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**WFP Policy Engagement and Technical Assistance for the National Nutrition Programme for School Children in Indonesia (Progas): Learning, Conclusions and the Way Forward**

Program Gizi Anak Sekolah (Progas) 2016–2019



April 2021

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## Executive Summary

The National Nutrition Programme for School Children in Indonesia, Program Gizi Anak Sekolah (Progas), was operational between 2016 and 2019, funded through the Ministry of Education and Culture's (MoEC's) national budget. It reached 339,414 school children in 2,135 schools in 22 provinces over this period. Progas promoted healthy behaviours and improved intake of nutritious food and primary school children's nutrition knowledge. A nutritious meal was served at school three times a week. The World Food Programme (WFP), with support from private sector donors (Cargill and Evolve), technically assisted the programme design, implementation and monitoring at national and subnational levels during this period. It also engaged in policy dialogue to institutionalize school feeding into the country's education and nutrition support systems.

The central Government's support for school feeding in Indonesia concluded in 2019 with the end of national-level funding for Progas, in alignment with the 2020–2024 National Medium-Term Development Plan (RPJMN), which focuses on stunting reduction of children under two years of age.

This report presents the efforts, good practices and learnings identified from WFP's policy engagement and provision of technical assistance for school feeding in Indonesia. They are intended to inform the Government, national and subnational stakeholders and development partners, including WFP, and provide a basis for future endeavours to improve the nutritional status of school-aged children.

The identification of learnings and conclusions are structured along the five pathways of WFP's framework for policy engagement and technical assistance to government programmes:<sup>1</sup> (1) policies and legislation; (2) institutional effectiveness and accountability; (3) strategic planning and financing; (4) stakeholder programme design, delivery, and monitoring and evaluation (M&E); and (5) engagement and participation of communities, civil society and the private sector. In addition, the implementation of Progas in the Pidie District of Aceh/Nanggroe Aceh Darussalam (NAD) serves as a success case for local government commitment and budget allocation to school feeding. Results from the Systems Approach for Better Education Results (SABER) study, a cost-benefit analysis and Progas surveys are incorporated to validate conclusions.

### Pathway 1: Policies and Legislation

#### Learning:

- **Sustainability of school feeding was hampered by an incomplete policy framework and lack of a national strategy or road map for Progas expansion.** It resulted in an unstable central level budget allocation and lack of systematic planning and budgeting for local level implementation.
- **Sustainability was further constrained by lack of subnational ownership within the decentralized education system.** When ownership and budgetary support was transferred from the MoEC authority to the regional authorities, there was inadequate policy support, insufficient ownership, limited budget allocation and not enough local level implementation capacity. Therefore, without national resources, the programme could not be sustained at the district and sub-district level.
- **Insufficient awareness and utilization of the national policy framework at the subnational level.** The central policy and regulatory framework in which Progas was embedded, such as the Presidential Instruction on Healthy Living Community Movement (GERMAS) and the Presidential Regulation on Strategic Policies on Food and Nutrition, were not well known nor adequately disseminated to district governments. Thus, subnational authorities were not enabled to utilize the existing central regulatory framework to sustain Progas.
- **Persistently high stunting rates have led the Government to prioritise nutrition for children under two years of age and pregnant and lactating mothers,** as reflected in the RPJMN 2020–2024. Thus, the importance of the nutritional status of school children in solidifying the nutritional

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<sup>1</sup> WFP. 2016 and 2020. *WFP Corporate Framework for Country Capacity Strengthening (CCS)-CCS Toolkit Component*. This paper summarizes positioning, rationale, framework and approach to operationalization of country capacity strengthening in the context of WFP Country Strategic Plans: <https://newgo.wfp.org/documents/two-minutes-country-capacity-strengthening>.

gains of the first 1,000 days has not yet been fully realized. As a result, budgetary commitments have shifted from school feeding to other nutrition needs, leaving the significant potential of school children untapped.

### Conclusions:

- **Coordination among (sub)national stakeholders and between national and subnational levels is key to ensuring relevance to national priorities and local ownership.** Determining the relevant national policy framework from the start and alignment with and of regional priorities appears essential for the sustainability of nutrition and other programmes in education.
- **Without a policy framework and national strategy in place to improve nutrition of school-aged children, nutrition programmes will not be integrated into education.** A framework and strategy in alignment with national education, social protection, health, and other government programmes and initiatives is needed to support such integration. It is crucial that national stakeholders realize the importance of investing in nutrition beyond the first 1,000 days, to maximize human development potential in children's lives and consolidate the gains made in the first 1,000 days.
- **Improving nutrition of school-aged children needs a system for policy dialogue with high-level decision makers, including parliament at central and local levels,** based on evidence and new or enhanced models agreed to.

## Pathway 2: Institutional Effectiveness and Accountability

### Learning:

- **Limited inter-ministerial and inter-sectoral coordination and collaboration at central level.** The result was that the alignment and synergy between the sectors that are essential for successful school feeding implementation were limited.
- **The nonexistence of a formalized district mechanism for cross-sector coordination limited the programmatic decision making and resource allocation.** District-level multisectoral coordination forums were found ineffective as they lacked regulatory support. This led to the inability of district governments to position school feeding as a programme priority with secured budget beyond one year.

### Conclusions:

- **Cross-sector collaboration is needed to achieve results in improving the health and nutrition of school-aged children.** It can enhance programme quality and effectiveness and should cover not only nutrition but also health, agriculture, water and sanitation, social protection and education. A multisectoral coordination mechanism would help support evidence review in the sector as well as policy and strategy discussions among the members together with relevant development partners. It is equally important to support the communication channels between national and local bodies working on nutrition in education.

## Pathway 3: Strategic Planning and Financing

### Learning:

- **The lack of subnational year-to-year resource and budget allocation was a limiting factor for school feeding.** Less than 15 percent of targeted districts had allocated a budget for one year of implementation, and only one had a multi-year allocation. As at central level, at district level resources were often prioritized towards stunting reduction. This left limited resources to commit to nutrition for school-aged children. Allocating resources to improve the nutritional status of school-aged children was difficult because there was and is no binding regulation to do so and they are not among the main target groups of the National Strategy for Acceleration of Stunting Reduction 2018–2024.
- **The relatively high unit cost of the Progas school feeding model was not sustainable.** Inclusion of associated costs other than meals, such as fuel, transportation, incentives for cooks, monitoring and evaluation and school-fee management put an upward pressure on the unit cost.

- **Underuse of local nutritious recipes led to limited local ownership and acceptance.** People who were responsible for organizing and preparing meals had little knowledge of the nutritious values of local ingredients and recipes.
- **Limited reliance on and engagement of local resources, especially women's association (PKK) volunteers.** The role of the PKK volunteers was to create high-quality menus based on local ingredients. The existence of a menu with meals that appeal to local families, however, is not sufficient if it does not meet the nutritional needs of school children. Also, the nutritional knowledge related to availability and use of local products appeared limited.

### Conclusions:

- **A life-cycle approach needs to be the basis of good nutrition for all.** It is important that all stakeholders, including consumers, producers, governments and others are aware that supporting a child's first 1,000 days does not come in isolation. If attention to good nutrition is lost after age two, there is a high likelihood that nutritional gains are also lost.
- **Nutrition education only works well if it is suitable to local context.** It was observed that too high unit costs, lack of engagement of local farmers and insufficient collaboration with women's associations (PKK) volunteers reduced the programme effectiveness.

## Pathway 4: Stakeholder Programme Design, Delivery and Monitoring and Evaluation

### Learning:

- **Limited stakeholder ownership due to lack of consultation.** There was insufficient consultation on targeting and limited involvement of local government during the preparation of the school-feeding programme, resulting in low commitment to replicating and sustaining the programme at the local level.
- **Nutrition education materials were available, but delivery at the school level was inadequate.** The MoEC provided one set of printed nutrition education materials for each targeted school. This package has not been integrated into the curriculum, and the delivery of nutrition education is not supported by the teachers' capacity. It is often considered as an additional activity for the teachers.
- **Using local vegetables and fruits in every meal served was adhered to,** but the use of the right portions would have needed to be ensured.
- **Linking local farmers with individual schools** for direct supply was not sufficiently built up.
- **School garden and fishpond activities were promoted at schools but insufficiently taken up.** The addition of school garden and fishpond activities into school nutrition guidelines, modules and trainings was successful, including the effort to connect schools with their district agriculture and fishery offices for technical support and the provision of seeds. Still, school gardens and fishponds were insufficiently used for nutrition learning at schools.
- **Gender equality was promoted but engagement of men from the community was not strong.** The school feeding programme promoted the participation of women and men, starting with the participation of local farmers, maintenance of school gardens, nutrition education and programme monitoring activities. Nonetheless, the engagement of men in meal preparation was not strong.
- **The established monitoring and reporting online system improved accountability,** but the compliance of users such as schools and the District Education Office (DEO) would have needed to be strengthened to support programme effectiveness and quality.

### Conclusions:

- **Engagement of local authorities from the onset enhanced local ownership and enabled better planning.** A close collaboration between DEO and District Agriculture Office (DAO) as well as with village/sub-district government would be essential to ensure that nutrition in education programmes serve the needs of the local schools and communities.
- **Limited capacity of teachers to deliver nutrition messages to children hampers the effectiveness of programmes that aim to improve the nutritional status of children in schools.**

If nutrition messages are not included in school curriculums and teachers do not have such capacity, it will be difficult to achieve an improved nutritional status of children.

## Pathway 5: Engagement and Participation of Communities, Civil Society and the Private Sector

### Learning:

- **Private sector engagement through corporate social responsibility funds and pilot project activities was appreciated by the respective local governments.** It facilitated replication of the programme beyond the government-supported school-feeding areas and promoted the consumption of fruits and vegetables by school children.
- **In-kind community contribution was not sufficient.** Community participation in school feeding was limited to parents' provision of eating utensils and daily drinking water, and involvement as members of cooking groups or school committees. Thus, the potential of in-kind contributions from the surrounding communities was not sufficiently explored.

### Conclusions:

- **Private sector engagement at school, local and central levels has the potential to make nutrition in education programmes more acceptable and sustainable.** The private sector is a critical partner for mobilizing financial resources, enhancing programme quality and opening opportunities for policy dialogue and technical assistance.
- **Community members are an equally important group of stakeholders to make nutrition in education programmes more viable.** Involving them, and acknowledging and promoting their contributions strengthens ownership and commitment.

## The Way Forward for WFP Indonesia

Despite the conclusion of the Progas school-feeding programme in 2019, nutrition for school-aged children should remain a priority. The Government of Indonesia and other stakeholders acknowledge the existing nutrition challenges for school-aged children especially in light of the aggravating impact of coronavirus disease (COVID-19) through school closures and their implications on education. The focus on improving the nutritional status of school-aged children must remain high on the agenda, and strengthening the inter-relationship between education, nutrition and health is one of the avenues to follow.

WFP Indonesia through its Country Strategic Plan (CSP) 2021–2025 aims to support the Government of Indonesia in reaching out to people who are vulnerable to malnutrition, which definitely includes school-aged children. WFP foresees the following steps in its engagement for school-aged children.

1. WFP will continue emphasizing the importance of leaving no one behind, which includes ensuring good nutrition for school-aged children to solidify the achievements made in the first 1,000 days. WFP will continue to support improved nutrition for school-aged children through policy dialogue and advocacy, and work towards stronger integration of nutrition outcomes for vulnerable groups throughout the life cycle into government social protection and education programmes.
2. In close collaboration with the Ministry of National Development Planning (Bappenas), WFP will facilitate multisector coordination for improved nutrition of school-aged children through existing government platforms.
3. WFP will conduct assessments of barriers and enablers, to identify policy gaps and areas for improvements and provide recommendations to address these.
4. WFP will support the Government in strengthening advocacy; conducting social and behaviour change communication campaigns to improve nutrition for school-aged children; and enhancing nutrition knowledge of teachers, facilitators, parents and caregivers through existing social protection programmes and primary schools.
5. WFP will endeavour to support the Government in adapting and strengthening existing social protection programmes to increase access to healthy diets for school-aged children and promote

positive behaviours. Moreover, in partnership with other stakeholders, WFP will be ready to support the integration of nutrition education materials for school-aged children into the primary school curricula and improve the quality of nutrition education through teacher trainings.

6. WFP will involve its Centre of Excellence in Brazil to expand engagement of stakeholders. It will put together the four work streams to support the Government through (1) sharing knowledge and best practices, (2) promoting increased investment in School Health Nutrition, (3) acting in partnership to improve and advocate for School Health Nutrition, and (4) strengthening programmatic approaches in key areas.
7. WFP will seek opportunities to align with the relevant policies and guidance of the Association of Southeast Asian Nations (ASEAN) for improvement of nutrition of school-aged children.

# Chapter 1. Introduction

## 1.1. Background

The National Nutrition Programme for School Children, Program Gizi Anak Sekolah (Progas), was a school-feeding programme of the Republic of Indonesia's Ministry of Education and Culture (MoEC) implemented from 2016 to 2019. It targeted primary school children and aimed to promote healthy behaviours, improved nutritional intake and enhanced ability to learn. The programme consisted of three components: delivery of healthy breakfast, nutrition education and behaviour change. Under the WFP Country Strategic Plan (CSP) 2017–2020, WFP provided technical assistance and engaged in policy dialogue with the MoEC, based on its own expertise and experience in implementing school meals using local foods in Nusa Tenggara Timur (NTT) and Papua provinces. WFP shared knowledge, expertise and best practices to support the Government at (sub)national levels.

WFP received funds from the private sector for the provision of technical assistance and its engagement in policy dialogue on school feeding. Cargill, a global food corporation, simultaneously introduced such school feeding near Cargill operations with their corporate social responsibility fund. Cargill Indonesia paid the cost of meals directly to an implementing local non-governmental organization (NGO) that oversaw schools' purchase, delivery and preparation of meals. WFP provided technical assistance to this NGO and local governments, to ensure they met the standards of the central Government's school feeding programme. WFP also provided technical advice to the local NGOs, which were engaged in the oversight of school feeding implementation in areas funded by Cargill.

## 1.2. Purpose

The overall objective of this report is to document the outputs and lessons from WFP's contributions to the Government of Indonesia's National Nutrition Programme for School Children (Progas). The analysis focuses on the following dimensions:<sup>2</sup>

- the relevance, effectiveness and sustainability of WFP's policy dialogue and technical assistance engagement in support of Progas;
- the documentation of good practices, gaps and lessons; and
- learning, conclusions and a way forward for a comprehensive approach to improving nutrition for school-aged children.

The target audience of this report includes WFP, donors such as Cargill (main contributor), Evolve (funded the pilot project on strengthening nutrition education materials), WFP Friends Japan (contributor) and the WFP Centre of Excellence in Brazil. Other users are government stakeholders from various sectors, working on school feeding at (sub)national level: the National and Regional Development Planning Agencies (Bappenas and Bappeda), the Coordinating Ministry of Human Development and Cultural Affairs (Kemenko PMK), the Ministry of Home Affairs, MoEC (the budget owner of Progas) and Provincial and District Education Offices. The audience also includes the Ministry of Health (MoH), Ministry of Agriculture (MoA), Ministry of Religious Affairs (MoRA), Ministry of Villages, Disadvantaged Regions and Transmigration (MoVDR) and other government stakeholders; the national and international civil society; the United Nations and other international development partners; and academia and research institutions engaged in health and nutrition for school-aged children.

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<sup>2</sup> WFP. 2016 and 2020. *WFP Corporate Framework for Country Capacity Strengthening (CCS)–CCS Toolkit Component*.

### **1.3. Methodology**

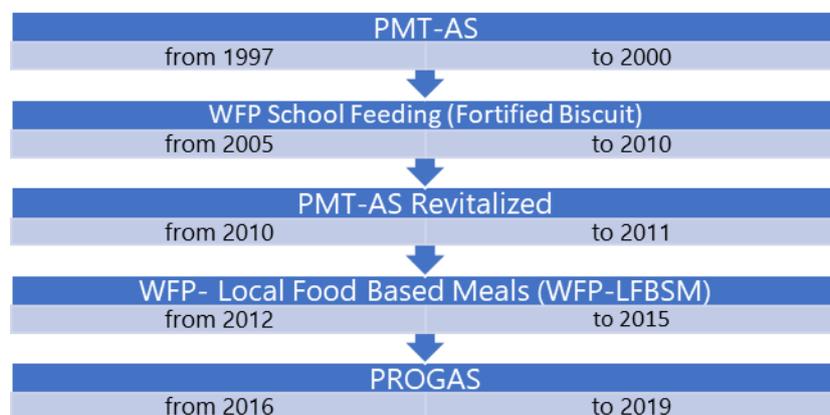
This report is based on analysis and desk reviews of monitoring reports; baseline and end-line studies; findings, conclusions and recommendations of external and internal assessment reports; annual country reports and the CSP 2017–2020 evaluation report.

## Chapter 2. History and Evolution of School Feeding and WFP's Role

### 2.1. School Feeding in Indonesia

Figure 1 and Table 1 present the evolution of school-feeding programmes in Indonesia.

**Figure 1: Evolution of School Feeding in Indonesia**



**Note:** PMT-AS=Pemberian Makanan Tambahan-Anak Sekolah.

The Government of Indonesia through the MoEC launched its first national school-feeding programme for primary schools (Pemberian Makanan Tambahan-Anak Sekolah/PMT-AS) in 1997, following the issuance of Presidential Instruction No.1/1997.<sup>3</sup> It targeted 2.3 million students in disadvantaged rural areas across 175 districts of 21 provinces outside of Java and Bali.<sup>4</sup> Aimed at improving students' physical fitness, attendance rate and learning outcomes, nutritious snacks made from local ingredients were served three times a week. Funds were transferred to school committees to plan, manage and account for programme implementation. This programme was discontinued due to a budget cut in 2000 in line with the implementation of the regional autonomy policy, with primary and secondary education put under the authority of local governments.

From 2005 to 2010, WFP implemented a school-feeding programme for over 800,000 primary school children in the provinces of NTT, Nusa Tenggara Barat (NTB), East Java, North Sumatera, South Sulawesi and Aceh/NAD as well as in the Greater Jakarta area (Jabodetabek). This programme combined the distribution of micronutrient-fortified biscuits with health, hygiene and nutrition education through improved teaching materials and techniques under the umbrella of the School Health Coordination Board of the MoEC. The biscuits were locally produced and fortified according to WFP specifications, approved by the MoH and distributed by WFP and cooperating partners. Teachers were responsible for distributing the biscuits and imparting nutrition education.

In 2010, PMT-AS was re-introduced and implemented by MoEC and MoRA. It covered primary school children across remote isolated villages in 27 provinces, in one district per province. The aim was to improve the nutritional status of school children with reference to Presidential

<sup>3</sup> Presidential Instruction No.1 issued in 1997 on PMT-AS was the first school-feeding policy issued in Indonesia to support the 9-Year Basic Education Obligatory Learning through the Nutrition and Health Improvement Programme for primary school children from public primary schools (SD) and Islamic schools (MI).

<sup>4</sup> Indonesia's National Medium-Term Development Plan, 1998–2002.

Instruction No. 1/2010.<sup>5</sup> The programme provided breakfasts using local foods at school three times a week and covered almost 1.4 million students in kindergartens and primary schools, including the Islamic schools Raudhatul Athfal (RA) and Madrasah Ibtidaiyah (MI).<sup>6</sup> The programme was implemented until 2011, following the *National PMT-AS Guidelines* issued through the Ministry of Home Affairs Decree No.18/2011.<sup>7</sup> It was discontinued following a budget cut by the Parliament as a result of delays in fund transfers to schools, weak implementation capacity and lack of training and guidance from central government, and lack of adequate monitoring and reporting.<sup>8</sup>

**Table 1: Evolution of School-Feeding Programme in Indonesia, 1990s–2019**

Programme Component	PMT-AS 1997 - 2000	Fortified Biscuit-based School Meals 2005 - 2010	REVITALIZED PMT-AS 2010 - 2011	WFP - LFBSM 2012 - 2015	PROGAS 2016 - 2019
Intervention	* Government Programme	* WFP Programme	* Government Programme	* WFP Programme in support to PMT-AS revitalization	* Government Programme
Type of intervention	* Supplementary feeding for school-aged children	* Supplementary food for school-aged children	* Supplementary feeding for school-aged children	* Local food-based school meal (LFBSM): an integrated model using school as an entrypoint	* Nutrition programme for school children
Target area	* Implemented nationwide	* NTT, NTB, East Java, Aceh, North Sumatera, South Sulawesi and Jabodetabek	* One selected district per province	* NTT and Papua, 9 districts total	* 23 provinces; 72 districts
Source of fund	* National Government budget	* WFP Fund / donor contribution	* National Government budget	* WFP Fund / donor contribution	* National Government Budget (MoEC)
Implementation modality	* Cash transfer to school account	* Biscuits directly distributed to schools monthly	* Cash transfer to school account	* Cash transfer to school account	* Cash transfer to school account
Coverage	* 6.87 million students of 47,900 schools	* 800,000 students	* 1.4 million students	* 30,214 students, 153 schools	* 339,414 students in 2,135 schools
Food modality: - Food provided - Nutritional information - Frequency	* Snack * 3 times a week	* Fortified biscuits, 60 gr/day/child * 9 vitamins and 6 minerals * every effective school day	* Local snack * 300 Kcal and 5 gr protein * 3 times a week	* Hot meal of local food * 300 Kcal and 5 gr protein plus VITAS (micronutrient) * 3 times a week	* Local-based healthy breakfast * 400-500 Kcal, 10-12 gr protein; vegetables and fruits provided * 3 times a week
Cost per child	* US\$0.25/snack	* (data not available for cost/child)	* US\$0.25/snack	* US\$0.37/meal exclude VITAS	* US\$1.1/meal
Remark	* PMT-AS can be implemented with local government funding	* MoH adopted this approach and modified micronutrient contents for supplementary feeding programme for 6 - 59 months old wasted children	* in 2011, central funding was cut due to operational challenges based on programme evaluation	* Nutrition education, cooking group (parents), engagement with local farmer, parents' contribution * Adopted by local Government (kota Jayapura, kab. Jayapura dan kab. Kupang)	* Nutrition education, character building, engagement with local farmer, cooking group (parents), parents' contribution

Supporting the Government's PMT-AS revitalization, WFP, in close collaboration with local governments, implemented a local-food based school meals (LFBSM) programme in three districts of NTT and six districts of Papua between 2012 and 2015. This programme provided healthy meals to students three times a week. The objectives of the programme were to enhance the nutritional status of school children, improve learning outcomes, and support increased personal hygiene and healthy behaviour. During this period, a total of 30,214 students in 153 primary schools benefited. The LFBSM<sup>9</sup> promoted integrated programmes that highlighted the importance of cross-sectoral collaboration and coordination at district and community levels. It also encouraged partnerships between schools and local farmers, thus supporting the economy of smallholder farmers around the school community.

During 2016–2019, with the technical support of WFP Indonesia, the MoEC modelled the Progas school-feeding programme in targeted districts, with the aim of supporting school children to achieve their full potential in terms of health, learning absorption and productivity. Fully funded by the MoEC's national budget (APBN), Progas provided healthy breakfasts three times a week to students as well as nutrition and social norms and behaviour education, following the *Progas Implementation Guidelines*.

In accordance with the 2002 Constitutional Amendment, the Government is now allocating 20 percent of the national budget to the education sector. The financial resources available to the education sector have increased by over 200 percent in real terms between 2002 and 2018. For

<sup>5</sup> Presidential Instruction No.1/2010 on Accelerating the Implementation of National Development Priorities in 2010.

<sup>6</sup> Government of Indonesia. 2013. *PMT-AS Evaluation Report*.

<sup>7</sup> Ministry of Home Affairs. 2011. *MoHA Decree No. 18/2011 on PMT-AS Guidelines*.

<sup>8</sup> See Footnote 5.

<sup>9</sup> WFP. 2016. *Evaluation on Local Food-Based School Meal (LFBSM) Programme in Indonesia*: [www.wfp.org/publications/lfbasm-evaluation](http://www.wfp.org/publications/lfbasm-evaluation).

fiscal year 2020, the education budget stood at IDR 508 trillion (US\$34.5 billion)<sup>10</sup> for pre-primary to Grade 12 school education, higher (tertiary) education and vocational training. The increase in financial resources has contributed to an increase in access to education. Subnational governments are responsible for spending the largest share of their total budget on education, or roughly 62 percent. However in 2018, more than one-fifth of the districts did not fulfil the 20 percent obligation. Low planning and execution capacity, and a lack of systematic monitoring contributed to this situation. On average, subnational governments spent 75 percent of their total education budget on salaries. In fact, 32 districts and cities spent even more than 90 percent of their budget on salaries—and that's not even counting non-civil servant teachers' salaries. Non-salary spending de facto comprises of only about 14 percent of subnational governments' total education expenditures. Hence government funding for school feeding is not easily available.

School feeding or improvement of nutrition for school-aged children has not been included in the National Medium-Term Development Plan (RPJMN) 2020–2024. Rather, the Government has prioritized investment into the first 1,000 days of life, with a target of reducing stunting to 14 percent by 2024.

Nonetheless, investment in school feeding and nutrition for school-aged children in general in the first 8,000 days of a human being's life is not only beneficial to optimize the results of investment in the first 1,000 days, but particularly important to support the physical, psychosocial and cognitive development of the child into a healthy and productive adult, with a focus on the age range of 5–14 years.

Benefitting human capital development, the provision of a healthy breakfast can be a valuable part of school-based health service programmes. The value of having breakfast transpired in a World Bank research in Indonesia,<sup>11</sup> where school children who had breakfast prior to going to school had better test scores in most subjects, including maths. The cost-benefit analysis of the Progas school feeding programme conducted by WFP in 2018 showed that an investment of US\$1 generates as much as US\$6.2 in the country's economy.<sup>12</sup>

Indonesia faces a triple burden of malnutrition, with declining but still very high stunting rates among children under five years of age; growing prevalence of overweight and obesity, especially among older children and adolescents; and persistent micronutrient deficiencies, including anaemia.<sup>13</sup> The COVID-19 pandemic has rendered many poor families unable to provide sufficient nutritious food for their children,<sup>14</sup> which has created a high risk for increased child malnutrition including micronutrient deficiencies.

## 2.2. WFP's Role

WFP initiated its first school-feeding intervention in 2005 as a food assistance programme, relying solely on its own resources. This was implemented through local NGOs until 2010. Partners were engaged through field-level agreements for distribution of biscuits fortified with vitamins and minerals, reaching 530,000 primary school students affected by the tsunami and earthquake in Aceh and food insecurity in Jabodetabek, East Java, NTB and NTT. There was no memorandum of understanding between WFP and national or subnational governments. The district governments indicated that they would not be able to replicate a school-feeding programme using fortified biscuits, since procurement, transport and handling are complex. The national Government, instead, recommended using locally grown foods, which led to a pilot school-feeding intervention

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<sup>10</sup> Based on an exchange rate of US\$ 1.00 = IDR 14,721.

<sup>11</sup> Yarrow, N., et al. 2020. *Measuring the Quality of MORA's Education Services*. Jakarta, World Bank.

<sup>12</sup> WFP. 2018. *School Meals Programme in Indonesia: Cost-Benefit Analysis*.

<sup>13</sup> Indonesia Basic Health Research (RISKESDAS). 2018.

<sup>14</sup> UNICEF. 2020. *COVID-19 and Children in Indonesia: An Agenda for Action to Address Socio-Economic Challenges*.

implemented by WFP using local recipes in 2011 and the phase out of fortified biscuit distribution (Figure 2).

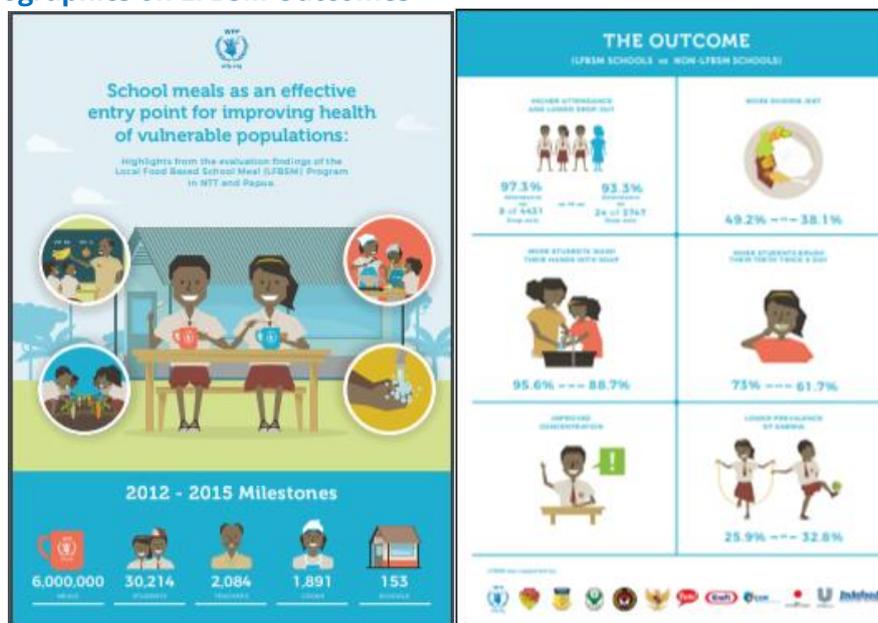
**Figure 2: Transition of School-Feeding Interventions over Time**



In 2011, aligned with its Indonesia Country Programme 2011–2015, WFP enhanced its intervention, by integrating technical assistance to the Government and shifting to the LFBSM Programme, first in NTT in 2011 and then in Papua Province in 2012. Agreements were established with local governments, and the role of community engagement was increased. The programme worked with school committees, including teachers, and local communities, particularly farmers, shop owners and volunteer cooks.

WFP was able to demonstrate that school feeding was an effective way to provide access to nutritious meals, improve hygiene and health practices, increase attendance and active participation in class and reduce drop-out rates. Based on this, the Government requested technical assistance from WFP to revitalise its national school-feeding programme, through Progas.<sup>15</sup> (See Figure 3.)

**Figure 3: Infographics on LFBSM Outcomes**



<sup>15</sup> SEAMEO RECFON. 2016. *An Evaluation of the 2012–2015 Local Food-Based School Meals (LFBSM) Programme – Papua & Nusa Tenggara Timur Provinces, Indonesia*: [www.wfp.org/publications/indonesia-local-food-based-school-meal-programme-evaluation](http://www.wfp.org/publications/indonesia-local-food-based-school-meal-programme-evaluation).

Aligned with its CSP 2017–2020, WFP continued to shift its support from food assistance to policy advocacy, technical assistance and knowledge sharing to enhance the Government's investments in food and nutrition security. In 2017, WFP supported the MoEC to scale up Progas to reach over 100,000 students in 600 primary schools located across 11 districts in 5 provinces. This was a substantial increase compared to 2016, which reached about 40,000 students in 150 primary schools across 4 districts in 2 provinces. An endline survey in the fourth quarter of 2017 found that Progas had positive results on children's dietary diversity, knowledge of hygiene and nutrition, attendance and academic performance. It received overwhelmingly positive feedback from children, parents, teachers and local farmers. Thus, Progas had helped address low calorie and protein consumption among school-aged children. As a result, the programme was expanded to 64 districts in 2018.

WFP supported the Government in scaling up Progas from 4 districts in 2016, to 11 districts in 2017, to 64 districts in 2018. WFP provided technical assistance to formulate guidelines and training modules and advised ministry and district officials in implementing, monitoring and evaluating Progas. With WFP support, in 2019, the MoEC reached approximately 100,000 school girls and boys from age 6 to 12 years old in 39 districts characterized by high poverty and stunting rates.

## Chapter 3. WFP Policy Dialogue and Technical Assistance for Progas under Indonesia CSP 2017–2020

Globally, WFP’s policy dialogue and technical assistance with host governments focuses on “the process through which individuals, organizations and societies obtain, strengthen and maintain their capabilities to set and achieve their own development objectives over time. It is about building on existing skills, knowledge, systems and institutions in governments to invest in and manage hunger solutions.” WFP recognizes the criticality of national systems and services and that the achievement of national development targets hinges on capacities of individuals, organizations and societies to transform to reach development objectives.

**The five critical pathways WFP used to support Progas, namely** (1) policies and legislation; (2) institutional effectiveness and accountability; (3) strategic planning and financing; (4) stakeholder programme design, delivery and monitoring and evaluation; and (5) engagement and participation of communities, civil society and private sector. For each pathway, achievements and experiences are described.

### Pathway 1. Policy and Legislation

A solid policy foundation strengthens a programme’s sustainability and quality of implementation. National planning for school feeding as part of a country’s poverty reduction strategy (or other equivalent development strategies) conveys the importance a government places on school feeding as part of its development agenda. For most countries that are implementing their own national programmes, school feeding is included in national policy frameworks.

#### **Achievements**

**The System Approach for Better Education Results (SABER)** is a tool developed by the World Bank, designed to systematically assess education systems against evidence-based global standards and best practices in an effort to help countries reform their education systems for proper learning. WFP and the Government of Indonesia (represented by Bappenas and MoEC) agreed to use SABER School Feeding (SABER-SF) as one of the tools to guide policy dialogue on how to systematically strengthen the national school-feeding programme. In November 2017, WFP supported the Government to conduct a Progas SABER-SF analysis at the central and district level, the latter in Jayapura, Sorong, Southeast Maluku, Tangerang and Belu districts.<sup>16</sup>

The findings<sup>17</sup> indicated that there was a need for additional investment into policy development and implementation. The recommendations encouraged stakeholder engagement and consensus building. The analysis process led to policy dialogue between relevant actors on how to support Progas at the district level. Subsequently a multisector task force was established to support Progas implementation. Roadmaps were developed to strengthen programme implementation and to guide relevant allocation of district-level budgets in place of national funds.

Elevating Progas from a purely ministerial budget programme to a national budget programme was discussed during the SABER exercise. Subsequently, key national and district government officials participated in the first national workshop on homegrown school feeding in February 2018. Specific recommendations were made to transition the programme to the district level.<sup>18</sup>

(1) **The sustainability of Progas** as a national programme implemented by the regions needs to be formulated in terms of implementation strategy, funding strategy, cross-sector (including

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<sup>16</sup> Bappenas and MoEC. 2018. *Indonesia SABER School Feeding Country Report – 2018*.

<sup>17</sup> WFP and MoEC. 2017. *School Feeding Conducted in Four Selected Districts: Summary Report of SABER*.

<sup>18</sup> WFP and Bappenas. 2018. *National Workshop on SABER-School Feeding for Progas: Workshop Report*.

- private and community) involvement, improvement of coordination, and regular supervision of implementation including food safety, nutrition, and monitoring and evaluation.
- (2) **Nutrition education**, which is integrated with personal hygiene and healthy lifestyle (PHBS), needs to be improved. Progas could thus lay the foundation for enhancing human resource quality in the future.
  - (3) **School health efforts** need to drive coordination and integration with relevant programmes from other ministries and agencies. A discussion meeting among Bappenas, the MoEC, the MoRA and WFP should be held prior to a multisector technical meeting.
  - (4) The multisector technical meeting should finalize the **National Progas Roadmap** and establish a **Progas Steering Committee**.

**Integration of Progas into the District Medium-Term Development Plan (Rencana Pembangunan Jangka Menengah Daerah)/RPJMD):** WFP and the MoEC carried out advocacy missions to districts, which had shown strong support and enthusiasm to implement Progas. Discussions with the district government emphasized the importance of Progas to be incorporated into the RPJMD as it provides the legal basis for using district funding. Annual budget allocations and technical arrangements would make the approach sustainable. The missions resulted in Pidie and Natuna districts incorporating Progas into their budgets and starting school feeding in 2019.

**Issuance of district government regulation:** WFP provided technical assistance to the District Governments of Pidie and Natuna to draft district-level decrees on Progas to be signed by the Regent. This was to regulate procedures for programme implementation including criteria for selecting sub-districts and schools, and the cost per child. WFP facilitated several consultations with the Provincial governments resulting in draft decrees which would ensure budget allocations.

#### Box 1: Case Study: Pidie District

##### CASE STUDY: PIDIE DISTRICT

- Pidie District is in Aceh/NAD and consists of 23 sub-districts and 730 villages.
- The total population in 2018 was around 440,231 people—220,000 girls and 219,485 boys.
- There were 279 primary schools, 34,355 students and 3,884 teachers.
- The Head of Sociocultural Affairs of Bappeda in Pidie District took a personal interest in Progas, demonstrating his commitment to the programme. He attended the MoEC's Progas sensitization event in Bogor in 2018.
- WFP and MoEC undertook a joint advocacy mission. There was support from the regency chief (*bupati*).
- Progas was included in the RPJMD with multi-year commitment from 2019–2022.
- The district government issued a regulation on the implementation of Progas Guidelines in July 2019
- An outposted WFP staff assisted the local government in the formation of a Progas Coordination Team at district level, supported by the issuance of the district head's decree in October 2019, to facilitate the coordination between technical sectors led by the Head of DEO.
- Regular coordination meetings were set to plan for the implementation of Progas in 2020.
- Note: Subsequently, from March 2020, the COVID-19 outbreak took place.

**Government engagement in school-feeding global and regional forums:** During the 2016–2019 Progas period, WFP invited government staff to attend two Global Child Nutrition Forums (GCNF),<sup>19</sup> first in Montreal, Canada in 2017, then in Siem Reap, Cambodia in 2019. In Siem Reap, WFP facilitated the exchange of school-feeding learnings between representatives of the Government of Indonesia and other Asian countries, including the Philippines, Laos, Bhutan, Cambodia and Nepal. WFP also facilitated a strategic dialogue between these government officials and representatives from the WFP Centre of Excellence in Brazil. These discussions enabled the Government to benefit from the knowledge and experience of other countries, including the

<sup>19</sup> The Global Child Nutrition Forum (GCNF) is a global learning exchange and technical assistance conference held annually to support countries in the development and implementation of sustainable school-feeding programmes.

importance of establishing an inter-ministerial platform on nutrition of school-aged children. The dialogue with the Centre of Excellence in Brazil continued, and in July 2020, WFP Headquarters provided resources to the WFP Indonesia office through the COVID-19 South-South Opportunity Fund to support the Government's establishment of a multi-stakeholder national platform for school nutrition and the development of a nutrition roadmap for school-aged children.

### **Experiences**

**SABER-SF proved to be a useful tool.** The Progas SABER-SF exercise facilitated discussions and sharing of knowledge and experience on both policy and programme implementation for improved programme integration and multisector coordination, both at and between central and district levels. The process provided an opportunity for policy dialogue around school children's health and nutrition. It also enabled selected districts and national authorities to formulate a five-year Progas roadmap.

### **Dissemination of Progas policy was insufficient to support implementation at district level.**

SABER-SF findings indicated that centralized legal and policy frameworks are necessary to support local governments' integration of Progas into their RPJMD as well as district offices' annual and medium-term programme planning. Equally relevant is the use of central-level legal and policy frameworks such as the Strategic Policies on Food and Nutrition,<sup>20</sup> Healthy Living Community Movement,<sup>21</sup> and Child-friendly District (KLA – Kabupaten Layak Anak).<sup>22</sup> During the implementation of Progas 2016–2019, however, very few districts (Pidie and Natuna) included the Progas policy and legal commitments in their RPJMD and issued district government regulations. Findings from the SABER exercise also indicated that while the relevant central legal and policy frameworks were in place, they were not known by district office representatives. Better dissemination of central legal and policy frameworks would have been required.

### **Lack of involvement of the relevant national technical ministries for decision making on Progas.**

Progas was perceived as a flagship MoEC programme. However, its position was fragile, without national policy or a stable budget allocation. When the MoEC decided in 2019 to discontinue school feeding due to budget shortage, the support for finding solutions at the national level was insufficient because other technical ministries were only minimally involved in Progas.

**Insufficient policy dialogue at the national level.** Progas did not create the momentum for scaling up to a national programme. Policy dialogue at the national level would have needed to involve higher ministerial levels of decision making and those working on the next RPJMN, the formation of an inter-ministerial working group, a clearer WFP engagement strategy built on lessons from the SABER-SF assessment, more frequent meetings and a focus on programme sustainability. This could have led to the preparation of a national strategy and roadmap for Progas.

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<sup>20</sup> Presidential Regulation No. 83/2017 on Strategic Policies on Food and Nutrition issued on 18 August 2017 is intended as a reference for the Central Government, Regional Government, and stakeholders to improve food security and nutrition in a sustainable manner, realizing quality and competitive human resources.

<sup>21</sup> Presidential Instruction No. 1/2017 on Healthy Living Community Movement (GERMAS) issued on 27 February 2017 aims to accelerate and synergize actions from promotive and preventive efforts to healthy life for increasing human productivity and reducing the burden of health care financing due to disease.

<sup>22</sup> The Ministry of State for Women's Empowerment and Child Protection Regulation No. 11/2011 on Child-Friendly Districts was issued on 23 December 2011 and is a mandatory regulation of district/city governments. It exists to support the government affairs in the field of protection of children in the form of policies, programmes and activities for ensuring the fulfilment of children's rights, including health so that children can live, grow, develop and participate optimally with dignity and humanity, and get protection from violence and discrimination.

## Pathway 2. Institutional Effectiveness and Accountability

This pathway entails forging partnerships to strengthen national institutions' formal and informal capacities. It also involves strategies that require dialogue, understanding and compromise among governments, organizations and communities. Through partnership, WFP strived to enhance the MoEC's capacities and ensure effectiveness and accountability in Progas, whether through strengthened coordination mechanisms between national and subnational levels or enhanced information management and dissemination systems. This could have also included collaboration to establish and promote mechanisms for monitoring and enforcing existing legislation and policies.

### **Achievements**

**Institutional mandate and recognition:** Progas was considered by the MoEC as a stimulant, which would need to be continued by local governments to remain sustainable. Therefore, it was deemed crucial that before the programme began, all relevant government planning parties at the district level (especially Bappeda) be given a thorough briefing of the programme, as they were expected to plan for its sustainability.

From 2017–2019, the MoEC held a yearly Progas sensitization meeting with the support of WFP. The participants were the relevant Ministries—such as Bappenas, MoH and MoVDR—and the subnational key stakeholders—such as Bappeda and DEOs—of all Progas target areas. The subjects were formulation of the terms of reference and agenda, presentation modules, key budget elements for Progas and the cost per beneficiary. This enabled participating local governments to be well prepared for their budget planning. Through this initiative, WFP supported the MoEC's role as the national institution responsible for Progas and performed a convening role for exchange between the national and regional planning parties and technical education offices in each District. From 2016 to 2019, the sensitization meetings took place in Bogor, Serpong and Tangerang. They resulted in the Pidie District's commitment to allocate funds to Progas for 2019–2022 and Natuna District's similar commitment for 2019–2020.

**Coordination mechanism and accountability:** WFP supported the MoEC team in conducting coordination meetings for Progas at the district level during half-yearly supervision and monitoring visits. WFP paired up with MoEC staff to carry out monitoring in a project area. In the early days of Progas, WFP shared experiences with MoEC on methods of monitoring and organizing coordination meetings during school visits. In the field, an audience session would be scheduled with the Regent and the related technical team to get an implementation update as well as advocate for the programme continuation. WFP and MoEC staff would also involve the Regent or members of parliament to participate in school visits, raise awareness on benefits of Progas and create a sense of ownership.

Progas coordination meetings at the district level were mostly held at the DEO with participants from the Health Office, Agriculture Office, Village Community Empowerment Service, targeted school principals and teachers, the Community Health Centre (Puskesmas) nutritionist and representatives of cooking groups. The MoEC staff cross-checked on the status of Progas disbursements and balances while WFP staff facilitated the discussions on implementation and conducted training sessions for teachers on standard operating procedures of nutrition education with the use of information, education and communication (IEC) materials. WFP and MoEC shared the costs of these visits.

**Formation of multisectoral Progas District Coordination Teams:** Progas consisted of several components related to health and nutrition, agriculture, food security and community involvement. Therefore, a multisectoral forum to facilitate cross-sector coordination meetings at the district level was needed. In Pidie District, in October 2019, an outposted WFP staff assisted the local Government in the formation of a Progas Coordination Team to facilitate the coordination

between technical sectors by the Head of the DEO. The district offices of regional development planning (Bappeda), health, agriculture and food security, maritime and fishery, village community empowerment and the women's association (PKK) volunteers were included. Several coordination meetings were held to discuss planning for Progas implementation in 2020, including school selection criteria and targets, and implementation of a training schedule before programme start.

**Management Information System:** In 2016 and 2017, the monitoring of Progas implementation was conducted once or twice a year through joint field visits involving the MoEC, DEO and nutritionists from the respective government-mandated Puskesmas located at sub-district level. In order to make data entry into MoEC's monitoring system more efficient, WFP assisted with the development of an online reporting and monitoring (PMOL) system which was launched in June 2018. WFP provided web-based training to DEOs, Puskesmas and school staff on how to use and analyse the PMOL data. The PMOL system was handed over to the MoEC's server in 2019, and from then on managed by the MoEC. Summary monitoring reports were issued each quarter to provide implementation performance updates with regard to (1) provision of healthy breakfasts, (2) nutrition education and (3) social norms and behaviour education. These reports were used by the MoEC for corrective measures in districts or schools. The monitoring analysis was conducted based on monthly data collected from schools and DEOs as well as the Puskesmas nutritionist with inputs from the headmaster, students, and cooking groups. Beneficiary contact monitoring with students was conducted by taking a sample of one school girl and one school boy per school.

### **Experiences**

**A national institutional coordination mechanism would have been required for horizontal and vertical coordination:** For the sustainability of Progas, the programme sensitization meeting held every year before the programme's start date was very important, however more intense follow-up from the central level to targeted local governments would have been critical. The MoEC's appeal letter for sustainability of the programme should have been the basis for local government fund allocations to Progas.

More frequent follow-up coordination meetings would have been required both horizontally between the MoEC and other relevant technical ministries and vertically to facilitate the coordination and flow of information between national and subnational level.

Since the beginning of Progas, WFP had underlined the importance of a Progas Working Group formation at the national level to facilitate cross-sectoral coordination meetings and suggested to include it in the Progas implementation guidelines. However, the MoEC considered the subnational Progas Working Groups more relevant, while the formation of a national Working Group was considered beyond their scope of authority. It would have been important to work through a government institution that has the authority to form working groups at the central level and may have led to coordination across sectors and ministries.

### **Pathway 3. Strategic Planning and Financing**

This pathway discusses WFP strengthening the capacities of the Government to engage in strategic planning and mobilizing resources to implement national action plans.

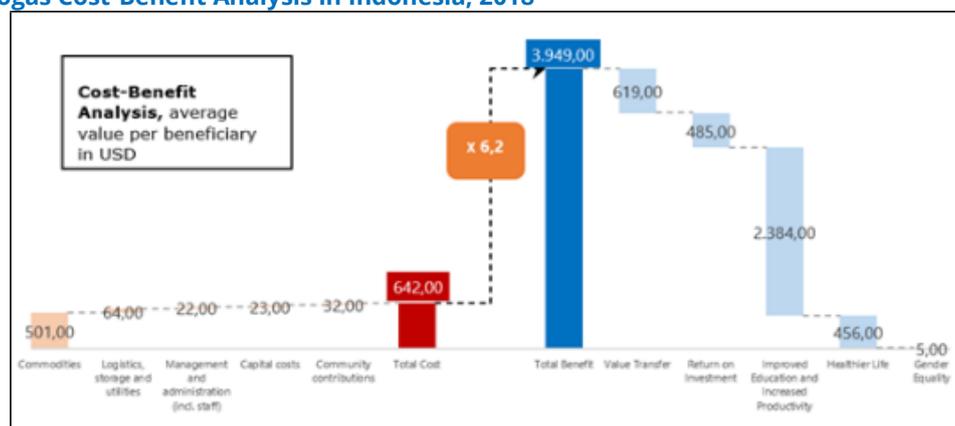
### **Achievements**

**Cost-benefit analysis study:** WFP supported the MoEC in generating evidence on school feeding for prioritization and policymaking. The 2018 cost-benefit analysis for Progas, sponsored by MasterCard, aimed to quantify the benefits of investing in school feeding in Indonesia. The cost-benefit analysis results were used to inform overall advocacy efforts of WFP and MoEC for investments in a sustainable, nationally owned school-feeding programme and to illustrate the long-term costs and benefits. Figure 4 displays an overview of the cost and benefit drivers from

this study, and indicates how each of the key driver values are generated over the lifetime of a beneficiary (with all future benefits being discounted at their net present value).<sup>23</sup>

- **Investment case:** Every US\$1 invested in school feeding will result in an economic value return of up to US\$6.20 over the lifetime of a beneficiary.
- **Costs:** The annual total cost of school feeding through meals amounts to US\$107 per student in primary school over a duration of six years.
- **Benefits:** The estimated value (net present value) for a single beneficiary over her/his lifetime is US\$3,949. The key benefit drivers contributing to this cost-benefit ratio are improved education and increased productivity (60.4%) and a value transfer to the households (15.7%).

Figure 4: Progas Cost-Benefit Analysis in Indonesia, 2018



**Sustainable financing:** Progas was funded by the national budget (APBN) through the MoEC's annual budget allocation. Each of the selected districts received one to two years of funding support for Progas from the central Government; cash was transferred from national to school accounts. Since the beginning, the MoEC stated that after these one to two years, the local government would need to take over the programme, using local revenue sources. Therefore, incorporation of Progas into district policy and planning documents (RPJMD and RENSTRA) was critical for programme scale-up and sustainability. Despite intensive advocacy support by WFP, however, only a few district governments made the commitment to replicate Progas through local funding covered under the APBD II (district level). Examples of districts that initially committed in 2017–2019: Kupang and Belu (NTT), Jayapura (Papua), Pidie and Pidie Jaya (NAD), Natuna (Kep. Riau) and Deli Serdang (North Sumatera) districts. Some schools also continued school feeding using their own resources, either from the school budget or from the community. However, only Pidie District allocated multi-year local government funding from 2019–2022 while other districts withdrew their funding allocation, such as Belu and Deli Serdang Districts.

Table 2: Districts Committed to Adopting Progas, Using Local Resources, 2017–2020

District/Province	Year	Budget Allocation (IDR)	Number of schools	Number of students	Number of feeding days
Kupang - NTT	2017	1.8 Billion	35	4785	77*
	2018	1.2 Billion	34	4279	94**
Jayapura - Papua	2019	687.4 Million	6	1174	60
Pidie-NAD	2019-2022	8 Billion (2 Billion/Year)	16	1968	80
Pidie Jaya-NAD	2020	200 Million	3	N/A	N/A
Natuna- Kep. Riau	2019	1.3 Billion	9	658	120
Rokan Hulu- Riau	2020	600 Million	10	600	60
Belu - NTT	2020	300 Million			
Deli Serdang - North Sumatera	2020	2.7 Billion	15	755	88

Note: \* includes 43 days bringing food from home; \*\* includes 44 days bringing food from home.

<sup>23</sup> MasterCard, WFP, and MoEC. 2018. *Cost-Benefit Analysis: National School Meals Programme in Indonesia*: [www.wfp.org/publications/national-school-meals-indonesia-cost-benefit-analysis](http://www.wfp.org/publications/national-school-meals-indonesia-cost-benefit-analysis).

## **Experiences**

**More evidence-based policy dialogue would have been needed:** The cost-benefit analysis was disseminated to all relevant government and non-government stakeholders, and the results were presented at a roundtable discussion between key government stakeholders, arranged by the MoEC and WFP. But it was not enough. A more effective dissemination plan would have been needed, as well as a series of national school-feeding workshops involving a broad range of government policymakers and non-government actors, academic and research institutes, civil society and relevant school-feeding implementers from national and local levels. Moreover, high-level consultations and policy dialogues with key decision makers using the cost-benefit analysis as an evidence basis would have been needed.

**Lack of stable yearly amount for Progas schools:** The national budget support for a particular school only lasted for one year before it was moved to a new school; there were a few exceptions where financial support from the national budget continued for two or three years. The expectation was that, after the first year, funding would be taken up by the DEO and District Health Office, and eventually supported by the local school stakeholders themselves. The number of feeding days per year decreased from 120 in 2016, 108 in 2017, 98 in 2018, and finally 60 in 2019. Although Progas was a part of the MoEC, the amount of allocated budget varied from year to year, depending on negotiations between MoEC and the Parliament Consultation Meeting. In such a situation it would have been important to also reach out to the parliament members responsible for education (Commission X).

**Sustainable financing remains a big challenge:** By the end of the project in 2019, less than 15 percent of all Progas targeted districts in the country had implemented at least one year of Progas with MoEC support. Only five districts had allocated budgets to support Progas, and only one was a multi-year Progas allocation.<sup>24</sup> There was no binding regulation regarding the local government allocation of Progas funds, so there were only few districts that committed and mostly for one year only. Even the Pidie DEO, which managed to allocate funds for 2019–2022, cannot guarantee continuation. Instead, they would need to continuously convince Bappeda that the school belongs to the Education Office, which can implement Progas. Support and involvement of the Ministry of Home Affairs at the central level would have been required for a binding regulation on local government budget allocation.

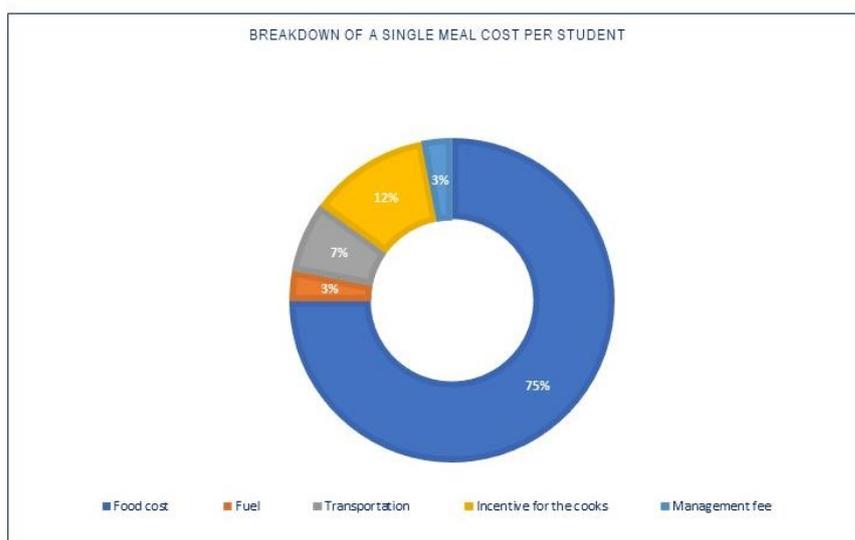
**The unit cost of Progas was higher than PMT-AS:** Progas provided a breakfast based on guidance that followed a nutritious balanced diet, including a serving of local fruit at every meal. So the unit cost of Progas was higher than the previous PMT-AS, which only provided snacks. The unit cost of Progas per child not only consisted of the food costs but included associated costs for fuel, transportation, incentives for cooks and management fees.

The MoEC transferred funds directly to each Progas school in two annual instalments. The cost per child per breakfast ranged from IDR 10,000 to IDR 15,000, including food costs, fuel, transportation, incentives for cooks, and management fees. (See Figure 5.)

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<sup>24</sup> WFP. 2018 Annual Country Report, 2019 Annual Performance Plan, and 2018 country briefs. Sub-national activities by WFP emphasized awareness-raising and promotion of Progas to convince more district governments to allocate funds to Progas after national MoEC support expired at the end of the first year. Despite advocacy efforts, the national budget for Progas was cut in 2019, leading to a significant reduction in the number of meal days. District-level support was also hampered because Progas was a cross-sector initiative involving support from the MoH through the sub-district Puskesmas staff. Moreover, even if multi-year district-level budgets had been available for Progas, sustainability remained a big challenge as different schools within a district were targeted every year.

**Figure 5: Breakdown of a Single Meal Cost Component per Student**



Progas was seen as significantly more expensive than the earlier PMT-AS supplementary feeding programme, and the Progas endline assessment reported that costs increased by 25 percent from 2016 to 2017. In 2019, WFP together with Bogor Agriculture University created alternative and more diverse recipes made from local ingredients, which were cheaper and better adapted to primary school children’s nutrition requirement. As a result, the cost per child decreased by 30 percent. The unit cost of Progas varied by region; costs could have been saved by using local ingredients. The involvement of nutritionists in this proved very important.

#### **Pathway 4. Stakeholder Design and Delivery**

This pathway assesses WFP’s capacity strengthening of the MoEC in programme design, delivery, and monitoring and evaluation. It also looks at design innovations to strengthen local, national and regional capacities for sustainable Progas, and how to ensure sustained management of inputs by national systems.

#### **Achievements**

**Targeting:** WFP supported the MoEC in 2016 to target beneficiaries most in need under Progas. The *Food Security and Vulnerability Atlas 2015* was used to determine food- and nutrition-insecure priority areas. After this geographical targeting, the selection of schools was done by DEOs. Due to budget constraints in the allocation from the MoEC to Progas, not all primary schools in the selected districts were covered. Since its launch in 2016, Progas’ coverage expanded and contracted, from 4 districts in 2016 to 11 districts in 2017, 64 districts in 2018, and 39 districts in 2019.

**Table 3: Progas Coverage and MoEC’s Allocated Budget, 2016–2019**

Coverage and Budget	Year			
	2016	2017	2018	2019
Province	2	5	20	20
District	4	11	64	39
Schools	146	563	634	794
Students	38,457	99,988	100,136	100,833
Allocated budget (in million IDR)	57,000	187,000	182,483	61,542
<b>Unit cost/student (IDR)</b>	12,000	15,000	15,000	10,000

Table 3 demonstrates that the number of targeted provinces and districts increased from 2016 to 2018, and in 2019 the district number decreased considerably from 64 to 39, in line with the lower budget allocated for Progas (only 33 percent of the 2018 budget allocation). In terms of beneficiary coverage, there was an increase by 160 percent from 2016 to 2017, and about 100,000 students were covered until the end of Progas in 2019. The number of targeted primary schools increased from 146 in 2016 to 794 in 2019.

**Figure 6: Geographical Coverage of Progas, 2016–2019**

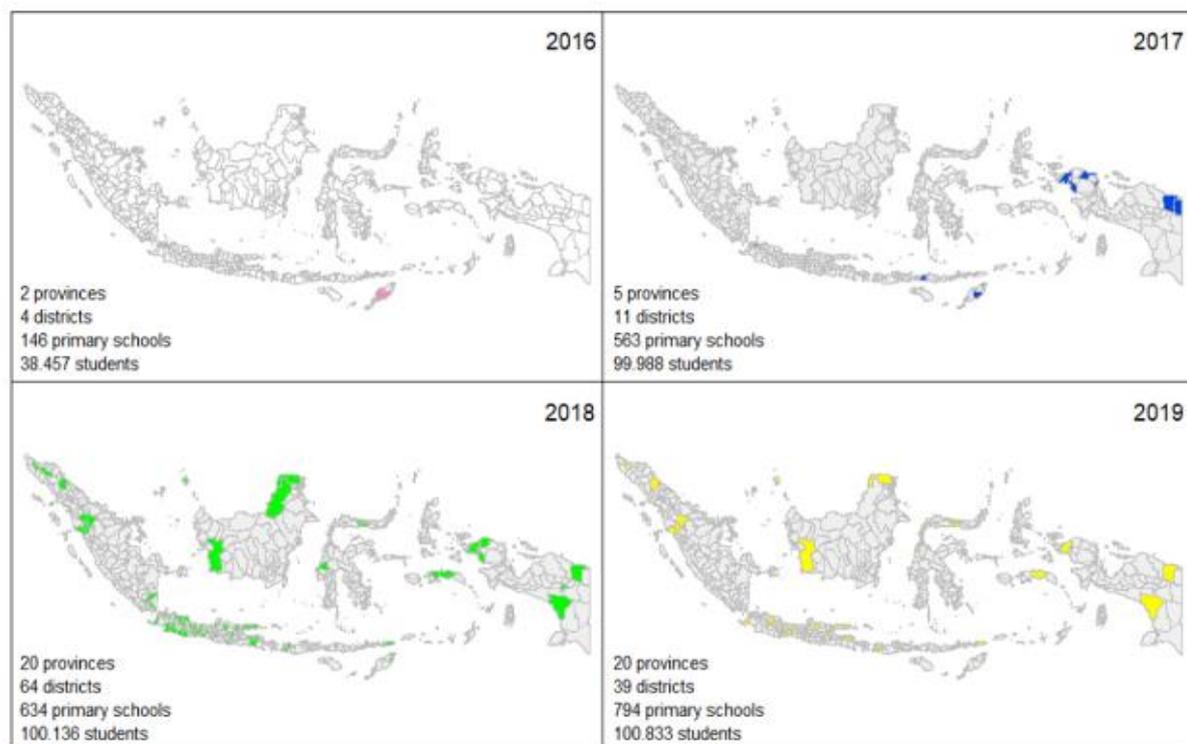
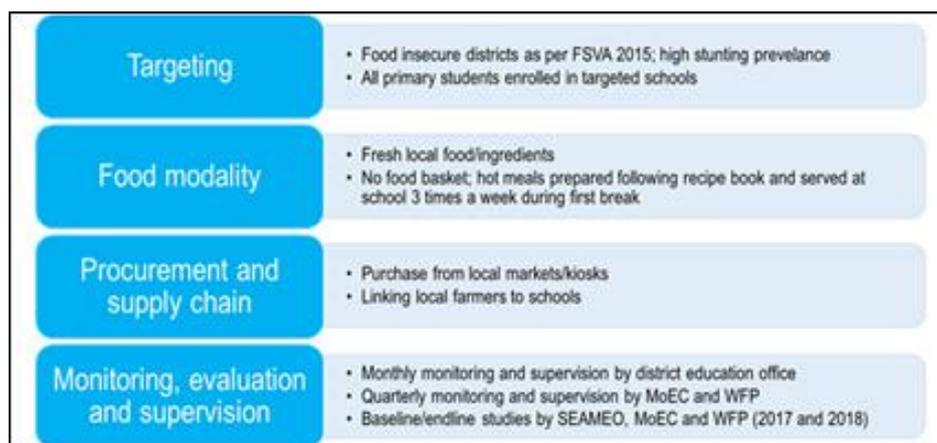


Figure 6 shows the Progas coverage from 2016 to 2019. Due to the short nature of national funding and the lack of local funding, the expansion could not be maintained.

Based on the experience of implementing LFBSM in NTT and Papua, WFP provided inputs on the Progas design, which included the use of fresh food supplied from local markets and local farmers. WFP facilitated the discussion at the school level between the headmasters and teachers, parents, and village government. WFP also worked with communities surrounding schools, familiarizing them with healthy recipes and identifying potential local farmers to supply schools with vegetables, fruits and protein sources such as eggs, chicken, fish, and meat. In addition, parents of students, as members of the cooking group, were involved in the preparation of a healthy breakfast three times a week. Progas benefitted not only students but also teachers, cooking teams, and communities, including local farmers and markets near participating schools.

**Figure 7: Progas Design**



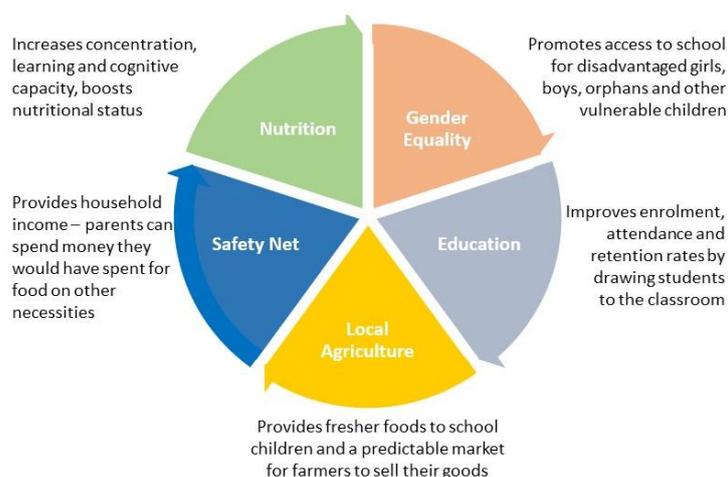
Progas was a nutrition programme for school children in primary schools. It aimed to:

- Improve primary school children’s food intake by provision of a nutritionally balanced breakfast.
- Improve students’ physical endurance.
- Improve students’ knowledge, attitudes and practices of balanced nutrition and good personal hygiene.
- Increase attendance rates and students’ concentration in school.
- Increase students’ preference for and interest in nutritious local food.
- Increase community participation in school-feeding activities.

As a home-grown school-feeding programme, Progas was considered an investment with several benefits:

1. Providing nutritious food to children as healthy meals for breakfast.
2. Enabling students to concentrate and retain knowledge.
3. Improving knowledge on personal hygiene and nutrition, converting knowledge into practice, and supporting compliance with related social norms and behaviour.
4. Supporting local farmers and communities by creating a market for them at schools.

**Figure 8: School-Feeding Benefits for Children, Families and Communities**



MoEC conducted Progas briefings and trainings for school representatives, their respective DEOs, and staff of Puskesmas with the support of MoH, the National Agency of Drug and Food Control (BPOM), the Food Security Agency, the Ministry of Marine and Fisheries, SEAMEO RECFON, FEMA-IPB, the Perhimpunan Rumah Sakit Seluruh Indonesia (PERSI), and WFP. Cooking training was delivered to the community cooking groups, focusing on food hygiene and safety, menu planning, food processing and preparation of meals. The constraints faced during the trainings were the limited number of hard copies of Progas guidelines and modules. In 2019, the low budget also led to fewer trainings of representatives of cooking groups by nutritionists. Instead, cooking groups were trained by school principals or teachers, who had been trained on preparing healthy breakfasts based on the Recommended Daily Allowance (RDA) for elementary school children.

**Photo 1: Cooking Groups**



**Modalities, breakfast menus and nutritional norms:** Progas delivered hot, nutritionally balanced mid-morning meals three times a week, served during the first break around 9am. The meals contained 400–500 kcal, 10–12 grams of protein and contributed 25–30 percent of the RDA in terms of calories for the students. In 2016, Progas started with three nutritious recipes, which evolved into seven recipes in 2017–2018. In 2019, meals were prepared following the *Guidelines*

**Box 2: Guidelines for Developing Local Food-based Recipes for Healthy Breakfast Menus for**

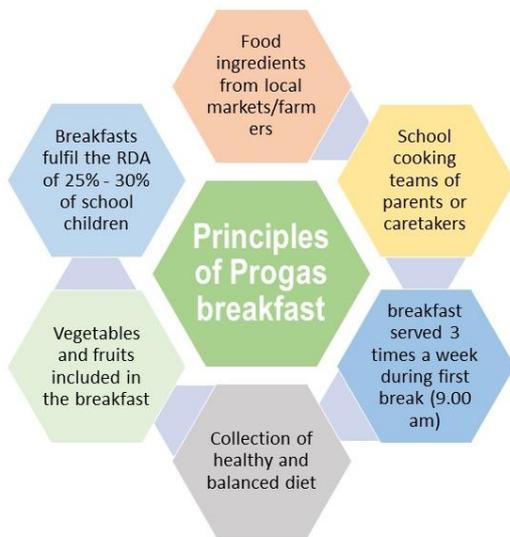
The *Guidelines for Developing Local Food-based Recipes for Healthy Breakfast Menus for School Children* were developed by WFP with advice from nutritionists of Bogor University (FEMA-IPB) in collaboration with MoEC. They contain complete guidance on the nutritional needs of primary-school-aged boys and girls, how to prepare the nutritious meal/breakfast, how to choose high-quality ingredients and estimated prices for preparing a menu. This recipe book is a guide for preparing healthy breakfasts for children according to their nutritional needs. It was very helpful for all the Progas target regions and schools to serve a nutritious breakfast that varies according to local taste and food availability. It is also useful for parents when preparing breakfasts at home. The *Progas Recipe Book* is available at Rumah Belajar, one of the biggest platforms owned by MoEC, which is accessible by all schools in Indonesia.



for *Developing Local Food-based Recipes for Healthy Breakfast Menus for School Children*,<sup>25</sup> which contain 34 diversified nutritious menus based on locally available foods in the community, including local fruit. This book meets the needs of all target areas.

Figure 9 shows the Progas principles. The schools collaborated with nutritionists from Puskesmas in each sub-district to ensure quality control of meals and integration of regular activities by school health units (UKS), including weight and height monitoring, dental checks and deworming.

**Figure 9. Principles of Progas Breakfast**



**Linking local farmers and communities to schools:**

Progas schools generally procured food either from local traditional markets where local farmers sold vegetables, fruits, fish, tofu, tempeh and eggs, or from local farmers directly. Some schools established networks with farmers, where they would regularly place orders and have the food delivered to the school. The local farmers were often parents or grandparents of the students. Prior to implementing Progas, the schools conducted briefings for parents and village officials and asked for their support. Community support included participation in school cooking teams and bringing drinking water to schools for children. The community also provided in-kind contributions such as coconuts, vegetables, tubers, lime grass,

ginger, turmeric, and more. WFP promoted the role of women in Progas. Notably, 44 percent of leadership roles in school management committees were held by women. The chairwomen of the cooking groups were responsible for preparing the weekly menu for approval by the school principal or focal point teacher, so that the weekly funds were released to the cooking group. In addition, the cooking group was required to produce accountability reports on their weekly and monthly expenditures.

**Photo 2: Local Farmers Linked to Progas**



<sup>25</sup> Kemendikbud and WFP. 2019. *Pedoman Pengembangan Resep Berbasis Pangan Lokal Menu Sarapan Sehat Untuk Anak Sekolah*.

**Nutrition education:** WFP supported the MoEC to train teachers on how to deliver relevant nutrition and personal hygiene messages through IEC materials including posters, flyers, comics and games. The training on these materials was delivered by WFP during technical training (Bimbingan Teknis) sessions that were organized by the MoEC annually at the regional level. Training was also carried out at the district level by WFP together with MoEC staff during regular supervision and monitoring visits. The last training session was supported by WFP with private-sector funds. The training focused on handwashing, food diversification, consuming a nutritionally balanced diet, highlighting the importance of eating breakfast, the “My Plate” initiative and the 10 messages of balanced nutrition linked to the Presidential Instruction on Healthy Living Community Movement (GERMAS). Progas also supported students in developing behaviours that improved nutritional status, including learning and practicing personal hygiene and handwashing before and after meals. A challenge was how to integrate nutrition education into the curriculum of primary schools at the right time of day. Some schools did it before lessons started, and some along with the eating activities, often just before students ate their meals. However, teachers had limited access to balanced diet nutrition education materials. SEAMEO RECFON therefore conducted nutrition education online training for primary school teachers from July to October 2019.<sup>26</sup>

**Healthy behaviour:** Social behaviour, personal hygiene and healthy lifestyle (PHBS) activities were important aspects of the students’ social norm and behaviour education component of Progas. PHBS activities were always carried out routinely at schools, involving washing hands with soap and running water, queuing orderly at the time of distributing food in class, praying before and after eating, putting plates/cutlery in a designated place after eating, and bringing clean and safe drinking water from home every day.

**Incorporating protection and environmental health in Progas training modules:**<sup>27</sup> Poor sanitation and hygiene practices—including unsafe food preparation, handling and consumption—can lead to foodborne illnesses, which cause nutrient loss and poor absorption capacity, thus contributing to malnutrition. Ensuring protection of beneficiaries through safe food is a core part of WFP’s work and was emphasized in Progas, where freshly cooked meals were prepared with local ingredients and tailored to customary dietary habits. The food was prepared by cooking groups, comprised of women community members, with food safety being stressed as an essential element. The cooking groups were trained in safe food practices that were applied when preparing and cooking meals. WFP also assisted the MoEC to develop online monitoring tools and successfully advocated for the inclusion of questions on food safety in the monitoring guidelines. Technical trainings to safeguard against foodborne illnesses were supported by WFP as well as their inclusions into Progas modules.

A complaint and feedback mechanism was set up and inserted in the Progas guidelines in 2019 to create transparency and a channel of communication with the Government at both national and subnational levels. WFP also advocated on the importance of zero food waste, avoided single-use plastics, and provided reusable water bottles, plates and cutlery for students to reduce costs and plastic waste.

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<sup>26</sup> SEAMEO RECFON. 2019. *Informasi pelatihan dalam jaringan (online training): Gizi dan kesehatan peserta didik sekolah dasar Progas 2019*: [http://mooc.seamolec.org/courses/course-v1:RECFON+RECSEA\\_001+2019\\_06/about](http://mooc.seamolec.org/courses/course-v1:RECFON+RECSEA_001+2019_06/about).)

<sup>27</sup> WFP. 2019. *Annual Country Report*.

**Photo 3: Students Conduct Activities in School Garden**



**School gardens and fishponds:** WFP promoted gardens and fishponds as spaces to connect children with their food. School gardens were included as a specific topic in the Progas module, and resource persons from the Ministry of Agriculture were invited to every annual regional technical guidance training (BIMTEK) of MoEC. WFP assisted in linking the schools with Agriculture and Fishery District Offices to provide technical support in setting up gardens and fishponds. Trainings at schools were facilitated by agricultural extension workers, assigned by the Agriculture and Food Security Offices upon request by the DEO that selected the schools. The DAO distributed vegetable seeds to schools to start their gardens, and the District Fishery Office supplied fish fries. This allowed children to learn about vegetable growing and fish cultivation and provided additional food for the meals under school feeding.

**Incorporating gender equality:** As a result of WFP's advocacy, Progas included incentives for cooking groups. These incentives were to be paid to each cooking group member as payment for their time preparing meals, and for transport expenses to and from the school. Approximately 98 percent of school cooks were women,<sup>28</sup> and the incentive was a recognition of their contributions. WFP also encouraged men to take part in preparing the meals. The incentives were also expected to attract more men, which would provide positive gender role models for the children.

**Impact of Progas:** No robust evaluation study was conducted to analyse the impact of Progas over its four-year time frame. However, the 2017 baseline and endline surveys and the 2018 endline survey conducted by SEAMEO RECFON were supported by WFP. The findings reflected an increase of consumption of balanced and diversified meals, including vegetables and fruits; improved knowledge on nutrition and personal hygiene as well as health-related behaviour; improved concentration for academic performance; and a decrease of illness and school absences. In addition to these surveys, WFP conducted an endline survey in the schools supported by Cargill in 2017.<sup>29</sup>

**The Progas Butterfly Effect:** In early 2018, the Head of Sociocultural Affairs of Bappeda in Pidie District, Aceh/NAD, attended a Progas session facilitated by the MoEC. His participation inspired him to push for a fund allocation from the national budget for Progas implementation in Pidie.

<sup>28</sup> See Footnote 29.

<sup>29</sup> WFP. 2018. *2017 Endline Survey of Indonesia's School Meals Programme (Pro-GAS)*: [www.wfp.org/publications/2017-endline-survey-indonesias-school-meals-programme-pro-gas](http://www.wfp.org/publications/2017-endline-survey-indonesias-school-meals-programme-pro-gas).

When he was appointed Secretary of DEO in Pidie, he advocated for allocations from the district budget for Progas and disseminated information about it. The butterfly effect was evident in the way his advocacy efforts convinced others in Aceh/NAD of the effect Progas could have on the well-being of students.

### **Experiences**

**Targeting:** Progas targeting criteria were suitable to cover food-insecure and poor areas, but the challenges remained in the lack of sustainability of selecting districts and schools. Clearer and stronger planning would have been needed, and the intervention should have continued for a reasonable number of years. Running a school-feeding programme as a one-year “teaser” before moving on to another district or another school did not create ownership, sustainability, and thus longer-term impact, neither on education nor on nutrition. A minimum duration of intervention would have been essential.

**Monitoring and evaluation system:** The online monitoring and reporting system that was developed in 2018 by WFP and the MoEC could be accessed by all targeted schools. Thus, the DEO as direct supervisor of Progas implementation in the field, had a stronger role. About 70-80 percent of the DEOs regularly used the results of the monitoring and reporting system in 2018–2019; this was not sufficient for good compliance. The Ministry would have needed to make the standard operating procedures for online monitoring and reporting more binding for the system to become more effective.

**Linking with local farmers and communities:** Local farmers had direct supply arrangements with respective schools. Closer collaboration between the DEO and the DAO would have been needed as well as involvement of the village/sub-district government. Thus, supply arrangements from local farmers to schools could have been better based on the needs in each sub-district, to make savings in transportation costs and allow product variation.

**Nutrition education:** Nutrition education in elementary schools is important for children to develop an understanding of healthy nutrition. It should best be integrated firmly into the school curriculum alongside regular training for classroom teachers. It should also be a component of engagement between schools and the Puskesmas nutritionists.

**School gardens and fishponds:** The use of school gardens and fishponds can be an important element of nutrition learning activities. Students would have needed to be involved more strongly in planting and maintenance to foster their interest in vegetable growing and fish cultivation which may have contributed to the consumption of nutritious food.

**Promote gender equality:** The involvement of both women and men in the implementation of Progas, especially in food preparation at the school level, would have needed to be better promoted so that the lessons from planning and preparing the Progas balanced nutrition menu could have been transmitted by both women and men.

## **Pathway 5. Engagement and Participation of Communities, Civil Society and the Private Sector**

Achieving sustainable change requires community participation and engagement of civil society and the private sector in the school-feeding programme’s design, delivery and benefit. WFP’s technical assistance endeavoured to promote participation of the community, civil society and private sector.

### **Achievements**

**Partnership with Cargill:**<sup>30</sup> Cargill has financially supported WFP for policy dialogue and technical assistance activities as well as nutrition-awareness-raising campaigns in Indonesia. This has

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<sup>30</sup>WFP and Cargill. 2018. *WFP and Cargill Advance Child Nutrition in Indonesia: Video*: <http://bit.ly/wfp-cargill-cooperation>.

enabled WFP to engage with the MoEC and to support Cargill’s corporate social responsibility project, working with local NGO partners for Progas replication in selected schools near Cargill’s facilities. Support ranged from embedding a staff member in the MoEC from 2017 to 2019; providing advice on programme design, guidelines and module development; sharing knowledge and training with (sub)national government and Progas implementers, including Cargill staff and local NGOs; creating and disseminating nutrition education materials; providing advice on the development of programme implementation, (online) monitoring and reporting, evaluations, baseline and endline studies; conducting advocacy missions to district governments; and promoting GERMAS messages in schools and to Cargill employees.

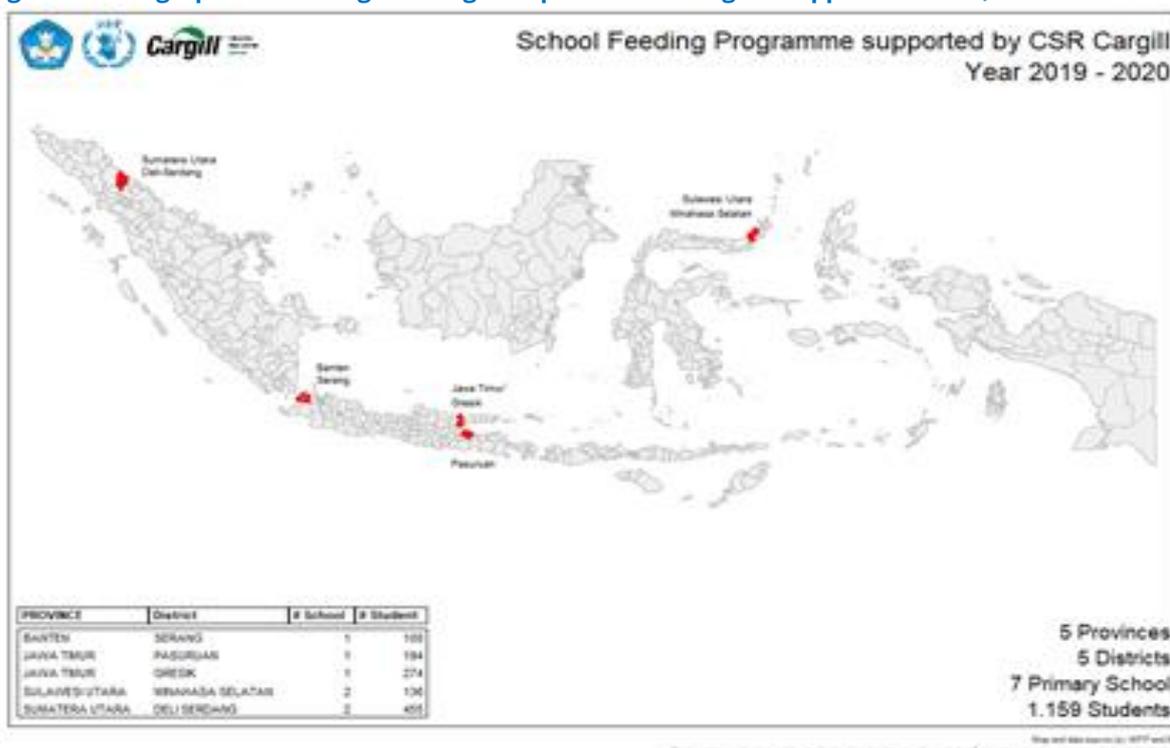
In 2017 and 2019–2020, Cargill, through local NGOs, supported the replication of school feeding in selected schools near Cargill’s facilities. Table 4 presents the list of schools that have implemented Progas-like school feeding with financial support from Cargill. Figure 10 shows the geographical locations of these schools.

**Table 4: Schools that Implemented Progas-like School Feeding with Financial Support from Cargill**

Year	Province	District	Name of school	Number of students	NGO
2017	Banten	Serang	SDN Citawa	114	Yay. Bina Masyarakat Peduli
	East Java	Pasuruan	SDN Ngerong	260	Yay. Cempaka
			SDN Gunung Sari II	122	
NTT	Belu	SDK Manleten	170	Panitia Pengembangan Sosial Ekonomi Keuskupan Atambua	
2019/2020	Banten	Serang	SDN Citawa	110	Yay. Bina Masyarakat Peduli
	East Java	Pasuruan Gresik	SD Negeri Kepulauan II	194	Yay. Cempaka
			MI NU Banat	277	Yay. Armapala
	North Sumatera	Deli Serdang	SDN 104251 Karang Anyar	293	Justice, Peace, Integrity of Creation
			SD Swasta RK Pardomuan Nauli	187	
North Sulawesi	Amurang	SD GMIM Kawangkoan Bawah	84	Yay. Sander Batuna	
		SD GMIM Mobongo	50		

**Outputs accomplished.** Cargill funding to WFP was focused on four objectives: (1) to strengthen MoEC’s capacity at the national level for sustainable Progas replication, scale-up and adoption; (2) to support the national government to ensure the sustainability of the school-feeding programme at the subnational level; (3) to encourage Cargill workers to adopt a more balanced diet and promote GERMAS messages to Cargill employees through a social media campaign; and (4) to extend Progas-like school feeding in locations near Cargill facilities. The detailed list of outputs accomplished under these objectives can be found in Annex 1.

Figure 10: Geographical Coverage of Progas Replication in Cargill's Supported Areas, 2019-2020



**Beneficiary success stories.** During implementation and replication of the Progas model in schools supported by Cargill's corporate social responsibility, success stories were collected from beneficiaries. They describe how Progas benefitted them and influenced their daily life.

**Box 3: Beneficiary Success Story of Ely, a School Girl from Pasuruan District, East Java**

**Beneficiaries Success Stories**  
Indonesia's School Meals Programme (Progas)  
Nutrition Programme for Primary School Children

Ely is a student from Pasuruan, East Java. She is 12 years old and lives with her parents and three siblings. Within the past two years, her father lost his job and is now a farm labourer. For Ely and her fellow students in SD II Gunung Sari, the assistance from Cargill and WFP is crucial, as they mostly come from low-income families.

"The teachers provide us with a tasty breakfast at school three times a week. My favourite meal is vegetable porridge with chicken, but I also like corn vermicelli with chicken," says Ely, enthusiastically. "Since I started eating a healthy breakfast at school, I no longer need to be hungry when I study. Studying while being hungry usually makes me sleepy in class," she adds.

Note: Ely's success story is included in this booklet and has been published in the *WFP Annual Country Report 2017*.

#### Box 4: Beneficiary Success Story of Adit, a School Boy from Serang District, West Java<sup>31</sup>



Lukas gets ready to cook healthy breakfast for the students. Photo: WFP/Nuruk Supraptinah



Lukas and other members of the cooking group at the school's kitchen. Photo: WFP/Nuruk Supraptinah

Adit used to have unhealthy eating habits at school where he often bought food from the local food vendors. "He used to buy snacks from the street vendors around school and often felt full from eating this food. It was not very hygienic either. Now due to Progas, he is having a tasty meal at school and is also eating more regularly at home," says Safitri, Adit's mother "Adit has now stopped buying snacks from the street vendors."



Adit does his home work after school. Photo: WFP/Jeffrey Pupela

Another success story is from Lukas, a 20-year-old youth from Haliwen Village in Atambua District Capital, Belu District/NTT, who joined the cooking group for Haliwen Primary School. "I was so excited when they told me that I could join as a cook for Progas," says Lukas. "Progas benefits not only children. I am an orphan, I live with my older sister. Her income is often not enough to cover both of our needs. The opportunity to cook for the children allows me to obtain some money every month to add to the household income."<sup>32</sup>

**Adaptation to COVID-19 pandemic context:** Most regions in Indonesia have temporarily closed their schools in response to the COVID-19 pandemic. This has impacted the implementation of Progas in the Cargill-supported schools. WFP provided technical assistance Cargill's cooperating partners with alternative solutions to use the remaining funds through distribution of food baskets and hygiene kits for the students, and IEC materials for display in the communities around the school areas. The food basket consisted of rice, cooking oil, eggs, mung beans and iodized salt while hygiene kits distributed included soap (handwashing and bathing), shampoo, toothpaste and a toothbrush. The distribution of these items was completed by June 2020 and benefited 1,051 students, 46 teachers and 43 cooks in five Cargill-supported schools in Deli Serdang, Gresik, Pasuruan, Serang and Amurang districts.

<sup>31</sup> Lomas, G. 2017. "Fuelling Bodies and Feeding Dreams: Indonesia's School Meals Programme Gives Children Hope For a Better Future." *World Food Programme Insight*. 17 December 2017. <https://insight.wfp.org/the-difference-we-make-story-of-adit-8b0673a67bd3>.

<sup>32</sup> Lomas, G. 2017. "School Meals Bring Income and Opportunity to Indonesian Communities." *World Food Programme Insight*. 18 December 2017. <https://insight.wfp.org/the-difference-we-make-story-of-lukas-aa78b0437ab2>.

**Partnership with Evolve:** With low fruit and vegetable consumption among children and increasing childhood obesity in Indonesia, the risk of noncommunicable diseases later in life increases. In partnership with Evolve, WFP has actively promoted fruit and vegetable consumption by school children through nutrition education as part of Progas implementation under the Promotion of Fruits and Vegetables Initiative (*Gebyar Gebyur, Gerakan Makan Sayur dan Buah*). This initiative was piloted in one of the Progas intervention schools (SDN 02 Ciloa Kramatmulya, Kuningan, West Java Province).

The focus of this two-year initiative (2019–2020) was the promotion of fruit and vegetable consumption among school children by upgrading nutrition education materials, supporting the implementation of a healthy food curriculum through MULOK<sup>33</sup> school garden and fishpond activities and raising awareness. The school garden and fishpond were established as part of a community mobilization programme to engage key influencers and persuade them to advocate for the consumption of fruits, vegetables and fish within the community. Students were engaged by providing a dynamic environment in which to observe, discover, experiment, nurture and learn.

**Figure 11: Evolve-WFP Partnership Objective, Mechanism and Deliverables**



**Photo 4: Activities Used to Promote the Consumption of Fruits and Vegetables to School Children**



<sup>33</sup> MULOK is a curricular activity to develop competencies that are tailored to regional characteristics and potential, including regional excellence. Such local content lessons are taught according to the resources or potential of the area where the school is located.

**Support the MoEC to promote the consumption of vegetables and fruits in primary schools through social and behaviour change communication materials:** In 2019,

with support from Evolve (formerly known as the Annual Roundtable on Food Innovation for Improved Nutrition, or AROFIIN), the MoEC together with WFP rolled out the first phase of a pilot campaign. Messages on healthy and balanced diets emphasizing fruit and vegetable consumption were shared through different media and interactive



Nutrition Guidance Book for Parents and Caregivers

games, aiming to reach school girls and boys, parents and the community. WFP enhanced interactive social and behaviour change communication tools, such as bingo cards and snake-and-ladder board games, used by teachers to deliver messages in the classroom. WFP also developed behaviour change communication materials for conveying the same messages to parents, and explored the possibility of delivering messages on healthy and balanced diets through local community gatherings. The pilot initiative also assisted in facilitating the adoption of the messages, through the creation of a school garden and healthy canteen, which was supported by the Agriculture and Food Security District Office. During this first phase, WFP started to assess the effectiveness of using these behaviour change communication materials with the targeted audiences through the selected change agents and local channels. The pilot was planned to be implemented by the end of 2020 but had to be put on hold due to COVID-19. Information on the WFP-Evolve campaign launch in Kuningan can be found on the Evolve website.<sup>34</sup>

The WFP-Evolve pilot nutrition-education materials include videos, lessons, games and more.

**Figure 12: Nutrition Education Materials from WFP-Evolve Partnership**



<sup>34</sup> Evolve. 2020. "Program Gizi Anak Sekolah: Promoting Fruits and Vegetables Consumption among School Children through Community Campaigning." 17 February 2020. <http://bit.ly/wfp-evolve-gebyar-gebyur-campaign-in-kuningan-district-west-java>.

To mitigate the COVID-19 situation, WFP now collaborates with the Centre for Data and Information Technology (Pusdatin) of the MoEC to produce the nutrition education materials online in the form of animation, games, videos and short films. These will be used in primary schools through the MoEC's existing platforms such as Rumah Belajar, Education TV, collaboration with TVRI and social media channels. Online assignments on balanced diets will be created and tested in a school of SDN 02 Ciloa Kuningan West Java, and are planned to be subsequently expanded for use throughout Indonesia.

A nutrition guidance book for parents and caregivers is being developed by WFP with advice from the MoEC and MoH. This book will be shared through a WhatsApp group managed by primary school teachers in the pilot school of Kuningan and through other social media channels for online trial and later scale-up.

### **Experiences**

**Innovative private-sector partnership:** The partnership between WFP, Cargill and Evolve encouraged WFP to promote private-sector partnerships with the Government of Indonesia. Funding from Cargill allowed WFP to engage in policy dialogue and provide technical assistance to central and local governments in the context of Progas. This experience will be promoted with relevant government parties who do not know about the benefits of such private-sector cooperation. Likewise, the collaboration between WFP and Evolve and the role of private-sector institutions in supporting the Government with the promotion of fruit and vegetable consumption to school children needs to be shared with government parties so that they may invite other private-sector entities to engage similarly.

## Chapter 4. Learning and Conclusions

Global and regional forums provided the Government of Indonesia with exchange opportunities on programmes aimed at nutrition in education. WFP has been able to facilitate such exchange of knowledge and experience on nutrition in education programmes between Indonesia and other countries. This has provided the Government of Indonesia with insights into how other governments developed school-feeding programmes and what benefits were derived, which was strengthened by policy dialogue with WFP's Centre of Excellence in Brazil.

WFP has engaged in policy dialogue and provided technical assistance to the Government of Indonesia to implement the national school-feeding programme, Progas and related services. The Government did not pick up school feeding as a national programme as it decided to focus on the prevention of stunting instead. Moreover, with schools closed due to the COVID-19 pandemic, a number of innovative nutrition-related initiatives for school children and their parents have been severely obstructed. Nonetheless, learning and conclusions from the Progas experience have been outlined below, along the same pathways used for structuring the report.

### 4.1. Learning

#### Pathway 1: Policies and Legislation

- **Sustainability of school feeding hampered by an incomplete policy framework and lack of national strategy or road map for Progas expansion.** It resulted in unstable central level budget allocation and lack of systematic planning and budgeting for local level implementation.
- **Sustainability further constrained by lack of subnational ownership within the decentralized education system.** When ownership and budgetary support was transferred from the MoEC authority to the regional authorities, there was inadequate policy support, insufficient ownership, limited budget allocation and not enough local level implementation capacity. Therefore, without national resources, the programme could not be sustained at the district/sub-district level.
- **Insufficient awareness and use of national policy framework at the subnational level.** The central policy and regulatory framework in which Progas was embedded, including the Presidential Instruction on GERMAS and the Presidential Regulation on Food and Nutrition, were not well-known nor adequately disseminated to district governments. Thus, subnational authorities were not enabled to use the existing central regulatory framework to sustain Progas.
- **Persistently high stunting rates led the Government to prioritize nutrition for children under two years of age and pregnant and lactating mothers,** as reflected in the RPJMN 2020--2024. Thus, the importance of the nutritional status of school children in solidifying the nutritional gains of the first 1,000 days has not yet been fully realized. As a result, budgetary commitments have shifted from school feeding to other nutrition needs, leaving the significant potential of school children untapped.

#### Pathway 2: Institutional Effectiveness and Accountability

- **Limited inter-ministerial and intersectoral coordination and collaboration at central level.** The result was that the alignment and synergy between sectors, which are essential for successful school feeding implementation, were limited.
- **The non-existence of a formalized district mechanism for cross-sector coordination limited the programmatic decision making and resource allocation.** District level multisector coordination forums were found ineffective as they lacked regulatory support. This led to the inability of district governments to position school feeding as a programme priority with a secured budget beyond one year.

### Pathway 3: Strategic Planning and Financing

- **The lack of subnational year-to-year resource and budget allocation was a limiting factor for school feeding.** Less than 15 percent of targeted districts had allocated a budget for one year of implementation, and only one had a multi-year allocation. Similar to the central level, district-level resources were often prioritized towards stunting reduction. This left limited resources to commit to nutrition for school-aged children. Allocating resources to improve the nutritional status of school-aged children was difficult, as there was and is no binding regulation to do so and school-aged children are not among the main target groups of the National Strategy for Acceleration of Stunting Reduction 2018–2024.
- **The relatively high unit cost of the Progas school-feeding model was not sustainable.** Inclusion of associated costs other than meals—including fuel, transportation, incentives for cooks, monitoring and evaluation and school fee management—put an upward pressure on the unit cost.
- **Underutilization of local nutritious recipes led to limited local ownership and acceptance.** People who were responsible for organizing and preparing meals had little knowledge of the nutritious values of local ingredients and recipes.
- **Limited reliance on and engagement of local resources, especially volunteers from the women’s association (PKK).** The role of PKK volunteers was to create high-quality menus based on local ingredients. The existence of a local menu that tastes good, however, is not sufficient if it does not meet nutritional needs of school children. Also, the nutritional knowledge related to availability and use of local products appeared limited.

### Pathway 4: Stakeholder Programme Design, Delivery, and Monitoring and Evaluation

- **Limited stakeholder ownership due to lack of consultation.** There was insufficient consultation on targeting and limited involvement of local government during the preparation of the school-feeding programme, resulting in low commitment to replicating and sustaining the programme at the local level.
- **Nutrition education materials were available, but the delivery at school level was inadequate.** The MoEC provided one set of printed nutrition education materials for each targeted school. This package has not been integrated into the curriculum, and the delivery of nutrition education is not supported by the teachers’ capacity. It is often considered as an additional activity for the teachers.
- **Using local vegetables and fruits in every meal served was adhered to,** but the use of the right portions would have needed to be ensured.
- **Linking local farmers with individual schools** for direct supply was not sufficiently built up.
- **School garden and fishpond activities were promoted at schools but insufficiently taken up.** The insertion of school garden and fishpond activities into school nutrition guidelines, modules and trainings was successful, including the effort to connect the schools with the district agriculture and fishery offices for technical support and the provision of seeds. Still, school gardens and fishponds are insufficiently used for nutrition learning at schools.
- **Gender equality was promoted but engagement of men was not strong.** The school-feeding programme promoted the participation of women and men to support maintenance of school gardens, nutrition education and programme monitoring activities. Local farmers were also engaged. Nonetheless, the engagement of men from the community in meal preparation was not strong.
- **The established monitoring and reporting online system improved accountability,** but the compliance of users, such as schools and the DEO, would have needed to be strengthened to support programme effectiveness and quality.

## Pathway 5: Engagement and Participation of Communities, Civil Society and the Private Sector

- **Private-sector engagement, through corporate social responsibility funds and pilot project activities, was appreciated by the respective local governments.** It facilitated replication of the programme beyond the government-supported school-feeding areas and promoted the consumption of fruits and vegetables by school children.
- **In-kind community contribution was not sufficient.** Community participation in school feeding was limited to parents' provision of eating utensils and daily drinking water, and involvement as members of cooking groups or school committees. Thus, the potential of in-kind contributions from the local surrounding communities was not sufficiently explored.

## 4.2. Conclusions

### Pathway 1: Policies and Legislation

- **Coordination among (sub)national stakeholders and between national and subnational levels is key to ensuring relevance to national priorities and local ownership.** Determining the relevant national policy framework from the beginning and aligning with regional priorities appears essential for the sustainability of nutrition and other programmes in education.
- **Without a policy framework and national strategy in place to improve nutrition of school-aged children, nutrition programmes will not be integrated into education.** A framework and strategy in alignment with national education, social protection, health and other government programmes and initiatives is needed to support such integration. It is crucial that national stakeholders realize the importance of investing in nutrition beyond the first 1,000 days, to maximize human development potential in children's lives and consolidate the gains made in the first 1,000 days.
- **Improving nutrition of school-aged children needs a system for policy dialogue with high-level decision makers, including parliament at central and local levels,** based on evidence and new or enhanced models.

### Pathway 2: Institutional Effectiveness and Accountability

- **Cross-sector collaboration is one of the conditions to achieve results in improving the health and nutrition of school-aged children.** It can enhance programme quality and effectiveness and should cover not only nutrition but also health, agriculture, water and sanitation, social protection and education. A multisectoral coordination mechanism would help support evidence review in the sector and policy and strategy discussions among members and relevant development partners. It is equally important to support the communication channels between national and local bodies working on nutrition in education.

### Pathway 3: Strategic Planning and Financing

- **A life-cycle approach needs to be at the basis of good nutrition for all.** It is important that all stakeholders—including consumers, producers, the government and others—are aware that supporting the first 1,000 days does not come in isolation. If attention to good nutrition is lost after two years of age, there is a high likelihood that nutritional gains are lost as well.
- **Nutrition in education programmes only work well if they are suitable to local context.** It was observed that high unit costs, lack of engagement of local farmers and insufficient collaboration with women's association volunteers (PKK) reduced programme effectiveness.

#### Pathway 4: Stakeholder Programme Design, Delivery, and Monitoring and Evaluation

- **Engagement of local authorities from the onset enhances local ownership and enables better planning.** A close collaboration between DEO and DAO as well as with village/sub-district governments would be essential to ensure that nutrition in education programmes serve the needs of the local schools and communities.
- **Limited capacity of teachers to deliver nutrition messages to children hampers the effectiveness of programmes that aim to improve the nutritional status of children in schools.** If nutrition messages are not included in school curriculums and teachers do not have the capacity to deliver them, it will be difficult to achieve an improved nutritional status of children.

#### Pathway 5: Engagement and Participation of Communities, Civil Society and the Private Sector

- **Private-sector engagement at school, local and central levels has the potential to make nutrition in education programmes more acceptable and sustainable.** The private sector is a critical partner for mobilizing financial resources, enhancing programme quality and opening opportunities for policy dialogue and technical assistance.
- **Community members are an equally important group of stakeholders to make nutrition in education programmes more viable.** Involving them and acknowledging and promoting their contributions as indispensable strengthens ownership and commitment.

## Chapter 5. The Way Forward for WFP Indonesia

Despite the Progas school-feeding programme not having been picked up as a priority programme by the Government of Indonesia, nutrition for school-aged children remains important and should remain a priority. The Government and other stakeholders acknowledge the existing nutrition challenges for school-aged children especially in light of the aggravating impact of COVID-19 through school closure and their overall implication on education. The focus on improving the nutritional status of school-aged children must therefore remain high on the agenda, and strengthening the inter-relationship between education, nutrition and health is one of the avenues to follow. WFP Indonesia through its CSP 2021–2025 aims to support the Government of Indonesia in reaching out to people vulnerable to malnutrition, which definitely includes school-aged children. WFP foresees the following steps in its continuing engagement for school-aged children.

1. WFP will continue emphasizing the importance of leaving no one behind, which includes ensuring healthy nutrition for school-aged children to solidify the achievements made in the first 1,000 days. WFP will continue to support improved nutrition for school-aged children through policy dialogue and advocacy, and work towards stronger integration of nutrition outcomes for vulnerable groups throughout the life cycle into government social protection and education programmes.
2. In close collaboration with the Ministry of National Development Planning (Bappenas), WFP will facilitate multisector coordination for improved nutrition of school-aged children through existing government platforms.
3. WFP will conduct assessments of barriers and enablers, to identify policy gaps and areas for policy improvements that benefit school-aged children and provide recommendations to address these.
4. WFP will support the Government in strengthening advocacy, campaigning and conducting social and behaviour change communication for nutrition improvement of school-aged children and enhancing the nutrition knowledge of teachers, facilitators, parents and caregivers through existing social protection programmes and primary schools.
5. WFP will endeavour to support the Government in adapting and strengthening existing social protection programmes to enhance access to healthy diets for school-aged children and promote positive behaviours. Moreover, WFP will be ready to support the integration of nutrition education materials for school-aged children into the primary school curricula in partnership with other stakeholders and improve the quality delivery of nutrition education through teacher training.
6. WFP will involve its Centre of Excellence in Brazil to expand engagement of stakeholders. It will put together the four work-streams in supporting the Government of Indonesia through (1) sharing knowledge and best practices, (2) promoting increased investment in School Health Nutrition, (3) acting in partnership to improve and advocate for School Health Nutrition, and (4) strengthening programmatic approaches in key areas.
7. WFP will seek opportunities for alignment with the Association of Southeast Asian Nations (ASEAN) policies and guidance for improvement of nutrition of school-aged children.

## List of Acronyms

APBN	<i>Anggaran Pendapatan dan Belanja Negara</i> (national budget)
ASEAN	Association of Southeast Asian Nations
Bappeda	<i>Badan Perencanaan Pembangunan Daerah</i> (Regional Development Planning Agency)
Bappenas	<i>Badan Perencanaan Pembangunan Nasional</i> (National Development Planning Agency)
BIMTEK	<i>Bimbingan Teknik</i> (technical guidance)
B POM	<i>Badan Pengawasan Obat dan Makanan</i> (National Food and Drug Agency)
CCS	Country Capacity Strengthening
COVID-19	Coronavirus disease
CSP	Country Strategic Plan
DAO	District Agriculture Office
DEO	District Education Office
FEMA-IPB	<i>Fakultas Ekologi Manusia–Institut Pertanian Bogor</i> (Faculty of Human Ecology, Bogor Agriculture Institute)
GCNF	Global Child Nutrition Forum
GERMAS	<i>Gerakan Masyarakat Hidup Sehat</i> (Healthy Living Community Movement)
IDR	Indonesian Rupiah
IEC	information, education and communication
Jabodetabek	Jakarta, Bogor, Depok, Tangerang, Bekasi; the Greater Jakarta area
Kcal	kilocalorie
Kemenko PMK	<i>Kementerian Koordinator Bidang Pembangunan Manusia dan Kebudayaan</i> (Coordinating Ministry for Human Development and Cultural Affairs)
KLA	<i>Kabupaten Layak Anak</i> (child-friendly district)
LFBSM	Local Food-Based School Meals
M&E	monitoring and evaluation
MI	Madrasah Ibtidaiyah (equivalent to primary school)
MoEC	Ministry of Education and Culture
MoH	Ministry of Health
MoRA	Ministry of Religious Affairs
MoVDR	Ministry of Villages, Disadvantaged Regions and Transmigration
MULOK	<i>Muatan Lokal</i> (local content/region-based additional lesson)
NAD	Nanggroe Aceh Darussalam
NGO	non-governmental organization
NTB	<i>Nusa Tenggara Barat</i> (West Nusa Tenggara)
NTT	<i>Nusa Tenggara Timur</i> (East Nusa Tenggara)
PERSI	<i>Perhimpunan Rumah Sakit Seluruh Indonesia</i> (Association of Indonesia's Hospitals)
PHBS	<i>Perilaku Hidup Bersih dan Sehat</i> (personal hygiene and healthy lifestyle)
PKK	<i>Pemberdayaan Kesejahteraan Keluarga</i> (Family Welfare Empowerment/Women's Association, a community organization that empowers women to participate in Indonesia's development)
PMOL	<i>Pelaporan dan Monitoring Online</i> (online reporting and monitoring system)
PMT-AS	<i>Pemberian Makanan Tambahan Anak Sekolah</i> (supplementary feeding for school children)

Progas	<i>Program Gizi Anak Sekolah</i> (Nutrition Programme for School Children)
Puskesmas	<i>Pusat Kesehatan Masyarakat</i> (government-mandated community health centres at the sub-district level across Indonesia)
Pusdatin	<i>Pusat Data dan Teknologi Informasi</i> (Centre for Data and Information Technology, in MoEC)
RA	<i>Raudlatul Athfal</i> (equivalent to pre-school education)
RDA	recommended daily allowance
RENSTRA	<i>Rencana Strategis</i> (strategic planning)
RPJMD	<i>Rencana Pembangunan Jangka Menengah Daerah</i> (Regional Medium-Term Development Plan)
RPJMN	<i>Rencana Pembangunan Jangka Menengah Nasional</i> (National Medium-Term Development Plan)
SABER	System Approach for Better Education Results
SABER-SF	System Approach for Better Education Results–School Feeding
SD	<i>Sekolah Dasar</i> (primary school)
SDN	<i>Sekolah Dasar Negerim</i> (state primary school)
SEAMEO RECFON	Southeast Asian Ministers of Education Organization-Regional Centre for Food and Nutrition
UKS	<i>Usaha Kesehatan Sekolah</i> (School Health Unit)
WFP	World Food Programme

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## Annex 1. List of Outputs Accomplished

<b>Objective 1: Strengthen MoEC's capacity at the national level for sustainable Progas replication, scale-up and adoption</b>		
<b>Outputs accomplished</b>	<b>2017-2018</b>	<b>2019/2020</b>
Human resource support to MoEC	One WFP staff embedded for 3 full days/week	One WFP staff embedded for 3 full days/week
Guidelines and modules	2017 and 2018 Progas Implementation Guidelines and Modules developed	2019 Progas Implementation Guidelines and Modules developed
Sensitization and training	Briefing on Progas to local government representatives; training on Progas 2017 modules and recipes	Briefing on Progas to local government representatives; training on Progas 2019 modules
		Skype-based training on Progas Online Reporting and Monitoring by DEO, Puskesmas nutritionist and schools in 38 districts
		Skype-based training of cooking groups on Progas recipes in 9 districts
Support to evidence-focused study/ assessment	Progas baseline data collected in 4 provinces (Papua, West Papua, Maluku and NTT Provinces)	
	System Approach for Better Education Result (SABER) exercise completed in 5 districts (Tangerang, Jayapura, Sorong, Maluku Tenggara and Belu) and SABER exercise at national level	
Nutrition education materials	5 types of IEC materials printed and distributed to 563 schools	Progas cooking recipes video created and disseminated through website and WhatsApp group to local government, targeted schools and cooking groups
Advocacy materials	Progas advocacy video, video training modules and briefing kit developed	
Capacity strengthening or joint advocacy missions	Joint WFP-MoEC capacity strengthening missions completed	
Sponsoring government for participation in international exchange	MoEC, WFP and SEAMEO RECFON joint delegation for 1st Southeast Asia School Feeding Regional Meeting in Siem Reap, Cambodia	
	MoEC and WFP attendance at Global Child Nutrition Forum (GCNF) 2017 in Montreal,	4 government representatives from Bappenas, MoEC, SEAMEO and Pidie District participated in

	Canada, and 2019 in Siem Reap, Cambodia	Annual Global School Feeding Meeting 2019
Creation of new Progas recipes	4 new Progas recipes created, reviewed and tested by WFP and SEAMEO RECFON	34 local food-based Progas recipes created, guidelines developed and disseminated in 39 districts
Support to MoEC for Progas targeting and budgeting plan 2018	Progas 2018 priority targeting area and key budget item requirement plan developed by MoEC & WFP	
Support to national government other than MoEC		Supported national government (Kemenko PMK) to outline the Healthy Breakfast at Village Level Programme (SAPA DESA)
		Initiated preparation of multisector government consultation for formation of National Platform for Nutrition of School-aged Children

**Objective 2: Support the national government to ensure the sustainability of the school feeding programme at the subnational level**

<b>Outputs accomplished</b>	<b>2017-2018</b>	<b>2019/2020</b>
Advocacy Missions		Advocacy Mission to Natuna and Pidie Districts
		Advocacy Mission to Deli Serdang District in North Sumatera Province
		Joint Advocacy Mission to Pasaman District in West Sumatera Province
		Joint Advocacy Mission to Rote, Alor, Sumba Barat Daya and Flores Timur Districts in NTT
Trainings		Training on Progas 2019 Implementation Guidelines and Modules in Natuna and Pidie Districts
Baseline survey		Baseline survey in Pidie District

**Objective 3: Encourage Cargill workers to adopt a more balanced diet/promote GERMAS messages to Cargill employees through social media campaign**

<b>Outputs accomplished</b>	<b>2017-2018</b>	<b>2019/2020</b>
Nutrition menu for Cargill employees	Review menu provided to Cargill site canteens in 3 locations (Serang, Pasuruan and Gresik)	
Healthy messages creation		4 videos on healthy diets and behaviours developed and

		disseminated through Cargill Office and social media
Nutrition session on balanced diet and weight management		First healthy diet session delivered to Cargill's employees
		Second talk show (offline) on healthy diets delivered to Cargill's employees
		Online final talk show on nutritious balanced diets
<b>Objective 4: Extend Progas-like school feeding/meals in locations near Cargill facilities</b>		
<b>Output accomplished</b>	<b>2017-2018</b>	<b>2019/2020</b>
Sensitization and training	Cargill's employees, NGO staff and key government staff sensitized on Progas Implementation Guidelines	Multisector local government staff in 4 districts sensitized on Progas 2019
	Cargill's employees and NGO staff trained on 6 Progas Modules	Progas training to local NGOs (JPIC, Armapala, Cempaka, YSB and BMP) in 5 districts
	Cooking training in Serang, Pasuruan and Belu Districts	Progas sensitization and training to 8 schools of 5 districts (Deli Serdang, Gresik, Pasuruan, Amurang and Serang)
	Progas new recipe training in Pasuruan and Serang involving women's associations (PKK)	
	Training on IEC materials and teachers' capacity strengthening for nutrition education	
	School garden training and sustainable food area training	
	Training on reporting and monitoring to NGOs BMP Serang and Cempaka	
School kitchen renovation	School kitchen renovation in 2 schools of Serang and Pasuruan Districts	
Progas launching	Support Progas launching in Serang and Pasuruan	Support to Cargill for Progas launch in Deli Serdang, Gresik and Amurang Districts
Data collection	Baseline data collection in 3 Cargill selected schools and 3 non-intervention/control schools in Serang and Pasuruan Districts	Baseline data collection in 2 Cargill schools and 2 non-intervention/control schools in Deli Serdang District
Design and printing of nutrition education materials	5 types of IEC materials printed and distributed to 4 Cargill selected schools	Videos on healthy diets and living messages developed and disseminated through Cargill and social media

Advocacy meeting with local government	Corporate social responsibility meeting with Serang local government and private sector/ corporate social responsibility team	
School gardens and fishponds	School garden training and sustainable food area training	School gardens and fishponds established in 2 schools in Deli Serdang District
Technical assistance during Covid-19 pandemic		Technical assistance for conversion of remaining feeding days into food and hygiene kit and COVID-19 education materials for distribution in 5 locations

## Annex 2. Progas Implementation Photos





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