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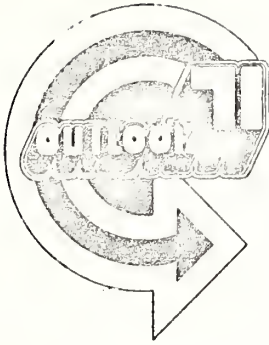
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UNITED STATES DEPARTMENT OF AGRICULTURE
Economic Research Service

THE EXPANDED FOOD AND NUTRITION EDUCATION PROGRAM

Talk by Robert E. Frye
Marketing Economics Division
at the 1971 National Agricultural Outlook Conference
Washington, D.C., 3:15 P.M., Wednesday, February 24, 1971

Food and nutrition education has always played a major role in the total program of the Federal and Cooperative State Extension Services. However, new dimensions and emphasis were added when expanded activity in this area was authorized in November 1968 through the Expanded Food and Nutrition Education Program. Changes include orientation of this educational effort toward hard-to-reach families in poverty of which a large proportion are of minority groups living in urban areas. Also in contrast to traditional Extension programs where professionals are the main contact with clients, nonprofessionals are depended upon to deliver this program.

Since field implementation of the program in January 1969, its operation has been expanded to reach families in more than 1,000 counties, independent cities and Indian reservations. It is now operating in all of the 50 states; District of Columbia, Puerto Rico, and Virgin Islands. Plans call for considerable expansion of the program during the current fiscal year.

Family Participation

At the end of September 1970, the latest month for which program data are available, a total of 243,881 families were participating in the Expanded Food and Nutrition Education Program. Between implementation of the program in the early months of 1969 and October 1970, close to 386,000 families--averaging around 4.8 persons per family--have participated in the program for some period

of time. At the end of September 1970, families containing about 1.2 million persons were being worked with. Since inception of the program, it is estimated that families containing more than 1.8 million persons have participated in the program (table 1). During the approximate 21-month period of program operation ending September 1970, around 37 percent of the families enrolled left the program. Reasons for families leaving the program are being examined through an indepth study of a representative sample of program families, but findings are not yet available.

Program Aides

The principal contact with program families is the program aides who work with families individually or in small groups. Aides are generally persons who are indigenous to the community or neighborhood in which their families live. The prime qualification looked for in an aide is an ability to identify and communicate with low-income needy families. At the end of September 1970, 6,683 aides were employed in the program. During the peak month to date May 1970, over 7,000 aides were employed. Programwide, aides worked about 75 percent of full time in September 1970 thus, representing slightly over 5,000 full time equivalent aides. Programwide, the average amount of time worked by all aides has ranged from 69 to 78 percent over the program's life span. The amount of time worked by an aide varies considerable among the states ranging from less than half time to full (40 hours per week).

Between the time the first aides were hired in January 1969 through September 1970, over 13,000 aides have been employed in the program. During this period over 5,000 aides or about 45 percent of the total employed left the program. Reasons for aides leaving the program are not known at this time although a study to examine the role of the aide in more detail is now underway. It appears that some uncertainty as to continuation of the program as well as uneven availability of program funds over time may have resulted in termination of some aides. However, it is likely that some aides who were temporarily terminated were rehired at a later date.

Nonprogram Families

In addition to the work with program families, considerable effort is directed to nonprogram families. Programwide, an average of 42,000 nonprogram families have been contacted or worked with each month by the aides since inception of the program. These are families whom aides contacted during the month but did not obtain specific family record information necessary to classify the family as a program family. It is likely that in subsequent

Table 1.--Families and aides participating in the Expanded Food and Nutrition Education Program at selected time periods

	March 1969	September 1969	March 1970	September 1970
<u>Families</u>				
Participating <u>1/</u>	68,758	138,666	204,475	243,881
Persons	324,404	657,097	981,874	1,196,475
Average size	4.7	4.7	4.8	4.9
Children	NA	NA	584,905	711,566
School children	115,852	259,380	387,286	NA
Cumulative families <u>2/</u> ..	71,507	184,279	291,758	385,710
Cumulative persons	336,082	866,111	1,400,438	1,851,408
<u>Aides</u>				
Employed <u>3/</u>	3,591	4,314	6,886	6,683
Full time equivalents <u>4/</u> ..	2,966	3,262	5,379	5,027
Cumulative <u>5/</u>	4,830	6,738	10,481	12,091

1/ Includes only Program families--those for which specified record information was obtained--and who were participating in Program at end of reported month.

2/ Includes Program families who left the Program.

3/ Total number of aides actually employed at end of month reported.

4/ Full time equivalents are based on a 40 working hours per week.

5/ Includes total number of aides who have been employed to date reported.

months many of these families became program families. The cumulative monthly total of nonprogram families contacted by aides through September 1970 was over 840,000. It should be pointed out that this total does not necessarily represent the number of different families contacted. The same family may be counted as a nonprogram family over an unknown number of monthly reporting periods.

Youth Dimension of the Program

Families participating in the program at the end of September 1970 contained over 700,000 children. In addition to being reached through their families' involvement in the program, close to 53,000 children from program families were being taught food and nutrition through 4-H type activities in September 1970. In addition to children from program families, close to 38,000 children (generally 9-19 years of age) from nonprogram families were involved in the youth component of the FNE Program. Since reporting began in March 1969, between 50,000 and 130,000 children have been involved in the 4-H component on a monthly basis. During the 3-month period, July-September, close to 190,000 different youth were being worked with and close to 12,000 different volunteers participated in this phase of the program. The current information and reporting system provides no information on achievements of the youth phase in respect to change in nutrition knowledge and food consumption practices of the youth or their families, and type and intensity of the youth activities.

Characteristics of Program Families

At this point, it should be obvious that the Expanded Food and Nutrition Education Program has been successful in reaching a large number of families and an increasing number of youth, and involving a sizable number of aides who have been given basic training in food and nutrition and volunteers who work in the youth component. Perhaps the next question to be asked is whether the program is reaching the target--low-income needy families (table 2). At the end of March 1970, 63 percent of the families participating in the program had annual income of less than \$3,000. Less than 10 percent of the families had income of \$5,000 and over. With program families averaging 4.8 persons, it appears unlikely that many families were above the poverty line. The economic status of program families is further reflected by the fact that over 30 percent of the families were on welfare and over 40 percent participated in either the Donated Foods or Food Stamp Programs.

Further examination of the profile of program families indicated that the effort to establish the program in urban areas and to involve minority groups

Table 2.--Profile of families and aides participating in the Expanded Food and Nutrition Education Program at selected time periods

Characteristic	March 1969	September 1969	March 1970
	<u>Percent</u>		
<u>Families</u>			
Residence			
Urban	53	59	59
Rural non farm	36	32	33
Farm	11	9	8
Receiving Welfare	29	32	32
Homemakers with less than 8th grade education	34	32	34
Participating in			
Food Stamps	14	15	18
Donated Foods	24	23	23
Total	38	38	41
Annual family income			
Under \$1,000	24	19	16
1,000 - 1,999	26	25	25
2,000 - 2,999	21	21	22
3,000 - 3,999	15	17	18
4,000 - 4,999	8	10	10
5,000 and over	6	8	9
Ethnic grouping			
Caucasian			
Families	29	33	33
Aides	40	39	43
Negro			
Families	54	50	48
Aides	47	48	43
Spanish-American			
Families	14	15	17
Aides	11	11	11
Other			
Families	3	2	2
Aides	2	2	3

has been successful. At the end of March 1970, close to 60 percent of the program families lived in urban areas. Less than 10 percent of the families reached by this Department of Agriculture program lived on farms.

Classification of program families by ethnic group show that programwide, white families constituted about a third of those being reached in March 1970, Negro families close to one half, and Spanish-American slightly under one fifth. The ethnic or racial profile of program families varied sharply among states reflecting only in part the states total population composition. In several western States, Spanish-American and Indian families accounted for a substantial to major portion of the total families reached. In most southern States, a majority of the program families were Negro.

The challenge of the program as an educational effort is illustrated by the fact that over 30 percent of the family homemakers reported less than 8 grades of schooling.

As the program has matured only minor changes appear to have taken place in the characteristics of families being reached. There has been some increase in the proportion of urban families; a slight increase in proportion of families with annual income of over \$3,000, a slightly larger portion of Caucasian families (between March 1969 and September 1969) and a decrease in proportion of Negro families with an accompanying increase in proportion of Spanish-American families.

The profile of program families is related both to program growth and characteristic of families leaving the program. It can be surmised that earliest program effort in the states was directed at areas where the need was greatest. Similarly within specific areas the earliest program families were probably those with the most obvious need. As the program was expanded within a given area as well as to new areas, it was logical that less needy families would be recruited.

Characteristics of Families Leaving the Program

A considerable number of families are continually leaving the FNE Program, many before second food readings are obtained. Study of a representative sample of families is now underway to determine reasons for families leaving the program and to determine if specific socioeconomic characteristics are associated with families leaving the program. Data on reasons for families leaving the program are not yet available but profile data are available for comparison of a representative sample of families who were in the program in mid-May 1970 and those who had left the program before that date (table 3).

Table 3.--Profile of families leaving and remaining in the Expanded Food and Nutrition Education Program through mid-May 1969
(Preliminary sample data)

Characteristic of family or homemaker	Families in Program	Families out of Program
	Percent	Percent
Families with more than 4 persons	52.0	42.6
Families with at least 1 male	87.5	83.8
Families with children	77.8	72.4
Families with children in school	63.0	51.1
Families with children in School Lunch Program	45.5	34.8
Homemakers less than 30 years of age ..	22.3	30.7
Homemakers with less than 8 years of education	40.3	37.7
Caucasian	29.5	38.0
Urban residence	57.3	60.0
Families owning homes	45.5	39.0
Less than \$3,000 annual income	64.3	59.9
On welfare	34.3	28.7
In U.S. food program	35.3	30.9
Purchases food at supermarket (primarily)	71.3	73.0
Families with home garden	34.2	29.9

A comparison of these two groups of families, while not showing extremely sharp difference, indicates a greater tendency for certain types of families to leave the program. Families leaving the program tend to be smaller, not have children, be younger, more educated, white, urban, homeowners, have higher family income, not be on welfare or participate in USDA food assistance programs; and not have a home garden.

Profile data on sample families who were still in the program at the time of the survey closely corresponds to that of the total population provided by the unit reports most nearly coinciding with this data.

Achievements of the Program

A strong case for claiming positive achievements from the program can be made on the basis that the program has been successful in enrolling a large number of very low-income families, has successfully secured participation of urban and in many instances inner city families and has gained acceptance and participation of minority groups. Limited contacts with program families in selected areas indicates favorable acceptance of the program by participating families. To gain participation of many of these families and to establish communication through the aide constitutes considerable achievement in itself.

In addition it would be recognized that the over 12,000 aides who have worked in the program have, in addition to gaining new knowledge with which to work with their program families, acquired knowledge, skills and experiences which are applicable to their own families and life style.

But let us go further and examine some of the accomplishments in respect to food and nutrition which can be measured from available program information. As you know, the primary objective of the FNEP is to help families acquire the knowledge, skills, and changed behavior to achieve more adequate diets. More specific objectives are to increase families knowledge of the needs and essentials of good nutrition and to improve their ability and practices in selecting and buying foods and preparing and serving them in nutritional and palatable meals. There are of course other objectives on which these primary goals depend and constraints which must be recognized in seeking these goals. Supportive objectives include increased participation of eligible families in USDA food assistance programs and other forms of public or private assistance which may be available.

Nutrition Knowledge of Homemaker

Assessment of the level and change of nutrition knowledge of program families is based on the family homemaker's response to the question "What food and drink do you think people should have to keep healthy?" (tables 4 and 5). The question is asked of homemakers by the aide when the family enters the program and at approximate 6-month intervals. Through March 1970, more than 215,000 homemakers had initially responded to this question. Second and third readings on this question, although representing considerably fewer homemakers, show that the percent of homemakers naming each food group as well as all four food groups increased. A separate combination of all initial readings and subsequent second and third readings irrespective of when the family entered the program shows almost 47 percent naming all four groups initially; 63 percent after being in the program 6 months; and 70 percent after 12 months. It is interesting to note that foods in the bread and cereal groups were named by a smaller proportion of the homemakers than any other food group.

Food Consumption of Homemakers

Food consumption of the homemakers is measured in a similar manner by taking a 24-hour recall of the individual foods consumed by the homemaker (tables 6 and 7). Foods named by the homemaker are listed by the aide and are then classed as a serving of the appropriate food group. No attempt is made to measure the quantity or quality of a food consumed, although certain guidelines prevent limited usage of an item being classed as a serving. Further, it is hypothesized that a family's food consumption practices will likely be superior to that of its homemaker.

Initial food readings indicate that the program homemakers do in fact have inadequate diets. Only 7 percent of homemakers joining the program during its first 3 months and 9 percent of all homemakers joining through March 1970 had at least two servings each of milk and meat and four each of fruit/vegetables and bread/cereal during a 24-hour recall period. Probably one of the greatest dietary deficiencies is reflected by the fact that around one-third of the homemakers did not report consumption of foods in the milk group. Similarly, less than one-fifth of the homemakers report at least four servings of fruits or vegetables during their initial 24-hour recall period. Slightly over a half of the homemakers reported at least one serving from each of the four major food groups. Based on initial food readings over time, it appears that as families continue to be added to the program their food practice have been slightly better than the earliest families recruited (table 6).

Table 4.--Response of Expanded Food and Nutrition Education Program family homemakers to the question: "What food and drink do you think people should have to keep healthy?" by percentage of homemakers naming foods in the four major food groups at 6-month intervals

	Time period when family entered Program				
	Through March 1969	April-September 1969	October 1969-		
			March 1970		
	Food reading	Food reading	Food reading		
	Initial : 6 months:12 months: Initial	: 6 months : Initial	: 6 months : Initial		
	Number				
Homemakers	46,055	34,633	27,479	79,953	55,995
					89,445
	Percent				
Homemakers naming:					
Milk	66.5	81.6	84.5	70.9	80.6
					71.7
Meat	70.8	83.3	86.5	76.2	84.1
					78.0
Fruit and vegetables ..	70.7	84.9	87.7	75.5	84.1
					76.8
Bread and cereal	57.9	74.0	77.6	61.6	72.8
					62.4
All 4 groups	43.2	63.2	70.3	46.5	63.4
					48.4

Table 5.--Response of Expanded Food and Nutrition Education Program family homemakers to the question: "What food and drink do you think people should have to keep healthy?" by percentage of homemakers naming foods in the four major food groups at 6-month intervals

	Time period when family entered Program		
	Through March 1970		
	Food Reading		
	Initial	6 months	12 months
	<u>Number</u>		
Homemakers	215,453	90,628	27,479
	<u>Percent</u>		
Homemakers naming:			
Milk	70.3	81.0	84.5
Meat	75.8	83.8	86.5
Fruit and vegetable ..	75.0	84.4	87.7
Bread and cereal	61.1	73.3	77.6
All 4 groups	46.6	63.3	70.3

Table 6.--Percent of Expanded Food and Nutrition Education Program family homemakers consuming food in four major food groups by number of serving, 24-hour recall period at 6-month interval

	Time period when family entered Program					
	Through March 1969		April-September 1969		October 1969-	
	Food reading		Food reading		Food reading	
	Initial	: 6 months	: 12 months	: Initial	: 6 months	: Initial
Homemakers (number)	46,055	34,633	27,479	79,953	55,955	89,455
Homemakers reporting servings (percent)						
Milk						
At least 1	65.0	77.5	82.8	68.0	79.2	69.4
2 or more	33.7	47.4	53.9	36.3	49.3	37.3
Meat						
At least 1	92.3	95.4	97.3	94.8	96.9	95.7
2 or more	71.8	78.8	84.5	74.7	80.9	77.0
Fruit and Vegetable						
At least 1	85.2	93.2	93.4	87.6	93.1	87.1
2 or more	15.4	27.8	30.6	19.3	28.1	18.2
Bread and Cereal						
At least 1	96.2	98.0	98.8	96.4	98.2	97.2
2 or more	34.1	43.3	50.2	35.6	45.7	36.7
One or more from each group	50.9	68.6	74.0	56.6	69.6	58.1
At least 2 each of milk and meat and 4 each of fruit/vegetable and bread/cereal	7.2	15.5	19.4	9.7	15.7	9.2
Average monthly income (dollars)	217	230	236	237	248	241
Average monthly food expenditure (dollars)	76	84	83	83	85	84

Table 7.--Percent of Expanded Food and Nutrition Education Program family homemakers consuming food in four major food groups by number of serving, 24-hour recall period at 6-month interval

	Time period when family entered Program		
	Through March 1970		
	Food Reading		
	Initial	6 months	12 months
Homemakers (number)	215,453	90,628	27,479
Homemakers reporting			
servings (percent)			
Milk			
At least 1	67.9	78.6	82.8
2 or more	36.2	48.6	53.9
Meat			
At least 1	94.6	96.3	97.3
2 or more	75.0	80.1	84.5
Fruit and Vegetable			
At least 1	86.9	93.1	93.4
2 or more	18.0	28.0	30.6
Bread and Cereal			
At least 1	96.7	98.1	98.8
2 or more	35.7	44.8	50.2
One or more from each			
group	56.0	69.2	74.0
At least 2 each of milk			
and meat and 4 each of			
fruit/vegetable and			
bread/cereal	9.0	15.6	19.4
Average monthly income (dollars) ..	234	241	236
Average monthly food expenditure			
(dollars)	82	85	83

Food readings taken on all homemakers who had been in the program 6 months showed almost 16 percent having the minimum adequate 2-2-4-4 diet, in contrast to 9 percent at the initial reading. After 12 months in the program, 19 percent of the homemakers were at this level. However, it should be noted that the number of homemakers for which food readings were obtained dropped sharply for the second and third food readings.

For example, for families entering the program through March 1969, slightly over 46,000 initial food recalls were obtained. For this group of families, the number of homemakers responding declined to around 35,000 at the second or 6-month reading and to 27,000 at the third or 12-month reading. The major reasons for this decline was the sizable number of families leaving the program.

In assessing achievement of homemakers entering the program through March 1970 in respect to food consumption, it should be noted that not only the percent, but the absolute number of homemakers with 2-2-4-4 diets increased after 6 months and 12 months in the program.

For those homemakers with three food readings or who have been in program 12 months, the percent reporting consumption in each of the food groups has increased and the percent consuming at least one serving in each food group rose from slightly over half to almost 75 percent of the homemakers responding. Thus, progress has been made in increasing both the incidence of "adequate" diets and getting families to include at least one serving from each of the food groups in their diets.

Comparisons of available first and second food readings of homemakers of all families and from a sample of homemakers of families entering the program through March 1969 show no significant difference in food consumption practices. While data on sample families reflect only preliminary findings, it suggests that the aggregate data provided by unit reports reasonably reflect both nutritional status and achievement of the program families (table 8).

Family Resources

In evaluating the effectiveness of the FNE Program, the indications of achievement described take on more significance when it is recognized that application of the education and skills families gain from the program may be constrained by the limited food purchasing power available to the participating families. Homemakers for which food readings were obtained between September 1969 and April 1970 reported average monthly income of around \$242 and food expenditures accounting for about 35 percent or \$84. On a weekly basis, this

Table 8.--Comparison of food consumption practices of all homemakers and a sample of homemakers of families entering FNE Program through March 1969, 24-hour recall at 6-month interval

	Food reading			
	Initial		6 months	
	All <u>1/</u>	Sample <u>2/</u>	All	Sample
Homemakers (number) ...:	46,005	2,843	34,633	2,843
Homemakers reporting servings (percent) :				
Milk :				
1 or more	65	66	78	78
2 or more	34	34	47	47
Meat :				
1 or more	92	95	95	97
2 or more	72	75	79	83
Fruit and Vegetable :				
1 or more	85	87	93	93
4 or more	15	14	28	28
Bread and Cereal :				
1 or more	96	98	98	99
4 or more	34	37	43	49

1/ Based on periodic unit reports on all homemakers for which a food reading was taken.

2/ Preliminary data obtained from individual records of a representative sample of families of which 2,843 had both initial and 6-month food readings.

would reflect an average weekly expenditure of between \$19 and \$20. The Department estimated that in June 1970 the cost of its low-cost food plan for a family of four with school children was \$31.10 per week. Since the average size of a program family is around 4.8 persons, available income and specifically that available for food, places a definite constraint on these families in acquiring the food necessary for an adequate diet.

To give families access to more food or more resources for acquiring their food needs, program families that are eligible are encouraged to participate in USDA food assistance programs. In the early months of the program, the proportion of FNEP families participating in USDA food programs remained fairly stable at around 34 percent but has since gradually increased until almost 45 percent of the families participated in either food stamps or donated foods in September 1970 (table 9). During 1970, participation of FNEP families in USDA food assistance programs has undoubtedly been encouraged by greater availability of these programs and particularly more liberal purchase requirements for food stamps.

Traditionally the participation rate of eligible families in the Food Stamp Program has been lower than in Donated Food Programs. But in June 1970, for the first time, the proportion of FNE families participating in food stamps exceeded that for donated foods, reflecting the increased availability of food stamps. By States, there is wide variation in the percent of FNE families participating in a USDA food assistance program, ranging from a high of over 80 percent to a low of less than 25 percent. Participation in USDA food assistance among FNE families continues to be highest in States where the principal program is donated foods, despite liberalization of the Food Stamp Program. Less than 1 percent of FNE families lived in areas where either Food Stamp or Donated Food Programs were not available.

Operational Characteristics of the Program

At the end of September 1970, a full-time equivalent aide was responsible for an average of 48 program families. Among the States there was sharp variation, ranging from a high of 118 families to a low of 18. In about two-fifths of the States, the average number of program families per full-time equivalent aide was between 30 and 35.

Another measure of aide workload is the number of families visited during the month. Programwide, a full-time equivalent aide visited 50 families at least one time during September. A major portion of this workload was accounted for by visits to an average of 39 program families during the month. An average

Table 9.--Percent of Expanded Food and Nutrition Education Program families participating in USDA food assistance programs by months

Month	Food Stamp	Donated Foods	Total	Not available
1969				
February	15.0	26.8	41.8	4.1
March	12.4	22.3	34.7	7.8
April	12.8	21.5	34.3	5.6
May	13.3	21.5	34.8	3.5
June	13.1	20.5	33.6	3.1
July	14.9	22.4	37.3	2.6
August	14.6	22.3	36.9	2.5
September	15.2	22.7	37.9	2.4
October	15.6	22.6	38.2	2.0
November	15.6	22.6	38.2	2.5
December	15.8	22.2	38.0	2.7
1970				
January	15.9	22.3	38.2	1.6
February	16.9	22.6	39.5	2.1
March	18.4	23.0	41.4	1.7
April	19.0	22.6	41.6	0.8
May	20.3	22.4	42.7	0.8
June	21.3	21.6	42.9	0.7
July	22.8	20.5	43.3	0.6
August	23.2	20.5	43.7	0.9
September	24.2	20.6	44.8	0.4

UNITED STATES DEPARTMENT OF AGRICULTURE
Economic Research Service

OUTLOOK FOR FOOD PRICES, CONSUMPTION, AND EXPENDITURES

Statement by Hazen F. Gale
Economic and Statistical Analysis Division
for the 1971 National Agricultural Outlook Conference
Washington, D.C.

Summary

Food prices probably will increase much less this year than in 1970. Prices will move up through the first 3 quarters of the year, reflecting some inflationary pressures as well as seasonal influences. However, they will likely level off late in 1971 as seasonally large supplies of food come on the market. The food price index, including food at home and away from home, could average 2 to 3 percent higher in 1971. Grocery store prices may rise only 1 to 2 percent compared with a 5 percent boost last year. Prices in eating places will continue upward but less than the 7-1/2 percent increase in 1970.

Retail store prices may average lower than in 1970 for pork, eggs, poultry, potatoes, and some vegetables. Higher prices are indicated for fish, dairy products, cereal products, sugar, and processed vegetables.

Marketing charges will average higher in 1971, but the rise may fall short of the unusual 7 percent increase in 1970. However, lower farm prices of food products probably will offset part of the wider margin. Farm prices were $\frac{1}{2}$ percent higher in 1970 than in 1969.

Another 1 percent boost in per capita food consumption is forecast for 1971, with animal products again providing a major part of the increase. Per capita consumption will likely increase for pork, cheese, turkeys, and some processed fruits and vegetables. Lower consumption is in prospect for veal, lamb, and some dairy products.

Consumer expenditures for food will likely rise more slowly than in 1970. The effect of gains in economic activity, population, food consumption, and disposable incomes will be tempered by smaller increases in prices.

As the rise in food spending moderates and income continues to rise, the proportion of disposable income spent by consumers for food may resume the downward trend of the past decade. It averaged 16.7 percent in 1970, the same as in 1969, but below the 20 percent of 1960.