials and work guides.

C. SUMMARY OF DNAN AND INAN ACTIVITIES CARRIED OUT WITH AID SUPPORT THROUGH JULY 1980

Activities and outputs of DNAN and INAN carried out during the period of AID support are summarized in the charts on the following pages. They provide the readers with a good overview of the kinds of things that AID contributions have helped to produce.

D. CAPACITY OF SNAN TO MANAGE AND CARRY OUT A FOLLOW-ON AID SUPPORTED NUTRITION PROJECT

The evaluation team believes that the components of the SNAN, as reflected by a variety of their outputs both on the national level and in the regions, are strong enough to warrant the submission of a PID for a 1981 follow-on project. If the recommendations are carried out during the last six months in 1980, and, there are no drastic changes in the staff or policy direction, the system should be able to handle a 1981 follow-on project. In fact, not to have a follow-on project would be to fail to take advantage of the basic capacity and the momentum they have generated. Among the possible projects that might be included in a PID are the following.

1. National Level Multisectoral Impact Programs

AID objectives: to promote and assist in the implementation of national nutrition programs that will directly impact on the nutritional status of the target population.

a. National Level Iodized Salt Program -

Aid funds would assist Bolivia to improve production, distribution and commercialization of iodized salt and would support the promotion of its consumption for the purpose of eradicating goiter.

Summary Chart I. DNAN ACTIVITIES UNDERTAKEN UNDER THE NUTRITION IMPROVEMENT PROJECT

ACTIVITY	OBJECTIVES	STATUS	COMMENTS
<b>I. INSTITUTIONAL DEVELOPMENT</b>			
A. Decreto Law #16756, establishing the National System of Food and Nutrition (SNAN).	A. To establish a multisectoral approach to combatting malnutrition. B. To define the roles of the organizations, the Ministries, DNAN, INAN the Regional Corporations comprising the SNAN.	Issued in July, 1979.	This law gave DNAN the authority and status it needed to begin to carry out the objectives of a nutrition planning agency as described in the Nutrition Improvement Project.
B. Decreto Law #15996, establishing the Institute of Food and Nutrition (INAN).	To create the Institute of Food and Nutrition and define its responsibilities.	Issued in June, 1978.	
C. Convenios signed with all regions establishing nutrition coordinating offices.	As part of the SNAN, the Coordinators are to assist the Regions establish mechanisms for multi-sectoral coordination in order to promote, develop, execute and evaluate nutrition plans and programs.	In all regions, Nutrition Coordinators have been designated. Several positions are currently vacant due to resignations.	3 coordinators are supported directly by MINPLAN. 6 are funded by the Regional Corporations. MINPLAN is scheduled to support a fourth coordinator in Fall 1980.
D. Regional Nutrition Councils, established and operating in a majority of the areas.	As part of the SNAN, the Regional Nutrition Councils are to promote, coordinate and execute food and nutrition plans and to propose for funding priority food and nutrition programs.	Councils have been established, have met in a majority of the regions; meetings to date in most regions have been sporadic.	In some areas like Pando, Chuquisaca and Beni, the Councils have been active and have taken directive roles.
E. DNAN is operating and staffed with 8 professionals in La Paz and 3 in Cochabamba, Chuquisaca and Santa Cruz.	DNAN has the primary responsibility to coordinate and promote multisectoral activities to improve nutritional status.	By September, 1980, MINPLAN should be funding nine professional positions in La Paz and four in the Regions	

Summary Chart I. (continued)

ACTIVITY	OBJECTIVES	STATUS	COMMENTS
F. INAN is operating with 15 professional staff.	INAN has the responsibility to act as the technical and scientific support component of the SNAN which includes collection and analysis of data, execution of pilot projects.	As of July, 1980, INAN had a full complement of staff with the exception of one professional to be hired in its analysis and statistics unit.	In an extremely short time period, INAN has developed an institution that is staffed and functioning.
G. Annual National Nutrition Plans written and published 1979, 1980.	The plans describe the strategies and activities to reach objectives for each sector and ministry.	The 1980 National Nutrition Plan was published in June 1980 and is being reviewed by the	The 1980 National Nutrition Plan is a solid planning document and show much improvement over the 1979 plan.
<b>II. HUMAN RESOURCE DEVELOPMENT</b>			
A. Nutrition Planning Seminar for Ministry of Social Welfare and Public Health Nutritionists	To teach nutrition planning methods to the participants and assist them in analyzing country nutrition problems and recommendations for improving the MOH nutrition programs.	Held in Nov. 1977, approximately 45 nutritionists attended	-89-
B. Nutrition Planning Seminar for MINPLAN Directors and Regional Planning Office Chiefs	To present the National Nutrition Plan designed by DNAN and present the plan for the creation of INAN	Held March, 1978. 15 participants attended	The plan for INAN was supported by the seminar and they recommended that MINPLAN present it to the Ministerial Cabinet. This led to the decree creating INAN in June, 1978.
C. Food and Nutrition Workshop for Regional Coordinators	To prepare the Regional Coordinators for their positions in the field.	Held October, 1978; 10 participants from the Regional Development Corporations attended	Following this workshop, 3 Coordinators were hired by MINPLAN for Santa Cruz, Chuquisaca and Cochabamba. In the following year, the other 6 regions supported coordinator positions.

Summary Chart I. (continued)

ACTIVITY	OBJECTIVES	STATUS	COMMENTS
D. Nutrition Education Seminar	To examine the state of nutrition education in the basic, intermediate and advanced level curricula, as well as in the training institutes.	Held Jan. 1979; 75 participants attended a two-week session.	Out of the seminar came a work group that made recommendations for additions to the present curriculum.
E. Colombia Training Program	To give National-level and Regional-level nutrition planners an opportunity to learn from the Colombia experience of nutrition planning	2 month course in the fall of 1979; 4 attended including 3 nutrition coordinators	
<u>III. PROGRAMS</u>			
A. National Program of Complementary Food 1. Inventory of Complementary Food Programs 2. National Seminar 3. Establishment of coordinating committees of the National Program of Complementary Food	To coordinate and to better utilize food assistance programs for improving nutritional status of the Bolivian population.	1. The food inventory was completed in March, 1979. 2. The National Seminar was held in March, 1979; 25 participants from National and International food programs attended. 3. The Coordinating Committee is operating and reviewed AERs for Title II donors in 1980.	
B. National Program to combat goiter	To promote and coordinate programs to eradicate goiter	An interministerial commission has been formed, a strategy developed and activities are being carried out by INAN to pilot test channels for promoting iodized salt, distribution and production. The 1962 law to make iodized salt compulsory has been revised and is awaiting passage.	
<u>IV. BASIC STUDIES</u>			
A. Food gap, levels of income and production	To study the production commercialization and consumption of seven basic food crops.	The initial data collection has been completed.	

Summary Chart I. (continued)

ACTIVITY	OBJECTIVES	STATUS
B. Study of the Dairy System	To analyze the production and consumption of milk in order to recommend ways of increasing both supply and demand.	Initial work begun but study suspended
C. Nutrition Education through mass media	To test the effectiveness of mass media as a tool for changing practices that will improve nutrition status.	A Beliefs and Practices Survey has been carried out in the target area, radio messages have been developed, and the field activities are scheduled to begin Sept. 1980
D. Incidence of Anemia	To determine the incidence of anemia in Bolivia	A convenio is signed between INAN, MOH and the U. of Cochabamba. Equipment delays have caused the project to be six months behind schedule. Teams are trained but field work has not begun.
E. Relationship between Nutritional Status and Small Farms Productivity	To study the relationship between small farm production and nutritional status of the family and to make recommendations as to how nutritional status could be improved through production.	Data has been collected and is being processed.
F. Weight and Height Standards for Bolivia	To develop standards of growth for Bolivian children	Initial studies are underway.

Summary Chart II. PILOT PROJECTS AND STUDIES CARRIED OUT BY INAN

ACTIVITY

OBJECTIVES

STATUS

I. Programs and Projects of Food Production and Distribution

A. Promotion of the production and consumption of guinea pigs

- a. to establish a pilot project to encourage the raising and consumption of guinea pigs.
- b. to provide technical assistance in the raising of guinea pigs.
- c. to improve the diet of the people participating in the program.

Agreements with local corporations have been signed. Plans have been laid out. Families that will participate are to be selected in July 1980. Full operation by December 1980.

B. Promotion of the raising of rabbits

- a. to establish a pilot project to encourage the raising and consumption of rabbits.
- b. to provide technical assistance in the raising of rabbits.
- c. to improve the nutritional status of the population.

Project begun in 1979. Agreements signed. Twenty-five percent of the families to participate selected. One-fifth of the construction for reproduction center cages for families has been completed. Full operation expected by September 1980.

C. Promotion of the production of tarhui

- a. to encourage the production of tarhui.
- b. to establish a center for storing and to experiment with the industrial processing of tarhui.
- c. to promote knowledge of the nutritional value of tarhui and interest in its consumption.
- d. to contribute to the reduction of malnutrition.

Agreements have been signed with regional corporations. Seed production underway. Processing plant under construction. Teaching of farmers to produce to be completed July 1980. Full commercial production to be underway by end of 1980.

D. The improvement of fishing

- a. to increase the level of production of fishermen and of their incomes through teaching them to fish more effectively.

Negotiations on agreements with regional corporations completed. Preliminary

Summary Chart II. (continued)

ACTIVITY	OBJECTIVES	STATUS
D. The improvement of fishing (continued)	<ul style="list-style-type: none"> <li>b. to improve the commercialization of fishing.</li> <li>c. to improve the diet of fishing communities and of the population in general.</li> </ul>	<p>planning and site selection completed. Materials for training prepared. Fishing and general education programs to be carried out last half of 1980.</p>
E. Rural pisciculture project	<ul style="list-style-type: none"> <li>a. to promote the raising of fish by rural families.</li> <li>b. to train rural families in the raising of edible fish.</li> <li>c. to provide a new source of employment in the rural areas.</li> <li>d. to promote the consumption of fish and to train people in its preparation.</li> </ul>	<p>The regional corporation has initiated this project. INAN will participate in the promotion and nutritional education phases and is in the process of making agreements.</p>
F. School and family garden project.	<ul style="list-style-type: none"> <li>a. to promote the cultivation of small gardens to produce vegetables and legumes.</li> <li>b. to train people in the cultivation of small gardens and to use the gardens and associated training to teach people about nutrition.</li> <li>c. to improve the diets of the people.</li> </ul>	<p>The project was originally planned for the Department of Tarija but was actually implemented in the Department of Beni.</p>
G. Foment the production and consumption of birds.	<ul style="list-style-type: none"> <li>a. to encourage families to raise birds.</li> <li>b. to train persons in improved means of raising birds.</li> <li>c. to create jobs and to improve the income of families and to improve their health status.</li> </ul>	<p>The regional corporation of the Department of Tarija has undertaken this project on a large scale. INAN will negotiate its participation in the phase of promotion and nutritional education.</p>

Summary Chart II. (continued)

ACTIVITY	OBJECTIVES	STATUS
II. Investigation of Nutritional Problems		
A. Nutritional status of the Department of Pando	<ul style="list-style-type: none"> <li>a. determine the nutritional status of the population.</li> <li>b. determine the prevalence of goiter.</li> <li>c. special attention to the status of children under five years of age.</li> </ul>	Report completed and published 1980.
B. Study of human lactation in urban areas	<ul style="list-style-type: none"> <li>a. to determine the incidence and prevalence of breastfeeding in selected urban areas of the country.</li> <li>b. to contribute to policy formation and promotional strategies regarding breastfeeding.</li> </ul>	Sampling design and questionnaire to be completed July 1980. Final report due 1980.
C. National Nutrition Survey	<ul style="list-style-type: none"> <li>a. to determine the prevalence of child malnutrition and of endemic goiter.</li> <li>b. to learn of dietary practice.</li> <li>c. to provide baseline data for analysis of change of malnutrition and goiter prevalence.</li> <li>d. to identify areas of priority concern for project implementation.</li> <li>e. to provide a basis for policy making and planning.</li> </ul>	Study design complete. Procurement and logistics to be completed in August 1980 and to be in field immediately thereafter.
D. Study of minimum cost diets by regions in LaPaz, Cochabamba and Santa Cruz.	<ul style="list-style-type: none"> <li>a. to establish recommended diets in the different areas of the country.</li> <li>b. to provide a basis for education programs.</li> </ul>	Ready for execution. May 1980.
E. Study of the relation between parasitosis and	<ul style="list-style-type: none"> <li>a. to determine the relations between parasitosis and malnutrition in an experimental area.</li> <li>b. to determine impact of antiparasitic drugs on the status of nutrition.</li> </ul>	Project being reformulated and reconsidered.

Summary Chart II. (continued)

ACTIVITY

OBJECTIVES

STATUS

III. Training and Dissemination

- |  |   |  |
|--|---|--|
| <p>A. Development of a teaching guide for nutrition education in primary schools.</p>  | <p>a. to provide curriculum planning and teaching materials to be used in primary schools.</p>  | <p>Draft completed. Working with sector ministries to develop a final guide and to implement teaching of teachers.</p> |
| <p>B. Commercialization and promotion of the consumption of iodized salt in the Departments of Chuquisaca, Beni, Pando and Tarija and for low income people in the city of La Paz.</p> | <p>a. to purchase and distribute iodized salt in selected areas of the country.<br/>                     b. to promote the use of iodized salt in the population and to educate them regarding the relation between lack of iodine in the diet and the incidence of goiter.</p> | <p>a. Commercial iodized salt is being produced.<br/>                     b. Pilot projects underway in Beni.</p>      |

b. National Program of Complementary Food Assistance -

Funds would support activities that would improve the allocation and utilization of donated food (\$13 million worth of food is donated to Bolivia annually) to improve the nutritional status of the target population.

c. Extension and Fortification of Wheat Flour -

It seems unlikely that AID funds will be sufficient to support the \$2,500,000 needed to implement this project on a national scale. However, as a complement to a program funded by another donor organization, AID funds should support SNAN (DNAN activities) to support and promote this program. The PP should answer questions such as: 1) Will the target population have access to the improved wheat flour?, 2) What will be the improvement in the diet? This activity has the objective, if answers to the above questions are positive, to increase the protein consumption in the target population.

2. National Level Line Ministry Nutrition Programs

Objective: To promote and support other ministry's formulation and implementation of specific programs with nutrition impact potential.

Some examples of these are:

a. With the Ministry of Education -

Development of nutrition curriculum to be integrated into

- 1) primary and secondary school, 2) schools for teachers,
- 3) universities, including programs for nurses, doctors, and agricultural professionals.

b. With the Ministry of Health -

- 1) Development of pilot programs to expand iron tablet distribution,
- 2) support ministry programs with mass media messages,
- 3) development of educational tools to support nutrition activities within the health system.

c. With the Ministry of Agriculture -

Develop activities that will focus on and evaluate agriculture policy and programs in terms of nutrition objectives.

[N.B. All activities with sectoral ministries should be defined as part of the PP development process.]

3. Regional Level Nutrition Program -

Objective: To promote and support regional corporations and other regional institutions in the formulation, execution and evaluation of policies and programs with potential nutrition impact.

Given that Title III funds directed to the regional corporations can be used for large scale interventions with nutrition objectives the best use of funds would be to allocate funds to each nutrition coordinator or corporation for activities that would attain the defined objective - promotion, formulation and evaluation of larger nutrition impact programs. Categories of activities acceptable for funding might include:

- a. Information generating activities relevant to the objectives, e.g., feasibility study of a project, analysis of data to determine causes of malnutrition.

- b. Education activities as support to larger programs.
- c. Pilot activities that have as their goal the reduction of malnutrition.
- d. Promotional activities, use of radios, press, workshops, conferences, etc., to sensitize people in all regions to nutrition problems and to those actions necessary to overcome those problems.

[N.B. DNAN and the technical assistance team should work with the regional coordinators to develop an annual nutrition implementation plan. Budgets assigned to each region would be based on this plan.]

4. Support to the Sistema Nacional de Alimentacion y Nutricion

Objective: To strengthen the functioning of the SNAN

a. Promotional Activities -

For example, national campaigns, using mass media, workshops, seminars to sensitize all levels of Bolivia's population to nutrition problems, actions necessary to overcome problems, role of the DNAN, INAN and SNAN.

b. Human Resources Development

Training of 1) staffs of the SNAN - administrators, technicians, etc. working with the DNAN, INAN, regional nutrition councils, sector ministries, etc., 2) line staff who are executing nutrition activities, 3) others, e.g., directors and personnel working with food assistance agencies such as Caritas and WFP.

c. Information System Support -

Utilization of funds for collecting, processing, and analyzing data that will lead to developing nutrition policies, programs and projects. Activities could include 1) evaluations, 2) project feasibility studies, 3) support for a nutrition status surveillance system, etc.

VII. SUMMARY OF THE STRENGTHS AND WEAKNESSES OF THE  
SISTEMA NACIONAL DE ALIMENTACION Y NUTRICION (SNAN)

A. STRENGTHS

1. Components of the SNAN are in place. DNAN and INAN are moving in the right direction with defined administrative and financial procedures. Staffs have been hired and for the most part are carrying out activities defined by the Decreto establishing the SNAN and by the Nutrition Improvement Project. MINPLAN is supporting approximately eight professionals working in the DNAN in La Paz, the operational expenses of SNAN, and three nutrition coordinators in the field. The regional corporations are supporting the other six coordinators.
2. The SNAN has a solid legal base
  - Decreto Ley No. 16756 establishing the SNAN July 1979
  - Decreto Ley No. 15996 creating INAN
  - Convenios signed with nine Regional Corporations, mandating the establishment of Regional Food and Nutrition Councils and designation of a Regional Nutrition Coordinator.
3. The SNAN has been action-oriented. Based on available data, activities, studies and projects have been initiated to: a) reduce protein-calorie malnutrition; b) reduce goiter; c) reduce anemia; and d) promote the production and consumption of high nutritive value/low cost foods.
4. Major outputs of the SNAN have included: a) three annual nutrition plans, the last one far superior to the previous two. These were all

completed by the DNAN with little technical assistance; b) development of and leadership of PRONAC; c) development of a national program to eradicate goiter, including revision of a national law, now pending passage in the Congress; d) projects now being executed in regions that have been developed and promoted by the regional nutrition coordinators, i.e., vegetable garden project in Beni, nutrition education training program to revise nutrition education manual, Chuquisaca.

5. It has a directorship within the Ministry of Planning rather than a sectoral ministry and can therefore more easily access other ministries for assistance and coordination.
6. It is capable of initiating activities and in seeing them through implementation. There are several studies now underway or almost underway and there are experimental projects for which regional corporation participation has been obtained.
7. DNAN provides a single organization for interacting with external donor agencies and should thus be able to coordinate better the contributions and participation of outsiders.
8. Nutrition problems have achieved a level of national priority within the perspective of national level policy makers.

#### B. WEAKNESSES

1. The leadership of the DNAN and INAN have changed within the last year. Both are subject to political appointment and can be expected to change when a new government is installed. Fortunately, the current directors are dedicated to the goals of SNAN and are interested in seeing that

they have effective, efficient organizations. Still, the lack of permanent heads of these agencies contributes to a sense of instability.

2. Partly as a result of the changing leadership within the SNAN, and partly due to the fact that they are probably trying to do too much with the staff available, there has been difficulty in coordinating the different parts of the operation. As a result there has been some duplication of effort and activities have often been carried out on an ad hoc basis rather than in line with an overall planning strategy .
3. Continuity of quality staff has been a problem in DNAN and INAN. Because of low salaries INAN has had a problem of attracting senior people with experience and its staff appears always to be "job hunting", looking for higher paying jobs.
4. The linkages and relationships with the other ministries at the central level have not been actively reinforced. Ministries are not certain what the role of DNAN or the INAN is or what their relationship should be with them.
5. The inability to develop and maintain an integrated overall strategy within which the annual nutrition plan and all the activities of the various parts of the SNAN are coordinated is probably the most serious weakness of the SNAN. This has resulted in providing less than adequate support to regional nutrition coordinators and councils, and lack of promotional efforts that would insure greater contribution and support from other agencies within the government. It has also resulted in more or less ad hoc approaches to studies and projects rather than establishment of clear priorities.

6. During 1979 and 1980 there has been little emphasis on promotional efforts to sensitize (raise the consciousness of) the Bolivian population to the problems of malnutrition, necessary actions to overcome the problems, and of the role of DNAN and INAN.
7. SNAN has not generated plans for follow-on activities to many of the pilot projects, surveys and studies.
8. INAN's total operational budget is supported by Title III. Although the GOB is contributing to specific projects these represent small amounts and do not provide evidence that the government is committed to picking up the program in the near future.

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ATTACHMENT #1

DECRETO LEY N° 16756

CONSIDERANDO:

Que, el Supremo Gobierno de la Nación ha concedido una alta prioridad a la solución de los problemas alimentarios y nutricionales de la población boliviana;

Que, la complejidad de las relaciones existentes entre los factores multisectoriales que determinan el estado nutricional del individuo y la comunidad, hace necesario emplear un enfoque de sistemas para el establecimiento de claros mecanismos de coordinación intersectorial;

Que, el Ministerio de Planeamiento y Coordinación, en cumplimiento de esta política prioritaria, en el año 1976 organizó un Grupo Técnico de Planificación en Alimentación y Nutrición, a través del cual no sólo elaboró el Plan Nacional de Alimentación y Nutrición, sino que también preparó el estudio de factibilidad para el funcionamiento del Instituto Nacional de Alimentación y Nutrición (INAN) el mismo que fue creado mediante D.S. No. 15596 de 27 de junio de 1978; asimismo, preparó los estudios necesarios para la puesta en marcha del Sistema Nacional de Alimentación y Nutrición, como un instrumento necesario para encarar en forma coordinada y multisectorial los problemas alimentarios y nutricionales de la población del país;

Que, en fecha 11 y 12 de marzo de 1978, en la localidad de Achocalla, se llevó a cabo el Seminario sobre Planeamiento en Alimentación y Nutrición con la participación de los Ministerios de Planeamiento y Coordinación, Asuntos Campesinos y Agropecuarios, Previsión Social y Salud Pública, Educación y Cultura, Industria, Comercio y Turismo, Trabajo y Desarrollo Laboral, Finanzas y el Instituto Superior de Administración Pública.

Que, en dicho evento se hizo un profundo análisis de los problemas alimentarios y nutricionales, así como sus consecuencias en el desarrollo económico y social del país; como corolario de ello, todos los sectores participantes acordaron recomendar la asignación de prioridad superlativa a la política de alimentación y nutrición, tan

to a nivel de planificación nacional y sectorial, así como en la ejecución de programas y proyectos multisectoriales, sectoriales y regionales.

Que, por consiguiente corresponde al Poder Ejecutivo aprobar la Ley del Sistema Nacional de Alimentación y Nutrición;

EN CONSEJO DE MINISTROS,

D E C R E T A :

ARTICULO UNICO.- Apruébase la Ley del Sistema Nacional de Alimentación y Nutrición en sus cuatro títulos, ocho Capítulos y catorce Artículos, conforme al siguiente texto:

El Señor Ministro de Estado en el Despacho de Planeamiento y Coordinación de la Presidencia de la República, queda en cargo de la ejecución y cumplimiento del presente Decreto Ley.

Es dado en el Palacio de Gobierno de la ciudad de La Paz, a los . . . onçe . . . días del mes de julio de mil nove cientos setenta y nueve años.

LEY DEL SISTEMA NACIONAL  
DE ALIMENTACION Y NUTRICION

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TITULO I

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OBJETIVOS Y ALCANCES

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CAPITULO I

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DE LOS OBJETIVOS Y ALCANCES DE LA LEY

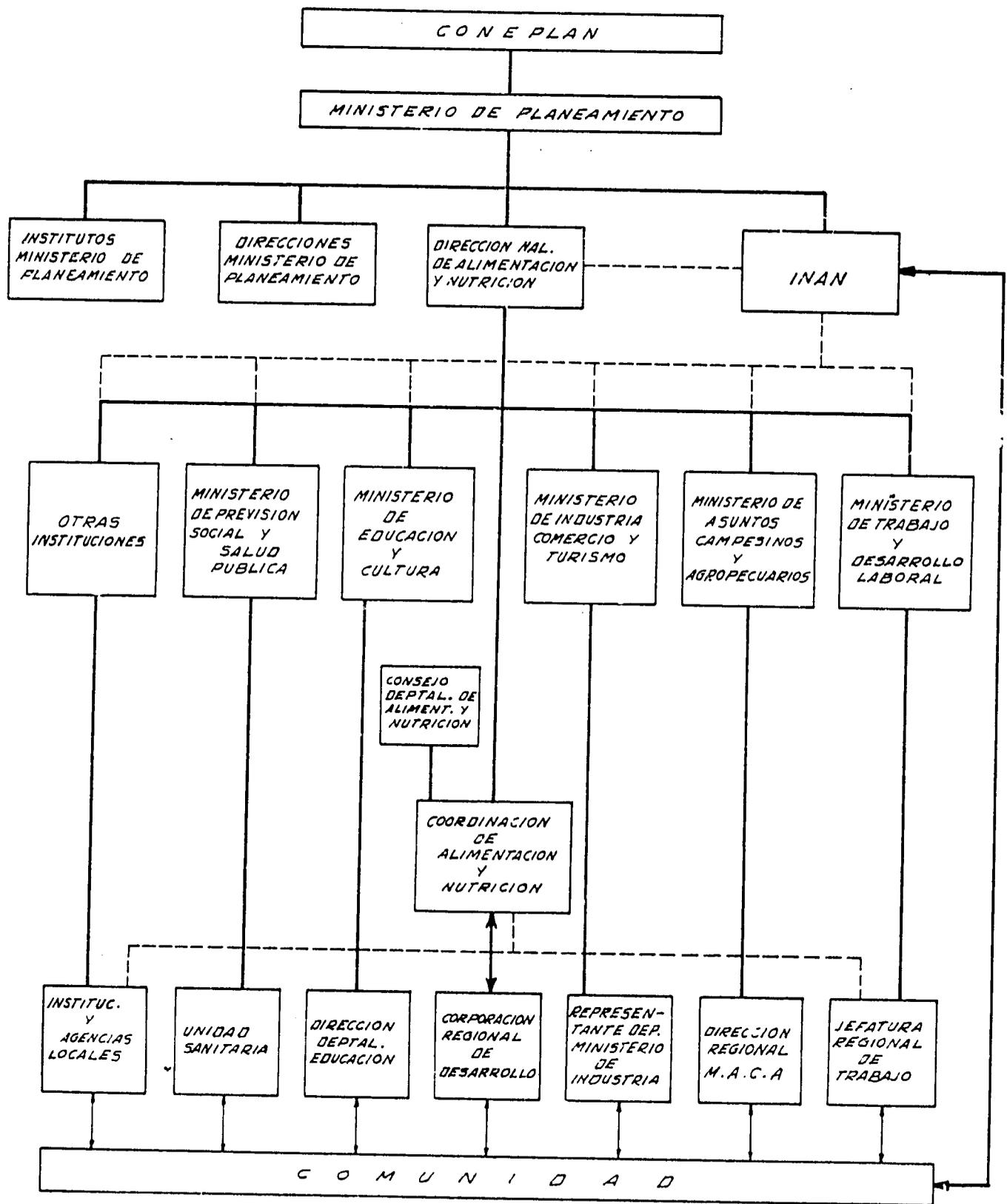
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ARTICULO 1°.- La Presente Ley tiene por finalidad establecer un Sistema Nacional de Alimentación y Nutrición que permita encarar en forma coordinada y multi-sectorial los problemas alimentarios y nutricionales de la población boliviana y de esta manera preservar el capital humano, principal objetivo del desarrollo económico y social del país.

ARTICULO 2°.- El Sistema Nacional de Alimentación y Nutrición, está constituido por el conjunto de organismos estatales y comunitarios que pueden promover y ejecutar planes, programas y proyectos de alimentación y nutrición. Abarca todo el proceso de identificación de planes, programas y proyectos en la materia, preparación, ejecución, evaluación y control de ellos dentro de lineamientos y metodologías que posibiliten una vinculación funcional, eficiente, y permanente entre los integrantes del Sistema.

ARTICULO 3°.- El Sistema Nacional de Alimentación y Nutrición coordinará estrechamente sus funciones con el Sistema Nacional de Planeamiento y estará estrechamente vinculado a los objetivos del desarrollo económico y social.

ORGANIZACION INSTITUCIONAL Y RELACION JERARQUICA DEL SISTEMA NACIONAL DE ALIMENTACION Y NUTRICION



Ref. ————— Jerarquia  
 - - - - - Coordinación

## TITULO II

### DE LA ORGANIZACION

#### CAPITULO I

#### DE LOS ORGANISMOS INTEGRANTES DEL SISTEMA

ARTICULO 4°.- Integran el Sistema Nacional de Alimentación y Nutrición, los siguientes organismos:

- a) El Consejo Nacional de Economía y Planeamiento (CONEPAN), que será el máximo organismo de decisión del Sistema.
- b) El Ministerio de Planeamiento y Coordinación de la Presidencia de la República, mediante la Dirección de Alimentación y Nutrición, que será órgano normativo, coordinador y supervisor del Sistema.
- c) El Instituto Nacional de Alimentación y Nutrición (INAN), que será el principal apoyo técnico y científico del Sistema.
- d) El Ministerio de Finanzas, que será el órgano que perciba, asigne y controle los recursos financieros necesarios para la operación del Sistema a través de los organismos sectoriales, Instituto Nacional de Alimentación y Nutrición y Corporaciones Regionales de Desarrollo.
- e) Los organismos sectoriales: Ministerios de Asuntos Campesinos y Agropecuarios, Previsión Social y Salud Pública, Educación y Cultura, Industria, Comercio y Turismo, Trabajo y Desarrollo Laboral.
- f) Los organismos regionales: Corporaciones Regionales de Desarrollo y todos aquellos organismos que participan en el futuro .

- g) Los Consejos Departamentales de Alimentación y Nutrición, que serán los órganos máximos de decisión del Sistema a nivel departamental.

### TITULO III

#### FUNCIONES DE LOS ORGANISMOS PARTICIPANTES DEL SISTEMA

#### CAPITULO I

#### DEL CONSEJO NACIONAL DE ECONOMIA Y PLANEAMIENTO

ARTICULO 5°.- El Consejo Nacional de Economía y Planeamiento, determina la estrategia y la política general de alimentación y nutrición, aprueba el Plan Nacional de Alimentación y Nutrición como parte del Plan Nacional de Desarrollo y los Planes Operativos Anuales y aprueba los planes de inversión relacionados con programas y proyectos de alimentación y nutrición.

#### CAPITULO II

#### DEL MINISTERIO DE PLANEAMIENTO Y COORDINACION DE LA PRESIDENCIA DE LA REPUBLICA

ARTICULO 6°.- El Ministerio de Planeamiento y Coordinación, a través de la Dirección de Alimentación y Nutrición, tendrá las siguientes funciones:

- a) Formular y proponer políticas y prioridades programáticas multisectoriales de Alimentación y Nutrición, a las cuales deberán adecuarse los programas y proyec -

tos del Sistema Nacional de Alimentación y Nutrición.

- b) Dirigir y coordinar la elaboración de los planes, programas y proyectos nacionales y regionales de alimentación y nutrición, y presentarlos a nivel decisorio para su estudio y aprobación.
- c) Proponer y promover nuevos proyectos e intervenciones de acuerdo con la identificación de los problemas alimentarios y nutricionales en los grupos de población - que requieran atención prioritaria en este campo.
- d) Organizar, asesorar y coordinar la ejecución nacional y regional de los programas y proyectos intersectoriales de Alimentación y Nutrición.
- e) Realizar las gestiones pertinentes para lograr la adecuada asignación flujo y utilización oportuna de los recursos económicos necesarios para la ejecución de los programas y proyectos.
- f) Participar en la evaluación técnica, económica, financiera y administrativa de los programas y proyectos de alimentación y nutrición, y proponer los ajustes necesarios.
- g) Servir de Secretaría Técnica del nivel de decisión política del Sistema Nacional de Alimentación y Nutrición.
- h) Asumir la representación del Ministerio de Planeamiento y Coordinación en las relaciones con organismos nacionales e internacionales que participan con asistencia técnica o financiera en los programas multisectoriales, nacionales y regionales de alimentación y nutrición.

### CAPITULO III

#### DEL MINISTERIO DE FINANZAS

ARTICULO 7°.- Las funciones del Ministerio de Finanzas, dentro del Sistema Nacional de Alimentación y Nutrición, serán las siguientes:

- a) Analizar necesidades de recursos financieros de los programas y proyectos prioritarios de alimentación y nutrición.
- b) Definir fuentes de financiamiento y dirigir las gestiones para la contratación de los créditos internos y/o externos que sean requeridos.
- c) Ejercer el control de los recursos provenientes de créditos internos y externos a fin de que dichos recursos sean utilizados estrictamente en los objetivos para los cuales hubiesen sido asignados.

#### CAPITULO IV

#### DEL INSTITUTO NACIONAL DE ALIMENTACION Y NUTRICION

ARTICULO 8°.- El Instituto Nacional de Alimentación y Nutrición (INAN), es el organismo director y coordinador de los programas y proyectos de investigación, capacitación de recursos humanos y nutrición aplicada.

ARTICULO 9°.- Como parte integrante del Sistema Nacional de Alimentación y Nutrición, tendrá las siguientes funciones:

- a) Recolectar información y participar en lo referente a aspectos de alimentación y nutrición, en el Sistema Nacional de Información, en coordinación con el SYFNID.
- b) Elaborar las hojas de balance de alimentos, conjuntamente con los Ministerios sectoriales, y establecer proyecciones y metas futuras de oferta y demanda de alimentos ajustadas a las necesidades nutricionales de la población.
- c) Coordinar y realizar investigaciones de carácter aplicado y operacional sobre problemas de alimentación y nutrición para orientar los programas.

- d) Formular, coordinar, supervisar y evaluar programas y proyectos de asistencia alimentaria y administrar productos de donación externa de acuerdo a convenios establecidos.
- e) Llevar a cabo programas de capacitación de personal de diversos niveles en el campo de la alimentación y la nutrición, en coordinación con las universidades, coordinar y realizar programas nacionales de educación a través de medios masivos de comunicación y publicar y distribuir material educativo en este campo.
- f) Asesorar y colaborar al Ministerio de Planeamiento y Coordinación y a los Ministerios sectoriales en la planificación y desarrollo de proyectos de alimentación y nutrición, de acuerdo con el Sistema Nacional de Alimentación y Nutrición.
- g) Prestar asesoría sobre la política de cooperación técnica, económica y alimentaria que reciba el país en apoyo de programas de alimentación y nutrición.
- h) Participar en la determinación de normas y procedimientos en el campo de la alimentación y nutrición.
- i) Participar en la coordinación intersectorial de programas y proyectos de alimentación y nutrición a través de los grupos especiales organizados por la Dirección de Alimentación y Nutrición, con participación de funcionarios de los organismos sectoriales y regionales.
- j) Servir como principal apoyo técnico y científico de la Dirección de Alimentación y Nutrición del Ministerio de Planeamiento y Coordinación.

## CAPITULO V

### DE LOS ORGANISMOS SECTORIALES

ARTICULO 10°.- Las funciones de los organismos sectoriales dentro del Sistema Nacional de Alimentación

y Nutrición, serán las siguientes:

- a) Formular y ejecutar programas y proyectos relacionados con la producción, distribución, consumo y utilización biológica de los alimentos.
- b) Dirigir, supervisar y evaluar la ejecución y puesta en marcha de proyectos de alimentación y nutrición.
- c) Proponer a CONEPLAN, a través de la Dirección de Alimentación y Nutrición del Ministerio de Planeamiento y Coordinación, los programas y proyectos que estimaren necesarios.

## CAPITULO VI

### DE LOS CONSEJOS DEPARTAMENTALES DE ALIMENTACION Y NUTRICION

ARTICULO 11°.- Los Consejos Departamentales de Alimentación y Nutrición como parte integrante del Sistema Nacional de Alimentación y Nutrición, cumplirán las siguientes funciones:

- a) Definir y aprobar, dentro de los lineamientos nacionales del desarrollo económico y social y los establecidos para el desarrollo departamental, las políticas, planes y programas de alimentación y nutrición.
- b) Proponer a los Directorios de las Corporaciones de Desarrollo Regional y a las autoridades nacionales-sectoriales correspondientes, la adopción de los mecanismos para hacer operativos los planes y programas adoptados.
- c) Apoyar y coordinar la formulación, financiamiento, ejecución y evaluación de los programas y proyectos.
- d) Introducir aspectos alimentarios y nutricionales en los programas sectoriales que se encuentren en proyecto y en ejecución.

- e) Evaluar periódicamente el estado de ejecución e incidencia de los programas y proyectos e informar a las Corporaciones de Desarrollo y entidades sectoriales.
- f) Constituir, cuando se considere necesario, comisiones multisectoriales especializadas de trabajo con la participación de las instituciones pertinentes.

## CAPITULO VII

### DE LAS CORPORACIONES REGIONALES DE DESARROLLO

ARTICULO 12°.- Dentro del Sistema Nacional de Alimentación y Nutrición, las funciones de las Corporaciones Regionales de Desarrollo serán las siguientes:

- a) Promover y coordinar con las unidades regionales de los organismos sectoriales públicos y del sector privado, - la elaboración, ejecución y evaluación del Plan Nacional de Alimentación y Nutrición.
- b) Proponer al Consejo Nacional de Economía y Planeamiento a través de la Dirección de Alimentación y Nutrición - del Ministerio de Planeamiento y Coordinación, los programas y proyectos que estimaren necesarios.

## TITULO IV

### DISPOSICIONES TRANSITORIAS

#### CAPITULO UNICO

#### DE LA VIGENCIA DE LA LEY

ARTICULO 13°.- Las disposiciones señaladas en los artícu-

los anteriores entrarán en vigencia a partir de la fecha.

ARTICULO 14°.- Quedan derogadas todas las disposiciones  
contrarias al presente Decreto Ley.

ATTACHMENT #2

DECRETO DE CREACION DEL INSTITUTO NACIONAL DE  
ALIMENTACION Y NUTRICION

Gral. HUGO BANZER SUAREZ  
Presidente de la República

Decreto N° 15596

CONSIDERANDO:

Que, en el Plan Quinquenal de Desarrollo Económico y Social, se ha contemplado el Plan de Alimentación y Nutrición destinado a lograr un mejoramiento social progresivo para elevar el nivel de salud en el país, disminuyendo la desnutrición mediante programas específicos coordinados;

Que, el Ministerio de Planeamiento y Coordinación, en cumplimiento de esta política, organizó un grupo Técnico de Planificación en Alimentación y Nutrición, que ha elaborado el Plan Nacional de Alimentación y Nutrición;

Que, para dar cumplimiento a este Plan, es necesario crear un organismo de investigación y apoyo a los Ministerios relacionados con el campo de la Alimentación y Nutrición encargado de promover, coordinar, asesorar y realizar investigaciones y trabajos aplicados en los campos biológicos, económico y social;

Que, es obligación del Estado fomentar y coordinar las actividades sociales, aunando recursos humanos y económicos, así como la eficiente coordinación de trabajos específicos;

EN CONSEJO DE MINISTROS,

D E C R E T A :

ARTICULO 1°.- Créase el Instituto Nacional de Alimentación y Nutrición, dependiente del Ministerio de Planeamiento y Coordinación.

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ARTICULO 2°.- Las actividades fundamentales que implica el INAN, serán de una entidad especializada de caracter multisectorial y multidisciplinario, que prestará apoyo técnico al sistema nacional de planeamiento en las áreas de alimentación y nutrición y reforzará los programas y proyectos sectoriales, de prestación de servicios a la población en aspectos relacionados con la alimentación y nutrición.

ARTICULO 3°.- El INAN estará constituido por un Directorio presidido por el Ministro de Planeamiento y Coordinación, Ministro de Asuntos Campesinos y Agropecuarios, Ministro de Previsión Social y Salud Pública, Ministro de Industria, Comercio y Turismo, Ministro de Educación y Cultura, y Ministro de Trabajo y Desarrollo Laboral. El Presidente del Directorio estará asesorado por el Subsecretario de Planeamiento y el Jefe del Grupo de Planeamiento en Alimentación y Nutrición.

Los Subsecretarios de los Ministerios citados, ejercerán las funciones de miembros alternos en ausencia de sus Ministros.

ARTICULO 4°.- Los objetivos y funciones del INAN son las siguientes:

- a) Recolectar y analizar la información sobre la situación nutricional y alimentaria del país como base para proponer acciones específicas dirigidas a solucionar los problemas existentes en este campo.
- b) Desarrollar un sistema de información sobre los problemas y programas de alimentación y nutrición, en coordinación con el sistema y Fondo Nacional de Información para el Desarrollo (SYFNID), y establecer como parte de este sistema, la vigilancia epidemiológica del estado nutricional de la población.
- c) Elaborar y compatibilizar las Hojas de Balance de Alimentos, conjuntamente con los Ministerios relacionados con el sistema de alimentación y nutrición, con el fin de establecer las proyecciones y metas futuras de ofertas, demanda y aprovechamiento biológico de alimentos, de acuerdo a las necesidades nutricionales de la población.

- d) Promover, coordinar, asesorar y realizar investigaciones de carácter aplicado u operacional sobre aspectos biológicos, sociales y económicos de los problemas de alimentación y nutrición prevalentes en Bolivia, con el fin de orientar los programas para su prevención y control.
- e) Promover y asesorar estudios sobre el valor nutricional de los alimentos bolivianos y su mejoramiento a través de nuevas tecnologías, en coordinación con la Dirección de Ciencias y Tecnología del Ministerio de Planeamiento y Coordinación.
- f) Promover, asesorar y colaborar con los diversos Ministerios en la elaboración y promulgación de normas relacionadas con la enseñanza de la nutrición y la alimentación.
- g) Asesorar, colaborar y llevar a cabo programas de capacitación de personal profesional, medio y auxiliar en el campo de la alimentación y nutrición, en coordinación con las universidades u otras instituciones públicas o privadas.
- h) Asesorar y colaborar con el Ministerio de Planeamiento y Coordinación y con los Ministerios sectoriales en la planificación y desarrollo de proyectos de alimentación y nutrición, de acuerdo con el Sistema Nacional de Proyectos.
- i) Asesorar al Ministerio de Previsión Social y Salud Pública en el establecimiento de normas para la organización y funcionamiento de servicios de alimentación hospitalaria, normas de alimentación para individuos y grupos de la comunidad y para instituciones y colectividades públicas y privadas y normas sobre organización y desarrollo de actividades y proyectos de alimentación y nutrición realizados por los servicios locales de salud.
- j) Asesorar al Ministerio de Previsión Social y Salud Pública y colaborar en la elaboración y revisión periódica del Código Alimentario Nacional.
- k) Asesorar al Supremo Gobierno en la adopción de una política sobre la cooperación técnica y económica de carac-

ter multisectorial o bilateral que reciba el país en a poyo de los programas de alimentación y nutrición; y participar en la coordinación y orientación técnica de tales programas.

- l) Determinar y recomendar el procedimiento más adecuado para la yodación de la sal, asesorar a QUIMBABOL a este respecto y ejercer el control de la sal yodada que consume la población boliviana, de acuerdo a las regulaciones vigentes.
- m) Asesorar y prestar cooperación técnica y eventualmente financiera, a entidades gubernamentales y privadas en la identificación, planificación y desarrollo de proyectos específicos que coloquen al alcance de la población alimentos de alto valor nutricional y bajo costo, utilizando los avances científicos y tecnológicos en este campo, y recomendar el financiamiento de tales proyectos al Comité Nacional de Proyectos del Ministerio de Planeamiento y Coordinación.
- n) Explorar nuevas fuentes de financiamiento, en el sector privado y público y en entidades y organizaciones internacionales, para proyectos específicos de alimentación y nutrición que puedan ser realizados por el INAN, por los Ministerios sectoriales o por otras entidades gubernamentales o privadas.
- ñ) Promover, coordinar, asesorar y realizar programas nacionales de educación a través de medios masivos de comunicación, y preparar, imprimir y diseminar material educativo en este campo, incluyendo manuales y guías sobre actividades y servicios de alimentación y nutrición.
- o) Promover, coordinar, asesorar y ejecutar programas de nutrición aplicada, por sí mismo y en coordinación con programas sectoriales a cargo de otros Ministerios y entidades gubernamentales y privadas, particularmente aquellos dirigidos a la prevención y control de enfermedades nutricionales en madres embarazadas y lactantes, y en niños menores de 6 años de los grupos marginados de población rural y urbana, tales como los Clubes de Madres y los Centros de Madres.
- p) Asesorar y participar en la planificación, coordinación y ejecución de los programas de distribución de alimen-

tos en situaciones de emergencia o desastre, en coordinación con la Dirección Nacional de Defensa Civil, del Ministerio de Defensa Nacional.

- q) Participar en la coordinación inter e intrasectorial del desarrollo de programas y proyectos relacionados con alimentación y nutrición a través de la organización de grupos especiales en que participen funcionarios técnicos de los Ministerios y de otras agencias gubernamentales y privadas.
- r) Asesorar y participar en la evaluación de los programas y proyectos de alimentación y nutrición que se lleven a cabo en el país, y presentar recomendaciones específicas a las entidades correspondientes para su reorientación, cuando esto sea necesario.
- s) Servir como el principal apoyo técnico y científico del Grupo de Planificación de Alimentación y Nutrición de la Dirección de Proyectos Integrados del Ministerio de Planeamiento y Coordinación.

ARTICULO 5°.- El INAN estará compuesto por una Dirección y una Secretaría General. La Dirección podrá contar con un asesor jurídico y eventualmente con otros asesores técnicos. Contará además con una Oficina de Interventoría dependiente de la Contraloría General de la República.

El INAN tendrá tres Departamentos de carácter técnico: Departamento de Investigaciones, Departamento de Capacitación y Divulgación, y Departamento de Programas y Proyectos de Nutrición Aplicada. Tendrá además un Departamento Administrativo y contará con dos unidades de apoyo: Unidad de Análisis y Estadística y Unidad de Publicaciones, Ayudas Educativas y Biblioteca.

El Departamento de Investigaciones tendrá tres Grupos:

- Estudios epidemiológicos y clínicos, con una Unidad de Estudios Clínicos en Nutrición, ubicada preferencialmente en hospitales universitarios.
- Estudios socio-económicos y ambientales.
- Estudios de laboratorio.

El Departamento de Capacitación y Divulgación tendrá dos Grupos:

- Capacitación de Recursos Humanos de nivel profesional, medio y auxiliar.
- Educación de la Comunidad y Divulgación

El Departamento de Programas y Proyectos de Nutrición Aplicada

tendrá dos Grupos:

- Proyectos Especiales
- Proyectos Sectoriales y Multisectoriales

El Departamento Administrativo- tendrá cuatro Grupos:

- Presupuesto y Finanzas
- Contabilidad
- Personal
- Suministros y Servicios Generales

ARTICULO 6°.- A partir de 1979 será incorporado al Instituto de Alimentación y Nutrición, el Programa de Alimentos para el Desarrollo (ALDE), con su presupuesto y patrimonio, pasando el INAN a cumplir las funciones adscritas al mismo.

ARTICULO 7°.- Se crea un impuesto del 15% sobre ventas de sal común y yodada, con destino al financiamiento del INAN.

ARTICULO 8°.- Quedan derogadas todas las disposiciones contrarias al presente Decreto Supremo.

Los Señores Ministros de Estado de los Despachos de Planeamiento y Coordinación, de Asuntos Campesinos y Agropecuarios, de Previsión Social y Salud Pública, de Industria, Co

mercio y Turismo, de Educación y Cultura, de Trabajo y Desarrollo Laboral y de Finanzas; quedan encargados de la ejecución y cumplimiento del presente Decreto Supremo.

Es dado en el Palacio de Gobierno de la ciudad de La Paz, a los veintisiete días del mes de junio de mil novecientos - setenta y ocho años.

Fdo. GRAL. HUGO BANZER SUAREZ  
Fdo. Oscar Adriázola Valda  
Fdo. Guillermo Jiménez Gallo  
Fdo. Hugo Bretel Barba  
Fdo. Juan Lechín Suárez  
Fdo. David Blanco Zabala  
Fdo. Jaime Niño de Guzmán  
Fdo. Fadrique Muñoz Reyes  
Fdo. Carlos Rodrigo Lea Plaza  
Fdo. Mario Vargas Salinas  
Fdo. Ernesto Camacho Hurtado  
Fdo. Alberto Natush Busch  
Fdo. Luís Cordero Montellano  
Fdo. Guido Vildoso Calderón  
Fdo. Fernando Guillén Monje