Fighting Hunger Worldwide

Project Number: 200494 | Project Category: Development Project
Project Approval Date: January 09, 2013 | Planned Start Date: December 01, 2012
Actual Start Date: July 01, 2013 | Project End Date: December 31, 2017
Financial Closure Date: N/A

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SPR Reading Guidance

Capacity Development and Support for the National School Feeding Programme


World Food Programme in Morocco, Kingdom of (MA)
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Country Context and WFP Objectives

Country Context

The Kingdom of Morocco is a middle income, net food importer country where the agricultural production fluctuates yearly as a result of weather variations.

Morocco engaged in a programme of wide-ranging reforms with the adoption of a new Constitution in 2011, which laid the foundations for a more open and democratic society, greater separation of powers, and increased decentralisation. The country's current coalition government is rolling out constitutional reforms and pursuing subsidy, pension and capital market reforms.

Morocco's steady per-capita income growth in recent years has contributed to eliminating extreme poverty and significantly reducing poverty, although disparities persist and employment remains low. Unemployment has remained at around 9 percent in recent years, and the poverty rate declined from 8.9 percent in 2007 to 4.2 percent in 2014; however, nearly 19 percent of the rural population are still living in poverty or are vulnerable. The agricultural sector employs 30 percent of all working people [1]. Morocco is ranked 126 out of 188 on the 2014 Human Development Index.

Female participation in the labour market is low at 26.5 percent compared to 75.8 for men. The share of female youth who are employed is very small—hardly 12 percent as a whole and only 5 percent in rural areas [2]. While only 21 percent of women are employed in non-agricultural sectors, women represent a major force in the agricultural sector which account for 52 percent of active women [3]. The United Nations Development Programme (UNDP) ranks Morocco 117 out of 155 countries on the 2014 Gender Inequality Index.

Morocco has undertaken an ambitious reform programme to increase access to education and improve the performance of the education system, contributing to significant improvements in literacy and enrolment rates at all levels. Yet, drop-out rates remains high. The number of out-of-school children aged 9-15 is estimated to exceed 800,000 children, representing 15 percent of the student population of this age group [4]. Financial circumstances, health problems, child labour, remote schools, parents' negative perception of female education, and early marriage are among the factors that help explain the high level of school drop-outs for girls [5]. Other challenges for the Moroccan education system include low daily attendance rates, as well as high teacher absenteeism due to additional non-teaching tasks, long travels or lack of adequate management and supervision [6]. In terms of gender-disparities in education, 20.7 percent of adult women have reached at least a secondary level of education compared to 30.2 percent of their male counterparts.

Morocco bears a “double burden” of undernutrition and overweight, and high rates of micronutrient deficiencies, concurrent with obesity in the population, indicate that dietary quality is not optimal. The percentage of Moroccans who are considered obese (17 percent) is significantly higher than the world average of 11.7 percent. While a large segment of the population is obese or overweight, the prevalence of stunting in children aged 6-59 months is at 15 percent, and micronutrient deficiencies such as anaemia (33 percent of the overall population) and vitamin A deficiency (15 percent of children 6-59 months old) persist [7]. Recommendations from the Food and Agriculture Organisation (FAO) and the World Health Organisation (WHO) emphasize food diversification intake to combat nutrition related diseases [8].

Response of the Government and Strategic Coordination

Education policies in the Kingdom of Morocco have been guided since 1999 by the National Education and Training Charter, which set ambitious goals particularly in terms of increasing access to education at all levels. In 2008, due to delays in implementation and unmet objectives, the Government launched the National Education Emergency Plan which laid out a comprehensive policy framework in order to significantly improve education outcomes and allocate substantial resources.

In 2012, the High Council for Education, Training and Scientific Research (CSEFRS) completed a comprehensive assessment of the education sector performance since 2000. A wide consultation with stakeholders involved 1,000 participants including teachers, parents’ associations, local authorities, private sector and non-governmental organisations between 2013 and 2014. Based on the sector performance assessment and stakeholders’ consultation, the CSEFRS developed and adopted a Strategic Vision for the Education Sector Reform for 2015-2030.

WFP’s activities in Morocco aim to strengthen national capacity and provide technical assistance to enable the Government to implement a more efficient, effective and sustainable school meals programme. The programme provides meals for 1.2 million school children in 11,500 primary schools, of which 70 percent are located in rural areas. The national budget allocates about 900 million Moroccan Dirham (USD 90 million) yearly to the National School Meals Programme. WFP and the Moroccan Government jointly developed a Plan of Action for the enhancement of the National School Meals Programme (2016-2018) in alignment with the first pillar of the Strategic Vision 2015-2030, which aims to ensure equality of opportunity and combat school dropout and repetition rates. The National School Meals Steering Committee, chaired by the Minister of National Education and consisting of members from the Ministry of National Education and the Ministry of Agriculture, was established in March 2014 to ensure a coordinated inter-ministerial approach for the optimisation of school meals in Morocco.

WFP's development project is in line with the first pillar of the United Nations Development Assistance Framework (UNDAF) 2012-2016 to support the education sector. WFP's activities contribute to Morocco’s efforts to combat malnutrition, promote food security, support smallholder farmers, and aim to strengthen the Government's capacity to implement the Sustainable Development Goals (SDGs). An enhanced National School Meals Programme can contribute to the attainment of SDG 4, ensuring quality education and SDG 2, achieving zero hunger, especially SDG target 2.1 to end hunger by 2030 and ensure access by all people to safe, nutritious and sufficient food all year round.

WFP activities in Morocco also support the attainment of SDG target 17.9, enhancing international support for implementing effective and targeted capacity building in developing countries to support national plans to implement all sustainable development goals, including through North-South, South-South and triangular cooperation.

By strengthening the Government's capacity to provide nutritious meals for school children and include nutritional education in school curricula, WFP supports the implementation of the National Nutrition Strategy 2011-2019, developed by the Government and the United Nations Children's Fund (UNICEF).

The review of the school meals programme included studies carried out by national consulting firms that were selected by the Government through public tender processes. WFP assisted the staff working on the studies, for quality assurance and to ensure compliance with WFP standards, through training sessions and missions conducted by WFP experts in Rabat.

WFP fosters South-South cooperation with governments working to improve their school meals systems in the Middle East and North Africa (MENA) region and with its Centre of Excellence against Hunger in Brazil, through the participation in study visits, sharing of experiences and best practices.

Summary of WFP Operational Objectives

In 2013, the Government of Morocco requested WFP's assistance to review the National School Meals Programme as a means to address dropouts, improve nutrition and strengthen learning, especially in rural areas. In response, WFP designed the Development Project 200494 (2013-2017), with an approved budget of USD 1.5 million, in order to enhance the technical capacity of education authorities to improve the implementation of their existing programme.

The project is being implemented in three phases: (i) an assessment of the existing school meals programme; (ii) the development of a Plan of Action for the improvement of national school meals, and (iii) study visits and sharing of experiences in school meals programmes in Brazil, Russia and countries in the Middle East and North Africa.
The Government requested WFP to extend its support for one year until December 2017 to provide continued technical assistance and support for the operationalization of the jointly drafted Plan of Action. WFP will continue to support the Government of Morocco, with capacity development and technical assistance activities framed under two components: (i) strengthen regulatory frameworks and tools in the areas of governance and normative guidelines; and (ii) design pilot activities of new implementation modalities in the area of school meals that are efficient, accountable, and support local development.

WFP will support the Government of Morocco in the design of innovative modalities to be piloted at local level, the implementation of which will be carried out by the Ministry of National Education. Enhancements to be fostered include the optimisation of the school meals value chain, with potential outsourcing of some activities; increased nutritional value of school meals; and the promotion of community participation.
Country Resources and Results

Resources for Results

The Capacity Development for School Meals in Morocco has been financed by a donation of USD 1.5 million to WFP received in 2012 as part of a partnership between the Government of the Russian Federation and WFP on school meals, fully funding all planned activities.

A budget revision 5 was approved in November, extending the project for one year, until end of December 2017. The budget revision was undertaken following a request from the Kingdom of Morocco for continued assistance to enhance the National School Meals Programme. Additional funding is not required for the planned activities during the one year extension of the programme, as the remaining funding from the initial donation suffice to enable WFP to provide the foreseen technical support for the implementation of the Kingdom of Morocco's Plan of Action for the enhancement of the National School Meals Programme.

Achievements at Country Level

A comprehensive education reform is underway as part of an effort to address regional disparities, boost academic performance and prepare young Moroccans for the modern labour market. WFP has successfully advocated for upgrading the National School Meals Programme and to leverage it as a social safety net which can guarantee nutritious meals for food-insecure populations in rural areas, as an essential component of the Vision 2015-2030 Education Reform and National Nutrition Strategy 2011-2019. The National School Meals Programme complemented Morocco's comprehensive social safety net programme, the National Initiative for the Support of Human Development Project (INDH) that ended in 2016. The INDH contributed to a reduction in the poverty rate from 26.7 percent in 2008 to 7.8 percent in 2011 and informed the strategy for a number of social programmes currently under development. [1]

Implementation of Evaluation Recommendations and Lessons Learned

Implementation of recommendations and lessons learned has mainly been conducted in the framework of project activities, such as the in-depth assessment of the National School Meals Programme, which took place in 2015. The findings of the assessment and the lessons learned from the study visits were incorporated into the Plan of Action for the enhancement of the national school meals programme (2016-2018).

An Operation Evaluation (OE) of WFP’s capacity development project for school meals in Tunisia was conducted in 2015. WFP has leveraged on the lessons learnt from Tunisia’s Operation Evaluation to refine project activities in Morocco, given the resemblance of the both projects in terms of objectives and approach. Among the recommendations were establishing a central entity that is charged with the management of the National School Meals Programme, conducting a detailed analysis of funding and disbursement mechanisms to schools, as well as an analysis of the capacities and constraints of local women producers to supply school canteens reliably and cost effectively. The recommendations supported the drafting process of the Plan of Action for the enhancement of the National School Meals Programme.

The Plan of Action’s main recommendations include: the establishment of an inter-ministerial National School Meals Steering Committee at central and regional level; strengthening of the legal frameworks; enhancing community

participation and developing the capacities of staff involved in school meals implementation at all levels; reviewing the geographic distribution of canteens, and increasing coverage in most vulnerable areas, particularly for middle schools; exploring partnerships with the civil society in general and local community-based organisations in particular; and increasing nutrition related actions, particularly in terms of including nutrition education into curricula. 

WFP and the Institute of Development Studies published a comprehensive study of Social Protection and Safety Nets in the Middle East and North Africa (MENA) [1]. The report confirms the value of school meals as a cost-effective approach to promote improved nutrition as well as access to education, and the need for a holistic approach to social protection in the MENA region.

Investing in school meals for multiple benefits

The Plan of Action for the enhancement of the National School Meals Programme, which was developed with WFP’s assistance and validated by the Moroccan Government in 2016, outlines concrete steps towards establishing a sustainable school meals programme. Leveraging on Morocco’s agricultural potential, the programme addresses challenges related to both nutrition and education in a cost-effective way.

Agriculture remains the backbone of Morocco’s economy, accounting for 15 percent of the country’s gross domestic product (GDP) and employing 46 percent of the total national labour force. In rural areas, forty-three percent of the population depend on agriculture for their livelihood and food security [1]. The geographical diversity of Morocco results in varied agriculture, with crops ranging from cereals and vegetables to fruit, nuts and olives. This array of produce significantly contributes to the country’s agricultural sustainability and food security, providing a basis for a potentially nutritious and healthy diet, if sufficiently stimulated.

In recent years, Morocco has seen an increase in obesity, particularly among women, with over 50 percent of women either overweight or obese. Rapid urbanisation and the adoption of Western diets high in refined carbohydrates, saturated fats and sugars, are contributing to the increase in numbers of overweight people and in chronic diseases such as diabetes [2]. To address this negative trend, WFP promotes a diverse and nutritious diet, based on local products and seeks to incorporate nutrition into school curricula.

The Plan of Action foresees the design of two pilot projects to be implemented by the Moroccan Government. The first pilot model entails the preparation of school meals at a high school or boarding school from where they are then distributed to other schools in their vicinity. In the second model, the procurement, preparation, transport and serving of nutritious meals is outsourced to an operator. This modality will ensure that some of the produce is sourced from local smallholder farmers and from women’s community-based organisations. The two pilots will be funded by the Moroccan Government.

By fostering links with local smallholder farmers, the school meals programme promotes efficiency and sustainability while stimulating the local economy. Local procurement further contributes to a more varied diet for schoolchildren based on fresh and unprocessed food, helping to combat the challenges related to the “double burden” of malnutrition and overweight.

The Plan of Action recognises that funding the improvement of the school meals programme is an investment that can bring about multiple benefits in health, education, social protection and local agricultural development - benefits that offset immediate costs and investments.

Project Objectives and Results

Project Objectives

The capacity development project’s overarching objective is to strengthen national capacity and provide technical assistance to enable the Government of Morocco to implement a more efficient, effective and sustainable school meals programme as an essential component of the 2015-2030 Education Reform Vision, as well as to advance the National Nutrition Strategy 2011-2019 which promotes a balanced diet and a healthy lifestyle in schools and universities. The project strives to ensure compliance with the international school meals quality standards outlined in WFP’s School Meals Policy.

WFP seeks to support the Ministry of Education’s efforts to improve the school meals programme, which in turn helps to make mandatory universal schooling for all children up to the age of 15 a reality, the schooling of girls being of particular concern. These efforts are pursued through a comprehensive assessment and review of the existing National School Meals Programme and the development of a Plan of Action to enhance it. The project aims to organise workshops and study tours for stakeholders to share experiences and foster South-South cooperation.

In 2017, WFP will provide continued technical assistance and support for the operationalisation of the Plan of Action. The objectives for this extended period are to strengthen regulatory governance frameworks and tools, including normative guidelines; and to support of the Moroccan Government in the design of school meals pilots that are efficient, accountable and support local development.

Approved Budget for Project Duration (USD)

<table>
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<th>Cost Category</th>
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<td>Indirect Support Costs</td>
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<td><strong>Total</strong></td>
<td><strong>1,500,000</strong></td>
</tr>
</tbody>
</table>

Project Activities

WFP continued to strengthen regulatory frameworks and governance tools in preparation for the design and implementation of school meals pilots that are efficient, accountable, and support local development.

WFP provided technical assistance to the Government of Morocco by taking part in the drafting of a Plan of Action for the improvement of the National School Meals Programme. The Plan of Action proposes to decentralise school meals management and transfer some responsibilities to the regional level. It further aims to strengthen the programme’s monitoring and management systems, increase capacity of stakeholders through education and training of staff, improve supply chains for school meals, and to develop guidelines for school meals management, nutritional guidelines and nutritious menus. The Plan of Action foresees the roll out of pilot projects, testing innovative approaches recommended by WFP.

A meeting of the National School Meals Steering Committee, chaired by the Minister of National Education and Professional Training, with the presence of the ministry’s Secretary General and directors of all the regional authorities of education (Académies Régionales) took place in July. The studies, results and recommendations of the comprehensive assessment of Morocco’s school meals programme were presented, including of the Systems Approach for Better Education Results (SABER) assessment (which took place in 2015); and the Plan of Action was validated. The Plan of Action drew on the comprehensive assessment’s recommendations to upgrade school infrastructure and develop a school meals strategy in order to leverage on the existing school meals programme.
The Plan of Action’s activities were based on WFP’s recommendations, in particular exploring ways to engage local actors such as parents associations in the management of school meals. The Plan of Action foresees government implementation of two pilots in order to test innovations in the modalities of school meals and envision the way forward for the wider enhancement of the school meals programme.

WFP facilitated South-South cooperation and learning. A Moroccan Government delegation participated in a study visit to WFP’s Centre of Excellence Against Hunger in Brazil in May, where they attended the centre’s School Feeding Day. The study trip offered an occasion for the Moroccan delegation to gain valuable insights on Brazilian social protection programmes and school meals and experiences from other countries. In particular, discussions centred on best practices and lessons learned with regards to the links between local smallholder production and the school meals systems. The Moroccan delegation attended the 11th International Seminar on Social Policies for Development, an event co-organised by the WFP Centre of Excellence against Hunger, the World without Poverty Initiative (WWP), the Food and Agriculture Organisation (FAO) and the Union of South American Nations (UNASUR).

### Operational Partnerships

WFP’s activities to support the Moroccan Government in improving the National School Meals Programme (NSMP) started in partnership with the Social and Industrial Foodservice Institute (SIFI). SIFI is a Russian non-governmental organisation (NGO) that worked in close partnership with WFP during the comprehensive multi-stakeholder assessment of the NSMP. SIFI supported WFP to ensure the comprehensive assessment was conducted according to the stipulated timeline and expected milestones, including a Systems Approach for Better Education (SABER) school meals workshop which took place in December 2014. In addition, SIFI was highly involved in support of the national consulting firms engaged in the comprehensive assessment studies.

The comprehensive assessment phase shed light on the state of the national capacity for school meals in Morocco and, coupled with the SABER results and study visits, informed the drafting process of the Plan of Action for the enhancement of the national school meals system. Following the conclusion of the comprehensive assessment phase, the partnership between WFP and SIFI concluded in December 2015. The drafting of the Plan of Action was led by the National School Meals Steering Committee (NSMSC), in close collaboration with WFP.

In addition to the Ministry of Education, the Ministry of Health is involved in improving the National School Meals Programme through their membership in the NSMSC. This steering committee will continue to carry out both planning and oversight of the implementation of the Plan of Action, with WFP support.

### Performance Monitoring

The project activities have been directed to strengthen the Moroccan Government’s capacity of the implementation and management of an improved National School Meals Programme at central level. The project’s monitoring plan is aligned with the activities and targets outlined by the Plan of Action.

The performance of the project has been monitored and documented through meeting minutes and reports, elaborated by WFP staff supporting the Moroccan Government during key project activities, such as drafting and validating the Plan of Action and the study trip to the WFP Centre of Excellence in Brazil.

Moreover, an honorary WFP representative based in Rabat liaised with the Government at a strategic level, ensuring a streamlined approach to school meals enhancement in line with national priorities and policy objectives.

### Results/Outcomes

The project aims to strengthen the Government’s capacity to improve its school meals programme at national, regional and local levels. WFP’s technical assistance was organised around international standards for the design and implementation of high-quality sustainable school meals programmes.

In line with the project plan, the outputs focused on strengthening governance tools and regulatory frameworks at the central level and facilitating best practice insights through South-South cooperation. The two technical activities realised during the reporting period were the development and validation of a Plan of Action for the enhancement of the National School Meals Programme, and a study visit to the WFP Centre of Excellence Against Hunger in Brazil. These activities were carried out following the in-depth assessment of the existing national school meals programme, in order to plan for the overall way forward for the improvement of this programme and promote...
nutritious school meals.

The development of a Plan of Action for the Enhancement of the National School Meals programme, followed by its validation in a National School Meals Steering Committee meeting presided over by the Minister of Education has been the most relevant outcome of the capacity development activities. The Plan of Action was validated in July 2016, with a total of ten government staff - three women and seven men - involved in the process.

In May 2016, a delegation of four government officials participated in a study visit to the WFP Centre of Excellence against Hunger in Brazil. The delegation attended a School Meals Day, where the links between local smallholder farmers and national school meals programmes were discussed, gaining insight into Brazilian best practices. They attended the 11th International Seminar on Social Policies for Development, and discussed Brazil's innovations in terms of social protection and social safety nets, such as the unified registry system - a mechanism to map the situation of the most vulnerable people throughout the country, taking account of their needs and enabling the social policy actions to be better coordinated.

The study trip provided the Moroccan delegation with an understanding of the multiple benefits of national school meals programmes, as well as of providing an opportunity to exchange on best practices, thus strengthening the government capacity to develop and assess the Plan of Action.

The baseline for the National Capacity Index (NCI) was set after a Systems Approach for Better Education Results (SABER) workshop which took place in December 2014. No SABER workshop was planned in 2016 to provide a follow up value for this indicator. However, the Plan of Action calls for activities which aim for improvements in all of the SABER quality standards, and was structured in alignment with its five pillars: i) policy frameworks; ii) financial capacity; iii) institutional capacity and coordination; iv) design and implementation and v) community participation. Progress on these dimensions would be captured by a subsequent SABER workshop. Following the SABER assessment process, the Government and WFP agreed to not set a numerical target for the NCI result of a second SABER, but use it to evaluate general progress.

The project activities have resulted in enhanced government capacity to improve its National School Meals Programme, notably by gaining valuable insight as to how the programme can be leveraged as an effective social safety net that addresses nutrition concerns, promotes community development through fostering links with local agriculture, supports poverty reduction, and increases access to education.

**Progress Towards Gender Equality**

WFP commenced its support to the Ministry of Education in the design of innovative modalities for the Government to pilot at regional and local level. Enhancements to be brought about include the optimisation of the school meals value chain and the promotion of community participation. The promotion of community participation will include efforts to encourage women and girl’s equal participation in decision-making.

Women in agriculture tend to be in temporary, low-paid employment, and are concentrated in low levels of agricultural value chains - most likely performing basic farming activities. Pilot projects will pay special attention to foster women’s opportunities by encouraging the participation of women-led community based organisations and non-governmental organisations, thus contributing to the creation of revenue-generating opportunities for women in rural areas. These experiences will promote the inclusion of women in rural areas into the school meals supply chain, through locally-procured fresh produce and/or in higher value added activities such as the preparation and delivery of school meals.

The Plan of Action for the enhancement of the National School Meals Programme acknowledges the importance of promoting gender equality through school meals interventions. The in-depth assessment showed that there is parity of access to school meals for girls and boys in primary and boarding schools, but a need to increase the proportion of girl beneficiaries in middle schools (which are limited in number, and often located far from girls’ households, requiring secure boarding opportunities). WFP advocated for such an increase of girl beneficiaries in middle schools, as well as to enhance boarding opportunities for girls in the framework of the Government’s Tayssir programme.

Moreover, WFP activities aim to develop implementation guidelines for school meals management, including nutrition guidelines for preparation of meals in primary, secondary and boarding schools, strengthening the overall access to better school meals in all levels and types of school, for boys and girls.
Protection and Accountability to Affected Populations

While the WFP Development Project consists of technical support and capacity development activities only, with no direct beneficiaries and no populations directly affected by the project activities, WFP seeks to ensure that the National School Meals Programme is in line with WFP's commitment for protection and accountability to affected populations, and that it does not compromise the safety, dignity or integrity of the children receiving school meals, or their families.

The Plan of Action for the improvement of the National School Meals Programme that is developed with WFP assistance, outlines a school meals programme that serves nutritious meals free of charge and unconditionally, to ensure equal access and avoid elements of stigma which could arise for beneficiaries of school meals. WFP encourages the establishment of school councils as a proactive means to engage parents, children and school staff, and to address any protection risks related to the provision of school meals. The school councils function to provide information to beneficiaries about the school meals programme, and to facilitate discussions about the school meals experience.

Moreover, WFP advocates for the Government to establish and maintain feedback mechanisms to ensure that parents and children are aware of their entitlements, and to provide them with a channel where they can share experiences of the school meals programme.
Figures and Indicators

Data Notes
Cover page photo ©WFP/Aziz Turki
Children harvest vegetables in a school garden.

Project Indicators

Outcome Indicators

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<th>Outcome</th>
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<td><strong>NCI: School Feeding National Capacity Index</strong></td>
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Output Indicators

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