

AGENCY FOR INTERNATIONAL DEVELOPMENT
 WASHINGTON, D. C. 20523
BIBLIOGRAPHIC INPUT SHEET

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BATCH 60

1. SUBJECT CLASSIFICATION	A. PRIMARY Food production and nutrition	AS00-0000-0000
	B. SECONDARY Human nutrition	

2. TITLE AND SUBTITLE
 Report of the third in-service workshop

3. AUTHOR(S)
 (101) In-Service Workshop on Nutrition and Nutrition Planning, Harpers Ferry, W. Va., 1973; AID/TA/N

4. DOCUMENT DATE 1973	5. NUMBER OF PAGES 68p.	6. ARC NUMBER ARC
--------------------------	----------------------------	----------------------

7. REFERENCE ORGANIZATION NAME AND ADDRESS
 AID/TA/N

8. SUPPLEMENTARY NOTES (Sponsoring Organization, Publishers, Availability)

9. ABSTRACT

10. CONTROL NUMBER PN-AAD-735	11. PRICE OF DOCUMENT
12. DESCRIPTORS Meetings Technical assistance AID Strategy	13. PROJECT NUMBER
	14. CONTRACT NUMBER AID/TA/N
	15. TYPE OF DOCUMENT

PN-AAD-735
AID/TA/N

***Report of the
Third In-Service Workshop
on
Nutrition and Nutrition Planning***

**Hilitop House
Harpers Ferry, West Virginia
October 15-19, 1973**



**Office of Nutrition
Agency for International Development
Department of State
Washington, D.C. 20523**

PREFACE

When the Agency held its first In-Service Workshop in Nutrition at Esston, Maryland in 1969, we had been involved in Nutrition activities for just over two years. Missions and local governments were groping at (or ignoring) the nutrition problem. The workshop served to produce a good reading on the then current world situation and on the Agency's experiences and practices. It also produced recommendations which served to guide the Agency's directions and priorities for the next two years.

By the time the second In-Service Workshop was held at Coolfont, West Virginia, in 1971, sufficient experience had been gained to enable the Agency to agree on the "key problems" which should be given concentrated effort to achieve maximum impact on the problem. It was also apparent that the Agency and the developing countries had begun to give serious attention to the malnutrition problem.

In May 1973, the A.I.D. Administrator's Advisory Council considered and the Administrator approved a new sector statement and policy for A.I.D. in the nutrition field. The basis of the Agency's strategy consists of encouraging and assisting the developing countries to incorporate the nutrition factor into their national plans and to consider the problem in terms of the relative potential impact of intervening in the various relevant sectors.

As a prelude to the workshop, a handbook on national nutrition planning procedures was developed and tested. It served as a teaching-discussion guide for the workshop. In addition to presenting this methodology for analysis and planning, selected sessions were devoted to a more in-depth look at the various interventions in terms of their suitability under varying conditions, their costs, and the expected consequences.

The following report provides a summary of the workshop agenda and conclusions. It will be useful reading for all A.I.D. personnel concerned with Nutrition.

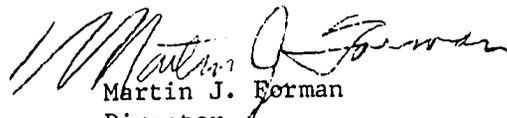

Martin J. Forman
Director
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Report of the Third In-Service Workshop
on Nutrition and Nutrition Planning

Introduction

At a meeting on May 16, the Administrator's Council considered and the Administrator approved a new sector statement and policy for A.I.D. in the nutrition area. The nutrition strategy, as outlined in the statement and subsequent implementation documents, centers on exploiting the potential for making effective impact on the nutrition problem through other sectors such as health, agriculture, and education and on intersectoral analysis as a basis for incorporating nutrition goals (and programs) into national plans. The Harper's Ferry workshop, the third bi-annual in-service nutrition workshop was designed to get down to actionable specifics. The workshop's major theme was "Sector Analysis and Nutrition Planning". (See Appendix A for circular airgram giving background and purpose of workshop).

The workshop was used as a teaching-discussion guide for a handbook on national nutrition planning procedures developed under an AID contract. It dealt with sector analysis techniques in the several sectors and addressed the problems of choosing from alternative approaches to problem solving from both within and across sectors.

The workshop had two main objectives: (1) to provide for Agency-wide inputs into guidelines for nutrition programming to better ensure their feasibility and appropriateness, and (2) to orient AID Staff to the emerging policies and programming techniques. Participants included Deputy Directors, Program Officers, Agriculture Officers, Food For Peace Officers, Public Health Officers, and Multi-Sector Officers.

1. Nutrition Sector Strategy

The Agency Nutrition strategy which was approved by the Administrator's Advisory Council on May 1, 1973 is focussed on two goals:

(1) Incorporating nutrition into the national plans of LDCs to demonstrate to governments that a coordinated, systematic approach to the problems can make a major improvement in the nutritional status of the people at a reasonable cost.

(2) Assisting LDCs to upgrade their capability for analysis, planning, implementation and evaluation of their own programs.

In order for LDCs to develop their own capacity in this area, methodologies for analysis and planning across major sectors must be made available to better enable them to determine the cost-effectiveness of alternative solutions to the malnutrition problem. Tools are now available to enable one to perform analyses to permit successful interventions at reasonable costs to substantially reduce malnutrition.

The Agency's nutrition activities are focussed on pre-school children and pregnant and nursing women, the most vulnerable groups to the ravages of malnutrition.

The major emphasis of the nutrition strategy is intersectoral planning and program implementation primarily in agriculture, health, education, child feeding and industry. In implementing this multifaceted approach, the Agency will focus on the following activities within the various sectors:

Agriculture--production and pricing policies; improvement of nutritive value of cereals and legumes through breeding.

Health--studying the synergism which exists between infectious disease and poor nutrition and other inter-relationships of nutrition and health; nutrition impact, reach, and cost of health services policies, and potential for enhancing effectiveness through integrating nutrition and health services.

Education--finding the most effective means of overcoming nutritional ignorance and low motivation through formal and nonformal education; use of the mass media in reaching and motivating target groups.

Population--determining more specifically the relationship between population growth, reduced family size, and nutrition as a basis for future program guidance; examining potential for enhancing effectiveness through integrating nutrition and family planning services.

Child Feeding--determining the nutritional impact and program reach of feeding programs; costs and implications of expansion and dependence on external aid.

Industry--adopt new food technologies to combat nutrition; improving the nutrition supply through fortification and other food intervention programs; development of local weaning food.

Most LDCs have serious nutrition problems. USAIDs are encouraged to discuss nutrition with LDC counterparts and to pursue nutrition goals through incorporation of nutrition considerations into the analyses of the agriculture, health, and education sectors and in programming and implementation for family planning, food improvement and child feeding. Nutrition activities should be

included in the DAP and other program planning documents. The various ways by which USAIDs can respond are detailed by sector on the chart entitled "Nutrition Sector Strategy" in Appendix C.

If there is interest and priority for a national nutrition program or some significant nutrition effort; AID is able to respond in the following way:

Nutrition

AID/TA/N - development of methodologies for sector and inter-sectoral analysis; evaluation of costs and impact of nutrition program activities.

Health

AID/TA/H - through its DEIDs project, TA/H is developing four low cost health system prototypes that combine health, nutrition and family planning service. Investigative work is being carried out on malabsorption.

Child Feeding

A framework of national nutrition analysis for the major PL 480 Title II programs is already underway. The process of re-orienting Title II programs in priority nutrition objectives is yet another way of focussing on the question of nutrition planning.

Agriculture

AID/TA/AGR - the nutrition dimension is being included in sector analyses. Plant breeding programs now include a nutrition piece. For resources available in other sectors, refer to the "Nutrition Strategy" chart in Appendix C.

Reference: A996 (9/29/73) The A.I.D. Nutrition Program Strategy, June 1973 - AIDTO Circular (See Appendix C).

2. Planning National Nutrition Programs

As the development planner has become more concerned with the problem of malnutrition, he has expressed a need for a systematic way of addressing the problem. Beset by a confusing array of recommendations, he has sought guidance on how to determine the nature and degree of the problem; how to pick from among the many suggested program approaches; how to calculate costs and predict the consequences of program actions, and how to compare the relative effectiveness of program strategies.

The "Systematic Approach to Nutrition Planning" is a partial answer to these questions. It was developed in Ecuador by the Staff of the American Technical Assistance Corporation with the support and cooperation of the Government of Ecuador. The methodology is intentionally geared toward use by existing planning staffs, using existing country data.

The "Systematic Approach to Nutrition Planning" is a method of successive approximations requiring nutrition planners and policy makers to begin a process involving five major sequential steps:

1. Description of the national nutrition system, quantifying to the extent possible all factors that appear to influence the nutritional status of the population. The description must include at least characteristics of the consumers and their nutrition problems, factors in the areas of food processing, distribution and production that affect consumption, and in other fields such as public health, economic policies and conditions that affect directly or indirectly nutritional status.

2. Selection of target groups, priority objectives, and tentative goals. This step builds on the information gathered and analyzed in the descriptive phase.

3. Identification of points of intervention within the system already described which will cause a positive change toward the goals.

4. Comparison of alternative points of intervention and alternative interventions at each point.

5. Development of implementation plans, including final selection of goals and design of evaluation plans for interventions selected.

In the systematic approach, the nutrition system is conceived as having three major parts or sub-systems: 1) food supply, 2) distribution and processing, and 3) consumption. The diagram shows the inter-relationship between these components and other related systems or groups of factors:

Nutrition Systems

Nutritional Result or Status of Population

Consumer Sub-System-Income, Food habits, Health and other characteristics of consumers

Food Processing and Distribution Sub-System-Transportation, Marketing, Storage Processing of food

Food Supply Sub-System-Domestic output, imports exports, production factors

Related Systems

Domestic Economic System - prices, incomes, wages

Health Care, Delivery-Costs Availability

Demography

Foreign Economic System Trade, Loans, Grants

Government Administration System

The complete "Systematic Approach" outline and methodology, and also an example of how this was applied to one country situation in Ecuador, was distributed to the missions several months ago. Additional copies are available at the Mission's request.

Where a host government decides that it does wish to develop a national nutrition strategy, and requests AID assistance in doing so, the appropriate

AID response will generally be to field a sector survey team assembled by a contractor, followed-up where appropriate, by providing a long-term advisor backed-up by shorter-term experts in different fields. For example, a sector analysis-planning person could be made available to work in-residence within the LDC planning body and could call on specialists in fortification, nutrition education, food service, etc. as needed. Three U.S. universities (MIT, Stanford and Cornell) are geared to do this, in addition to two private consulting firms who have already worked for the Agency, plus a number of other qualified university personnel.

Currently existing AID programs, either in nutrition or related fields, offer an opportunity for use of this methodology. A mission with a substantial agricultural program, for example, may propose adding a nutrition dimension to either a completed or planned agricultural sector study. The result could be a significant part of a national nutrition plan. This has already been initiated in Colombia and should become standard practice in agricultural sector studies.

Similarly in health sector studies, the nutrition dimension should be explicitly included. The large scale experimental program (DEIDS) with low-cost delivery of combined health, nutrition and family planning services will require careful planning of its nutrition component. DEIDS is a particularly important vehicle for nutrition efforts because it concentrates on the principal target groups for nutritional improvement (infants, pre-school children and pregnant women) and because the new high priority given by AID to these multi-purpose delivery systems should expand opportunities to work in nutrition.

Steps have already been taken to require a framework of national nutrition analysis for the major Title II programs. Many voluntary agencies have a strong interest in nutrition work and have some programs of their own in this area. The Agency is interested in encouraging the extensive personnel and other resources of these agencies to participate fully in nutrition activities, in both AID projects and their own projects which may be proposed in the future. It is planned to provide training in nutrition for voluntary agency personnel under a proposed centrally funded project beginning this fiscal year. The process of refocussing Title II programs on priority nutrition objectives represents yet another way of approaching the general question of nutrition planning.

A boost to the early implementation of field-based nutrition programs will be given by the current process of accelerated program development for "new initiative" areas.

References: Planning National Nutrition Programs: A Suggested Approach, USC 1 -
A Summary of the Methodology - January 1973, Office of Nutrition,
TAB, AID.
Planning and Evaluation of Applied Nutrition Programs, 1972,
Dr. Michael C. Latham, Cornell University, published by FAO,
Nutritional Studies No. 26.

3. Nutrition and Food Fortification

In most developing countries, the low-income masses have a common consumption pattern: the staple is a grain or tuber from which most of the protein and calories in the diet must come. This staple is usually supplemented with legumes, vegetables and occasionally with small inexpensive bits of fowl, meat or fish. Usually, there is limited availability of inexpensive nutritious foods and the diet is monotonous.

In these countries the infant is generally nursed for several months and may then be totally and abruptly transferred to the adult diet, of which the chief ingredient is the cereal, root or tuber staple. Intermittently and in small amounts, the child may receive some packaged milk or weaning food, often imported and expensive. Alternatively, children in many countries are breast-fed too long without a solid food supplement resulting in insufficient protein intake after the sixth month. This results in the child being deprived of adequate protein when he critically requires it for growth and development and for combatting disease.

Since it is unlikely that there will be an early and significant increase in the income of these masses, other means must be explored to increase the nutritive content of the foods they traditionally consume and to make these foods more acceptable for use by infants. One promising possibility for doing this is through fortification of the basic staple with synthetic amino acids and/or proteins, vitamins and minerals. Such nutrition intervention systems have been used successfully in the past.

Most cereals contain from 8 to 12 percent protein which is of limited value, since it is usually deficient in one or more of the essential amino acids.

These cereals can greatly benefit from the addition of the limiting amino acids. Other staples, such as cassava, are extremely low in their general protein profile. In these cases, fortification with amino acids is of little value, but the protein quality of such foods can be improved by adding protein concentrates derived from oilseeds, fish or legumes. Vitamins and minerals may also be added to both types of staples not only to compensate for vitamin and mineral deficiencies but also to insure that the protein and calories are efficiently utilized.

The Agency has taken the lead in demonstrating the feasibility of fortifying food staples with needed amino acids or protein concentrate. Fortification projects are under way in Tunisia (lysine in wheat), in Guatemala (lysine, soy flour plus vitamin in corn), in Thailand (lysine, thiamin plus vitamins in rice), and in Brazil (soy grits in cassava). In each case, technologies are developed for the addition of the fortificants to the staple; optimum levels of fortification are determined through nutritional analyses and tests are conducted after use in traditional basic foods to assure that the fortificants nutritive value are retained and not destroyed during food preparations. In addition, physical characteristics of the food, such as taste and texture, are evaluated so as to insure against any adverse affects of processing.

Meetings are being scheduled that will:(1) expose the potential users of these techniques to the field trial data and (2) plan the transition from research and demonstration to implementation. Africans, Asians, and Latin Americans from cassava-producing countries met in Brazil in 1972 to review the progress of the cassava fortification project and to consider the relevance of the technique for their countries. In September 1973, millers, nutritionists, and those who control

cereals policy in about a dozen wheat-eating countries convened in Tunisia to examine the wheat fortification project and to develop the procedures required to launch national programs.

The feasibility stage in fortification technology will be completed by mid-1975 by which time it is anticipated that a number of countries will be undertaking to fortify portions of their major staples. India is already fortifying centrally-baked bread in increasing quantities.

- References:
- East Pakistan, Possibilities for Cereal Fortification, March 1970, Foreign Economic Development Service, USDA (in cooperation with AID).
 - Protein Fortification of Foods, Seminar organized by the Assoc. of Food Technologists, Eastern Regional Branch, Jalavpur Univ., Calcutta, February 1969.
 - Present Activities by U.S. Government Agencies to Expand the Production and Utilization of Protein Foods, June 1970, Office of Nutrition, TAB, AID.
 - Workshop on Food Fortification, May 1972, Office of Nutrition TAB, AID.

4. Nutrition in Agriculture

A. Nutrition in Agriculture Sector Analysis

Agriculture sector analysis is a technique that examines existing agro-economic situations from which computer designed theoretical models can be constructed. The method has the capacity to: (1) build models that simulate an existing situation and (2) analyze and evaluate alternatives that could be employed in correcting the situation. These models may then be manipulated by the input of continually acquired data; the consequence being the output of new information that may then be used in planning agricultural projects and programs. The quality of data used is critical and efforts continue in the direction to improve the accuracy of data collected and fed into model systems. It is recognized that sector analysis is only as effective as the quantitative data which goes into its development. Furthermore, the implementation of programs derived from such analysis is not built into its design. This should be kept in mind when interpreting a program model. AID currently is engaged in twelve agriculture sector analyses that may eventually be used as policy instruments in the formulation of national agricultural policy and programs.

In the past, economists have been concerned principally with demand as it is a function of population growth and per-capita income growth. The agricultural concerns studied were restricted to commodity systems. In the past, consumer choices and acceptance of food, plus other nutritional and social aspects, have not been incorporated as elements of agricultural sector modeling, since, to the agricultural sector analyst, these areas are unfamiliar and looked upon as unquantifiable. However, this should not preclude future planning of simulation

models to include nutrition components. Future price-market systems could be designed based on the nutritional value of foods instead of solely on commodity demand. TA/N and TA/AGR in conjunction with certain missions are pursuing plans to research the feasibility of incorporating nutrition components within the framework of agricultural sector analysis.

B. Nutrition in Agricultural Intervention

More than 70% of the present world's sources of protein in the human diet are derived from plants, the four major contributors being cereal grains 50%, pulses, oilseeds and nuts 13%, starchy roots 5% and vegetables and fruits 3%.

Research in developing superior high-yielding crop varieties and in improving the nutritional quality of their protein can constitute a valuable contribution toward reducing world protein malnutrition. It is for this reason that high protein crop production is considered a key problem area of AID concentration.

Of the major food crops currently cultivated by man throughout the world, cereal grains are the most extensively grown. Among these, wheat easily tops the list in area planted (33%), followed by rice (18%), millet and sorghum (15%), maize (15%), barley (10%), oats (5%), and rye (3%). Compared to such other food producing crops as legumes, roots, and tubers, only potatoes, soybeans and beans exceed the least extensively planted cereal, rye.

It is known that considerable genetic diversity exists for more and better protein in each of the crops. Thus, two major avenues of improvement are possible for these characteristics. One is by improving the production environment, maximizing existing crop differences such as legumes versus cereals and root-tuber

crops. Improvement support in this area would be through the development of improved cultural practices and associated factors. The second involves selection of genetically superior, higher yielding types which also possess more and better protein than those now grown in the developing nations. The former is possibly more rapid, but improvement is distinctly limited and is more dependent upon inputs that are sometimes unavailable to the grower as they may involve difficult-to-obtain financing. The second method involves only the exchange of his seed for the superior crop variety with more and improved protein. The new, improved variety would be developed or selected for superior yielding ability in the developing nation where it would ultimately be produced.

Cereals by themselves constitute the staple food of 95% of the population of the developing countries. The average percentage of total caloric intake derived from cereals for selected worldwide comparisons are:

North Africa	70	Entire World	48
Near East	68	Developing Countries	57
India, Pakistan & Ceylon	65	Developed Countries	32
Far East	59	Mexico & Central America	45
Africa	55	Latin America	40
Eastern Europe	50	North America	18

Hence the best method for increasing production of protein in developing nations appears to be, to promote the development and production of cereal varieties with high levels of protein and a better balanced amino acid composition (Appendix D.)

Maize in the past was primarily deficient in the amino acid lysine. Improved varieties are now utilizing modified opaque-2 endosperm types for increased lysine content, and synthetic varieties with the high lysine characteristic are being developed for future distribution in developing countries. They are greatly superior to regularly grown maize varieties for use as food for man and feed for animals. Currently, AID is funding a five-year project with Purdue University to improve protein content and quality in maize.

Wheat is not as deficient in total protein and lysine as maize; nevertheless, it in itself, does not satisfy man's requirements for a balanced diet. Under a contract with AID, the University of Nebraska has been selecting and developing superior varieties of winter wheat that possess increased protein content and improved quality. These new varieties will be distributed to developing countries. Improvement in protein by 25% or more, without any proportionate loss in lysine or yield, appears to be feasible.

Sorghum protein content and quality improvement is being achieved through a cooperative effort with Purdue University. An increase of nearly two-fold in protein content has been shown to be possible in newly developed varieties. Rat feeding and chemical tests at Purdue have demonstrated that the tannin component in the grain affect the digestibility of its protein. This may explain the wide differences in nutritional value between sorghum lines with high lysine content. Nutritional studies are currently being conducted to determine the comparative digestibility of these new protein improved sorghum lines.

Soybean food utilization at the home or village level is being encouraged by AID. Both the Regional Laboratory at Peoria and the University of Illinois have developed a process which is expected to encourage greater utilization of the soybean as a food, especially in the areas where soybeans are economically competitive with other food crops.

It is necessary that AID's strategy for high-protein crops support the selection and increased productivity of those crops most suitable for a given geographic area. At the same time attention must be given to appropriate improvement and production of lower-protein crops normally grown in a rotational system with the high protein crops in given geographical areas in order to form an optimum

system of farming for the most efficient use of available human and natural resources. For these reasons, AID's programs on high-protein crops must be flexible as to crops and areas and must not exclude suitable relatively low-protein secondary or rotational crops from being grown in suitable systems with high-protein crops. In terms of the human diet, it is the total nutrient intake that counts.

Reference: . Increasing Food Production with Emphasis on High Protein Crops, Technical Series Bulletin No. 8, March 1973, Office of Agriculture, TAB, AID.
- Improving the Nutrient Quality of Cereals, Report of Workshops on Breeding and Fortification, June 1971, Office of Nutrition, TAB, AID.

5. Nutrition Education

There is a widely felt belief that all nutrition education is good, and more is better. An almost unanimous opinion among nutrition workers is that widespread ignorance of nutrition is a major factor in the worldwide malnutrition problem. Nutrition education, therefore, has traditionally been one type of instrument in almost all comprehensive nutrition programs. However, the relative effectiveness of different nutrition education techniques under different conditions is not known. There is little information on the nature and extent of behavior change realizable through various techniques and there is no known basis for estimating costs and other inputs required to bring about a desired level of change. The Agency has, therefore, undertaken a number of programs to evaluate the relative effectiveness of the traditional nutrition education methodologies, and also to develop new, more effective programs.

To evaluate the traditional programs a high level multi-organization panel was convened to review all known existing nutrition education programs and devise a simple, universal method to evaluate the effectiveness of these programs which could also be applied to new project proposals. A methodology was prepared and is now being field tested in Brazil. The final design of the evaluation methodology should be ready by mid-1974.

To develop new nutrition education intervention techniques, the TAB Offices of Education and Human Resources and Nutrition are cooperating on a project to test the use of non-traditional educational technologies to improve consumer behavior. Strategies being developed by the Agency at this time will address the problem of early weaning and abrupt transition from high-protein breast milk to low-protein cereals or tubers. A protocol for field testing will be developed in 1973 and applied in 1973-74.

A.I.D. also conducts a modest program of developing and testing new education tools and techniques which fill identified gaps; e.g., the use and evaluation of a simple weight chart to plot the weight gain of the child over the first few years of life to give the mother warning of malnutrition when the indicated weight falls below a prescribed range. Principally used in conjunction with supplementary feeding programs, this low-cost technique has been in very great demand in Africa and Asia where millions have been distributed throughout 30 countries.

Perhaps the most promising new nutritional education effort supported by AID is in mass media. There is substantial evidence that consumer behavior is modified through the advertising industries use of mass media. (Appendix E). One effective example of this use is Coca Cola advertisements. This medium can be effectively utilized by the nutritionist working on development programs. The results could be equally as effective and much more important. Unfortunately, the mass media, an important development capital that has been successfully employed by the commercial food industry, has not been fully and properly utilized by the development specialists, who plod along with the traditional medium--the wall charts, flannelgraphs, booklets, filmstrips, puppet theatres and other paraphernalia.

The advertising industry's reach-and-frequency technique is a methodology through which the more traditional methods of nutrition education can be reinforced. Its central element is the short message, a minute or less in length. It is designed as an insert into scheduled programs. This enables it to reach desired audiences where they are listening and watching the regularly scheduled programs. It exploits the popular program for its large established following. The messages are short, produce minimum disruption, and designed to make a point and to awaken interest and motivation: maximum memorability, emotionally appealing, and capable of repetition. The two important questions to consider prior to applying this technique to any given country nutrition education program are:

1. How can a nutritionist gain access to radio and television?
2. Where can communications specialists be found?

Nutritionists, and planners as well, should first take an inventory of local communications policies and activities and identify the responsible agencies. These agencies are usually the Ministries of Education and Communications, or probably some other special government agency. Generally, these agencies have a mandate to use at least part of broadcasting time for educational purposes. Experience indicates that many of them are interested in supporting these types of programs, and tend to be responsive to well prepared nutrition education campaigns.

Talent can be found in local advertising agencies. In many countries advertising agencies are willing to undertake nutrition campaigns on a voluntary basis as a contribution to public service and national development.

Under A.I.D. auspices, a "Madison Avenue" advertising agency has explored the possibility of applying advertising techniques to promoting better nutrition in Ecuador, Brazil and India. These initial surveys suggest the feasibility of launching nutrition education programs using government-owned radio stations and complementary media. Currently a modest program using the mass media technique to get nutrition information to large numbers of people in the rural areas and low income urban areas is being implemented in Ecuador under TA/N financing.

It is planned that other countries and different problems will also be tested at an early date.

In summary, the A.I.D. Nutrition Education strategy concentrates on testing the feasibility of using the mass media to motivate large groups, particularly mothers and pre-school children, to improve their food behavior; cost-effectiveness of different mass media educational approaches and techniques; cost effective educational methods for improving the food habits of LDC families.

Reference: - Nutrition Education Research Project, Report of Phase I,
October 1970, Office of Nutrition; TAB, AID

6. Nutrition, Family Planning and Health

Health sector analysis is a process whereby health sector goals are identified, capacity assessed, program and program mix alternatives analyzed and alterations to health sector capacity are identified.

There is a well developed body of knowledge on health sector analysis. Within AID, descriptive health surveys have been undertaken in some 25 countries, the design for health analysis has been carried out in four countries, a health sector analysis is being implemented in one country and methodological work is being performed in several countries. The Agency continues to collaborate with international organizations in this area. Contacts are maintained with FAO, which has been working in this area the longest, and with IBRD, the Interamerican Bank, and other organizations that are planning to launch activities in this area. The key nutrition related health problems have been identified as: (1) the inefficient use of food energy and nutrients due to intestinal infections which impede nutrient absorption, (2) fevers which increase body metabolism and stress the bodies nutritional resources and (3) lack of effective health services delivery systems capable of providing ready access to health care to the 90% of LDC population currently not covered.

Since a quantum increase in the availability of traditional hospital and physician based health services is unlikely in the future due to the great expense involved both in terms of financial and manpower resources, it becomes imperative that innovative ways be identified for combining the delivery of health, nutrition, and family planning for greater effectiveness and wider coverage.

In response to this need, the Agency is exploring the feasibility of combining health, nutrition and population through a project entitled DEIDS (Development and Evaluation of Integrated Delivery Systems). The purpose of the activity is to develop four prototype health delivery systems, one in each geographical region (2 in ASIA), designed to deliver minimal health services to a majority of the target population - 2/3 of the women of child bearing age and children under five years of age - at a cost a LDC can afford.

The approach is to build on existing health services, redirecting and reorienting existing resources to provide health care services to the majority as opposed to the superimposing another health system upon an existing one. Reorientation of existing resources, such as bringing traditional medicine and indigenous practitioners into the health care delivery system, should bring about a greater efficiency in the use of existing resources.

The four low cost prototype health systems to be developed will carry informational messages on health and perhaps rudimentary services and bring about actual improvement in health, family planning, and nutrition practices. Therefore, the system could include a wide variety of publicly financed groups such as clinical services, paramedics and indigenous practitioners. The four prototypes to be developed are to be of a nature that can be replicated in the specific geographic region where they are being developed. The four DEIDS prototypes and the development of other low-cost health delivery systems activities are being implemented through a TAB financed contract with the American Public Health Association (APHA).

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Population Program Assistance, December 1972, Office of Population,
PHA, AID.
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Integrated Delivery Systems
Malabsorption and Nutrition, ed. I.H. Rosenberg and N.S. Scrimshaw,
Am. J. Clin. Nutr. 25, 1972. (Report of a TA/N funded mini-
conference conducted by the National Academy of Sciences).

7. Nutrition in Food For Peace

In the early years of the Food For Peace Program (begun in 1954-5) the emphasis was on initiating and then expanding programs. In a time when the U.S. was possessed of huge surpluses, there was great interest in "disposal"--and in fact disposal of agricultural surpluses was written into the legislation as an objective.

During this period there was a tendency throughout the Agency to look at the Title II program as an add-on which was not really an integral part of the development program. The major image of the program was one of relief and humanitarianism.

In the mid-1960's the Agency began to shift the program away from the concept of relief, with the exception of emergency disaster relief which was and remains a priority, and more toward development. Emphasis was placed on promoting two types of programs: (1) community development, food for work and other self-help programs in which the food was used as payment in kind to put people to work on improvement of the community, and (2) supplementary feeding programs for children. The Agency formally established priorities assigning the highest level to programs reaching pre-school children (including pregnant and nursing women) with a second priority to school feeding schemes.

About the same time, the Agency began to take steps to improve the program's effectiveness as a tool to combat malnutrition. The Agency, supported by the Department of Agriculture, succeeded in convincing the Congress that the wording and concept of "surplus disposal" should be removed from the legislation and that a major objective of the legislation should be combatting malnutrition.

This was achieved with the Food For Peace Act of 1966. This act permitted providing foods other than those in surplus. Subsequently, steps were taken to upgrade the nutritional quality of foods distributed.

Until recently, the expansion of supplementary child feeding programs has been accepted without question as being desirable, but when one approaches the question of the relative cost/effectiveness of alternate approaches to reach similar objectives it becomes apparent that there are many unanswered questions concerning such programs, e.g., what percentage of children do they reach and are they likely to reach the neediest children even if expanded; are the foods actually supplemental to the diet, do they supplant food that would otherwise be served the child?

To find the answers to these questions, the Agency has undertaken a project to evaluate supplementary feeding programs for children. A literature search has been completed, a research protocol has been developed and reviewed by a panel of experts, and field evaluations began in three countries early in 1973. The project should be completed by the end of the year and will provide a better basis for guiding the Agency's policies and programs in child feeding as part of a broad nutrition strategy.

A.I.D. is also conducting an evaluation of the blended foods distributed under the FFP program to determine whether and to what degree they are meeting the objectives for which they were designed. Field evaluations have been completed in India and the Philippines, and will shortly be completed in Brazil. The results of these evaluations are or will be available in the near future and should provide answers to questions regarding degree of acceptability, types of use, extent to which they reach target populations, their potential for

commercialization, etc. The evaluation should also reveal the reasons for the relative effectiveness of these commodities in different programs. The results of these evaluations, the Agency's own on-going self-analysis and the recently completed evaluation of P.L. 480, Title II (known as the Checchi report) will be useful to the Agency in its long range planning in nutrition in general and Food For Peace in particular. Meanwhile, a number of actions are already identified which could enhance the effectiveness of child feeding programs in reaching A.I.D. nutrition goals.

Among these are the following:

(1) Combatting malnutrition should be made an integral part of the A.I.D. development program and child feeding programs an integral part of the A.I.D. nutrition strategy. The latter will require a change in field project design, presentation, and processing.

(2) Through the programming process, LDCs should be encouraged to develop nutrition programs in which child feeding programs may be component, with specific time-related goals.

(3) Selected field personnel should be trained to handle nutrition programming, including child feeding programs. Where university contractors or other intermediaries are used, they should work closely with Mission program and Food For Peace Officers to assure that child feeding programs are consistent with country and Mission priorities.

(4) The U.S. registered volagencies should be encouraged to concentrate on those interested and more needy LDCs in which governments may not be equipped for the task. Consideration will be given as to the need for

strengthening volagency capability to do this through the provision of programmatic grants from TA/N.

(5) A greater incentive to the development of preschooler nutrition and feeding programs should be provided by offering technical assistance and other resource aid (manpower training, education materials, weighing scales, etc.)

(6) The relative effectiveness of "take-home" programs as compared to on-site feeding should be studied to determine the feasibility and desirability of pursuing this approach.

(7) School feeding programs for children above the elementary school level (Grade 6) should be gradually phased out.

(8) Operational studies should be undertaken to determine the effects of greater concentration with improved diets and intensive nutrition education in school feeding programs on pupils in the first two to three years.

(9) Where possible, food fortification and new local nutritious food development schemes should be linked to local child feeding programs since these efforts can be mutually re-enforcing. The provision of a reliable initial market for these foods can make the difference in their commercial viability, while the availability of local low-cost nutritious foods can provide a helpful basis for continuity following phase-out of U.S. commodity assistance.

(10) U.S. food donations should be concentrated in those countries in which the child feeding program is a part of an overall nutrition strategy or where there is evidence that the child feeding program can be the cornerstone of a developing nutrition strategy.

(11) The United Nations Agencies such as FAO, WHO, UNICEF, and the World Food Program should be encouraged to adopt similar policies.

There is some progress in some of the above areas. However, there remains a need for a wider incorporation of these and similar development goals in the Title II programs in many countries. One of the major reasons for this appears to be lack of adequately trained personnel in the overseas missions and the volunteer agencies. For this reason, AID/W is developing a backstop capability in many of these areas which is available on call to interested missions.

References: See Appendix F The guidelines for development of the FY 1974

PL 480 Title II programs.

8. Nutrition Field Support Services

Where there is priority and/or interest for a national nutrition program, A.I.D. should be prepared to respond. The agency is presently mobilizing relevant technical resources to respond to intensified nutrition programming in the field.

Currently AID/W through TA/N has two field support activities which provide technical assistance to AID/W and USAIDs.

A. PASA-USDA

Certain food technological services are being provided through a PASA arrangement with the Nutrition and Agri-Business Group, Economic Research Service of the U.S. Department of Agriculture. Through its technological and programming capabilities, this group is: (1) backstopping certain USAIDs and TAB inter-regional projects currently in operation, (2) developing new programs, and (3) undertaking special assignments such as organizing seminars and workshops, developing proposals for new nutritious foods and coordinating AID-nutrition and agricultural related activities. Major emphasis has been and will continue to be in food fortification and development of nutritionally improved foods, including nutritionally improved bread, weaning foods, inexpensive beverage powders, indigenous production of low-cost foods as possible substitutes for Title II commodities and programs to reach pre-school children. As new problem areas are identified by AID/W and USAIDs, activities will be developed to study and solve the problems.

The backstopping functions of the PASA includes answering USAID technical inquiries, short-term consultant and briefings where required. The PASA also

provides technical consultation in the review of certain AID nutrition research projects. This technical consultation includes assistance in evaluation of new proposals and review of ongoing projects. Some of the special tasks presently being undertaken are: (1) exploration of the feasibility of fortifying widely consumed foods such as salt, tea and sugar as a means for providing essential nutrients, and (2) assessing LDC capabilities for developing weaning and protein foods from domestic sources. One of the new foods developed under the PASA and being tested in six LDCs is a soy-whey beverage powder that looks and tastes like milk when reconstituted. If determined suitable, this product will be added to the Food For Peace commodity list and will be used as a food supplement in child feeding programs. This latter project is conducted jointly by TA/N, O/FFP, and U.S.D.A.

B. League for International Food Education (L.I.F.E.)

Another field service activity providing technical service to AID and USAIDs is L.I.F.E. Since 1968 AID/W through TA/N has financed a contract with L.I.F.E., a consortium of eight professional societies representing a large segment of U.S. expertise on foods and nutrition. L.I.F.E. has developed a classified roster of some 300 experts from the eight societies to respond to a large variety of requests from USAIDs and LDCs.

Since the inception of the project approximately 600 requests covering at least 1,000 topics have been received and answered. Discernible among recent requests is an interest in textured vegetable protein foods, an oilseed process to make edible flours, weaning foods from local ingredients, production of milk-like beverages from local ingredients (such as sesame seed), and baked goods

and noodles of improved nutrient content. These requests have come from USAIDs, LDC industries, universities, governments, and voluntary agencies.

L.I.F.E. publishes a monthly newsletter which covers a broad range of topics on nutrition, food needs, proteins, and the latest developments in food technology relevant to the LDC environment. L.I.F.E. solicits short articles for the Newsletter from its readers detailing activities aimed at improving nutrition. It is through this experience interchange that successes in one country can be made known in another and possibly serve as a useful example. In addition to the Newsletter, L.I.F.E. has produced some publications addressed to the nutrition and food problems of LDCs. A list of these publications is in appendix G and are available upon written requests. Suggestions of topics for additional publications required are welcomed by L.I.F.E. As a result of this activity, L.I.F.E. has been able to develop a well documented information library relating to LDC nutrition and food problems. This has made it possible in many instances to provide immediate response to technical inquiries without referring the inquiry to an expert (s) on the roster.

In order to better enable L.I.F.E. to act as a responsive technical resource for AID, it requests USAIDs to provide it with the following information:

- 1) Short articles describing projects that have helped with nutrition and food related problems in your country.
- 2) Names and addresses of food industry, voluntary agency, or government people developing optimum nutritious low-cost foods.

- 3) Names and locations of people in industry or government who are interested in improving nutrition by way of baked goods using composite flours and/or flour fortification with vitamins and minerals.
- 4) Data on food standards and labelling requirements in your country. For this, too, LIFE needs names and addresses of government and food industry institutions and people that deal with this subject.

C. M.I.T.

As the Agency expands its activities in nutrition, it is imperative that there be available a pool of trained and experienced personnel to plan and implement activities on a continuing and progressive basis. During the past year requests for assistance to incorporate nutrition into development planning has increased dramatically. Trained and experienced personnel are extremely scarce in this area. Developing the required expertise through the university system is an effective means for developing the expertise required.

M.I.T. is one of the few U.S. universities offering a comprehensive training program in nutrition. M.I.T. is especially strong in the nutrition planning area, particularly policy aspects of planning and applied operational research as a means for determining and refining effective integrated approaches to national and regional planning.

The International Nutrition Planning Program (INP) of the Center for International Studies is equipped to provide short term advisory services in nutrition and has an academic and training program. Currently, MIT offers a nine month non-degree training program specifically tailored for LDC personnel

in nutrition national planning. In addition M.I.T. offers short-term workshops in various areas of nutrition. Four to five week workshops for AID, Volagency, and LDC personnel will be offered by M.I.T. in the Spring and early Summer of 1974, under a contract with TA/N.

References: Food Fortification in Pakistan, December 1972, P.R. Crowley
from the Food and Nutrition Division, USAID, Pakistan.
LIFE Publications (see appendix G).

THIRD A.I.D. IN-SERVICE WORKSHOP ON NUTRITION

Hilltop House Harpers Ferry, West Virginia

October 15-19, 1973

PROGRAM

MONDAY - OCTOBER 15

9:30 a.m.

Bus departs State Department for Hilltop House, Harpers Ferry, West Virginia

11:00-12:00 p.m.

REGISTRATION

12:00-2:00 p.m.

LUNCH

Welcome - Mr. Curtis Farrar, Deputy Asst. Administrator
Technical Assistance Bureau
Purpose and Format of the Workshop - Dr. Martin J. Forman,
Director, Office of Nutrition

2:00-3:30 p.m.

Nutrition Sector Strategy

Dr. Martin J. Forman, Director, Office of Nutrition

--The Agency Strategy Statement and intensified program emphasis reflect increased general awareness of significance of nutrition for well being and development.

--Close interdependence with other sectors and programs. How it will work in USAIDs.

--Integrate nutrition into national and sector planning.

3:45-5:30 p.m.

Analysis and Planning Methodology

Dr. James Pines, Vice-President, Trans-Century Corporation

--In this and subsequent daily sessions on this subject, the participants will work through the analysis and planning process developed under an A.I.D./W sponsored project in Ecuador, guided by the field experienced contractor personnel who produced the Ecuador model. Actual cooperating country data will be used in carrying out analyses and devising appropriate planning responses. This portion of the program is designed both to equip A.I.D. officers to apply the analysis and planning system to other countries and other situations and to further perfect and refine the model by incorporating and reflecting in it the varied experience of the workshop participants.

MONDAY - OCTOBER 15 (Continued)

8:00-10:00 p.m.

Fortification and New Foods

Dr. Irwin Hornstein, Deputy Director, Office of Nutrition
Dr. Aaron Altschul, Professor of Nutrition, Dept. of
Community Medicine and International Health
School of Medicine, Georgetown University
Dr. Lyle Schertz, Deputy Administrator, Economic Research
Service, U. S. Department of Agriculture

- Recent developments in fortification technology.
- Implications for other countries of experience in active fortification projects (wheat/Tunisia; corn/Guatemala; rice/Thailand; cassava/Brazil).
- How to consider the feasibility of fortification as an intervention and considerations in implementation.
- Nutritional improvement through introduction of new processed foods.

TUESDAY - OCTOBER 16

9:00-10:30 a.m.

Analysis and Planning Methodology (continued)

10:45 a.m.-12:14 p.m.

Nutrition in Agriculture Sector Analysis and Agricultural Interventions

- How to incorporate nutrition factors into agriculture sector analysis and planning.
- The use of pricing policies as a mechanism to make nutritious foods available to low income consumers.
Dr. Lehman Fletcher, Office of Agriculture, TAB
Dr. Douglas Caton, Office of Agriculture, TAB

12:15-2:00 p.m.

LUNCH

2:00-5:00 p.m.

Nutrition in Agriculture Sector Analysis and Agricultural Interventions (continued)

- The Agency's Plant Breeding Program
- Nutritional Improvement in Wheat
Dr. Virgil Johnson, University of Nebraska
- Nutritional Improvement in Sorghum
Dr. John Axtell, Purdue University

TUESDAY - OCTOBER 16 (continued)

2:00-5:00 p.m. Nutrition in Agriculture Sector Analysis and Agricultural Interventions (continued)

--Nutritional Improvement in Maize
Dr. Dave Glover, Purdue University

--Biological and Chemical Evaluations of Improved Cereal Varieties
Dr. Ed Mertz, Purdue University

--Food Soybean Improvements
Dr. Art Siedler, University of Illinois

WEDNESDAY - OCTOBER 17

9:00 a.m.-12:00 p.m. Analysis and Planning Methodology (continued)

12:15 p.m. LUNCH

Afternoon FREE

8:00-10:00 p.m. Mass Media and Non-Formal Education

--Potential utility of mass media for nutritional motivation.

--Adaptation of advertising techniques.

--How to involve nutrition messages in non-formal education efforts.

Mr. Richard K. Manoff, President, Richard K. Manoff, Associates

Mrs. Andromache Sismanidis, Nutrition Consultant, International Bureau of Community Health Services, HEW

THURSDAY - OCTOBER 18

9:00-10:15 a.m. Analysis and Planning Methodology (continued)

--Child Feeding Program and Nutrition

--Prospects for Food for Peace Commodity Availability (Quantity and Quality)

--Planning for indigenous products to replace Food for Peace

--Agency Policies in Food For Peace programming in child feeding.

--Evaluating Child Feeding Programs

THURSDAY - OCTOBER 18 (continued)

10:15 a.m.-12:15 p.m. Analysis and Planning Methodology (continued)

--Nutritional Impact of Child Feeding Programs

Mr. Richard Ellis, Checci Corporation
Dr. George Graham, Professor of Pediatrics
School of Medicine, John Hopkins University
Mr. Daniel Shaughnessy, Food for Peace, AID/W
Mr. Paul Russell, Food for Peace, AID/W
Ms. Priscilla Boughton, PPC/RB, AID/W

THURSDAY - OCTOBER 18

2:00-5:00 p.m. Health, Family Planning, and Nutrition

--Nutrition in Health sector analysis.

--Nutrition in Health sector loans and other projects.

--Multi-purpose delivery systems. (Rationale and
procedures for combining Health, Nutrition and
Family Planning services.)

Dr. Joseph Davis, Office of Health, TAB
Dr. Lloyd J. Florio, Office of Health, TAB
Dr. James Banta, Office of Health, TAB

FRIDAY - OCTOBER 19

9:00 a.m.-12:00 p.m. Analysis and Planning Methodology (Concluded)

2:00-4:00 p.m. Progress Report on Field Support Resources

--Agency needs and plans for mobilizing relevant technical
resources to back up intensified nutrition programming in
the field.

--Ongoing support services and plans for reinforcement.

--Plans for training A.I.D. and cooperating country
personnel in nutrition analysis, planning, and
intervention management.

Dr. Samuel Weisberg, Executive Director
League for International Food Education (L.I.F.E.)
Mr. Paul R. Crowley, Director, Nutrition and Agribusiness
Group, ERS, U. S. Department of Agriculture

FRIDAY - OCTOBER 19 (continued)

2:00-4:00 p.m.

Progress Report on Field Support Resources (continued)

Mrs. Andromache Sismanidis, Nutrition Consultant,
International Bureau of Community Health Services,
H.E.W.

Dr. James Levinson, Director
International Nutrition Center
Massachusetts Institute of Technology (M.I.T.)

SUMMING UP

4:15 p.m.

Bus departs for Washington arriving at the 21st Street
entrance of the Department of State.

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APPENDIX A

DATE REC'D.

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TO - AIDTO CIRCULAR A-774

FROM - AID/WASHINGTON

SUBJECT - Third Agency-Wide In-Service Workshop on Nutrition -

REFERENCE - Message No. 1

DATE SENT

This message is to advise missions that an agency-wide "Third In-Service Workshop on Nutrition" will take place in the Washington area from Oct. 15 to 19, 1973. The workshop will be open to USAID Deputy Mission Directors, Program Officers, Multi-Sector Officers, and Agriculture, Population, Health, Nutrition and Food For Peace Officers responsible for Sector or Inter-Sectoral work related to addressing country malnutrition problems.

At a meeting on May 16, the Administrator's Council considered and the Administrator approved a new sector statement and policy for A.I.D. in the nutrition field. An implementing document is now being prepared. We have a clear policy basis for moving ahead with a variety of programs, and the forthcoming seminar will be very timely opportunity to get down to actionable specifics.

At the first In-Service Nutrition Workshop held at Easton, Maryland in 1969, field and Washington personnel reviewed the then current world situation, agency experiences and practices, and came up with a set of recommendations to guide the agency's activities in nutrition programming.

At the second workshop held at Coolfont, West Virginia in 1971, field inputs were extremely useful in identifying the "key problems" on which AID would concentrate its nutrition efforts. Participants also received briefings on the agency plans for carrying out various activities.

PAGE	1	OF	2	PAGES
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DRAFTED BY Martin J. Forman:sd jh	OFFICE TA/N	PHONE NO. 23959	DATE 7/5/73	APPROVED BY: Martin J. Forman, Director Office of Nutrition
A. I. D. AND OTHER CLEARANCES AA/TA, JBernstein/CFarrar (draft) TA/PM, DMathiasen (draft) TA/AGR, OKelley/MGalli (draft) UNCLASSIFIED TA/H, LHoward (draft)				

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As a result of progress made over the past several years and the insights gained, the approved AID strategy will center on exploiting the potential for making effective impact on the nutrition problem through other sectors such as health, agriculture, and education and on inter-sectoral analysis as a basis for incorporating nutrition goals (and programs) into national plans. Therefore, the third workshop will have as its major theme "Sector Analysis and Nutrition Planning."

The workshop will use as a teaching-discussion guide a handbook on national nutrition planning procedures developed under an AID contract. It will deal with sector analysis techniques in the several sectors and will address the problems of choosing from alternative approaches to problem solving from across sectors. For this reason, the workshop will be extremely useful for Deputy Directors, Program Officers, and Multi-Sector Officers who deal with more than one program area as well as for: (a) agriculture officers who can contribute and learn how nutrition objectives can be reached through manipulating agricultural policies; (b) Food for Peace Officers who can contribute and learn techniques for determining cost-effectiveness and how best to assess the role of child feeding programs as part of nutrition strategies, etc.

The workshop will have two main objectives: (1) to provide for agency-wide inputs into guidelines for nutrition programming to better ensure their feasibility and appropriateness, and (2) to orient AID Staff to the emerging policies and programming techniques.

Subsequent messages will provide information on program agenda and logistic information. This message is to announce the workshop to permit mission personnel to plan their participation.

SEND TO LIST P

Clearances (cont'd)

A/PM, D. Brumbaugh (draft)

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LA/DP, SGrand by Van Heflin/Nora Parker (draft)

AFR/DS, Plyman (draft)

ASIA/TECH, RBallertyne/JAherne (draft)

SA/TCD, RJohnson/JGudney (draft)

PHA/POP, RBacklund (draft)

FFP, DShaughnessy/EFox (draft)

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Weisberg, Samuel	League for International Food Education (L.I.F.E.)

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TO - AIDTO CIRCULAR A-996

FROM - AID/WASHINGTON

DATE SENT
9/29/73

SUBJECT - A.I.D. Nutrition Strategy
E.O. 11652: N/A

- REFERENCE - (A) AIDTO Circ. A-461, dtd. April 21, 1973, "Program Planning for FY 1975 and Beyond"
- (B) AIDTO Circ. A-543, dtd. April 15, 1972, "Development Assistance Planning Guidance - 1974; Paras. II. 2, d, and III, 4 on Sector Analysis".
- (C) AIDTO Circ. A-1690, dtd. Dec. 1, 1972, "Title II Guidelines".
- (D) AIDTO Circ. A-774, dtd. July 14, 1973, "Third Agency-Wide In-Service Workshop on Nutrition".

FOR MISSION DIRECTORS FROM THE ADMINISTRATOR

I. Purpose

In the FY 1975 program planning message (ref. A), I indicated that we have decided to intensify our program concentration on basic human problems of the developing countries. Among the most important of the priority areas determined by this emphasis is food production and nutrition. The draft foreign assistance legislation currently being considered by the Congress further underlines the central importance of activities to increase the production of food and to avoid malnutrition. This message provides the strategy and planning guidance that the Agency will follow in the nutrition area of this effort. In order to help move things along, nutrition was included among the priority areas for which a portion of the FY 75 budget is being reserved in a process of accelerated program development.

PAGE 1 OF 6 PAGES

DRAFTED BY KLevick:MForman:jh	OFFICE TA/N	PHONE NO. 23958	DATE 9/24/73	APPROVED BY: John A. Hannah, Administrator
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A. I. D. AND OTHER CLEARANCES AA/PPC, P. Birnbaum (draft) AA/TA, J. Bernstein(draft)
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II. Strategy Statement

Transmitted herewith as attachment A. is the A.I.D. nutrition sector strategy statement that I recently approved after discussion by the Administrator's Advisory Council. I urge that it be read by all Mission Directors, Deputies and Program Officers, and all officers involved in agriculture, health, food for peace, and family planning. Briefly, the strategy directs:

- concentration upon improved nutrition for pre-school age children and pregnant and nursing women as target groups;
- pursuit of nutrition goals through incorporation of nutrition considerations in analyses of the agriculture, health, and education sectors and in programming and implementation for family planning, food improvement, and child feeding; and
- priority attention to activities designed to achieve the integration of nutrition factors and goals into host country national planning.

The goal of A.I.D.'s nutrition program is to increase the capacity of LDCs to:

- carry out accurate analysis of the nature and magnitude of their malnutrition problem and of the food production-distribution-processing-consumption pattern;
- determine the most effective methods for addressing these problems through the planning in the relevant sectors; and
- implement nutrition-relevant programs and projects effectively and monitor and evaluate their effect.

III. Implementation

A. Program Planning

Inasmuch as almost all of the LDCs have serious nutrition problems, AID Missions generally are encouraged to discuss nutrition with their LDC counterparts and to provide them with information about the opportunities for effective action in this field. Where there is interest and priority for a national nutrition program, A.I.D. should be prepared to respond. Among the approaches available to stir interest or respond to initial interest:

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- a) travel to places where key component elements of nutrition programs are in effective operation;
- b) travel to observe laboratory work in the United States and to discuss possibilities with various supporting American institutions;
- c) participation for key officials in either short or long term training in nutrition (four-week, AID-organized workshops on nutrition methodology and on planning, scheduled for 1974; occasional special conferences and workshops; professional society meetings; the annual Gordon Conference on food and nutrition; specialized academic programs of 4-6 months at M.I.T., Cornell, or Stanford);
- d) visits to Missions by AID personnel or consultants knowledgeable in this field;
- e) distribution of key publications, which will be sent to missions from time to time by TA/N; and
- f) small, special-purpose workshops, tailored for key target audiences.

Where a government decides that it does wish to develop a national nutrition strategy, and requests AID assistance in doing so, the appropriate AID response will generally be to field a sector survey team assembled by a contractor, followed up where appropriate, by providing a long-term advisor backed up by shorter term experts in different fields. For example, a sector analysis-planning person could be made available to work in-residence within the LDC planning body and could call on specialists in fortification, nutrition education, food service, etc. as needed. Three U.S. universities (M.I.T., Stanford and Cornell) are geared to do this, and two private consulting firms are also lined up with their own people, who have already worked for us, plus a number of qualified university staff members they have identified.

Where there are existing A.I.D. programs either in nutrition or related fields, they offer an opportunity for a different approach to the overall issue. A mission with a substantial agricultural program, for example, may propose adding a nutrition dimension to either a completed or planned agricultural sector study. The result should be a good part of a national nutrition plan. This is already initiated in Colombia and should become standard practice in agricultural sector studies.

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Similarly in health sector studies, the nutrition dimension should be explicitly included. The large scale experimental program with low cost delivery of combined health, nutrition and family planning services will require careful planning of the nutrition elements and will identify the issues that need to be faced in elaborating a national nutrition program in the particular LDC involved.

a

This is/particularly important vehicle for nutrition efforts because it concentrates on the principal target groups for nutritional improvement, and because the new high priority given by AID to these multi-purpose delivery systems should expand opportunities to work on nutrition through this channel.

Steps have already been taken to require a frame work of national nutrition analysis for the major Title II programs. Many voluntary agencies have a strong interest in nutrition work and have some programs of their own in this field. The Agency is concerned to enable the extensive personnel and other resources of these agencies to participate fully in future nutrition activities, in both A.I.D. projects and their own projects which may be proposed in the future. It is planned to provide training for voluntary agency personnel in nutrition under a proposed centrally funded project beginning this fiscal year. The process of refocussing Title II programs on priority nutrition objectives represents yet another way of approaching the general question of nutrition planning.

A boost to the early implementation of field-based nutrition programs will be given by the current process of accelerated program development for "new initiative" areas.

Of course, nutrition activity should be included in the DAP and other aspects of the overall program planning process. Bureaus and Missions can work out on a case-by-case basis the manner and timing for including a discussion of nutrition strategy in program planning documents.

The TA/N centrally funded program includes a number of activities to develop and test methodologies in the field. These activities may provide an opportune basis for program development in your countries. In addition, the TA/N program will provide opportunities for training and for sharing of new techniques and technologies which will provide additional momentum to LDC efforts.

The following types of activities are considered appropriate for A.I.D. support as part of a nutrition project:

(a) Short-term or long-term in-residence technical assistance to national planning bodies (or agriculture or health sector planning entities)

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(b) Technical assistance in establishing systems to monitor nutritional status of the population.

(c) Technical assistance to planners in conducting nutrition, food consumption, and other related surveys.

(d) Technical assistance in evaluation of nutrition related projects.

(e) Assistance in training manpower in the U.S. or locally.

(f) Assistance in expediting the greater utilization of new higher protein cereal varieties, traditional protein crops such as food legumes, or less conventional protein foods such as oilseed crops.

(g) Assistance in establishing food fortification projects which aim to improve the food supply or meet specific nutrition deficits.

(h) Assistance in developing new low cost protein foods, particularly weaning foods and foods which may be used to replace high protein foods supplied under the Food For Peace program.

(i) Nutrition motivation and education programs, using mass media or innovative techniques (e.g. use of indigenous health practitioners as nutrition educators) to reach the low income masses.

(j) Assistance in developing, extending, or strengthening the nutrition component of Maternal-Child Health (MCH) programs, including supplementary feeding activities.

Attention should be given in the project submission to describing the role of other donors, which, hopefully, will be complementary and related to a single country strategy. In this regard, missions should keep in mind the potential for program financing by the international financial institutions. A.I.D. assistance in analysis and planning may better enable LDCs to identify and define program needs which may be suitable for IFI's loans. In addition, consideration should be given to provision of A.I.D. sector loans to finance key areas of recipients' nutrition strategies.

B. Staffing

Missions in some circumstances may need a full-time direct hire nutrition programmer and/or project manager. The responsibility in other cases can be assigned to a multi-sector officer or combined with other appropriate functions. It needs qualified professional attention and cannot simply be made an add-on duty for the junior member of the staff, as often has been the case in the past. Training can be provided to equip qualified existing personnel with the specific analytical and

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planning skills required. See Section III, C. below. An effort is underway to identify Agency employees who have the qualifications needed for nutrition programming-monitoring-evaluation assignments. It is believed that specialized expertise is available through contract and PASA arrangements to provide both short term and resident personnel to supplement Mission staff for program and project planning and to implement approved projects. We would welcome your indication of your staffing plans and possible requirements. Any new direct-hire positions for nutrition personnel would be made available primarily through the elimination of lower priority positions within each Mission's present allocation.

C. Training

The Third Agency-Wide In-Service Workshop will be held in October (ref. D.). This will offer an opportunity for orientatation of selected USAID personnel and will permit field inputs into strategy and implementation. A four-week training program for A.I.D. personnel (tentatively planned for next February), will help train officers who will have the major nutrition programming responsibility in the USAIDs. This will be followed in March by a similar program for volagency staffers. Training for LDC personnel is scheduled for 1974, with a workshop on current state-of-the-art methodology for senior planners in May and a four-week session on analysis, planning, and implementation for mid-level people in July.

D. Timing

Actions have already been initiated to strengthen the Agency's capability, through both direct hire and contractor staff, to assist missions with sector analysis, training, and other technical backstopping. A roster of backstopping services will be distributed to missions in October. On the basis of country and Mission interest, assistance will be provided with the nutrition component of sector assessments and with nutrition program development. Detailed planning of program response should be underway in the field in the Spring of 1974. It is expected that by the beginning of FY 1975, 8-10 countries will have integrated nutrition programs planned and their proposals will have been submitted for approval. Another 8-10 countries will have added nutrition components elsewhere in their programs. Most of the completed agriculture sector analyses will include nutrition issues and most Title II-supported child feeding programs will be related to country nutrition strategies. During FY 75, implementation should be well underway on these new projects and program components.

KISSINGER

ATTACHMENTS:

The AID Nutrition Program Strategy

UNCLASSIFIED

COPY

COMPARATIVE PROTEIN AND LIMITING AMINO ACID CONTENT OF CEREALS

Crop	Average Protein Content		Limiting Amino Acids (Average)	
	Current Varieties	Improved Varieties	Current Varieties	Improved Varieties
Barley	11.0%	20.0%	Lysine 4.5%	6.0%
Corn	9.5	12.0	Lysine (3.0 Tryptophan (3.0	4.5
Wheat	12.2	15.0+	Lysine 3.1	3.6
Rice	7.1	10.0	Lysine 4.0 (fairly well balanced)	4.0+
Oats	13.0	20.0	Lysine 4.0	4.0+
Sorghum	10.1	17.0+	Lysine 2.0	3.5

HEALTH

1. Policies Health Services
 - Nutrition impact
 - Reach
 - Cost
2. Inter-relationship nutrition and health

1. Tech. Assistance Sector Analysis
2. Assistance Improve and Extend MCH-other delivery systems

1. "DEIDS" program
2. Malabsorption
 - techniques
 - feasibility
 - cost

POPULATION

1. Effect Reduced Family size on nutrition?
2. Effect Improved Nutrition on population?
 - More survivors more pop.
 - children survive greater motivation accept. Fam. Plan
3. Effect combine Fam. Plan, Health, Nutrition
 - Acceptance
 - Research
 - Cost

1. Assistance Improve and extend programs
2. Evaluate and explore potential joint delivery systems

1. Determine relationships
2. Encourage-Assist joint delivery programs
3. Determine effects on
 - acceptance
 - reach
 - cost

CHILD FEEDING

1. Nutrition needy reached?
2. Nutrition Impact
3. Costs and implications of expansion
4. Dependence on external aid

1. All of above
2. Phasing plans
3. Relation to Nutrition Strategy
4. Replacing donated food

1. Provide commodities (FFP)
2. Specifications and rations FFP commodities
3. Evaluation
 - Reach
 - Impact
 - Costs
 - Implications
4. Tech. assistance in programs
5. Tech. assistance post-AID foods

EDUCATION

1. Potential for Nutrition Education
2. Formal & Non-Formal Education
3. Targets-Message-Media
4. Impact-Cost

INDUSTRY

1. Improve Nutrition of Food Supply
 - fortification
 - local weaning food
2. Feasibility-Reach-Cost

AGRICULTURE

1. Policies
 - Production
 - Pricing
2. Adapt new technologies?
3. Cost and consequences

PLANNING

1. Problem-Nature and Magnitude
2. Nutrition system Sub systems
 - Production
 - Processing
 - Consumer
3. Interventions-Costs-Benefits
4. Methodology for selecting mix and evaluating impact

1. Assistance formal and non-formal educ. prog.
2. Assistance Nutrition Educ. in Child Feeding Programs

1. Assist feasibility study
2. Tech. Assistance

1. Strategy and Goals include Nutrition
2. Tech. Assistance

USAID NUTRITION PLANNING OFFICE

1. Tech. Assistance in above
2. Reviews USAID programs in other sectors
3. Integrated PROP

1. Explore innovative strategies
2. Test feasibility mass media communications
3. Determine cost effectiveness alternate techniques

1. Research and development new technologies
 - Evaluate impact
 - Feasibility (cost, etc)
2. Disseminate to users
3. Tech. Assistance

1. Sector analyses include nutrition dimension
2. Breeding program include nutrition dimension
 - protein in cereals
 - hi-yield legumes
 - processing characteristics
 - digestibility

AID/W TA/N PLANNING

1. Innovate-Initiate techniques
2. Evaluate costs and impact
3. Develop methodology sectoral and inter-sectoral analyses
4. Impact other sector programs
5. "Network" efforts

NUTRITION EDUCATION

The Quarterly Journal of the Society for Nutrition Education

STORYBOARD FOR PROTEIN FILM



1. MOTHER: Doctor, tell me the truth. Why is my child so small and weak?
DOCTOR: You do not take proper care of him.



2. MOTHER: Ma? But I love my child.



3. DOCTOR: Love is not enough. A good Mother must give her child the right food.



4. MOTHER: I feed him! And he eats well.



5. DOCTOR: But you do not give him enough protein.
MOTHER: Protein? What is protein?



6. DOCTOR: When your child eats the right protein foods - look what happens.



7. DOCTOR: The protein rushes out of the food to all parts of the body.



8. DOCTOR: The protein feeds the muscles, the bones, and the brain. Without protein the child cannot grow.



9. MOTHER: Please Doctor, how do I get this protein?
DOCTOR: Listen.

Protein foods shown here

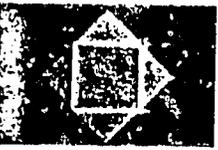


10. DOCTOR: (and here the doctor recites the list of local, vehicle foods for proteins).

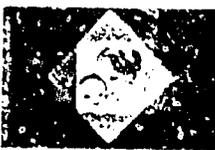


11. MOTHER: (CRIES) Why didn't I know this before? Is it too late for my child?

12. DOCTOR: It is not too late. Remember the protein foods. And remember... love... is... not... enough.



13. SLOGAN SONG: Love is not enough. Every child. Every day. Protein. Iron. Vitamin A.



14. SLOGAN SONG: Love is not enough. Every child. Every day. Protein. Iron. Vitamin A.



15. SLOGAN SONG: Love is not enough. Every child. Every day. Protein. Iron. Vitamin A. (FADE)

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Storyboard for TV Nutrition Message: See article, p. 125

POTENTIAL USES OF MASS MEDIA IN NUTRITION PROGRAMS

Richard K. Manoff

Mass media and advertising techniques could be forceful instruments in nutrition education. This article describes how persuasive techniques could be employed toward rapid change in attitudes, habits, or practices.

I'd like to buy the world a home and
furnish it with love
Grow apple trees and honey bees
and snow white turtle doves
I'd like to teach the world to sing
(sing with me) in perfect har-
mony (in perfect harmony)
I'd like to buy the world a Coke and
keep it company
That's the real thing, what the world
wants today
I'd like to teach the world to sing in
perfect harmony
And I'd like to buy the world a Coke
and keep it company
It's the real thing Coke is
What the world wants today (Coca
Cola)
It's the real thing Coke is
What the world wants today (Coca
Cola)

I hope you will forgive this little jest. I intend no disparagement of the Coca Cola Company. On the contrary, I admire them for this exquisite marketing and communications achievement world-wide.

Coca Cola is a stunning case history

THE AUTHOR is Chairman of the Board and Chief Executive Officer, Richard K. Manoff, Inc., 845 Third Ave., New York, NY 10022, and Communications Consultant to U.S. AID on nutrition education projects in developing countries.

Editor's Note: This article is based on a paper given at the IXth International Congress of Nutrition, Mexico City, Sept. 1972. The author opened his presentation with the playing of what he called the "international anthem of nutrition education"—which turned out to be the film of a Coca Cola TV commercial.

of how radical change in the food habits of people can be effected today. Nor is Coca Cola the only one. Our eating habits have been permanently affected by the soft drinks, snack foods, sugary biscuits, candies, synthetic food formulations and the like that invade our lives at every turn through the mass media. Advertising, too, is nutrition education, whether you like it or not, and it is formidable competition to your kind of nutrition education.

In my country as well as many others, more food education—more *nutrition* education—comes through commercial advertising in our mass media than through the traditional educational institutions: school, family, clinic, hospital, or any other. It reaches more people every day than all other means combined. It has an insistence and a frequency unmatched by all others.

You might have preferred to hear me call it "*nutrition miseducation.*" But my wording was deliberate, and I shall not

oblige you by revising it. I do not intend to pander to the self-righteous with moralistic mutterings about the malevolent materialism of merchants and marketing men. This is no religious revival meeting. You are not here to have your souls uplifted.

Mass Media: an Untapped Force

I am here to persuade you that the mass media—particularly radio, television and the ingenious technique we know as advertising—are perhaps the most forceful instruments you can employ today for attacking nutrition education problems of pressing priority and for reaching target populations *en masse* in the shortest possible time (1).

Yet the mass media have been virtually abandoned to the commercial food marketer and his nutrition education while you plod along with traditional techniques and materials as though nutrition education can live by these alone—the wall charts, flannelgraphs, booklets, filmstrips, puppet theaters and other paraphernalia—in a program whose nature is either "applied," "integrated," "interrelated" or "coordinated" and designed with its own infrastructure, superstructure, parastructure or extrastructure.

Some of you have been hardened against radio and television because of the excessive commercial use that has

been made of them. This is tantamount to condemning the educational process because of a bad teacher.

I am here to persuade you that this "new" educational technique merely needs some new teachers and that it cannot and should not be pre-empted by those whose legitimate aim is to sell food, not to teach nutrition. They have their job, and you have yours. I am here to help you with yours. I am here to demonstrate how nutrition education can be effectively served by radio and television in all the areas in which nutrition programs must operate.

Some of you are frustrated by the difficulties of getting a fair share of radio and television time for nutrition. I am here to illustrate the new opportunities opening up to nutrition educators for access to the air waves.

I have made big claims for radio and television. Let me substantiate. In my country, television is the real marketplace for food. Last year \$890,882,400 was spent on television by food adver-

tisers. This is 27.1% of the total dollar amount of television advertising (2). Of the 6,000 to 8,000 items on sale in American food stores, 50% of them did not exist 20 years ago. This would not have been possible without commercial television, which began roughly 20 years ago.

Not all of this is good for the nutritional status of the American people. A very high proportion of advertised foods are considered "frivolous." For example, candy, gum, snacks, soft drinks, wine and liquor represent roughly a third of all foods advertised (see Table 1). This remarkable growth has its roots in the magnetic attraction of radio and television.

There are 60 million homes in the United States, and over 95% of them are equipped with a television set (more than 25% have two or more sets). In the average home, the television is turned on some five hours and 45 minutes a day. The average viewer, between his 2nd and 65th year, will watch television for over

3,000 entire days—roughly nine full years of his life. This is the future for all countries, sooner or later.

Nicholas Johnson, a member of the Federal Communications Commission, has said, "Americans receive decidedly more of their education from television than from elementary and high schools. By the time the average child enters kindergarten, he has already spent more hours learning about his world from television than the hours he would spend in a college classroom earning a B.A. degree.

"The academicians, research scientists and critics have been telling us for years of television's impact upon the attitudes and behavior of those who watch it. They cite very persuasive statistics to indicate that television's influence has affected, in one way or another, virtually every phenomenon in our present-day society" (2).

How do nutrition authorities acknowledge this new force? Begrudgingly, and almost always in negative terms. The Food and Agriculture Organization of the United Nations, for example, has worried that rising income levels can lead to "nutritionally damaging" changes. "There will be many claims on the additional money earned: items such as radios, watches, fountain pens . . . make take precedence over food . . . Money is likely to be diverted also to such things as bottled soft drinks and sugars which, in these situations, are nutritionally wasteful" (4). Radio is here derogatorily lumped together with "frivolous" consumer items, another manifestation of the blindness to radio and television's potential for helping to educate for positive social change.

De Morales and Larkin (5), in a study on infant feeding practices in Jamaica, report that "the advantages of commercial infant formulas are extolled through advertising and the mass media. On the other hand, because of the paucity of nutrition education services, urban populations are often denied impartial advice and guidance on the safer use of the formulas and the proper care and feeding of healthy and sick children." I infer from this that were the nutritionist to use the mass media he could deliver "the impartial advice" in an effective attack on the problem. But the authors never quite say so.

Now, why do I lay such stress on the *advertising technique* as differentiated from other ways of using radio and television time? Radio and television are essentially entertainment media for sports,

TABLE I
U.S. Food and Beverage Advertising Expenditures—1971
(Add 000 to all dollar figures)

Total Food and Beverage**	6 Media Total*	Television
	\$1,159,522.6	\$890,882.4
Sugars, Syrups & Jellies	10,125.2	5,993.2
Shortenings & Oils	39,547.7	34,498.6
Flour & Prepared Baking Mixes	18,580.6	12,603.6
Seasonings, Spices & Extracts	6,576.1	4,363.9
Desserts & Dessert Ingredients	32,361.4	22,824.3
Condiments, Pickles & Relishes	10,785.2	8,056.3
Sauces, Gravies, Dips	13,214.8	10,986.2
Salad Dressings & Mayo	20,506.1	15,814.6
Miscellaneous Ingredients	14,753.0	12,539.3
Soups	25,608.5	17,028.7
Cereals	89,144.0	81,645.5
Health & Dietary Foods	9,873.2	4,047.1
Infant Foods	3,074.0	2,161.3
Pastas	25,426.4	21,010.0
Prepared Dinners	27,850.9	22,305.3
Milk, Butter & Eggs	30,358.8	25,622.8
Cheese	11,170.4	8,651.2
Ice Cream & Sherberts	4,575.3	4,195.5
Fruits & Vegetables	36,239.5	24,198.5
Meats, Poultry, Fish	50,131.5	42,631.1
Bread & Rolls	40,183.2	34,454.8
Cakes, Pies, Cookies	24,244.7	21,189.0
Coffee, Tea, Cocoa	82,084.7	75,691.4
Fruit & Vegetable Juice	23,105.0	19,991.8
Candy, Gum, Snacks	104,190.2	98,298.3
Soft Drinks	108,050.4	96,055.8
Beer, Wine, Liquor	231,785.6	104,712.7

* Total of measured media excluding spot radio.

** Including combination copy advertising which is not detailed.

Source: LNA Competitive Brand Cumulative for 1970 and 1971. A compilation of PIB Magazines, PIB Newspaper Supplements, BAR Network Television, BAR Spot Television, BAR Network Radio and LNA Outdoor.

music, dramas and novelas, etc. Even news programs entertain more than they inform. Educational programs are rarely popular. They have neither the budget nor the talent to infuse elements of audience appeal. Moreover, they tend to appeal to motivated audiences who need the instruction least.

Programs are one-time performances, usually overloaded with too many ideas and too much information. As a result, they deliver a broad impression of the subject leaving the audience with only a superficial and unfocused remembrance of some of the ideas. Whatever impact they have fades over time.

The advertising technique—known to the communications professional as the reach-and-frequency technique—is an ingenious methodology by which we can overcome the weaknesses and inadequacies for education of the 15-minute or half-hour program format. Its central element is the short message, a minute or less in length. It is designed as an *insert* into programs. This enables it to reach desired audiences where they are, listening to and watching the most popular programs. It doesn't have to build an audience of its own. It exploits the popular program for its large established following.

Because this message is short, it produces only minimum disruption. Yet, it is ingeniously designed to make its point to achieve maximum memorability, to be emotionally appealing and capable of repetition many times a day, many days a week, and for many weeks and months. It demands neither *interest* nor *motivation*. On the contrary, its major objective is to awaken both in its audiences as it intrudes on their favorite entertainments.

Let us examine how mass media interventions with this technique can be made in the four major arenas of nutrition activity—food habits, health and sanitation, agriculture, and food marketing— involving our three principal targets: the farmer, the mother and the food processor. In each situation, the aim is the same: *to change an attitude, a habit or a practice and to accomplish it as rapidly as possible.*

Changing Mother's Food Habits

This is *The Big Debate* of the nutrition field among the nutritionists, anthropologists and sociologists, but the food processor was never invited to join in. Instead, while awaiting The Great Decision, he has simply gone about the business of changing the food habits of millions every day.

If the primary goal of education is to

eradicate prejudice, then the nutrition educator will have to make some radical repairs in his own training. But why should the debate go on? Why, with all the massive evidence, are there "two main schools of thought" regarding the techniques used to promote change in food behavior?

De Garine (6) describes them as "the educational school" and "the promotional school," and he offers several references from others to confirm the widespread acceptance of this belief.

"The Promotional School," he explains, "draws heavily on the technical means of publicity and mass communications, *its criteria being effectiveness rather than elegance.*" He quite properly concludes that "the two schools have distinct and separate objectives and the quarrels between their adherents seem pointless."

A current nutrition education campaign in New Mexico in the United States ignores this "pointless" quarrel in a coordinated program that makes use of both.¹ Special television messages have been developed to:

1. Educate the poor on the availability of food stamps so as to increase the number of participating families;
2. Urge parents to militate for lunch programs in their children's schools; and
3. Educate mothers on the importance of certain food and nutrient priorities emphasized by local nutrition authorities. These priorities are protein, vitamins A and C, and iron.

The use of mass media is only one component in the *total* educational effort of this program. These messages are in English, but they were also done in Spanish. A version will be made in Navajo, the major language of the local American Indian population. A similar use of radio has been made in Korea (8). I have proposed mass media nutrition education projects in Ecuador and Brazil, and the proposal has received favorable reception from nutrition and government officials in both countries (9).

The cover photo illustrates a mass media message about protein suitable for mothers in developing countries. It is schematic for either television or cinema. Without pictures, the script is easily adaptable to radio—like a one-minute novela.

These pioneering efforts face expected hardships. First, meagerness of support

1. Nutrition Improvement Program. The University of New Mexico School of Medicine. Sponsored by The Office of Economic Opportunity, United States Department of Agriculture, Sept. 1970. The Ad Hoc Nutrition Planning Committee directs this project.

considerably reduces the dimensions of impact. Mass media campaigns of this type require professional communications planning of messages, media schedules and pre- and post-research of messages and audience attitudes.

None of the campaigns run so far appears to have received full measures of such advantages. Nevertheless, they represent beginnings—belated and belittled as they may be—of a new era in nutrition education in which the nutritionist and the professional communicator are the closest of comrades.

Changing Sanitation Habits

In the village of Sobradinho just outside Brasilia, worm infestation is considered to be of primary nutritional concern. Local authorities have been engaged in a pharmacological attack on the problem, but reinfection continues to thwart their efforts. What they need to do, they have concluded, is to educate the populace to the unfamiliar practice of "washing the hands" before meals. The suggestion of a local radio campaign was appraised as a highly worthwhile effort to improve the nutritional status of the population,¹ nor is this the only sanitation problem to be dealt with in this new fashion.

Are there not many countries in the world that could benefit from a campaign "to boil water and store it in clean receptacles?"

What of the dangerous trend away from breastfeeding in the cities of all the countries of the world where the poor have inadequate storage facilities for artificial milk, little knowledge of its use and insufficient income to support the habit? Why not a broad-scale advertising campaign in behalf of "Mama's milk?" If the milk of Senor Rodrigues, Monsieur La Valle, Shri Amul, of Herr Schmidt, and Mister Borden can be sold by television and radio, why not the milk of Mama?

Isn't there a crying need—and, therefore, a prime opportunity—for a radio-television advertising campaign that says "the best milk is Mama's milk" and then simply and clearly instructs masses of mothers as to the reasons why?

Changing Farmer's Growing Practices

In a report (10) on a two-year nationwide campaign to popularize two insecticide-fungicides in Upper Volta, "regular radio listening" is credited with as

1. Dr. Joao Bosco Salameo, Head of the Maternal and Child Health Center in Sobradinho, Brazil, reported that although the water and sewage systems of Sobradinho were good, the people had no understanding of the importance of washing their hands and, therefore, continued to infect themselves with worms. Meeting in Sobradinho, May 23, 1972.

much as 75% of the effectiveness of the field workers.

In Vicosa, State of Minas Gerais, Brazil, I learned that early morning radio is a marketplace for the advertising of commercial seeds and fertilizers.¹ The new high lysine Opaque II corn will make use of this media marketplace. Agroceres, the organization behind the development of this corn, will use radio and other media to market it. At harvest time, mothers will be instructed to feed it to their children—a new idea—in the same fashion they were persuaded to adopt Coca Cola, another new idea.

New seed, new agricultural inputs and cultural practices can be effectively dealt with in short radio messages as a major educational component in any agricultural program. It is not a displacement of other educational means but an *additional communications input* of major motivational and informational impact.

Changing Marketing Practices

Food manufacturers produce anything they can sell at a profit. This is the elementary law of marketing. It will govern a food processor's interest in enriched and fortified foods. To date, the marketing of such foods has not been conspicuously successful. Products like Incaparina, Tressa Viva, Cerealina, Vitasoy, etc., have fulfilled neither the hopes of the nutritionist nor the manufacturer. Given acceptable product quality and taste, the biggest stumbling block appears to be the high cost of promotion (11).

Ironically, this cost is always highest where the need is greatest. In a highly mature marketplace like the U.S., the cost of establishing a new product is relatively lower because there are ready acceptance of innovation and more potential consumers within easy reach of the mass media.

Developing countries are a contrast. Fewer people make up the marketplace. Their food traditions are more rigid, therefore less susceptible to change, and the mass media—though growing in influence—have a smaller audience and a lower cost efficiency. For the food innovator, the promotional investment in nutrition-rich foods is inordinately high, if not prohibitive, because they provide less margin for marketing expense.

Since such foods are considered important in the overall effort to raise nutrition status, some means must be found

to furnish promotional support as an incentive to the food processor. We are dealing, basically, with the problem of lowering his high cost of advertising. The situation warrants a governmental role to promote development in the same way government has aided other areas of national development through its powers to abate taxes and provide subsidies.

The justification here is that these new foods are deemed essential to national health in the same sense that new hospitals, health programs, more schools and extensive agricultural supports are justified. But in this case, the government has a unique opportunity to help without making a capital investment. It is called upon only to provide access to the airwaves. *Existing radio and television time* must be diverted from other uses to the promotion of the new, important foods. I call it the Provita Plan.

This plan proposes a government air-time subsidy to the food processor who has fully developed and tested a food product that satisfied the nutritional and marketing specifications set down by designated nutritional authority. This subsidy assures the processor of adequate promotional support.

The heart of the idea is to establish the Provita brand name or mark to identify all such approved foods. The mark would be owned by the government and licensed to a processor with a qualifying food product.

The Provita symbol would be of quite distinctive design, easily identifiable.

It might appear on a special bread, enriched according to specifications.

Or it might appear on a soft drink, a snack food, or a breakfast cereal.

Once approved and ready for marketing, the product would receive a supporting radio and television advertising campaign according to marketing plan. The amount of time, the number of announcements per week and the number of weeks or months would be determined beforehand on the basis of marketing need.

This proposal has been set forth in greater detail for the consideration of SAPRO, the Brazilian Protein Foods Association (12).

The Provita Plan is applicable virtually everywhere, whether radio and television are privately licensed or government-operated. I will explain how and would be happy to discuss it with any interested countries.

What I have attempted to illustrate thus far is how special mass media adver-

tising techniques can be designed to assist education efforts in all the key areas of nutrition concern—food habits, sanitation, agriculture, and marketing.

How to Use the Media?

Two important questions remain:

1. How can you gain this access to radio and television?

2. Where will you find the communications specialists you need to work with?

In countries with privately licensed broadcast systems, the licensee is probably obligated to devote a significant portion of air time to "public service." This is usually left to his discretion. It is up to nutrition advocates to establish their claim to a share of that time. It is not necessarily difficult.

When approached with such a request, stations in Ecuador¹ and Brazil agreed to give substantial time to proposed nutrition education projects on a purely voluntary basis. In the United States, we have an Advertising Council that obtains air time for approved "public service" advertising campaigns on a voluntary basis.

Even under licensing systems, the trend is growing for governments to recapture portions of air time from commercial stations on a nonvoluntary basis.

In Ecuador, the *Dirección de Frecuencias* (the government agency for radio and television) has an arrangement with the Association of Broadcasters for at least a half-hour of time each week for its own use.

In Brazil, a new law provides that five hours a week on both radio and television be retained by the government for its use. In addition, the office of the President has worked out a voluntary arrangement with stations for 10 minutes a day to be used for an advertising campaign to build national morale.

In both Brazil and Ecuador, there is a willingness to consider ways and means of devoting some of this time to nutrition education.

Mexico has adopted a policy of reserving 12.5% of all commercial radio and television time for governmental use. The White House Conference on Food, Nutrition and Health made a similar recommendation to the President, proposing a reserve of 10% (13).

What is required in all countries is for nutritional authorities to take an inventory of government communication policies and activities and to identify the

1. Senora Heloisa Banks and Sr. Silvio de Magalhães Cavalho of ACAR (Associação Crédito Assistência Rural) reported on the use of radio in promoting seeds and fertilizers in Vicosa in a meeting at ACAR in Belo Horizonte, May 25, 1972.

1. Sr. Gustavo Herdoiza Leon, head of Radio Tarqui, the most popular station in Quito, offered to donate 50 one minute spots per week for the nutrition program at a meeting in Ecuador, April 11, 1972.

responsible agencies. They are usually the Education Ministry, the Information and Broadcasting Ministry, or some special government agency created to utilize this sequestered time. They have the responsibility for using this time for educational purposes. My experience tells me that most of them are floundering, looking desperately for justifiable and easily produced programs. They will be responsive to nutrition education campaigns.

Where radio and television are government monopolies, the problem of access should be easier to deal with. Since all the time is owned by the government, there is more time available. The nutrition educator must simply develop a strong case—know where to go and whom to persuade. The rest is politics.

Talent can be found in local advertising agencies. Training and education will be necessary. In the various countries where I have done consulting work in communications, I have found advertising agencies willing to undertake nutrition campaigns on a voluntary basis as a contribution to public service and national development.

I could go on, but the overriding fact

is that the power of the mass media to capture the minds of people, influence their habits and practices, and change their way of life is well acknowledged.

The airwaves are a precious national asset that provide nutrition educators, as I have tried to demonstrate, with a powerful instrument for all the key areas of nutrition activity.

They must take it up. They must begin to use it.

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DRAFT: 10/17/73

CIRCULAR (TELEGRAM)

SUBJECT: PL 480 Title II FY 1975 Guidelines

REF: (A) AIDTO Circular A-1690, dated 12/1/72:
"PL 480 Title II FY 1974 Guidelines"

(B) AIDTO Circular A-312, dated 3/14/73:
"Request for Information on PL 480 Title II
to be included in FY 1975 Field Budget Submission"

1. The guidelines for development of the FY 1974 PL 480 Title II programs, Ref (A) are applicable to FY 1975 except for the changes noted below.
2. Emphasis continues on targeting Title II commodities for overcoming malnutrition problems of vulnerable groups and for development activities. On this basis Maternal-Child Health (MCH) proposals (including preschool age child feeding) are highest priority followed by food-for-work proposals and school feeding in that respective order.
3. Title II commodities will not be available for Adult Institution Feeding, Adult Health Cases, Summer Camps, Secondary School Feeding, Boarding Schools or feedgrains for livestock.
4. As in FY 1974, budget and commodity stringencies are expected to exert a limiting effect on the FY 1975 Title II program. The Title II expenditure level will not be established before January 1974 when the President sends his FY 1975 budget to Congress. On the commodity supply side it is impossible to estimate now the levels of domestic requirements and foreign commercial demand, both of which will have a salutary effect on Title II availabilities. Information on these developments and related decisions including their effect on FY 1975 programming will be transmitted ASAP.

5. Cooperating sponsors' proposals and Mission comments due A.I.D./W no later than February 1, 1974. For programs recommended, Mission's assurance is required that cooperating Sponsors' proposals for Title II commodity use reflect only essential requirements for priority programs.
6. Material submitted in response to Ref (B) will be considered in conjunction with specific FY 75 volagency and Government-to-Government proposals. If changes in development climate or prospects have occurred, Mission's comment should highlight and reflect any such changes. To the extent that information supplied in response to Ref (B) is still pertinent, it need only be referenced in Mission/Volag AER submission.
7. Circular telegram summarizing changes in PL 480 legislation will be sent to all field posts ASAP. These changes are not substantive and will therefore have no material affect on Title II programming.
8. Non-fat dried milk (NFDM) will not be available for FY 1975 programming. Vigorous efforts should be continued to use blended and fortified foods to achieve protein augmentation of proposed rations. CSM is no longer available. Cooperating sponsors should program Corn Soy Blend (CSB) in lieu of CSM. Although Instant/CSM and Instant/CSB are expected to be available, utilization will be limited to high priority MCH programs.
9. A list of commodities expected to be available for FY 1975 programming will be supplied by separate message. Suggested maximum per capita rates of commodity use by recipient category, attached to Ref (A) remain unchanged.

Draft: Burlin B. Hamer

Auth: Andrew J. Mair

Clearances:

DC/FFP:KBittermann
AC/FFP:DEShaughnessy
FFP/ES:EDFox
AA/PPC:PBirnbaum
AA/SA:RNooter

AA/LA:IKleine
AA/ASIA:DMacDonald
AA/AFR:SAdams
USDA/EMS:AMEAD
OMB/ID:DuSault

EB/ORF/OFP:AMayio
SER/MP:JAlajos
TA/N:IHornstein

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Report on Nutrition Workshop, "Reaching the Preschool Child", 1970	X		X		X	

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<u>Nutrition Surveys of Selected Countries, conducted by the Interdepartmental Committee on Nutrition for National Defense</u>						
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