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Summary report on the evaluation of the country strategic plan for Indonesia (2017–2020)

Executive summary

This evaluation of the country strategic plan for Indonesia was conducted between June 2019 and May 2020. To assess strategic and operational continuity it covers WFP activities implemented from January 2016 to June 2019. Taking a utilization-focused consultative approach, it serves the dual purpose of accountability and learning to inform the preparation of the next Indonesia country strategic plan.

Indonesia is a middle-income country with a complex legislative hierarchy and a strong national policy environment with regard to development, social assistance and health. Rapid economic growth have increased geographical disparities and gaps in food security and nutrition. It also faces frequent natural disasters. WFP shifted from direct food assistance to a country capacity-strengthening approach in 2016.

The evaluation found that the country strategic plan has had positive results despite the fact that it was implemented for only a few years with limited resources and faced other implementation challenges.

The country strategic plan design is coherent with national policies and development plans as well as United Nations frameworks. The country strategic plan addresses the needs of vulnerable populations and gender and protection considerations within the parameters of the capacity-strengthening approach adopted.

WFP is viewed by external stakeholders, including the Government, as an organization with technical expertise in emergency response, and food security and nutrition data collection and

In line with the Evaluation Policy (2016–2021) (WFP/EB.2/2015/4-A/Rev.1), to respect the integrity and independence of evaluation findings the editing of this report has been limited and as a result some of the language in it may not be fully consistent with the World Food Programme's standard terminology or editorial practices. Please direct any requests for clarification to the Director of Evaluation.

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analysis that has better technical relationships than high-level strategic relationships. The greatest contributions to capacity strengthening have been in the individual and institutional domains and in the two “pathways” of stakeholder programme design, delivery, monitoring and evaluation, and institutional effectiveness. WFP’s contributions align with substantive national-level improvements, although those contributions are not quantifiable.

At the same time, the implications of the country strategic plan being focused solely on capacity strengthening had not been fully identified before the country strategic plan was designed. The experience of the country strategic plan implementation highlights elements that should be adjusted to maximize the potential of this type of approach, including funding, alignment with Government systems, staffing structure and capacity, implementation of activities outside of a project framework, official agreements with relevant Government institutions, and the reporting system required to reflect gains from engagement in country capacity strengthening.

A particular need for the next country strategic plan will be to determine what needs to be changed to facilitate effective national policy discourse.

The evaluation makes seven recommendations for WFP in Indonesia: to make a strategic shift in direction, building on the success of its activities; to develop a systematic and in-depth analysis of partnership; to consider organizational modifications to facilitate engagement in policy fora; to operationalize lessons learned with relevant government entities; to pilot proposed adjustments to monitoring and evaluation and reporting systems; to reinforce WFP’s potential convening and coordinating roles; and to identify procedures for securing government funding.

Draft decision*

The Board takes note of the summary report on the evaluation of the country strategic plan for Indonesia (2017–2020) (WFP/EB.2/2020/6-C) and management response (WFP/EB.2/2020/6-C/Add.1) and encourages further action on the recommendations set out in the report, taking into account the considerations raised by the Board during its discussion.

* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

Introduction

Evaluation features

1. The Indonesia country strategic plan (CSP) evaluation was conducted between June 2019 and May 2020. In order to assess strategic and operational continuity, the evaluation covers WFP activities implemented from January 2016 to June 2019, assessing both the earlier Indonesia country programme (CP) (2016) and the CSP for 2017–2020. Through four main questions it assesses WFP's strategic positioning and the extent to which WFP has made the strategic shift expected under the CSP; the CSP's contribution to strategic outcomes; how efficiently the CSP was implemented; and the factors explaining WFP performance. This follows a country portfolio evaluation completed in 2014.
2. The evaluation was timed to provide evidence and lessons to inform the development of the next WFP CSP in Indonesia. The main users for this evaluation are the WFP Indonesia country office, the Regional Bureau for Asia and the Pacific, WFP headquarters technical divisions, the Government of Indonesia and other partners.
3. An independent external team undertook the evaluation using mixed methods, drawing on monitoring data, document review and semi-structured interviews with over 200 stakeholders at the national and local levels. Data collection, analysis and triangulation were carefully conducted to ensure the validity of findings and attention to confidentiality, gender and ethical considerations. The evaluation experienced some limitations in assessing the outcome of WFP capacity-strengthening activities due to gaps in indicators¹ and data and high turnover of stakeholders.

Context

4. With a population of 263 million, Indonesia is the world's largest island country, exposed to frequent natural disasters such as the recent earthquakes in Lombok and Sulawesi (2018) and a tsunami in the Sunda Strait (2018). Indonesia has been ranked as a middle-income country since 2010, although the rapid pace of economic growth has led to increased inequality and persistent geographical disparities in income, food security, education and gender equality, with 25.9 million persons living below the poverty line (USD 25/person/month).²

¹ This includes corporate country capacity strengthening (CCS) indicators and a lack of outcome indicators in the CSP logical framework and policy change indicators for tracking evidence for CSP-inspired policy change or the degree of policy influence.

² World Bank. 2018. Country Profiles <https://www.worldbank.org/en/country/indonesia/overview>.

TABLE 1: SOCIOECONOMIC INDICATORS	
Total population (1)	263 million
Life expectancy at birth (2)	69.4 years
Gross domestic product per capita (1)	USD 3 892
Human Development Index score (2)	0.707
Poverty level*	9.74%
Gender Inequality Index (2)	0.451
Prevalence of under 5 stunting ³	30.8% (2017)
Income Gini coefficient (2)	38.1 (2017)

* Overall Indonesia poverty rate (2018) 9.82% (1st semester) and 9.66% (2nd semester). Central Bureau of Statistics (2018): <https://www.bps.go.id/dynamictable/2016/08/18/1219/persentase-penduduk-miskin-menurut-provinsi-2007---2018.htm>

Sources: 1) World Bank World Development Indicators; 2) United Nations Development Programme Human Development Report – 2019. 2018 data unless noted.

5. Indonesia faces food security and nutrition challenges, ranking 70th of 119 countries on the 2019 Global Hunger Index. While food availability has improved, access to, and utilization of, food remain problematic. An estimated 20.2 million people were undernourished in 2017,⁴ with high levels of stunting in children under 5 and an increased prevalence of obesity in adults. The root causes of these nutrition patterns appear to be lack of knowledge of nutritious foods and poor dietary habits.⁵ Low literacy levels of women were also correlated with poor child feeding practices.⁶
6. The Government of Indonesia has a strong national policy environment with regard to development, social assistance and health. Not all policies have translated into action at the local level, however; they have been impeded by the country's complex legislative hierarchy and a decentralization process that was started in 2000 to transfer a significant range of responsibilities, including responsibility for budget allocations, to regencies⁷ and districts.⁸
7. The medium-term national development plan for 2015–2019 (RPJMN) drives the Government's commitment to achieving the Sustainable Development Goals (SDGs),⁹ aiming to improve the quality of life and address inequality through community development; increased welfare benefits and the narrowing of income gaps; increased productivity of the middle and lower economic classes and poverty reduction; and increased development without environmental degradation.
8. The United Nations partnership development framework (UNPDF) for Indonesia is aligned with the RPJMN objectives and articulates United Nations support for the Government with regard to poverty reduction, equitable sustainable development, livelihoods and decent

³ United Nations Partnership for Development Framework, 2018 Annual Report. https://www.un.or.id/component/bdthemes_shortcodes/?view=download&id=d171b369612cf3efbe9f5367bda75e.

⁴ Food and Agriculture Organization of the United Nations and others. 2018. *The State of Food Security and Nutrition in the World*. <http://www.fao.org/state-of-food-security-nutrition/2018/en/>.

⁵ 2017 Cost of Diet study sponsored by WFP and the Ministry of National Development Planning (Bappenas).

⁶ Ibid.

⁷ A regency is an administrative division at the sub-provincial level.

⁸ <https://www.adb.org/publications/government-decentralization-program-indonesia>.

⁹ Presidential Regulation No. 59/2017.

work; equitable access to social services and social protection; environmental sustainability and enhanced resilience to shocks; and improved governance and equitable access to justice.¹⁰

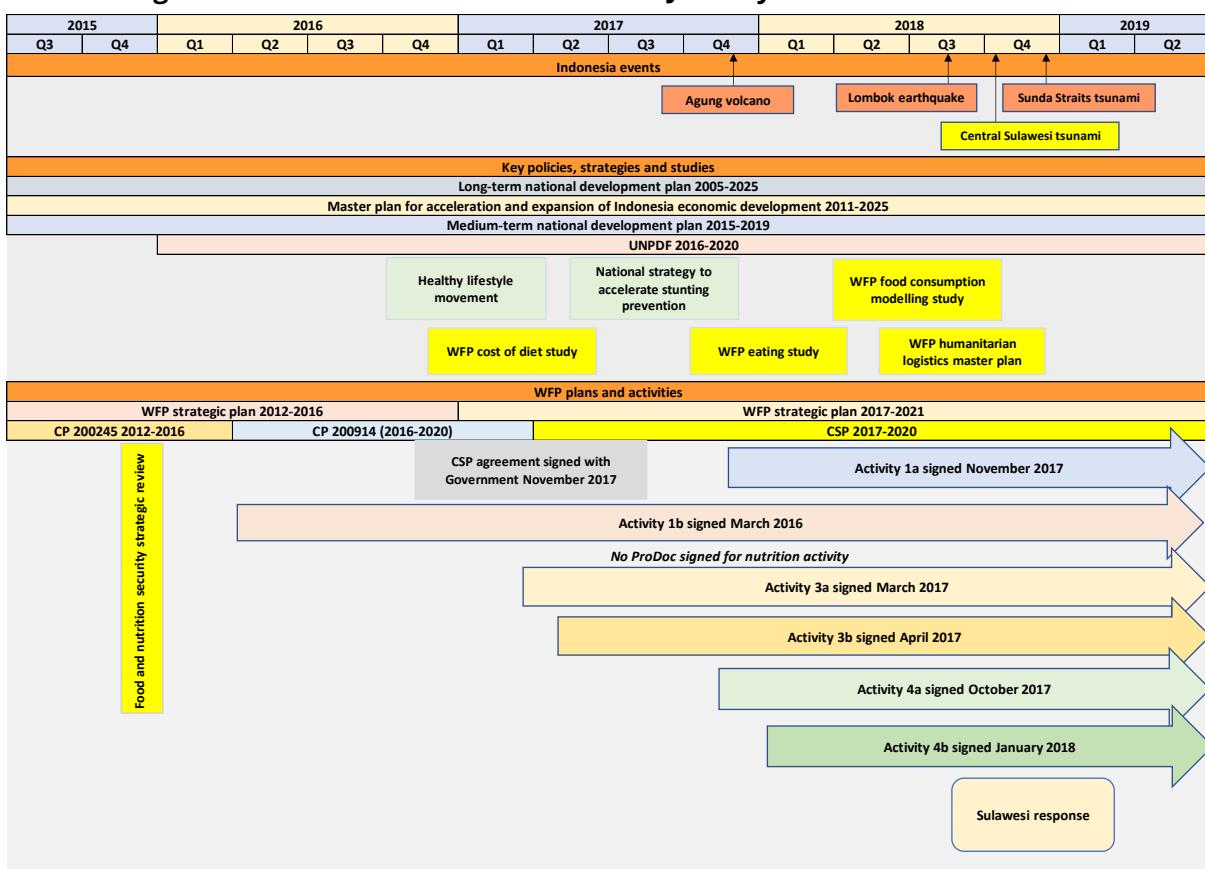
WFP country strategic plan

9. The Indonesia CSP for 2017–2020 was one of the first pilot CSPs in WFP. It aimed to continue the earlier shift from direct food assistance to country capacity strengthening (CCS), focusing on three strategic outcomes: i) reduced severe food insecurity; ii) improved dietary patterns; and iii) upgraded national logistics capacity. Key areas of focus included policy advice, technical capacity development, and knowledge-sharing to support the Government's development plan (Figures 1 and 2).

Figure 1: Line of Sight for CSP for 2017–2020			
Strategic Goal 1 (SDG 2)			
Support countries to achieve zero hunger			
Strategic Objective 1		Strategic Objective 2	
End hunger by protecting access to food		Improve nutrition	
Strategic Result 1 (SDG target 2.1)		Strategic Result 2 (SDG target 2.2)	
Everyone has access to food		No one suffers from malnutrition	
Outcome 1: Reduce severe food insecurity by 1 percent per year, prioritizing the most vulnerable people and regions using an evidence-based approach	Outcome 3: Indonesia's emergency logistics capacity will be upgraded to respond in a timely and coordinated manner to disasters	Outcome 2: An increased percentage of Indonesian consumers adopt a more balanced diet enabling Indonesia to meet its national desirable dietary pattern target of 92.5 by 2019	
Output 1.1: National and subnational food security and nutrition data collection and analysis systems enhanced	Output 3.1: National humanitarian supply network enhanced	Output 2.1: Tailored balanced diet promotional campaigns adequately delivered to targeted populations	Output 2.2: National social protection and school meal programmes designed to improve the nutrition status of recipients
Activity 1: Support the Government in collecting and analysing data on food security and nutrition for optimum policies and programmes	Activity 4: Enhance national and subnational emergency preparedness and response through the establishment of an integrated network of logistics hubs	Activity 2: Promote balanced diets to address undernutrition and overweight	Activity 3: Improve the efficiency and nutritional impact of national school meals and social protection programmes

Source: WFP Indonesia CSP (2017–2020)

¹⁰ UNPDF 2016–2020.

Figure 2: WFP CP and CSP overview from January 2016 to mid-2019

10. With a planned budget of USD 13 million, the CSP was funded only at 54 percent of total needs (table 2). Most of the funding for the CSP to date has come from private donors, the United States of America and Australia, followed by the United Nations Central Emergency Response Fund.

TABLE 2: WFP ASSISTANCE 2012–2018

Programme	Timeframe	Number of direct beneficiaries	Funds required (USD million)	Funds received (USD million)	Percent funded
CP 200945	2012–2016	417 000	41.9	16.3	39
CP 200914	2016–2020	N/A	14.8	1.4	9
CSP 2017–2020	2017–2020	N/A	13.0	7.0	54

Source: CP and CSP documents, WFP funding overview as of 9 April 2019.

Evaluation findings

To what extent are WFP's strategic position, role and specific contribution based on country priorities and people's needs as well as WFP's strengths?

Relevance to national policies

11. The CSP is aligned with the RPJMN and national policies related to food security and nutrition, as well as the UNPDF and the relevant SDGs.

Address needs of the vulnerable

12. All activities in the CSP address the needs of vulnerable people within the parameters of a CSP focused on capacity strengthening. Vulnerability analysis and mapping (VAM) has been used by WFP and the Government to improve the targeting of Government programming to the most vulnerable. WFP has indirectly contributed to supporting vulnerable populations in emergencies through its technical support for the National Disaster Management Agency and its contribution to the design of logistics hubs.

Adaptation over time

13. The CSP is relevant and overall evolved in a generally positive manner to adjust to emerging government priorities, while individual activities had varying degrees of success. Emergency preparedness and response (EPR) was the activity that was the most successfully adapted, followed by VAM, while school meals and nutrition did not adjust to changing government priorities as much as would be expected.
14. Nevertheless, WFP's influence on national discourse and policy development was limited by its initial strategic positioning. A capacity-strengthening approach in Indonesia requires a deep understanding of the government legislative structure and politically astute country office personnel with communications skills that allow them to engage with the Government effectively. These were lacking, and implementation of the CSP was influenced by approaches used in direct food assistance programming. WFP staff said that they would have appreciated more opportunities to discuss as a team the implications of a CSP approach at the design stage.
15. The potential to contribute to policy-level discussions on food security and nutrition was not fully exploited. Limitations in WFP knowledge management mechanisms, such as annual reports and logical frameworks, hampered the accurate reporting of achievements in analytical and communications products, as well as in discourse, and relationship building with government partners.

Comparative advantage

16. WFP's ability to play a coordinating and convening role among government ministries and partners was recognized by both WFP and government respondents as its primary comparative advantage, but the initial CSP strategic positioning did not explicitly reflect this.

Alignment with United Nations partnerships

17. Although WFP's primary point of contact is the Government, it forged partnerships with United Nations bodies including the Food and Agriculture Organization of the United Nations on a food security and vulnerability atlas (FSVA) and food security bulletins. The logistics cluster related to EPR was reactivated during the Sulawesi response and continues to be led by WFP.

What is the extent and quality of WFP's specific contribution to CSP strategic outcomes in Indonesia?**Outputs**

18. VAM products were among the most appreciated accomplishments cited by government stakeholders. The Government sees the WFP food consumption modelling study¹¹ as providing important inputs for new government plans. The FSVA and the Vulnerability Analysis Monitoring Platform for the Impact of Regional Events (VAMPIRE) were important data sources for enhanced decision making on targeting, including the rollout of the national school meals programme and presidential instructions regarding food security and nutrition.
19. Over the CSP implementation period, VAM activities shifted from more direct subnational engagement to support for national-level systems. Despite some challenges in managing strategic relationships with line ministries, there is strong consensus among government respondents that WFP's work in VAM was relevant, and its continued strategic engagement in high-level policy development is expected. Climate change adaptation and the forecasting of slow onset disasters is a particularly important emergent theme raised by both government and WFP stakeholders.
20. A planned campaign on nutrition messaging was not implemented due to resource shortfalls, while some nutrition-related assistance was provided to the Government under the umbrella of social protection.
21. WFP provided technical support to the Ministry of Education and Culture for the national school meals programme (SMP – Progas), which expanded from four districts in 2016 to 64 districts in 2018. WFP invested considerable human and financial resources in the programme, resulting in significant enthusiasm and buy-in by schools. However, changes in government structure have led to a lack of support for the programme and a 50 percent budget reduction in 2019. Ultimately, Progas was implemented in fewer than 15 percent of all districts in the country, and only five districts allocated local budgets to support the programme.
22. Several adaptive social protection activities were suspended due to funding constraints. Of those conducted, the cost of diet study in 2017 was one of the most appreciated WFP studies and is a good example of how long-term technical studies can contribute to shaping government policy in social protection. On the other hand, despite WFP investments in government social protection training modules, technical expertise was lost due to the turnover of government personnel. This illustrates the limited ability of a single technical product to produce policy change.
23. WFP continues to build and invest in strategic partnerships with the Ministry of Social Affairs, including its participation in national-level cash/voucher technical working groups. There is clear potential for WFP to contribute to the application of e-vouchers in national social assistance programmes and in government-led emergency responses.
24. EPR activities have seen the greatest expansion during the current CSP cycle, from being solely focused on the establishment of six logistics hubs to active engagement in multiple smaller emergencies. The Sulawesi response marked a positive turning point in WFP's role; although it took some time, WFP became the lead agency for the coordination of

¹¹ WFP, Food and Agriculture Organization of the United Nations, Government of Australia and Indonesia Ministry of National Development Planning. 2018. *Modelling the Future of Indonesian Food Consumption*. <https://www.wfp.org/publications/2018-modeling-future-indonesia-food-consumption>.

international logistics, with the overall response being coordinated by the Association of Southeast Asian Nations Coordinating Centre for Humanitarian Assistance on Disaster Management. All stakeholders were uniformly positive regarding WFP's role in the response. There is an expectation that the logistics cluster will continue, with WFP playing a lead role to address gaps in the national emergency response system.

Contribution to high-level results

25. **Strategic outcomes:** there has been substantive progress towards reducing food insecurity and some improvements in nutrition, as shown by proxy strategic outcome indicators developed by the evaluation team (see table 3).¹² However, it is not possible to assess the degree of impact WFP has had on national-level indicators, and potential contributions may vary by activity as indicated below.

TABLE 3: CSP STRATEGIC OUTCOME PROXY INDICATORS			
Outcome indicators	2016	2018	Change
Strategic outcome 1: Percent of population rated food insecure	12.7	8.2	-4.5 ppt
Strategic outcome 2: Desirable dietary pattern	88	90.7	+2.7 ppt
Strategic outcome 3: (implied) Establishment of six logistics hubs	0	0	0

Source: UNPDF 2019 report.

Abbreviation: ppt = percentage points.

26. **Capacity strengthening:** In the five CCS pathways (table 4), the greatest contributions of the CSP to capacity strengthening are in the individual and institutional domains and in the two pathways of stakeholder programme design, delivery, monitoring and evaluation and institutional effectiveness. Contributions in the enabling environment domain and the pathways of policy and legislation and strategic planning and financing were less significant.

¹² Because the country office did not report outcome-level indicators prior to its 2019 annual country report, for purposes of the CSP evaluation the evaluation team developed proxy indicators based on the CSP outcome statement and the UNPDF indicators "Percent of Population rated Food Insecure" and "Desirable Dietary Pattern". See also footnotes 1 and 16.

TABLE 4: QUALITATIVE SUMMARY OF CAPACITY CONTRIBUTIONS BY CCS FRAMEWORK					
	Activity 1: VAM	Activity 2: Nutrition	Activity 3a: SMP	Activity 3b: Social protection	Activity 4: EPR
Five pathways					
Policy and legislation					Light shading
Institutional effectiveness and accountability	Dark shading				Light shading
Strategic planning and financing	Light shading				
Stakeholder programme design, delivery, monitoring and evaluation	Dark shading				Light shading
Engagement of communities, civil society and private sector			Light shading		
Three domains					
Individual	Dark shading				Light shading
Organizational (processes, structures, procedures)	Dark shading				Light shading
Enabling environment (policy and resourcing)	Light shading			Light shading	

Dark shading = significant alignment; Light shading = somewhat aligned; white = minimal alignment.

27. **Sustainable Development Goals:** National performance against the SDG 2 indicators has evolved positively since the inception of the CP and CSP.¹³ It is likely that WFP has contributed significantly through VAM and EPR activities to Strategic Result 1 – SDG Target 2.1 and to a lesser degree to Strategic Result 2 – SDG Target 2.2 through nutrition, social protection and the school meals programme.
28. The scale of WFP programming in Indonesia is quite small in comparison to the size of the country and the capacity of the Government, and there are many other actors contributing to the country's progress. What can be inferred is that WFP contributions are aligned and positive, even if they are not quantifiable. Qualitatively, stakeholders see WFP as contributing more significantly to food security and emergency preparedness than to nutrition.

Gender

29. The country office has integrated gender considerations into its CCS activities, but this has not been a point of priority in the CSP. While there is no gender-specific indicator in the CSP logical framework, each individual activity did include some element of gender mainstreaming, including sex-disaggregation of data in government data collection platforms, advocacy for the involvement of local-level women's welfare associations in the Progas programme; the integration of gender considerations and sensitivity into a Ministry of Social Affairs study on resilient village committees; and planning for the recruitment of women volunteers for government-managed emergency response.

¹³ <https://sustainabledevelopment.un.org/memberstates/indonesia>.

Protection and accountability to affected populations

30. Protection considerations and accountability to affected populations were also considered within a CCS approach, although they are less relevant than they are in direct food assistance programming. Protection elements are most visible in the SMP and EPR programme support that involved interaction with specific affected populations. Schools were aware of the complaint mechanism, and WFP organized training on gender-based violence in emergencies and the prevention of sexual exploitation and abuse during the Sulawesi response. Subnational actors appreciated the support of WFP in integrating accountability and protection issues into the coordination of logistics and the management of the distribution of aid.

Sustainability

31. The Government programmes supported by WFP showed potential for sustainability in the areas of technical capacity development, systems development and policy framework, and strategic integration. Specific components within the WFP-supported programmes such as school feeding and the nutrition campaign may not have sufficient ownership or be supported by the appropriate level of Government to be sustainable. This has resourcing implications since ownership links to budget allocations within ministries. The turnover of both WFP and Government personnel created greater challenges for sustainability and negatively affected the ability to engage in sustained policy discourse.
32. The decentralization of Government systems has been a cross-cutting challenge, both in terms of allocating local budgets and cascading the effects of national capacity strengthening to subnational stakeholders. The involvement of the Ministry of Home Affairs is crucial for the achievement of sustainable multisectoral programming at subnational levels but has been largely absent from WFP agreements.

To what extent has WFP used its resources efficiently in contributing to CSP outputs and strategic outcomes?

33. The evaluation faced some challenges in assessing resource efficiency given the nature of the CSP (pure capacity strengthening) and limitations on data collection.

Timeliness and responsiveness

34. The completion of planned activities under the CSP was timely. At the same time, WFP's responsiveness to emergent opportunities was generally well-received but was at times slow, taking sometimes up to two years from initial government request to delivery of technical assistance.
35. Synchronizing the timing of WFP plans with those of government counterparts was a challenge. For example, government plans and the budget for 2019 were finalized by March 2018, while WFP finalized its equivalent plans in January 2019. This misalignment in planning affected efficiency and exposed WFP to potential reputational risk. The Government perceived WFP requests as coming late in its planning calendar, while WFP considered that Government requests often came at a time when WFP lacked funding to respond.

Resource efficiency and alternative measures

36. Capacity-strengthening approaches could potentially be considered more cost-efficient in terms of the number of indirect beneficiaries reached through Government programmes. While there has been no concrete evidence found during the evaluation to assess the overall cost-efficiency of delivering assistance, the CSP budget mechanism allows for relatively good cost-efficiency, flexibility and clarity for forecasting, with two important exceptions: the

difficulty of moving budget lines between the various activities and the earmarking of funding at the activity level, notably for school meals programming and the Sulawesi emergency response, which limited flexibility in responding to emergent requests or shifts in context.

What are the factors that explain WFP performance and the extent to which it has made the strategic shift expected under the CSP?

Use of existing evidence

37. The CSP was informed by a 2015 strategic review, and most of the review recommendations were integrated into its design. The shift to climate change adaptation changed to a more general focus on food security due to limited capacity in the country office at the time. Other evidence such as a WFP 2014 Indonesia country portfolio evaluation, a 2015 summary of Indonesia's poverty analysis; and a Systems Approach for Better Education Results analysis were also referred to by the country office at the CSP design stage.

Resource mobilization

38. Although the CSP is 54 percent funded overall,¹⁴ the level of funding for CSP capacity-strengthening activities is closer to 35 percent if the Sulawesi response funds are extracted from overall income.¹⁵ Despite extensive efforts by the country office, the anticipated funding from the Government has not yet materialized and the primary bilateral donors have drastically reduced their support.
39. To adapt to this funding shortfall, the country office adjusted the direction of programming; eliminated higher level WFP positions; and kept WFP national staff on short-term service contracts. A staff re-structuring exercise affected staff morale and a lack of investment in staff training may also have affected WFP's ability to engage in policy-level discourse with the Government.
40. Ways to obtain Government funding will be strategically important for the next CSP. Existing WFP corporate mechanisms and existing donor interests do not fit well with the CSP, focused as it is on CCS.

Partnerships and coordination

41. WFP has built a wide range of diverse relationships with multiple government entities (table 5). However, there is relatively limited inter-activity coordination and a tendency to compartmentalize rather than to seek strategic connections across CSP activities to build synergies. Government stakeholders also found the current WFP practice of signing agreements with individual line ministries to be less than optimally effective and this has limited WFP's ability to facilitate strategic linkages between line ministries.

¹⁴ CSP resource situation as of 9 June 2019.

¹⁵ Distribution contribution and forecast statistics, 23 June 2019.

TABLE 5: GOVERNMENT PARTNERSHIPS BY ACTIVITY (NATIONAL-LEVEL ONLY)				
Entity	Activity 1: VAM	Activity 2: Nutrition	Activity 3: Social protection	Activity 4: EPR
Ministry of National Development Planning				
Coordinating Ministry for Human Development and Cultural Affairs				
President's Office				
Ministry of Agriculture				
Ministry of Education and Culture				
Ministry of Health				
Ministry of Social Affairs				
Meteorological, Climatological and Geophysics Agency				
Food Security Agency				
National Board for Disaster Management (BNPB)				

Shaded = yes; unshaded = no.

42. Government respondents perceive that WFP currently has the best relationships at the technical and operational levels. At the same time, senior government officials would expect WFP to play a greater and more strategic role in national policy discourse, but the current predominance of project-based resourcing and the relative lack of more flexible funding limits the ability of the country office to do so.
43. Private sector partnerships were successful in the CSP. Good examples of technical and financial partnerships with Cargill observed in connection with SMP programming as well as a range of private sector partnerships in the Sulawesi response represent a possibility for further expansion in the next CSP cycle.
44. The capacity strengthening focused CSP for Indonesia highlights the need for staff at all levels to have the skills to engage in policy discourse, development arenas and strategic communication. This is a prerequisite for building strategic partnerships and requires investment in the professional development of staff, especially national staff. However, there is a lack of corporate resources for such staff capacity enhancement.

Additional factors for consideration

45. There are currently multiple parallel strategic planning processes under way in Indonesia in addition to the WFP CSP design process, in which WFP must invest its limited staff resources. While it is synchronized with the United Nations sustainable development cooperation framework (UNSDCF) cycle, the timing of the new CSP design is still out of sync with the development of the next medium-term national development plan and donor strategic plans, which has potential implications for future funding. WFP should therefore engage deeply in dialogue with government agencies as they develop their frameworks.

Conclusions

46. The CSP has achieved positive results despite being implemented for only a few years with limited resources and facing implementation challenges.
47. The CSP is coherent with policies of the Government of Indonesia, United Nations frameworks and WFP strategic priorities and has the potential to contribute to shaping the policy direction of the Government. The discrete CSP activities are appropriate responses to the needs of the poor and the most vulnerable people of Indonesia.
48. WFP's strategic position has been flexible in terms of responding to ad hoc requests and making needed adjustments. During CSP implementation, several new activities were added under the CSP umbrella, each with its own relationships. Individually, each of the new initiatives was appropriate and relevant. Collectively, their broad array of specific relationships across a range of themes and ministries dispersed energy and resource investment, which led to consequent challenges in WFP's effort to play a role in policy development. By forging high-level strategic connections, WFP would promote strategic analysis that would bring it closer to achieving the zero hunger commitment.
49. WFP is viewed by external stakeholders including the Government as an organization with technical expertise in emergency response, food security and nutrition. Hence, there is potential for WFP to engage holistically with multiple sectors within these areas of expertise. The changes in perspectives and relationships for WFP after direct coordination of the Sulawesi response suggest that there may still be a role for WFP's direct engagement in areas beyond EPR, where appropriate, even if the CSP focuses solely on government capacity strengthening.
50. WFP has contributed to the achievement of high-level outcomes, and there is an interest by the Government in continued WFP support. Building on its recognized technical expertise, with adequate funding and staff WFP could maximize its comparative advantage by bringing in international knowledge and playing a coordinating and convening role.
51. Gender and protection considerations remain relevant to the CSP with its capacity-strengthening approach. WFP's primary contribution to these issues has been in further nuancing and supporting sensitization towards gender and vulnerable populations during data collection, analysis and response and implementation of government activities.
52. The sustainability of WFP support largely depends on Government management and commitment. Those Government systems and programmes that have benefitted from WFP support are likely to be sustained, while high turnover of Government staff and decentralization of Government systems remain as potential threats to sustainability.
53. It is a challenge to assess cost-efficiency of the CSP since it is focused on CCS. While the CSP is aligned with the UNPDF and the UNSDCF, the lack of synchronization with Government workplans and budget calendars prevented WFP from influencing national and ministerial policy or being integrated into official planning, which was necessary to align implementation of activities and cost sharing support.
54. The implications of this type of CCS focused CSP, which was relatively new to WFP and the Government, had not been fully identified prior to its design. Elements such as staff profiles and capacities, flexible funding, alignment with Government systems and the arrangement of agreements would need to be adjusted to maximize the potential of this type of approach.

55. Funding shortfalls resulted in multiple cost-adjustment measures that influenced the staffing structure and programme focus. This in turn influenced WFP's ability to expand the high-level technical and communication expertise required for policy engagement. WFP may need to develop a different approach to funding not tied to specific activities in order to play a cross-functional CCS role.
56. The CCS approach in the Indonesia CSP requires expertise that goes beyond technical expertise in a particular field. This includes substantive political astuteness and communications expertise across all levels of staff, together with sensitivity to Government processes and protocols. The country office does not yet have sufficient human resource capacity to engage in policy development or discourse, nor are there sufficient corporate mechanisms or resources available to support it.
57. Multiple planning processes and lack of a corporate knowledge management system for capturing the investment and effort required for policy input and strategic relationship building¹⁶ also limited the country office's ability to carry out evidence-based reflection on strategic outcomes or to engage in strategic intersectoral coordination against high-level SDGs, which limited its visibility in the policy arena.
58. A particular need for the next CSP will be to make the adjustments required to effectively engage in national policy discourse, to maintain the ability to respond flexibly to emergent requests and to better align WFP systems, calendars and timing with those of the Government.
59. The evaluation team finds that there is great potential that the learning derived from the CSP implementation in Indonesia can be used not only by the Indonesia country office and the Government of Indonesia but also to inform global WFP capacity-strengthening corporate frameworks, administrative systems and strategic approaches in order to maximize WFP potential to implement capacity strengthening focused CSP approaches in middle-income countries.

¹⁶ It is noted that there is a new set of corporate tracking indicators being developed for CCS-focused CSPs, but these were not in use during the period under review.

Recommendations

60. The bulk of the recommendations involve strengthening the relationship building and communication components of the CCS-focused CSP in Indonesia. While many of these recommendations focus on the management and functioning of the CSP itself, additional considerations touch on corporate processes or structures, some at the overall United Nations level in a country. These corporate factors lie beyond the scope of the evaluation mandate but it is hoped that they can contribute to future evaluations and learning.

No.	Recommendation	Type	Who	Level of prioritization	When
1	<p>Strategic direction: As part of CSP design, WFP should build on successes and consider the development of the following strategic directions:</p> <ul style="list-style-type: none"> i) continue to emphasize VAM support through VAMPIRE and FSVA enhancements; ii) expand the scope of EPR beyond logistics and supply chain to areas such as resilience in villages, disaster committees, social protection programming in emergencies and emergency assessments; iii) Prioritize a multisectoral objective that targets slow onset drought and climate change adaptation, which could include food security forecasting, internally displaced person (IDP) forecasting, social programming for IDPs and social programming in emergencies; iv) Explore, in collaboration with the Government, possible and appropriate modes of direct engagement in the areas where WFP can exercise its technical comparative advantages to support the Government. 	Strategic	Country office, supported by headquarters (Programme – Humanitarian and Development Division (PRO); Research, Assessment and Monitoring Division (RAM); Climate and Disaster Risk Reduction Programmes Unit (OSZIR); Technical Assistance and Country Capacity Strengthening Service (OSZI); Emergency Operations Division (EME) and the Regional Bureau for Asia and the Pacific	High	Within 12 months

No.	Recommendation	Type	Who	Level of prioritization	When
2	<p>Partnership/engagement: As part of the new CSP design, WFP should develop a systematic and in-depth analysis and review of its existing network of relationships with partner ministries and agencies, including:</p> <ul style="list-style-type: none"> i) identification and mapping of interest groups and their positions, allies and representatives in targeted ministries and agencies; ii) an assessment of the quality of the technical, operational and strategic dimensions of relationships; iii) a network analysis to identify points of intersection and collaboration; iv) a gap analysis to identify new ministries, agencies and interests that are not yet part of WFP relationships but should be; and v) in-depth analysis of policy gaps and reforms required by the Government to achieve SDG 2. 	Strategic	Country office, supported by headquarters (PRO and OSZI) and the regional bureau	High	Within 12 months
3	<p>Direct engagement: WFP should consider additional office and organizational modifications in human resources to maximize its potential for policy input engagement. To that end, among other things, it should:</p> <ul style="list-style-type: none"> i) conduct an in-depth analysis of country office internal capacity to identify current skills and aptitudes for necessary roles for the new CSP and establish a senior level policy input communication advisor role within the country office; ii) consider staffing profiles based on the existing corporate CCS terms of reference and ensure that the staff in those positions have the appropriate skills for policy inputs and astute policy communication; iii) conduct re-training for all staff on skills required for cultivating relationships in policy input; 	Operational	Country office, supported by headquarters (PRO, OSZI and the Human Resources Division (HRM) and the regional bureau))	High	Within 18 months

No.	Recommendation	Type	Who	Level of prioritization	When
	<ul style="list-style-type: none"> iv) recruit and retain an increasing number of policy communication and analysis experts; v) develop peer-to-peer horizontal learning groups on CCS; vi) establish partnerships with highly knowledgeable and well-respected academics to help WFP better position itself in advocating policy development and reform; and, vii) strengthen regional bureau capacity for CCS and policy input communication by identifying a resource person to support programming and analysis related to the national legislative landscape, policy and implementation or strategic communication at policy fora. 				
4	<p>Legal agreements: WFP should consult with relevant Government entities regarding the operationalization of lessons learned from the CSP that will help it to engage better with Government, including:</p> <ul style="list-style-type: none"> i) exploring opportunities for signing technical agreements with the Government (ProDocs) at the level of the Ministry of National Development Planning, especially for multisectoral activities; ii) establish relationships and agreements with the Ministry of Home Affairs for all activities – including the inclusion of the ministry in ProDocs signed at the Ministry of National Development Planning to promote cascade effects from the national to subnational levels; iii) organize a Government collaboration process on identifying challenges to the synchronization of workplans, budgeting and resourcing systems and processes to allow for better integration. 	Operational	Country office, supported by headquarters (PRO and OSZI) and the regional bureau	High	Within 6–12 months

No.	Recommendation	Type	Who	Level of prioritization	When
5	<p>Internal reporting and monitoring and evaluation processes: WFP should consider piloting adjustments to the reporting and monitoring and evaluation systems and tools to better capture progress towards the achievement of long-term strategic outcomes. Key steps include:</p> <ul style="list-style-type: none"> i) document review of existing templates; ii) consultations and discussions with WFP personnel, including former leadership, to identify gaps in current reporting, areas where staff resourcing is frequently allocated and how to encourage adaptations and flexible response to emergent needs; iii) piloting of capacity-strengthening indicators recently developed by headquarters; and iv) allocating a review and adjustment exercise after one year of piloting – perhaps through a decentralized evaluation or within the framework of a mid-term CSP review process (during the third year of a five-year CSP). 	Operational	Country office, in collaboration with the regional bureau and headquarters (PRO, RAM, OSZI and the Corporate Planning and Performance Division (CPP))	Medium	Within 18 months Within 39 months
6	<p>Coordination and convening: Building on WFP comparative advantages, during the design of the next CSP the country office, with regional bureau support, should establish mechanisms or arrangements that reinforce WFP's potential convening and coordinating roles, taking advantage of existing global WFP knowledge and experience to inform national capacity strengthening, including:</p> <ul style="list-style-type: none"> i) increased participation in, and convocation of, working groups and clusters; ii) creating horizontal peer-to-peer WFP working groups (recommendation 3-v) and contracting and maintaining high-level positions (recommendation 3-i). 	Operational	Country office, supported by the regional bureau	Medium	Within 18 months

No.	Recommendation	Type	Who	Level of prioritization	When
7	<p>Resource mobilization:</p> <p>a) Given the importance of Government funding for future CSP work in the country, to inform the next CSP cycle WFP should identify guidance protocols for securing Government funding within a CSP focused on CCS as part of a larger resource mobilization strategy that includes traditional and private sector funding.</p> <p>b) To support this approach and Government funding focus, WFP headquarters should develop a lessons learned exercise, including:</p> <ul style="list-style-type: none"> i) integrating a multi-country lessons learned review of WFP experiences with Government financing, including an in-depth analysis of policy structures, budgeting frameworks and timing mechanisms that may present barriers to implementation; ii) convening peer exchanges for WFP staff from similar capacity strengthening country offices for horizontal learning; iii) convening government stakeholder consultations with multiple countries, where possible, to assess challenges and opportunities for this type of WFP relationship. 	Operational	<p>Country office, supported by headquarters (PRO, OSZI, the Public Partnerships and Resourcing Division (PPR) and CPP) and the regional bureau.</p> <p>Headquarters (Partnerships and Advocacy Department (PA) – Strategic Partnerships Division (STR) PPR, supported by PRO, OSZI and CPP)</p> <p>Headquarters (STR)</p> <p>Headquarters (PA – STR, PPR, supported by PRO, OSZI and CPP)</p>	Low	<p>Within 12 months</p> <p>Within 27 months</p>

Acronyms

CCS	country capacity strengthening
CP	country programme
CPP	Corporate Planning and Performance Division
CSP	country strategic plan
EPR	emergency preparedness and response
FSVA	food security and vulnerability atlas
IDP	internally displaced person
OSZI	Technical Assistance and Country Capacity Strengthening Service
PPR	Public Partnerships and Resourcing Division
PRO	Programme – Humanitarian and Development Division
RAM	Research, Assessment and Monitoring Division
RPJMN	medium-term national development plan for 2015-2019 for Indonesia
SDG	Sustainable Development Goal
SMP	national school meals programme
STR	Strategic Partnerships Division
UNPDF	United Nations partnership development framework
UNSDCF	United Nations sustainable development cooperation framework
VAM	vulnerability analysis and mapping
VAMPIRE	Vulnerability Analysis Monitoring Platform for the Impact of Regional Events