



WFP EVALUATION



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Evaluation of Indonesia WFP country strategic plan 2021-2025

Centralized evaluation report – Volume I

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Executive summary

Introduction

Evaluation features

1. The evaluation of the country strategic plan (CSP) for Indonesia for 2021–2025 was commissioned by WFP's Office of Evaluation. It serves both accountability and learning purposes and will inform the design of the next CSP for Indonesia.
2. The evaluation covered the activities implemented by WFP under the CSP and covered the period from November 2020 to October 2024. Data collection was conducted in Indonesia between September and October 2024 by an external independent team using a theory-based, mixed-methods approach.
3. The main intended users of the evaluation are the WFP country office in Indonesia, technical divisions at WFP headquarters in Rome, the WFP Executive Board, the Government of Indonesia, partner United Nations entities, and donors. Other potential users include civil society and non-governmental organizations in Indonesia.
4. Consideration of equality between men and women, disability inclusion, protection, accountability to affected people, nutrition, climate change and environmental issues was integrated into the evaluation. Ethical standards were applied to safeguard the dignity of the people involved and the confidentiality of the information shared.

Context

5. As a middle-income country since 2010 and a member of the Group of Twenty, Indonesia is among the world's ten largest economies by purchasing power parity.¹ Less than 5 percent of the population lives in extreme poverty, while 25.9 million people currently live below the poverty line.² Regional, age and urban–rural disparities in poverty reduction persist, with poverty rates ranging between 5 to 20 percent among provinces, and rural areas disproportionately represented. The percentage of young people not engaged in education, employment or training is 23.2, almost four times as high as overall unemployment, officially recorded at 5.9 percent in 2022. As poverty has fallen the Gini coefficient has decreased from 0.384 in 2018 to 0.379 in 2024.³
6. The Government of Indonesia is committed to the Sustainable Development Goals (SDGs) and has developed a framework of reforms aimed at achieving them. The most relevant of these for WFP's work include the six priorities for the achievement of SDG 2, on zero hunger, and – more generally – the cooperation frameworks for SDG 17, on partnerships for achieving the goals. Indonesia's 2021 Voluntary National Review⁴ of progress towards achievement of the goals and an update on the associated indicators published in 2023⁵ cited progress towards both SDG 2 and SDG 17.⁶

¹ World Economics. 2025. [GDP rankings: 2025](#).

² United Nations. 2019. [Common country analysis – CCA](#).

³ BPS Statistics Indonesia. 2024. [Indonesian expenditure inequality rate in March 2024](#).

⁴ Ministry of National Development Planning. 2021. [Indonesia's Voluntary National Review \(VNR\) 2021..](#)

⁵ Ministry of National Development Planning. 2023. [Laporan Pelaksanaan Pencapaian Tujuan Pembangunan Berkelanjutan 2023](#) (not available in English).

⁶ Ibid.

7. Within the period covered by the current CSP, 2021–2025, and since the evaluation of the previous CSP in mid-2019, more than 20,000 climate-related disasters were recorded,⁷ the most notable being the Mamuju earthquake and Seroja cyclone in 2021, and the Cianjur earthquake in 2022, which resulted in heavy damage to infrastructure, and human displacement and death. Beyond disasters, it is believed that deforestation and climate change may also have a significant impact on crop production.
8. While food availability has improved, access to and utilization of food remain uneven. The 2024 Global Hunger Index ranked Indonesia 77th of 125 countries and categorized the level of hunger in the country as “moderate”. The prevalence of stunting and wasting among children under 5 in Indonesia is among the highest in the Association of Southeast Asian Nations.⁸ Rates of overweight and obesity are increasing, and rates of micronutrient deficiencies are assumed to be high in all age groups. A 2017 cost of diet study sponsored by WFP and Indonesia’s Ministry of National Development Planning identified a lack of knowledge of nutritious food, poor dietary habits and the limited availability of affordable foods as key barriers to healthy eating.¹

Country strategic plans

9. The CSP for Indonesia for 2021–2025 superseded the CSP for 2017–2020, providing continuity for WFP’s capacity strengthening efforts in the country. The 2021–2025 CSP has three strategic outcomes focused on the root causes of food insecurity and resilience building, as shown in the table below.

TABLE 1. INDONESIA COUNTRY STRATEGIC PLAN FOR 2021–2025: FOCUS AREAS, STRATEGIC OUTCOMES AND ACTIVITIES		
Focus area	Strategic outcome	Activity
Root causes	1: By 2025 the Government and other partners have enhanced capacity to generate and apply high quality evidence as a basis for the reduction of food insecurity and malnutrition	1: Provide policy engagement, technical assistance and advocacy for government and other partners to enhance attention to, and the use of, food security and nutrition evidence
Resilience building	2: By 2025 the Government, other partners and communities have enhanced capacity to mitigate the impact of disasters and climate change on food security and nutrition	2: Enhance partnerships, policy engagement and technical assistance to Government, other partners and communities to reduce risks and the impact of disasters and climate change on food security and nutrition
Root causes	3: By 2025 populations at risk of multiple forms of malnutrition benefit from increased national capacity to design and implement programmes that enhance access to and promote positive behaviours on healthy diets and prevent stunting and other nutritional deficiencies	3: Undertake policy engagement, technical assistance and advocacy for healthy diets as a means of preventing all forms of malnutrition

10. In implementing the CSP, the country office drew on recommendations and lessons learned from previous evaluations.⁹ Several efforts were made to address recommendations related to maintaining

⁷ Source: [national disaster management agency](#) (not available in English).

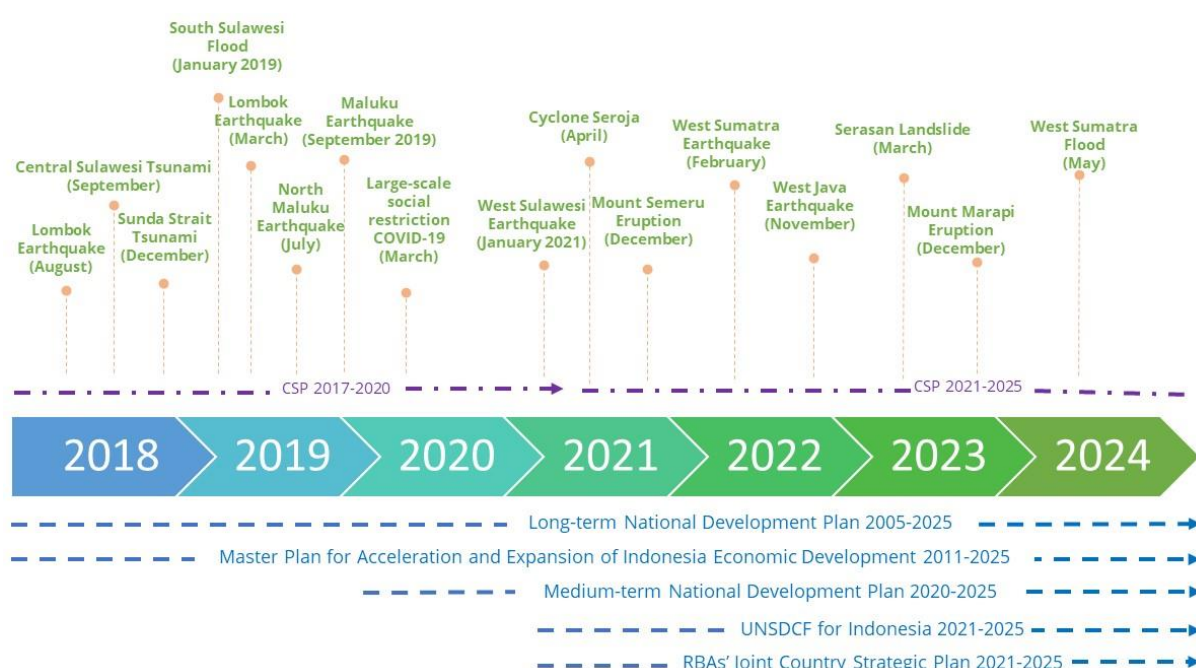
⁸ “[Indonesia country strategic plan \(2021–2025\)](#)” (WFP/EB.2/2020/7-A/4).

⁹ WFP. 2020. [Evaluation of Indonesia WFP Country Strategic Plan 2017–2020](#).

the success achieved in certain thematic areas and developing improved legal agreements with the Ministry of National Development Planning and other units. These included making use of increased expertise in working with the Government – through either direct contracting or short-term positions.

11. WFP's programme of work in Indonesia evolved over time from a diverse collection of project-based initiatives into a more cohesive set of efforts geared towards country capacity strengthening (CCS) under the 2021–2025 CSP. While CCS work under the CSP has primarily focused on the national level, WFP has also conducted two types of sub-national intervention: a cross-sectoral approach in a single geographic area; and a sector-specific approach – comprising, for example, anticipatory action – covering a larger region.
12. Figure 1 summarizes the key events in the country during the CSP implementation period.

Figure 1: Country context and CSP overview 2018–2024

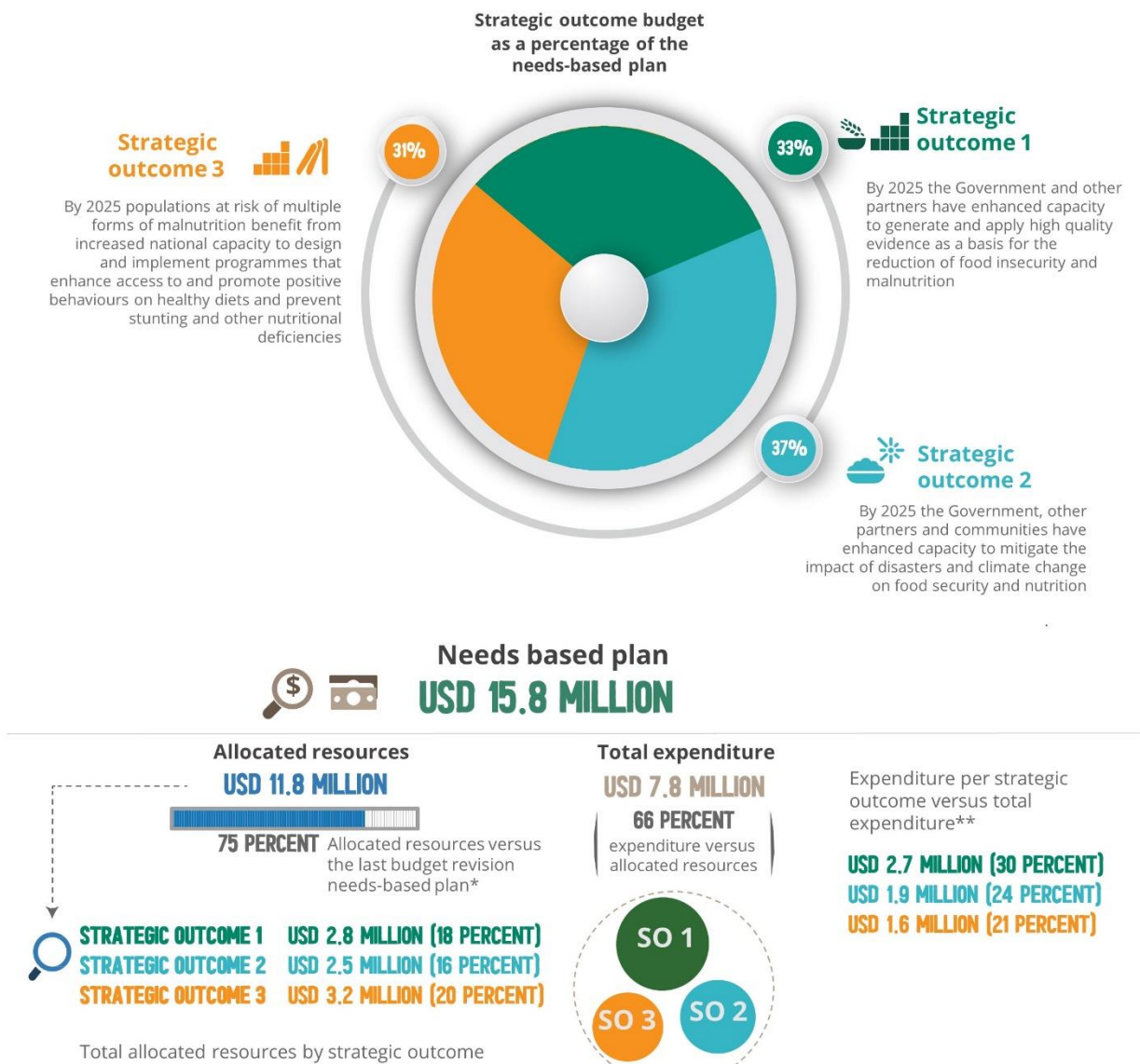


Abbreviations: RBAs = Rome-based agencies; UNSDCF = United Nations sustainable development cooperation framework.

Source: Evaluation team.

13. As of October 2024, the CSP was funded at approximately 75 percent. The needs-based plan budget amounted to USD 15,828,623, evenly distributed across the three strategic outcomes. Non-traditional donors, whose support included flexible funding, provided 28.4 percent of that amount, the Government of Indonesia 20.2 percent, and WFP's Emerging Donor Matching Fund 14 percent.

Figure 2 Indonesia country strategic plan (2021–2025) strategic outcomes, budget and expenditures



* Percentage of allocated resources do not include direct and indirect support costs (21 percent).
** Percentage of strategic outcome expenditures over total expenditures do not include direct and indirect support costs (24 percent)

Source: FACTory. Data extracted in October 2024.

Evaluation key insights and conclusions

Insight 1. CSP architecture

The CSP for 2021–2025 has facilitated WFP's continued strategic positioning in Indonesia and supported the Government in its efforts to achieve its SDG targets. The CSP has contributed to WFP's increased strategic engagement in an array of humanitarian and development sectors, particularly with regard to strengthening national systems for humanitarian response and food security. The CSP structure has allowed operational flexibility and responsiveness to emerging opportunities and changes in circumstances; however, while CSP activities are aligned with the priorities of government partners, they do not address some issues affecting women, older people, persons with disabilities, people living in remote areas, and children – groups identified in the common country analysis as those most at risk of being left behind. The absence of a framework for assessing emerging opportunities prevented coherent engagement.

14. The CSP design was guided by a 2020 update of Indonesia's zero hunger review, which highlighted key gaps in food affordability, efforts to address malnutrition, and social protection targeting. It is also explicitly aligned with the Government's mid-term development plan, the United Nations sustainable development cooperation framework and the findings of an evaluation of the country strategic plan for 2017–2020.
15. The CSP facilitated WFP's strategic positioning for CCS as part of the United Nations country team's overall approach to supporting the Government in its efforts to achieve its SDG targets. The CSP addressed recommendations from the common country analysis which identified shortfalls in human development, constraints on national capacity, the importance of addressing high stunting rates in the country, the need for food diversification, and the importance of improving the coverage of social protection for particularly at-risk groups. However, the conclusion of the common country analysis that women, older people, persons with disabilities, people living in remote areas, and children were the most at risk of being left behind was not specifically addressed in the CSP design. Inputs from Indonesia's Voluntary National Review of progress towards the SDGs were also taken into consideration in the design of the CSP.
16. The CSP design intentionally maximized flexibility in responding to the Government. While this enabled WFP to respond to strategic opportunities, it created challenges in determining whether emerging opportunities were strategic, or beyond the scope of the CSP. The nature of a capacity strengthening CSP presented unique challenges for cultivating and maintaining appropriate relationships with government counterparts during periods of institutional, pandemic-related and other disruption.
17. During CSP implementation WFP adapted its strategic positioning and activities to respond to changes in circumstances and national needs. Given the high capacity of the Government and national structures, WFP employed an approach to national-level CCS that focused on complementing existing government processes. This had implications for national level programming, which emphasized complementary technical assistance, gap analysis and the provision of strategic but complementary support on specific elements of national programming.

Insight 2. Country capacity strengthening

There is an absence of strategic documentation guiding the operationalization of the CCS pathways, even though there is considerable evidence that the Government was starting to benefit from these pathways.

18. The CSP is framed around WFP's corporate CCS strategy for Indonesia, which features five conceptual pathways of intended change: policies; institutional effectiveness; strategic planning and financing; programme design and delivery; and engagement of civil society organizations and the private sector.
19. CSP activities are strongly aligned with the priorities of relevant government partners and are appropriately positioned to support the CCS pathways, especially the institutionalization and programme design pathways, with increasing attention being given to strategic planning and financing.

20. However, the absence of a clear conceptual framework defining strategic priorities, the level of engagement, and pathways for decision-making detracted from WFP's efforts to ensure that its interventions were not only aligned with, but also strategically responsive to, the Government's priorities. This has limited WFP's ability to strategically prioritize and optimize its engagement in the country.
21. The CSP allowed WFP to adapt effectively to change, including changes in the Government's priorities, the establishment of new government agencies, changes in government frameworks, the impacts of the coronavirus disease 2019 (COVID-19) pandemic, and the alignment of nutrition priorities with new national initiatives.
22. WFP successfully adapted its subnational programming to reflect emerging needs and growing interest in capacity strengthening beyond the national level. Indonesia's decentralized governance structure, combined with WFP's experience of operating at the subnational level, presented an important opportunity to focus on subnational capacity strengthening.

Insight 3. Evidence generation and use

It is challenging for WFP to depict comprehensively the breadth of its engagement in Indonesia; the significant work required by staff to build relationships and long-term engagement is not currently captured in corporate reporting systems. There is an absence of a strategic framework to guide relationship-building efforts and to systematically capture and communicate CCS achievements.

23. WFP continues to face significant challenges in fully reporting on the results of its CCS efforts, especially in upper- and middle-income countries such as Indonesia, where building relationships and long-term engagement is key to success. These crucial aspects of a CCS strategy are not reflected in WFP's current corporate results framework owing to the lack of a strategic framework and monitoring mechanisms for tracking progress at the outcome level.
24. An evaluation of the CSP for Indonesia for 2017–2020 highlighted a need to develop internal measures for tracking CCS results, including a set of indicators to be piloted in the CSP for 2021–2025. However, this recommendation has not been addressed by the country office, in part owing to disruption and transitions during the design of the current CSP. The country office's limited capacity to monitor and identify the broader effects of its products and tools within government systems further complicates the consistent documentation of results. In line with the evaluation of the previous CSP, a 2023 mid-term review of the current CSP confirmed these ongoing challenges. In addition, the theory of change models developed during the CSP's design are focused on high-level objectives and lack mechanisms for tracing potentially cascading effects beyond immediate outputs. These shortcomings hinder WFP's ability to effectively capture and communicate its CCS achievements in Indonesia.

Insight 4. Human and financial resourcing

Under-resourcing affected both CSP performance and staffing, which delayed the achievement of CSP results.

25. Cost efficiency was greatest in activities such as training and workshops, and lowest in outputs related to tools and products. However, uneven expenditure rates under all activities imply systemic challenges in planning and resource utilization. Planned and actual annual expenses were significantly over or underestimated in any given year for any given activity, leading to a cumulative underutilization of available resources each year.
26. Factors contributing to these efficiency challenges, and inhibiting collaboration, were both internal, such as inflexible WFP processes, and external, such as slow responses from the Government and complex internal government procedures. Both government and WFP stakeholders acknowledged that misalignment between WFP and government processes exacerbated the challenges for the timely expenditure of funds. There is evidence that the country office made efforts to optimize resource use through an internal restructuring exercise, creating cross-sectoral technical cells and adapting the

focus of programming in response to emerging opportunities such as the Government's planned national school meal programme.

27. The CSP benefited from a relatively high resourcing rate, as measured against the needs-based plan, but struggled because the overall amount of resources was small, which limited the number of employees available for programming support. In addition, the CSP received little bilateral donor support, relying primarily on institutional funding streams that presented both opportunities and risks for long-term CSP engagement.
28. In terms of human resources, the CCS orientation of the CSP required a combination of technical expertise, knowledge of government processes, knowledge of WFP's CCS approach and framework, and skills relevant to the building of strong relationships with counterparts. The evaluation found that because of its sensitivity to relationships, CCS programming in Indonesia has been particularly susceptible to disruption, such as the COVID-19 pandemic and leadership vacancies and absences. Knowledge management and a lack of opportunities for WFP staff to develop their CCS skills impeded country office employees in their efforts to implement CCS to maximum effect with the Government and thus constituted significant bottlenecks for CSP implementation.

Insight 5. Cross-cutting issues

Even in the absence of corporate operational guidance, the CSP has resulted in progress in the Government's integration of cross-cutting themes into WFP-supported programming, particularly in the case of nutrition-sensitive programming.

29. Existing corporate guidance on cross-cutting themes and their treatment has focused almost exclusively on WFP's direct assistance, while there is relatively limited attention to guidance on the operationalization of corporate cross-cutting themes in the context of CCS-focused CSPs for middle-income countries. This has made the use of corporate guidance in Indonesia challenging.
30. Nonetheless, there has been progress – albeit uneven – in the inclusion of cross-cutting themes in government programming through WFP's technical assistance. The most progress was noted in nutrition integration owing to the strong emphasis on nutrition in rice fortification campaigns, school meal programmes, supply chains, and disaster resilience programmes.
31. There was more limited evidence of protection issues being taken into consideration in government programming, although the evaluation found that training on protection from sexual exploitation and abuse was being integrated into Government-led disaster response processes.
32. The evaluation found progress in ensuring that women's empowerment and community-wide participation were integrated into programme design and implementation, including by ensuring the adequate representation and participation of women in activities. While WFP promoted social protection programmes targeting women and ensured that nutrition education took into account the needs of women and men, girls and boys, there was limited progress in measuring the degree to which gender-sensitive approaches were integrated into the Government's uptake of programmes.
33. Environmental sustainability emerged as an increasingly important focus in WFP's work, particularly considering Indonesia's climate-related challenges. WFP's capacity strengthening efforts also included sustainable practices for food systems. In 2022, WFP strengthened its partnership with government bodies in building climate-adaptive policies for the food sector, encouraging resilience in the face of natural hazards and promoting sustainable food security, thus supporting Indonesia's goal of creating resilient food supply chains. By aligning its support with the Government's environmental priorities, WFP responded to immediate needs but also contributed to long-term strategies for adapting to climate change.
34. Finally, protection and accountability to affected people were not prominently treated in the CSP; this is owing to the fact that WFP does not provide direct food assistance in Indonesia.

Insight 6. Performance and sustainability of results

The greatest progress has been made under the strategic outcomes related to data management and disaster risk reduction. There is potential for sustainability in six of the eight workstreams supported by WFP through technical assistance. Recent changes in the Government's priorities could strengthen school-based nutrition workstreams.

35. The factors that most influence the progress and sustainability of CSP results included the quality and strength of relationships at various levels of government; the clear definition of commitments, targets and key performance indicators in the medium-term national development plan; the design and articulation of activities in ways that minimize the workload of the Government; and the provision of targeted expertise that directly supports the Government's objectives.
36. **Strategic outcome 1:** Key achievements included improvements to the national food security and vulnerability atlas; strengthened data sharing across government systems; technical assistance resulting in the enhanced generation and utilization of data, including through small-area estimation; and enhanced climate and disaster risk management systems. Primary challenges involved resourcing and keeping pace with increasing demand for climate-related analysis.
37. **Strategic outcome 2:** Key achievements included strengthening the capacity of the national disaster management agency and developing anticipatory action and early warning models for subnational systems, including by institutionalizing subnational coordination mechanisms. Primary challenges included limited funding for resilience initiatives, complex multisector partnerships, and the scaling of regional pilots for nationwide engagement.
38. **Strategic outcome 3:** Nutrition efforts originally focused on supporting the Government's nutrition campaigns, promoting a "healthy school" model and curriculum, and advocating the use of fortified rice in social protection programmes. The primary challenge arose at the time of design, when the Government discontinued the national school meal programme which had been the focal point for orienting activities under outcome 3. This change forced WFP to adapt outcome 3 in line with other similar priorities of the Government. There is significant interest in supporting the Government's new initiative for the nationwide provision of meals in schools.
39. The evaluation found that the majority of activities under each strategic outcome were strategically integrated into government mechanisms, with good technical capacity and strong political will for sustainability. The greatest potential for sustainability was seen in the data and logistics areas. The new school meal programme presented a possible avenue for strengthening the sustainability of nutrition and supply chain programming. However, the evaluation found gaps in the development of transition strategies for WFP activities.
40. Overall, therefore, the evaluation concluded that WFP made important contributions to Indonesia's development objectives by aiming for long-term, scalable and sustainable results. Continued success will depend on the organization's ability to align its interventions with the Government's priorities, strengthen multi-level partnerships, and remain responsive to national planning cycles.

Insight 7. Comparative advantage and subnational engagement

WFP's experience and comparative advantages make it well-positioned to expand its programming at the subnational level and to strengthen its attention to subnational capacity strengthening.

41. The multisectoral CCS activities undertaken at the subnational level provided opportunities for long-term WFP engagement and continuity with a set of selected subnational actors in a particular region in Indonesia. The country office invested significant time and effort in overcoming challenges to the implementation of activities at the subnational level, with successful examples in rice fortification and logistics.
42. Anticipatory action activities helped to foster collaborative approaches among diverse stakeholders in the Government. Through initiatives such as a South-South and triangular cooperation field visit to the Philippines and a joint scoping exercise, WFP supported government partners in setting the way

forward for the application of anticipatory action principles at the national level. The food security and vulnerability atlas was instrumental in the development of methodologies that extend down to the subnational level, with opportunities for further incorporation into provincial and national development planning.

43. Overall, the evaluation concludes that WFP has an important comparative advantage in providing subnational CCS in Indonesia, which can be used in its future support for the country.

Recommendations

44. The evaluation makes two strategic and three operational recommendations that are based on the key findings and conclusions.

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
<p>Recommendation 1: Development of strategic direction. In line with the recommendations resulting from the evaluation of the previous CSP, when developing the next CSP, WFP should remain strategically focused on CCS through the utilization of a CCS framework adapted to the context of an upper-middle-income country. To achieve this, the country office should articulate its multi-year strategy and roadmap at the outcome and output levels in order to guide CSP implementation.</p>	Strategic	Country office	Asia and the Pacific regional office and Rome headquarters units concerned with CSP design	High	June 2026
<p>1.1 The design of the CSP for 2026–2030 should be centred on a clear and focused line of sight that is built on the principle of integration across the programme areas in which WFP has expertise and comparative advantage at the country office, regional and global levels, and that are aligned with the Government's priorities. Leveraging the achievements of the CSP for 2021–2025, the design should expand WFP's engagement in subnational CCS through the two models used in that CSP.</p>					November 2025
<p>1.2 At the output level, the CSP design should be guided by a well-documented capacity needs mapping and stakeholder analysis adapted to conditions at the national and subnational levels in an upper-middle-income country. At the outcome level, the mapping and analysis will inform planning priorities and resource requirements and identify the levels and points of entry at which to engage in order to achieve intended outputs and outcomes.</p>					June 2026
<p>1.3 Based on the successes outlined in the evaluation, the country office should develop criteria for determining when new opportunities are within or beyond the scope of the CSP framework, available resources and/or technical expertise in the country, regionally or globally.</p>					July 2025

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
<p>Recommendation 2: Human resource management. For the next CSP, building on the recently completed workforce review, and in line with the recommendations arising from the mid-term review and the evaluation of the previous CSP, WFP should ensure the availability of the expertise and capacity required to implement a CCS-focused CSP, including the necessary technical expertise, partnerships, government capacity, and internal expertise in CCS. WFP should ensure that processes are in place to enable it to continue to strengthen staff capacity and an organizational culture consistent with a CCS mandate, including through the development of a set of particular skills, processes and resources.</p>	Operational	Country office	Regional office and headquarters in Rome – Partnership Coordination Service, Climate and Resilience Service, Human Resources Division, country office strategic engagement unit	Medium	December 2025
2.1 Establish partnership mechanisms with academic and civil society organizations that complement existing in-house expertise in government processes and regulatory mechanisms, with a particular emphasis on skills related to institutional effectiveness (pathway 2) and programme design, delivery and monitoring and evaluation (pathway 4).		Heads of strategic outcomes			
2.2 Identify and pursue opportunities to enhance the knowledge and skills of WFP's employees and partners in relation to institutional effectiveness (pathway 2) and programme design, delivery and monitoring and evaluation (pathway 4) through engagement with headquarters in Rome.		Heads of strategic outcomes			
2.3 Enhance the country office's capacity for facilitation and relationship building to enable it to better manage relationships with government counterparts. Relevant country office employees should also have the capacity to integrate knowledge of government regulatory processes with substantive technical expertise.		Human resources unit			
2.4 Expand the current induction programme to include more systematic treatment of CCS strategic frameworks and principles of practice.		Human resources unit			

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
<p>Recommendation 3: Focused partnerships. Building on existing relationships, successes and experience, for the next CSP, WFP should develop a coherent partnership agenda that helps it to manage the diversity of partnerships required for CCS. This should include more focused prioritization and cultivation of existing relationships, and the mapping of the emerging landscape both within and external to the new Government.</p> <p>3.1 WFP should conduct a landscape and political analysis of government actors to guide its partnership strategy, including the identification of primary counterparts and the principles of practice that can serve as a checklist to ensure a complete partner relationship with each government unit.</p> <p>3.2 As part of the partnership agenda, seek to streamline the processes for managing the array of partnerships required for deep CCS engagement. This may include the development of a national advisory board or other mechanism, and the identification of key allies among partners and mechanisms that maintain relationships within movements.</p>	Strategic	Country office	Regional office CCS advisor and partnerships officers Ministry of National Development Planning and other coordinating government entities	High	June 2025
<p>Recommendation 4: CSP alignment with national systems. WFP should ensure that the implementation of activities under the next CSP is well aligned with government processes, which requires flexible responsiveness to government needs and processes within a systematic framework of action.</p> <p>4.1 Review the timing of key government planning and budgeting processes to ensure alignment with WFP's annual workplans, and create opportunities for intensive collaboration with government partners on the development of joint workplans.</p> <p>4.2 Organize a process of collaboration with the Government on identifying challenges to the synchronization of workplans, budgets and resourcing systems in order to better integrate activities.</p> <p>4.3 Ensure that relevant partnership agreements, including joint workplans, are signed with government entities at the national and subnational levels, including the Ministry of Home Affairs and technical ministries such as the Ministry of Villages and Development of Disadvantaged Regions.</p>	Operational	Country office	Ministry of National Development Planning and other coordinating government entities	High	June 2026
					December 2025
					June 2026
					June 2026

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
<p>Recommendation 5: Evidence base and knowledge management. For the next CSP, WFP should invest more in adapting existing corporate systems and results frameworks to make CCS processes and contributions more visible. This should include three additional aims: strengthen the conceptual links between CSP outcomes; track the cascading effects of CCS work under the CSP; and develop processes for informing and strengthening knowledge management so that relationships with government counterparts can be tracked.</p> <p>5.1 Identify and utilize monitoring and reporting tools and mechanisms to more comprehensively and meaningfully reflect CCS results within the country context, drawing from the corporate results framework and best practices from other CCS-oriented country offices and other United Nations entities operating in Indonesia.</p> <p>5.2 Adopt a strategy for tracking the cascading effects of WFP's CCS interventions over time, and develop mechanisms for documenting the cascade of implementation from the national level to subnational levels.</p> <p>5.3 Using the principles of practice themes for CCS, strengthen internal knowledge management systems, including by tracking the quality of relationships with the Government over time, in order to facilitate knowledge management, learning and advocacy.</p>	Operational	Country office and monitoring and evaluation unit	Regional office and headquarters in Rome (research, assessment and monitoring and CCS staff), and headquarters Research and Knowledge Management Service	Medium	December 2025

Introduction

1.1. Evaluation features

1. In line with World Food Programme (WFP) policy on Country Strategic Plans (CSPs) and WFP evaluation policy, the Office of Evaluation (OEV) has commissioned an evaluation of the 2021-2025 CSP in Indonesia. The evaluation has dual objectives of learning and accountability, as follows: 1) provide evidence and learning on WFP's performance for country-level strategic decisions, specifically for developing the next CSP; and 2) provide accountability for results to WFP stakeholders. The Terms of Reference (TOR) are provided in Annex 1.

2. The evaluation was conducted by The KonTerra Group between May 2024 and May 2025 and timed to ensure that inputs inform the design of the next CSP in Indonesia. The timeline of the evaluation is provided in Annex 2. The unit of analysis is the CSP 2021-2025. The temporal scope is from mid 2019 until the end of the CSPE data collection phase in October 2024. The final evaluation report will be presented to the WFP Executive Board in November 2025 and will serve as a strategic input into the design of the next CSP in Indonesia.

3. The evaluation serves the interests of a range of internal and external stakeholders. Internal stakeholders include the WFP Country Office (CO) in Indonesia, OEV, WFP headquarters (HQ) and WFP Regional Bureau for Asia and Pacific Region in Bangkok (RBB). External stakeholders include the Government of Indonesia, particularly the offices and agencies engaged in the CSP implementation at national and subnational levels, cooperating partners, donors, other United Nations (UN) agencies, and other stakeholders (including academia and private sector). The beneficiaries of CSP activities are key stakeholders of this evaluation and of future WFP actions in Indonesia. The primary users of the evaluation are the CO and RBB. A full list of stakeholders is presented in Annex 3.

4. The evaluation employed a mixed methods approach combining document review, quantitative data analysis, and key informant interviews. The evaluation team conducted in-person primary data collection in Indonesia between September 22 and October 9, 2024. The evaluation adhered to the WFP Technical Note on Integrating Gender in Evaluations and the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation.

1.2. Context

Geography, Demography, and Government

5. Indonesia, the world's largest archipelago with over 17,000 islands, and over 270 million inhabitants (2020 Census, 49.4 percent women),¹⁰ make it the fourth most populous country globally 70.7 percent between the ages of 15 to 64 years of age and half the population under 40.¹¹ Indonesia is an ethnically, religiously and linguistically diverse nation.¹² The vast majority of the population is Muslim (87.4 percent).¹³ The official language is Indonesian, but more than 700 local languages are spoken.¹⁴ A presidential republic, Indonesia is administratively decentralized into 38 provinces.¹⁵ President Prabowo Subianto was inaugurated on 21 October 2024.

National policies and Sustainable Development Goals (SDG)

6. Indonesia's national development planning is organized across five levels.¹⁶ Development is guided by the National long-term development plan (Rencana Pembangunan Jangka Panjang Nasional-RPJPN) spanning 20 years and the National medium-term development plan (Rencana Jangka Menengah Nasional -

¹⁰ <https://setkab.go.id/hasil-sensus-penduduk-2020-bps-meski-lambat-ada-pergeseran-penduduk-antarpulau/>

¹¹ <https://setkab.go.id/hasil-sensus-penduduk-2020-bps-meski-lambat-ada-pergeseran-penduduk-antarpulau/>

¹² Census data 2010. Indonesia.go.id - Suku Bangsa

¹³ Laman Resmi Republik Indonesia • Portal Informasi Indonesia; cia.gov/the-world-factbook/countries/indonesia/summaries/

¹⁴ International Work Group for Indigenous Affairs. 2020. Indonesia. <https://www.iwgia.org/en/indonesia.html>.

¹⁵ For more explanation see: https://www.cifor-icraf.org/publications/pdf_files/interlaken/Compilation.pdf

¹⁶ For details on their interrelationships see: <https://www.bappenas.go.id/>

RPJMN), covering five-year periods, developed based on the RPJPN. The new RPJPN (2025-2045) and the RPJMN (2025-2029) are under development (currently in their final draft).¹⁷

7. The GoI has a strong national policy environment for development, social assistance, and health, and is committed to achieving the SDGs and its own targets under the RPJMN 2020-2024, which is the last segment of its current RPJPN. The RPJMN seeks to improve the quality of the country's human resources through 1) management of population growth; 2) strengthening the implementation of social security; 3) increasing coverage of universal healthcare; 4) increasing coverage of quality education; 5) increasing the quality of lives for children, women and youths; 6) poverty reduction; and 7) increasing productivity and competitiveness. To achieve these goals, the government is working in close collaboration with partners, including WFP.¹⁸ Alignment of WFP's work with the national development frameworks is discussed under EQ1 (see Table 10). The RPJMN is complemented by the plan for the acceleration and expansion of Indonesia's Economic Development 2011-2025.

8. **Social protection:** Within the current RPJMN, the GoI has an array of social protection schemes that have been directly affected by WFP's programming under the CSP 2021-2025, in particular, the Government's food assistance scheme (SEMBAKO) and conditional cash transfer scheme (PKH). Under SO1, the CSP prioritizes improving the targeting and coverage of social protection programs, which includes enhancing the accuracy of databases. Moreover, the GoI provided various social protection schemes during the COVID-19 pandemic, which WFP assisted in. Pandemic assistance targeted diverse groups including subsidies for internet for students, wages for workers, electricity, and rice for households and continued schemes to address the aftermath shocks of the pandemic.

9. **Food security and nutrition:** A series of legal mechanisms and policies have been established to promote increased food security and nutrition. Policy has also attempted to address behaviour and encouraging the adoption of a healthy lifestyle through the launch of the 2015 Healthy Lifestyle Movement which WFP supported through its behavioural change efforts under its nutrition Strategic Objective.

10. **SDGs:** The Government of Indonesia is committed to the SDGs and has developed a framework of reforms (see Annex 4 for further details).¹⁹ The most relevant for WFP's work in country include the six priorities for the achievement of SDG 2 (zero hunger) and more generally the cooperation frameworks under SDG 17 (partnerships for goals).²⁰ The latest Voluntary National Review (VNR)²¹ and indicator update in 2023²² cited progress in both SDG2 and SDG17.²³

Socio-economic conditions

11. As a middle-income country since 2010 and a member of the Group of Twenty, Indonesia is among the world's 10 largest economies by purchasing power parity,²⁴ Less than 5 percent of the population lives in extreme poverty, 25.9 million persons currently live below the poverty line.²⁵ In line with the poverty reduction, the Gini coefficient has decreased from 0.384 in 2018 to 0.379 in 2024.^{26 27}

12. Regional, age and urban-rural disparities in poverty reduction persist with poverty rates ranging between 5 to 20 percent among provinces with disproportionate representation in rural areas. The

¹⁷ <https://www.bappenas.go.id/id/berita/rancangan-akhir-rencana-pembangunan-jangka-panjang-nasional-2025-2045-YohFL>

¹⁸ Indonesia | World Food Programme (wfp.org)

¹⁹ Ministry of National Development Planning. (2021). Indonesia's Voluntary National Review (VNR) 2021. SDG Knowledge Platform. Voluntary National Reviews Database, 1–433. <http://sdgs.bappenas.go.id/dokumen/>

²⁰ Ministry of National Development Planning. (2021). Indonesia's Voluntary National Review (VNR) 2021. SDG Knowledge Platform. Voluntary National Reviews Database, 1–433. <http://sdgs.bappenas.go.id/dokumen/>

²¹ Ministry of National Development Planning. (2021). Indonesia's Voluntary National Review (VNR) 2021. SDG Knowledge Platform. Voluntary National Reviews Database, 1–433. <http://sdgs.bappenas.go.id/dokumen/>

²² Bappenas. (2023). Laporan Pelaksanaan Pencapaian Tujuan Pembangunan Berkelanjutan 2023.

<https://sdgs.bappenas.go.id/website/wp-content/uploads/2023/11/Laporan-tahunan-SDGs-2023.pdf?>

²³ Bappenas. (2023). Laporan Pelaksanaan Pencapaian Tujuan Pembangunan Berkelanjutan 2023.

<https://sdgs.bappenas.go.id/website/wp-content/uploads/2023/11/Laporan-tahunan-SDGs-2023.pdf?> Annex 2 includes further details.

²⁴ GDP By Size | 2024 | Rankings | GDP PPP | Data | World Economics

²⁵ United Nations. 2019. Indonesia common country analysis.

²⁶ Ministry of National Development Planning/National Development Planning Agency. 2019. Voluntary National Review 2019. https://sustainabledevelopment.un.org/content/documents/2380320190708_Final_VNR_2019_Indonesia_Rev3.pdf.

²⁷ Statistics Indonesia, BPS. 2024. [Indonesian expenditure inequality rate in March 2024](#).

percentage of Youth Not in Education, Employment or Training (NEET) is 23.2 percent, almost four times as high as overall unemployment, officially recorded at 5.9 percent in 2022.

Disasters, climate change and preparedness

13. Indonesia's position on the Pacific Ring of Fire exposes it to frequent natural disasters including earthquakes, volcanic eruptions, floods, and tsunamis and it is particularly vulnerable to sea-level rise from climate change.²⁸ Within the period of the current CSP (2021-2025) and since the evaluation of the previous CSP in mid-2019, over twenty thousand disasters were recorded²⁹ most notably the Mamuju earthquake (2021), the Seroja Cyclone (2021) and the Cianjur earthquake in 2022 resulting in heavy damages to infrastructure, displacement and death. Beyond disasters, deforestation and climate change are expected to have significant potential impacts on crop production.

14. A comprehensive institutional focus on disaster risk reduction (DRR) resulted in increased capacity of national institutions to prepare and respond, as evidenced by a 10.6 percent reduction in the Indonesia disaster risk index (IRBI) from 2015 to 2018.³⁰ The GoI has enacted law No. 24/2007 on Disaster Management to regulate a series of activities before, during and after a disaster occurs to prevent, reduce, avoid and recover from the impact of a disaster. Nevertheless, the country remains vulnerable to disasters. A 2023 World Bank revision of disaster risk with expanded sets of indicators has shifted the country's disaster risk from 27th most at-risk in 2019 to 2nd in 2023.³¹

15. WFP supports DRR capacity building in Indonesia, particularly through SO2 (see EQ2 for further details). In September 2022, WFP, the Indonesian Red Cross, and the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) introduced a concept of risk-analysis based decision making or anticipatory action (AA) to the Government's Coordinating Ministry of Human Development and Cultural Affairs (Kemenko PMK). This encouraged the Kemenko PMK to use disaster risk analysis results to identify risk levels and set the status of disasters, and subsequently develop an action plan and mobilize resources (such as social protection programs, cash/non-cash funds, and aid stocks) to reduce risks and impacts, particularly those related to climate change and extreme events.

16. As a follow up, Kemenko PMK formulated a national framework for AA to serve as reference for the implementation of provincial, district/city, and village level AA. This framework was expected to ensure effective communication between stakeholders and develop sustainable resilience regulations and for strengthening communities' coping capacity. The concept was finalized in 2023 and expected to be implemented in 2024, followed by socialization and project pilots in selected areas of Indonesia in 2025.

Education

17. Education indicators are high in Indonesia with slightly lower outcomes for girls (see Table 1). However, education access challenges persist for selected groups.³² WFP is currently not providing school feeding in Indonesia under the CSP but did adapt initial activity workstreams to include school nutrition and SBCC components. Focus shifted again with the change in incoming

18. (Referred to as *Makan Bergizi Gratis* in Indonesia) to school aged children, pregnant and lactating women, and children under 5 has led to the establishment of a new Government agency (the National Nutrition Agency (NNA)). WFP has responded by refocusing activities to be able to provide support to the programme (Addressed in EQ2.1).³³

²⁸ Asian Development Bank (ADB). 2021. Climate Risk Country Profile: Indonesia.

²⁹ <https://www.bnppb.go.id/>

³⁰ Ministry of National Development Planning/National Development Planning Agency. 2019. Voluntary National Review 2019. https://sustainabledevelopment.un.org/content/documents/2380320190708_Final_VNR_2019_Indonesia_Rev3.pdf.

³¹ Data Tren Indeks Risiko Bencana Indonesia (IRBI) pada 2015-2023; World Risk Report 2023.

³² Reuters. 2024. "Indonesia Prabowo's school meal programme to cost \$7.7 bln in first year."

³³ Reuters. 2024. "Indonesia Prabowo's school meal programme to cost \$7.7 bln in first year."

Table 1: Indonesia education statistics – Percent population rates

	Male	Female	Total
Literacy rate among population 15+	97.8	95.3	96.5 ³⁴
Population 25+ with secondary education	42.6	37.6	Not available
Enrolment rate			
Primary school	97.9	97.9	97.9
Upper secondary school	60.7	64.5	62.5

Source: BPS. 2023

Food Security, Nutrition, and Health

19. While food availability has improved, access and utilization remain uneven. The 2024 Global Hunger Index (GHI) ranked Indonesia 77th out of 125 countries, categorized as moderate hunger.

20. Figure 1 shows insufficient food consumption is widespread throughout the country (gold colouring), although there are areas that are relatively better-off (lighter green). WFP's small area Vulnerability Analysis and Mapping (VAM) provides better insights in the heterogeneity of the problem, with clear pockets of more severe food insecurity.

Figure 1: Hunger map of Indonesia

Source: Screenshot from HungerMap LIVE (wfp.org). July 2024

21. The prevalence of stunting and wasting among children under five in Indonesia are among the highest in the Association of Southeast Asian Nations (ASEAN).³⁵ Rates of overweight and obesity are increasing, and rates of micronutrient deficiencies are assumed to be high across all age groups. The 2017 Cost of Diet study sponsored by WFP and the Ministry of National Development Planning (Bappenas) identified lack of knowledge on nutritious food, dietary habits, and *availability of* affordable foods as key barriers. As discussed in the findings section, WFP is addressing these key barriers through CSP implementation (Addressed in EQ2.1).

22. Progress is reported on key nutrition indicators based on a national government survey (Survei Kesehatan Indonesia) released in 2023 with associated geographic disparities.³⁶ Male children, children in rural areas and children of parents with no formal education had worse nutrition outcomes. Adult women, urban adults and adults with tertiary education were more likely to be overweight/obese. Literacy levels of women were also correlated with feeding practices and child nutrition outcomes. The main patterns are shown in Table 2.

³⁴ Among 15-24 year olds, this is 99.8 percent.

³⁵ WFP CSP 2021-2025

³⁶ Kemenkes, BKKP. Survei Kesehatan Indonesia (SKI) 2023

Table 2: Nutrition Outcomes in Indonesia, by sex, location and poverty level

Statistics		Indonesia	Male	Female	Rural	Urban	Adults No formal education	Adults tertiary education	WHO Class
Children <5	Stunting	21.5	24.9	20.1	24.0	19.7	30.0	15.9	High
	Wasting	8.5	9.3	7.6	9.0	8.2	11.0	7.0	Med.
	Overweight and obesity	4.2	4.5	4.0	3.9	4.5	4.4	5.6	Low
Adult	Overweight	14.4	13.6	15.3	13.5	15.1	11.4	17.0	High
	Obese	23.4	15.7	31.2	19.3	36.3	15.7	29.6	n/a

Source: Indonesian Health Survey 2023; de Onis, M., et al. (2018). Prevalence thresholds for wasting, overweight and stunting in children under 5 years. Public health nutrition, 22(1), 175-179

Gender and inclusion

23. Indonesia was one of the early adopters of gender equality and women's empowerment, having ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1984. Indonesia ranks 100th out of 146 countries in the Gender Inequality Index (GII),³⁷ with significant geographic variation. WFP supports interventions for gender equality and women's empowerment under Activity 1 and 2 (see Table 4).

24. Indonesia signed the Convention on the Rights of Persons with Disabilities in 2007 with formal confirmation in 2011.³⁸ Disability prevalence is estimated at 9 per cent based on the 2019 National Socioeconomic Survey, below the global average of 15 percent.³⁹ Rates are higher among adult females, rural residents, and older persons. WFP specifically targeted disability inclusion under Activity 2 (see Table 4).

International assistance

25. Official development assistance (ODA) constitutes a small fraction of anticipated financing for the SDGs.⁴⁰ Net ODA declined from USD 1.7 billion in 2010 to USD 233 million in 2017.⁴¹ The top five ODA funding sources are Japan, Germany, Korea, Australia, and France. These five donors comprise 76 percent of all ODA to Indonesia.

26. The United Nations Sustainable Development Cooperation Framework (UNSDCF) 2021-2025 is the principal strategy document between the UN and the GoI. The UNSDCF is aligned with the objectives of the RPJMN 2020-2024 and articulates the UN's collective actions through four strategic priorities: i) 'Inclusive Human Development'; ii) 'Economic Transformation'; iii) 'Green Development, Climate Change & Natural Disasters'; and iv) 'Innovation' to accelerate progress towards the SDGs.

1.3. Subject being evaluated

27. The CSP 2021-2025 supersedes the prior and first CSP 2019-2021 in Indonesia and gives continuity to the capacity strengthening efforts of WFP in the country. It contains three Strategic Outcomes (SOs), each with one activity. The strategic focus areas of the CSP are root causes and resilience building (Table 3).

Table 3: Indonesia CSP (2021-2025) Overview

Strategic focus	Strategic Outcome	Outputs	Activity	Indirect Beneficiaries ⁴²
Root causes	SO 1: By 2025 the Government and	Output 1.1: Government and	Activity 1: Provide policy engagement,	4.5 million, all adults and all children (based on the

³⁷ WFP_GGGR_2023.pdf (weforum.org)

³⁸ United Nations Treaty Collections. https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-15&chapter=4&clang=_en

³⁹ Disability Data Initiative. <https://disabilitydata.ace.fordham.edu/country-briefs/id/>

⁴⁰ WFP Indonesia CSP 2021-2025

⁴¹ World Bank. World Development Indicators database. <https://data.worldbank.org/>.

⁴² Indirect beneficiaries cited are extracted from original CSP document.

	other partners have enhanced capacity to generate and apply high quality evidence as a basis for the reduction of food insecurity and malnutrition	other partners benefit from high-quality food security and nutrition data and analysis that facilitates improved policy formulation and implementation.	technical assistance and advocacy for government and other partners to enhance attention to, and the use of, food security and nutrition evidence	decrease in the prevalence of undernourishment shown by RPJMN data)
Resilience building	SO 2: By 2025 the Government, other partners and communities have enhanced capacity to mitigate the impact of disasters and climate change on food security and nutrition	Output 2: Government, other partners and communities benefit from enhanced capacity to prepare for and respond to disasters and climate change.	Activity 2: Enhance partnerships, policy engagement and technical assistance to Government, other partners and communities to reduce risks and impact of disasters and climate change on food security and nutrition.	60 million, all adults and all children (populations living in disaster-prone areas)
Root causes	SO 3: By 2025 populations at risk of multiple forms of malnutrition benefit from increased national capacity to design and implement programmes that enhance access to and promote positive behaviours on healthy diets and prevent stunting and other nutritional deficiencies	Output 3: Increased national capacity to design and implement programmes that enhance access to and promote positive behaviours with regard to healthy diets for targeted people	Activity 3: Undertake policy engagement, technical assistance and advocacy for healthy diets as a means of preventing all forms of malnutrition	25.5 million primary-school-age children, 80 million adults and children (SEMBAKO and PKH beneficiaries)

28. **Assumptions.** The CO elaborated a set of assumptions as part of a Theory of Change exercise during the design of the CSP (Table 8). These are described in more detail in Annex 5. In summary:

- SO1 will be achieved if the data are reliable; data disaggregated by sex, gender, age, and other key markers are available at all levels; innovative data sources and methodologies are accepted by key stakeholders; and the conclusions drawn are accepted by WFP's partners.
- SO2 will be achieved if cross-ministerial coordination at the national and sub-national level is effective; disaster management institutions are financially stable; and there is a willingness to strengthen the integration of gender, age, and disability. There will also need to be continued support for and investment in inclusive social protection schemes.
- SO3 will be achieved based on the assumption that there will be sustained national focus on nutrition and continued government investment in targeted and inclusive social protection schemes at scale.

29. **Activities and Workstreams.** Each SO in the CSP is defined by a single Activity. However, these activities contain a wide gamut of specific workstreams and interventions that evolved over the time of the CSP implementation period. Within the CO, the CSP activities are viewed as discrete workstreams under each Activity with each workstream comprising multiple discrete interventions. The Findings section uses

the Workstream framework as the unit of analysis to provide a clearer differentiation of Country Capacity Strengthening (CCS) progress. These workstreams and their linkages are described in the Table 4 below.⁴³

Table 4: Linkages between CSP Activities, Workstreams and Interventions

Strategic Objective	Activity	Workstream	Interventions
SO1	Activity 1	Food Security and Vulnerability Analysis (FSVA)	Prism Food Security and Vulnerability Atlas Mobile Vulnerability Analysis and Mapping (mVAM) Small-Area Estimation Seasonal Bulletins Gender Equality and Women's Empowerment Adaptive Social Protection
	Activity 1	Climate & Geophysical Monitoring	Disaster Mitigation Information System (E-Simba) Early Warning System Interoperability Food Systems Impact-Based Forecasting Consolidated Livelihood Exercise in Analysing Resilience (CLEAR+)
SO2	Activity 2	Adaptive Social Protection (ASP)	Community Based Disaster Risk Management Gender Equality and Women's Empowerment
	Activity 2	Anticipatory Action (AA)	Anticipatory Action Disability Inclusion South-South triangular cooperation
	Activity 2	Logistics	COVID-19 response National Logistics Cluster Provincial Logistics Cluster National Disaster Management Agency and National Logistics Cluster (NLC) Regulations Supply Chains
SO3	Activity 3	Rice Fortification (RF)	Food Fortification/Rice Fortification
	Activity 3	Social and Behavioural Change Communication (SBCC)	Social and Behavioural Change Communication Fill the nutrient gap
	Activity 3	School Nutrition (SN)	Nutrition-Sensitive Social Protection National Nutrition Surveillance system Global action plan on child wasting School meals Nutrition for school-aged Children

Source: Evaluation Team based on CO inputs and documentation

30. CSP Activities have primarily emphasized a national level CCS. However, subnational strategic positioning to support CCS outcomes is also conducted. WFP's subnational strategic positioning is operationalized through two models. One was an integrated cross-sectoral approach in a single geographic location (NTT), while the other strengthened local capacities in a single institutional component across a wider geographic region (for example, the Anticipatory Action pilots).

31. **Gender equality and women's empowerment (GEWE) and protection:** The CSP received a gender and age marker (GAM) of 3 – fully integrates gender.⁴⁴ The corporate indicators for cross-cutting issues such as gender and protection were predicated on the assumption that the CSP had direct beneficiaries. However, since the current CSP is exclusively focused on CCS with Government at national and subnational levels, there are no beneficiaries with whom to measure the corporate cross-cutting indicators. This leaves only the GAM markers in annual reports as the measures of GEWE and protection.

⁴³ Since the end of data collection in October 2024, WFP has refocused SO3 activities to support the Makan Bergizi Gratis programme – a universal food assistance programme for school aged children, pregnant and lactating women, and children under 5. This is covered in more detail in the findings section.

⁴⁴ WFP.2021. Indonesia CSP 2021-2025. <https://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>

32. **Financial overview:** The CSP has a total budget of US\$15.8 million, relatively evenly distributed over the three SOs (Table 5). There have been no budget revisions. Annex 11.3 provides further available budget and expenditure details.

Table 5: Cumulative Financial Overview

Focus Area	Strategic Outcome	Activity	Needs Based Plan	% of total	Allocated Resources	% funded to date (June 2024)	Expenditures
Root Causes	SO1	Activity 1	\$ 3,606,249	22.8%	\$ 2,815,561	78.0%	\$ 2,359,693
Resilience Building	SO2	Activity 2	\$ 4,062,576	25.7%	\$ 2,587,474	63.7%	\$ 1,915,926
Root Causes	SO3	Activity 3	\$ 3,387,027	21.4%	\$ 3,215,990	94.9%	\$ 1,681,535
Non-SO Specific			\$ 4,772,771	30.1%	\$ 3,277,511	68.7%	\$ 1,918,569
Total Direct Operational Cost			\$ 15,828,623	100.0%	\$ 11,896,536	75.2%	\$ 7,875,724

Source: EV_CPB Resources Overview, data extracted on July 15, 2024

33. **Donor contributions and earmarking:** The CSP does not rely on traditional bi-lateral donor contributions. The main sources of funding are flexible funding, Indonesia and Emerging Donor Matching Fund (EDMF), which combined comprise over 60 percent of the total CSP allocated contributions (Table 6).

Table 6: Donor Contributions by Total Contributions (% of total funding in US\$)

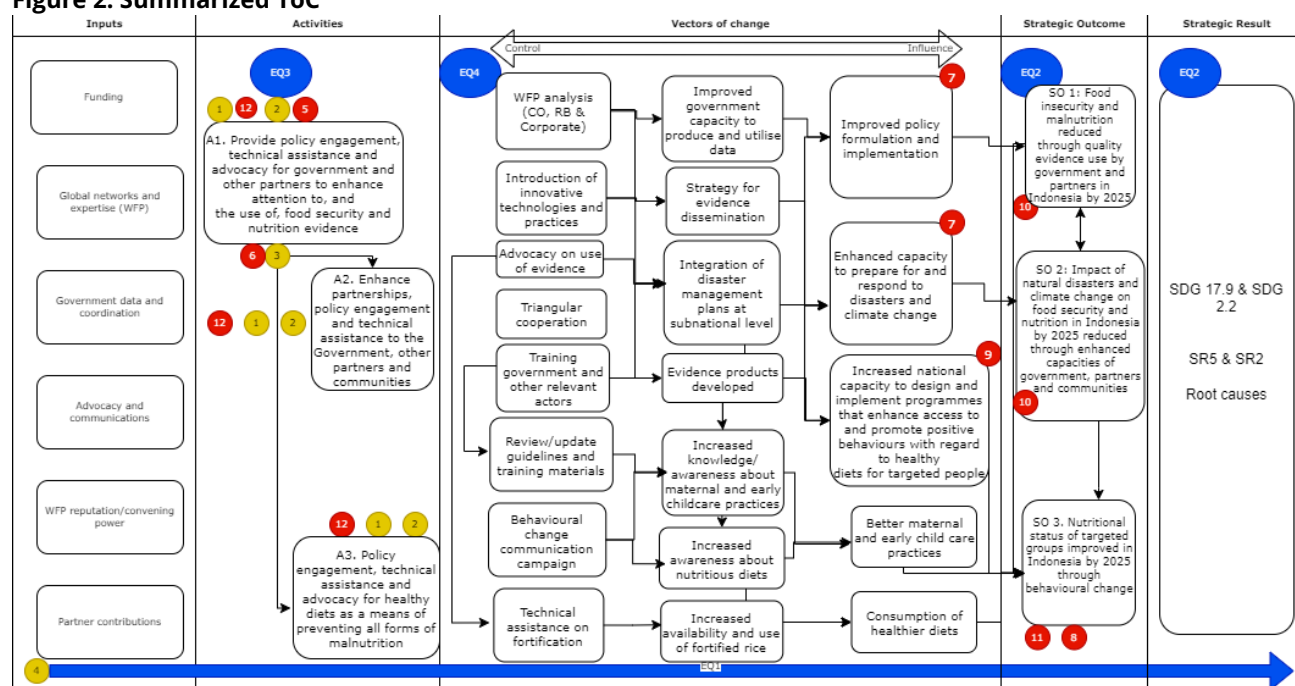
Donor	Allocated Contributions	
	(USD)	Percentage of total allocated contributions
Flexible Funding	3,415,681.16	28.49%
Indonesia	2,431,870.39	20.28%
EDMF	1,674,893.32	13.97%
Private Donors	1,547,474.35	12.91%
Regional Allocations	1,430,426.75	11.93%
Australia	750,644.25	6.26%
UN Other Funds and Agencies (Excluding Central Emergency Response Fund, CERF)	378,910.33	3.16%
USA	318,273.30	2.65%
Brazil	23,288.05	0.19%
China	15,975.00	0.13%
Miscellaneous Income	1,146.30	0.01%
Total	11,988,583.20	100%

Source: CO CPB Resource Situation, Extracted July 2024

34. **Summarized theory of change:** As noted earlier, during the design of the CSP, the CO did not elaborate a single TOC for the entire CSP, but each SO developed their own detailed TOC. The assumptions and risks from these three TOCs were integrated into the CSP document. In 2022, the CO conducted a revision exercise of these three TOCs and the discrete interventions were re-prioritized (with no revisions to the original risks and assumptions). The 2022 exercise also developed a visualization of the individual linkages among the three SO and their potential contributions to an overall CSP goal (Annex 5). During the inception phase, the evaluation team (ET) combined these three Theories of Change (ToC) presented in the CSP document and merged them into a single CSP TOC, in which were included all the implicit and explicit risks and assumptions from the TOC exercises during the CSP design (Figure 2). The blue circles represent the evaluation questions while the orange and red circles are linked to the assumptions and risks as

identified in the original CSP document (detailed in Table 7). The combined ToC and the CSP document risks and assumptions were subsequently validated by the CO during the inception phase. More details are provided in Annex 5.

Figure 2: Summarized ToC



Source: Evaluation Team

Table 7: Risks and Assumptions for CSP delivery

Internal Risks and Assumptions ⁴⁵	External Risks and Assumptions ⁴⁶
1. Availability of financial resources appropriately aligned for CSP implementation/ WFP is successful in obtaining funding from non-traditional sources, including from climate funds and IFIs / dedicated staff are available for this pursuit.	5. Existing data is available and reliable, disaggregated by sex, gender, age, and other key markers.
2. Availability of human resources and technical expertise appropriately aligned for CSP implementation	6. Innovative data sources (e.g. satellite) are recognized, accepted, and adopted by stakeholders
3. CSP architecture supports internal cohesion, coordination, and communication.	7. Analysis and conclusions drawn by WFP are accepted by partners.
4. CSP risks updated periodically with appropriate mitigation measures.	8. Cross-ministerial coordination at national and sub-national levels takes place/ provincial- and district-level government agencies consistently reflect and integrate central-level policies.
	9. Structural and financial stability of partner government institutions (including staff turnover)
	10. Continued sustained support for investment in social protection schemes including integration of gender, age, and disability/ no major disasters disrupt government and other partner attention form planned policy engagement and technical assistance.
	11. Availability of safe, affordable, and nutritious food in the markets.

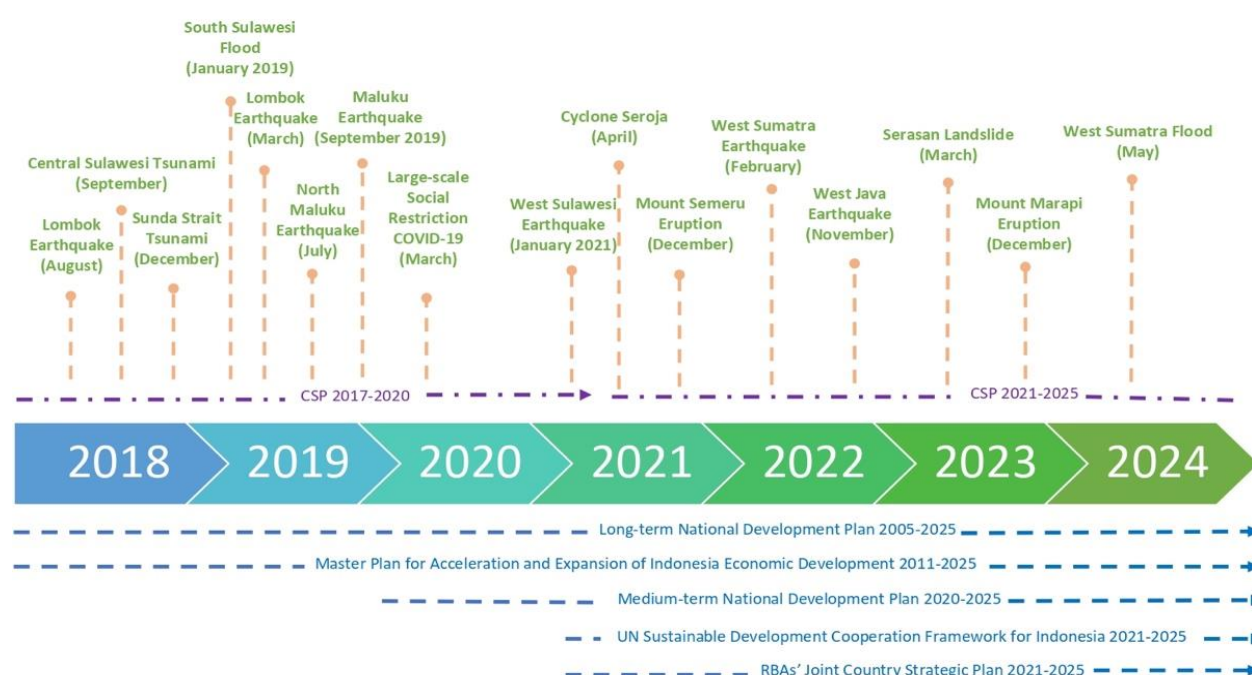
Source: Evaluation team extracted from CSP document.

⁴⁵ These are the orange circles in Figure 5.

⁴⁶ These are the red circles in Figure 5

35. Key events in the country, including natural disasters and important policy changes, during the recent era are highlighted in Figure 3.

Figure 3: Country context and CSP overview in country 2018-2024⁴⁷



Source: Developed by the evaluation team based on IR preparation.

1.4. Evaluation methodology, limitations, and ethical considerations

36. The evaluation was framed around four evaluation questions, and 13 sub-questions contextualised for Indonesia. The evaluation questions (EQs), common to all CSPEs, broadly cover relevance and coherence (EQ1), effectiveness and sustainability (EQ2), efficiency (EQ3) and factors explaining performance (EQ4).

37. The evaluation employed a theory-based; mixed methodology as described in Annex 6. In this type of approach, a theory of change is used as the conceptual analytical framework to explain how an intervention is expected to produce the expected results. A mixed methods approach comprises a mixture of document review, qualitative data (usually collected from interviews) and quantitative data (usually extracted from pre-existing datasets or results frameworks). As noted in Annex 6, this evaluation drew heavily from the qualitative interviews. An evaluation matrix (Annex 7) summarized the four EQ including sub-questions, lines of inquiry, indicators, data sources, and data-collection techniques. GEWE considerations are mainstreamed into the evaluation criteria through the inclusion of sub-questions and indicators (Annex 6). A field calendar was designed for data collection (Annex 8) and a set of interview guides was developed to address the lines of inquiry drawing on multiple approaches (Annex 9).

38. The inception phase included a field mission to Indonesia, in-depth document review, interviews with selected stakeholders, a comprehensive stakeholder analysis, and the reconstruction of the ToC for the CSP (validated by the CO) used to refine the evaluation scope in consultation with the CO.

39. The data collection phase included a three-week in-country field mission (September- October 2024) including one subnational site visit which covered the field office in Kupang because of the increasing interest among government and WFP stakeholders in expanding WFP's subnational engagements in future programming. The primary information came from key informant interviews (KII) with stakeholders at

⁴⁷ WFP's primary role in during this period has been to support Government national response efforts through technical assistance rather than through operational actions.

country, regional and HQ levels (Annex 10). The team visited the Provinces of Jakarta and East Nusa Tenggara (NTT) and its capital, Kupang (Figure 4).

Figure 4: Data Collection Site Visits



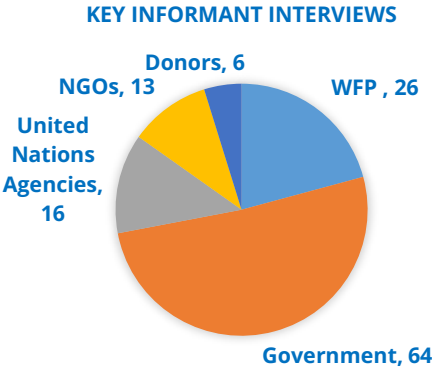
Source: Evaluation team based on https://www.nationsonline.org/oneworld/map/indonesia_map.htm

40. The ET collected data from documentation, interviews, and pre-existing datasets. In total, 125 persons were interviewed during data collection (Figure 5).

Figure 5: Evaluation Data Sources

Document Review	<ul style="list-style-type: none"> 250+ Documents Across WFP units Including internal and external sources Review exercise synthesized key messages
Key Informant Interviews	<ul style="list-style-type: none"> 125 KIIs
Quantitative Data Analysis	<ul style="list-style-type: none"> Compilation of WFP monitoring and reporting data Reporting against Corporate Results Framework indicators Financial performance data from IRM and APPs

Source: Evaluation Team



41. **Triangulation and Analysis:** Quantitative data⁴⁸ was analysed through descriptive and frequency analysis with relevant cross tabulation of interest. Qualitative analysis was based on an iterative process of identifying key thought units related to each evaluation question from the KIIs, organizing these thought units into clusters and identifying the key themes within each cluster. Document review relied on thematic narrative analysis for highlighting key themes to connect to the relevant points in the evaluation matrix through a process of identifying discrete analytic units, clustering to identify emergent themes and building categories for conclusions. Contribution analysis was used to collect these individual data streams into overarching findings and conclusions based on the ToC and consolidated against the evaluation matrix lines of inquiry. A sustainability analysis utilized a rubric developed by the evaluation team to assess CSP scenarios against five sustainability dimensions (Annex 6).

⁴⁸ Quantitative data pertained to internal WFP datasets reporting on output and outcome indicators and CSP financial information.

42. As noted in Annex 6 in further detail, all observations in the following finding section are built on triangulation among evidence sources. Any finding presented required citation from multiple types of stakeholders across distinct levels, or triangulation between documentation and interviews. No “single source” findings are presented. Table 40 in Annex 6.5 illustrates which sources were used to triangulate which evaluation questions.

43. Gender considerations, and principles of inclusion, participation and non-discrimination were included in the design, questioning, data collection and reporting in line with United Nations Evaluation Group (UNEG) Guidance on Human Rights and Gender Equality and women’s empowerment in Evaluation. The evaluation followed the 2020 UNEG Ethical Guidelines. Having signed the Pledge of Ethical Conduct, the ET ensured ethical standards were adhered to through detailed protocols for interviews and field visits.

44. Annex 6 provides a more detailed description of analytical methods. Descriptions of WFP and CO supplied data on resourcing, expenditures, transfers, indicators, and implementation (and the CSP Line of Sight) are found in Annex 11. Recommendations are linked to the conclusions in Annex 12. Documentation, including previous evaluations and reviews, was shared with the evaluation team (Annex 13).

45. **Evaluability:** The data available from the Monitoring and Evaluation (M&E) system, assessments, and pre-existing datasets and evaluations combined with the primary qualitative data collected during the evaluation was sufficient to assess the CSP performance despite certain limitations (summarized below).

46. **Risks and limitations:** There were no serious risks to the evaluation that affected the reliability of the findings. A summary of the main evaluation risks and mitigation measures is presented here (Table 8) with a more extensive discussion detailed in Annex 6. Only validated findings are presented in the report.

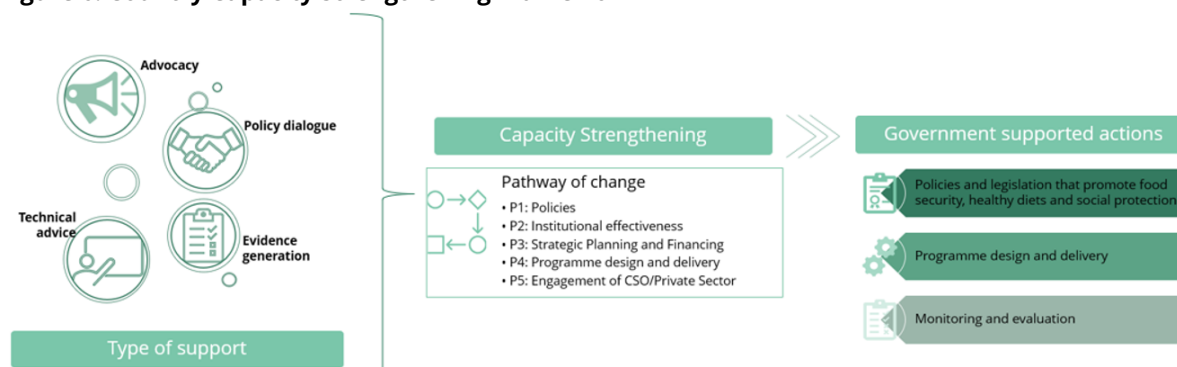
Table 8: Summary of the main risks, and mitigating measures

Evaluation Risks	Mitigation Measures
Evaluation interviews carried out by individual team members may create bias from individual interpretations.	<ul style="list-style-type: none"> To ensure data integrity and factual accuracy throughout the review process, team members periodically compared, triangulated and analysed data collected.
Transitions of Government and changes in higher level personnel within the ministries and institutions as well as within local institutions and cooperating partners can limit institutional memory on WFP contributions.	<ul style="list-style-type: none"> The team consulted with the CO to identify information-rich historical stakeholders and assess their willingness to be interviewed even if they are no longer in the roles. Prioritized interviews with those government officials most likely to be transitioned so that they occurred earlier in the data collection process and further from the transition period.
Internal WFP CO transitions which can limit institutional memory of WFP contributions	<ul style="list-style-type: none"> Consultations with the CO to identify information-rich historical stakeholders and assess their willingness to be interviewed even after they were no longer in the roles.
Health, safety and security	<ul style="list-style-type: none"> No issues were anticipated in this dimension. Nevertheless, travel outside of Jakarta adhered to WFP security provisions and protocols. KonTerra consultants were covered by a corporate travel insurance policy. Security updates and advice were sought from WFP CO as necessary.

Source: elaboration of the evaluation team

47. **Assessing Country Capacity Strengthening (CCS) contributions through the CCS framework:** WFP corporate CCS framework describes five Pathways of Change (Figure 6) to enhance stakeholder capacities.

Figure 6: Country Capacity Strengthening Framework⁴⁹



Sources: Evaluation Team elaboration based on WFP Corporate Capacity Strengthening Framework.

48. To provide a proxy measure of CO focus on CCS pathways, the evaluation reviewed the available country briefs and annual country reports - coding all references to the respective CCS pathways according to the definitions and examples presented in the WFP June 2022 CCS Policy Update. Limitations of these data sources for CCS tracking are described in Annex 3 but still represent the best available documentation data for CCS. The activities were aggregated across the entire CSP implementation period to identify the relative distribution of activities against the pathway categories. This exercise identifies the areas that the CSP prioritized and presents an opportunity for mapping future consideration of CCS activities in the next CSP.⁵⁰

⁴⁹ The CCS framework cites the three fields of individual, organizational and enabling environment. These are subsequently operationalized through five pathways of change.

⁵⁰ The patterns cannot be assessed against targets because no targets are required by the Corporate Results Framework (CRF) based on pathways of change interventions or points of entry (Annex 3).

Evaluation findings

2.1. EQ1: To what extent and in what ways is the CSP evidence-based and strategically focused to address the institutional capacity needs on food security, nutrition, and emergency preparedness of the Government of Indonesia?

EQ 1.1 To what extent was the design of the CSP informed by credible evidence (including by the evaluation of the previous CSP as relevant) and strategically and realistically targeted to address the food security, nutrition, and emergency preparedness institutional capacity needs of the Government?

EQ 1.2 To what extent and in what ways was the CSP designed to support the UN cooperation framework and the SDGs?⁵¹

The CSP design was informed by a 2020 update of the Zero-Hunger review which identified key gaps and challenges around malnutrition, food affordability, and social protection targeting and incorporated recommendations from the United Nations Common Country Assessment.

The CSP three strategic objectives are explicitly aligned with both the Government mid-term development plan (RPJMN) and the United Nations Sustainable Development Cooperation Framework with six of the eight workstreams in the CSP showing strong alignment with the RPJMN commitments, targets, and indicators.

The lack of a political landscape analysis and the omission of a capacity needs mapping for government collaboration limited the CSP capacity to systematically leverage partnerships effectively and to clearly articulate how national level programming would create cascade effects to address the regional inequalities cited in the Common Country Analysis.

49. **The CSP design was informed by existing evidence at the time of the design.** The CSP design utilized existing evidence in alignment with existing national policies and plans. Although the design was conducted during the pandemic, WFP was able to sponsor and make use of a 2020 update to the 2016 Zero-Hunger Hunger review titled "Strategic Review of Food Security and Nutrition in Indonesia". This review identified key gaps and challenges later referenced in the design of the CSP and linked to specific design components. Table 9 illustrates how and where the intentions described in the CSP document are aligned with the themes identified in the strategic review.

Table 9: Strategic Review Gaps and CSP Interventions

Identified Gap or Challenge	Planned CSP Interventions
Triple Burden of Malnutrition	SO3 - The CSP incorporates strategies to combat malnutrition through targeted nutrition support and training to reduce stunting, wasting, and undernutrition.
Food Affordability	SO2 - The CSP includes initiatives for supporting social safety nets, such as food vouchers and subsidies.
Food Production Diversification	Not directly linked.
Carbohydrate rich diets	SO3 - The "Cool to Eat" campaign and education on dietary diversity aim to shift dietary patterns from high carbohydrate intake to more balanced meals, promoting vegetables, fruits, and proteins.
Inadequate Access to Clean Water and Sanitation	Not directly linked.
Weak Social Protection Targeting	SO1 - The CSP prioritizes improving the targeting and coverage of social protection programs, which includes enhancing the accuracy of databases.

⁵¹ EQ1.1 and 1.2 are presented together as they both pertain to the use of available information at the time of design.

COVID-19 and Food Security	Not directly linked at design but became important in SO2 workstream adaptations (see EQ1.4).
Gender Inequality and Women's empowerment	Not directly linked but treated as a cross-cutting theme (EQ2.2).
Food Safety and Nutritional Awareness	SO3 - The CSP integrates food safety and nutritional awareness campaigns, particularly through community-based outreach such as the PKH program.

Source: Evaluation team based on Strategic Review of Food Security and Nutrition (2020) and the CSP 2021-2025 Document

50. The design also incorporated recommendations from the United Nations Country Team (UNCT) common country assessment (CCA) conducted for the elaboration of the United Nations Strategic Development Cooperative Framework (UNSDCF) which identified shortfalls in human development, constraints on national capacities and the need for increased attention for slow onset impacts as a result of climate change. In addition, the UNSDCF highlighted the importance of addressing high stunting rates in the country, the need for food diversification, and improving social protection coverage gaps of particularly at-risk groups. Inputs from the Indonesian Voluntary National Review (VNR) of the progress towards the SDGs were also taken into consideration in the design of the CSP.

51. For example, both the UNSDCF and VNR report indicate that high food prices, especially for staples like rice, limit food access for low-income populations. The impact of COVID-19 exacerbated these issues by straining food access further. Consequently, the CSP design incorporated activities intended to stabilize food prices and bolster affordability, including social protection interventions and market assessments to reduce price volatility and improve food accessibility for vulnerable groups.

52. **The existing evidence for specific groups is not clearly visible in informing the design.** In the updated food security assessment, the primary issues were cited as the regional inequalities in food security and nutrition with a particular attention on stunting and wasting in children and micro-nutrient deficiencies. The UN common country analysis (CCA) identified women, elderly, persons with disabilities, persons living in remote areas, and children as most at risk. These elements are not specifically documented within the CSP design. While the CO does maintain a small presence in Kupang in the NTT, which is one of the areas of greatest need, the CSP does not clearly articulate how the Kupang programming will be targeting stunting and wasting considerations or micro-nutrient deficiencies nor how the national level CCS programming is intended to cascade to the subnational levels to address these regional inequalities throughout the country nor how the design may or may not influence the food security and nutrition status of the more vulnerable sub-populations noted in the CCA (elderly, persons with disabilities, persons living in remote areas, and so forth). Efforts within the CSP workstreams do have implications for these priorities and goals, they are simply not documented or articulated to show the linkages to the CCA and FSN review.

53. **The CSP design was not informed by a CCS capacity needs mapping or a political landscape analysis.** The evaluation of the previous CSP had found that a shift to a CCS approach had led to an increased number of real and potential partnerships within government ministries and units and had recommended that for the design of the current CSP, the CO should undertake a network analysis to map out the respective potential and current partnerships and relationships among the gamut of government authorities. The Country Strategic Review conducted during the design of this CSP did outline a policy and gap analysis, albeit with a particular emphasis on nutrition, but did not include a political landscape analysis of WFP relationships which was one of the recommendations from the previous CSP evaluation in 2019.

54. Therefore, while the CSP document does comply with all corporate standards regarding the design,⁵² the document does not include the relatively more sophisticated political analysis required to inform the design of a CCS-only CSP in a high-middle income country.

55. **The CSP Strategic Objectives are aligned with the respective Governmental and UN development frameworks.** At the time of the design, the three SOs in the CSP were designed to align with the Government of Indonesia's Mid-Term Development Plan (2020-2024) (RPJMN) and the United Nations

⁵² At the time of the CSP design, the WFP HQ had developed a Capacity Needs Mapping tool based on the CCS conceptual framework that was intended to be used as part of the CSP design process. This tool was technically present and part of the corporate standards. However, as noted in the WFP CCS Policy Evaluation (2022) few country offices were aware of this tool and there is no record of it being used by any CO to inform CSP design. Therefore it is not a standard that was relevant for the Indonesia design process.

Sustainable Development Cooperative Framework (UNSDCF) Strategic Priorities. Table 10 outlines the linkages between each CSP SO and the respective components in the RPJPN and UNSCDF.

Table 10: Alignment of CSP Strategic Objectives with the RPJPN 2020-2045

WFP Indonesia Strategic Outcome	RPJMN 2020-2024			UNSCDF Strategic Priorities
	Directions	Missions	Key Development Indicator	
SO 1: By 2025 the Government and other partners have enhanced capacity to generate and apply high-quality evidence as a basis for the reduction of food insecurity and malnutrition.	E16: Energy and Water Security, and Food Independence	Mission 5: Ecology, Cultural and Social resilience	Prevalence of food insecurity	Strategic Priority 1 Strategic Priority 4
SO 2: By 2025 the Government, other partners and communities have enhanced capacity to mitigate the impact of disasters and climate change on food security and nutrition	IE3: Adaptive social protection	Mission 1: Social transformation	Poverty rate	Strategic Priority 3 Strategic Priority 4
	IE17: Climate and disaster resilience	Mission 5: Ecology, Cultural and Social resilience	The proportion of direct economic losses relative to GDP due to disasters	
SO 3: By 2025 populations at risk of multiple forms of malnutrition benefit from increased national capacity to design and implement programmes that enhance access to and promote positive behaviours on healthy diets and prevent stunting and other nutritional deficiencies.	IE1: Health for all	Mission 1: Social Transformation	Stunting prevalence of under 5 years old	Strategic Priority 1 Strategic Priority 4

Source: Final Draft RPJPN 2020-2045, WFP CSP 2021-2025

56. **The majority of the workstreams are linked to specific targets and indicators in the medium national development plan.** The RPJMN provides the operational framework for implementing the long-term national strategy. The RPJMN includes four degrees of emphasis for each particular theme: i) a general aspiration or objective; ii) an implementation strategy; iii) the elaboration of key performance indicators (KPIs), and iv) Targets set for KPI achievement. Six of the eight workstreams within the CSP are well aligned to the RPJMN. However, two of the workstreams are only aligned with aspirational statements and does not include commitments nor KPIs related to nutrition. Table 11 summarizes the respective workstream alignment. The full details of linkages to the RPJMN are found in Annex 11.

Table 11: Linkage of Workstreams to RPJMN commitments

Strategic Objective	Activity	Workstream	Workstream Linkage to RPJMN Commitments			
			Aspirational Statement	Implementation Strategy	KPI Exists	KPI Targets
SO1	Activity 1	Food Security and Vulnerability Analysis (FSVA)	Yes	Yes	Yes	Yes
	Activity 1	Climate & Geophysical Monitoring	Yes	Yes	Yes	Yes
SO2	Activity 2	Adaptive Social Protection (ASP)	Yes	Yes	Yes	Yes
	Activity 2	Anticipatory Action (AA)	Yes	Yes	Yes	Yes
	Activity 2	Logistics	Yes	Yes	Yes	Yes
SO3	Activity 3	Rice Fortification (RF)	Yes	Yes	Yes	Yes
	Activity 3	Social and Behavioural Change Communication (SBCC)	Yes	No	No	No
	Activity 3	School Nutrition (SN)	Yes	No	No	No

Source: Final Draft RPJMN 2021-2024, WFP CSP 2021-2025

57. One factor for why the SBCC and SN workstreams are not more linked to the RPJMN is that at the time of the design of the CSP in 2020, the intention was to focus SO3 around supporting the governmental

school meals programme (*Progas*). However, during the design process in 2019, the government announced the discontinuation of the *Progas* programme, and it was excluded from the subsequent RPJMN. This required WFP to be deliberate about collaborating with partners (government entities) to advocate for the importance of nutrition for school aged children - in addition to the Government commitments for the 1000-day window. Though the intended school meals activities were re-formulated to maintain a nutrition focus on schools, this reformulation resulted in a less close linkage to RPJMN commitments.⁵³

EQ 1.3 To what extent is the CSP design internally coherent and based on a clear theory of change with realistic assumptions?

The CSP initial design included comprehensive risk assessment and a set of assumptions but only about half held true with particular challenges for internal assumptions around financial resources, human capacity, and internal coordination. External assumptions held mostly true except for Government systems posing unanticipated technical barriers to data sharing and Government priorities in nutrition focusing more on supply chains than nutrition outcomes.

Individual theories of change were initially developed for each Strategic Objectives (SO) but lacked a unifying CSP-level framework to articulate connections among the SOs due to disruptions from the pandemic and leadership transitions.

The Country Office undertook a TOC revision exercise in 2022 and 2023 to conceptually reconnect workstreams and strategic objectives.

58. **The CSP design was based on appropriate risks and assumptions, although only about half have held true.** The CSP document outlined specific risks and assumptions associated with the CSP. These included four internal assumptions and seven context assumptions. In total, six of the 11 assumptions (54 percent) held true for the CSP. While the external assumptions have largely held true, with one particular exception, the internal assumptions did not hold true during the span of the CSP. The following table provides a summary of the CSP assumptions and their outcomes during the CSP.

Table 12: CSP Assumptions and Results

Internal Risks and Assumptions	Results
1. Availability of financial resources appropriately aligned for CSP implementation/ WFP is successful in obtaining funding from non-traditional sources, including from climate funds, International Financial Institutions (IFIs)/ dedicated staff are available for this pursuit	Partial validity. Covered in detail in EQ4.1. The CSP is 75 percent funded against the NBP. However the funding is not coming from non-traditional sources. Institutional funding provided a significant component of resourcing but IFIs, Climate funds, or private sector did not provide a significant percentage of funding as described in the CSP document.
2. Availability of human resources and technical expertise appropriately aligned for CSP implementation	Limited validity. Covered in detail in EQ4.2. The appropriate levels of staffing remained a challenge throughout the CSP due to funding reasons. In addition, the appropriate level of in-house expertise remained a topic of concern from government partners in some workstreams as those contracted did not always have the degree of expertise expected by Government. WFP recently underwent a reorganization and there has been interview evidence of a few staff receiving significant professional capacity development although not widespread.
3. CSP architecture supports internal cohesion, coordination, and communication	Did not hold true. Covered in EQ1.4 and EQ4.3. The CSP architecture did not support internal coordination. Some mitigation measures were instituted starting in 2023 but have not yet had a strong effect.
4. CSP risks updated periodically with appropriate mitigation measures	Partial validity. There is one documented instance of a CSP risk assessment conducted in 2022 and respondents recall an exercise in 2023 and 2024 although documentation is not available on these exercises.

⁵³ Since the evaluation data collection phase ended in October 2024, the Government has begun a new national meals programme that is being piloted in selected regions during the first quarter of 2025.

External Risks and Assumptions	Results
5. Existing data is available and reliable, disaggregated by sex, gender, age, and other key markers	Partially held true. Data was available although not consistently used for analysis by the Government.
6. Innovative data sources (e.g. satellite) are recognized, accepted, and adopted by key stakeholders	Partially held true. Data indexes are accepted (FSVA, E-Simba, etc.). However, while the Government reportedly is supportive of innovative data from approaches such as satellite data usage, it cannot be easily integrated into their systems because of the One Data policy within the Government.
7. Analysis and conclusions drawn by WFP are accepted by partners	Partially held true. When WFP does generate analysis and conclusions, these are accepted. However, government respondents reported receiving infrequent analysis and conclusions from WFP.
8. Cross-ministerial coordination at national and subnational levels takes place / provincial and district level government agencies consistently reflect and integrate central-level policies	Partially held true. There are significant governmental barriers to cross-ministerial coordination and reflecting central level policies at subnational levels. The CO had to invest much time and effort into overcoming these barriers to carry out implementation. Successful examples cited in rice fortification, AA and logistics.
9. Structural and financial stability of partner government institutions (including staff turnover)	Partially held true. Generally true but varied significantly among which specific government institution was assessed
10. Continued and sustained support for investment in social protection schemes, including integration of gender, age, and disability/ no major disasters disrupt government and other partner attention from planned policy engagement and technical assistance	Did not hold true. No current appetite from the Ministry of Social Affairs (MOSA) for UN and other international agencies to be engaged in the social protection schemes. The onset of the pandemic led to a decline in governmental support and oversight of planned WFP activities in other sectors.
11. Government priority for the availability of safe, affordable, and nutritious food in the markets	Assumption held true. This is a government priority and increasingly so under the new Government.

Source: CSP Document 2021-2025. **Green** denotes assumption held true. **Light Green** denotes assumption partially held true. **Yellow** denotes limited validity. **Orange** denotes assumption did not hold true.

59. **In three of the workstreams, while the external assumptions have held at least partially true, WFP programming was somewhat misaligned with the assumptions.** The workstreams related to Activity 1 and data utilization contained assumptions that innovative data sources would be recognized and adopted by the Government. This turned out to be partially true. Innovative data packages such as the FSVA and E-Simba (which are data indexes measuring vulnerability) have been well accepted by the Government and integrated into their processes. However, the adoption of other innovative technology, such as satellite data usage or other Geo-Spatial Information Systems forms of data, has been hampered not by the absence of political will, as implied in the assumption, but rather because of challenges in integrating innovative data sources into existing government data systems. The Government has rolled out a One Data policy intended to improve inter-operability among government systems, but this rollout has also prevented the adoption of particular or bespoke technologies.

60. The availability of safe, affordable, and nutritious food has continued to be a significant point of emphasis for the Government including the development of supply chains and food availability with a particular emphasis on the localization of food. This priority aligns well with the SO2 workstreams around supply chain and logistics. SO3 alignment with the safe, affordable, and nutritious food assumption is through nutrition literacy and promoting positive dietary behaviours.

61. **Theories of change exist within the CSP but did not provide an overarching conceptual umbrella to inform the intervention logics of the workstreams.** As further noted in EQ1.4, the COVID-19 pandemic had a disproportionately disruptive effect on the CSP design and implementation. As part of the design exercise, individual ToC were developed in January 2020 for each SO. However, with the onset of the pandemic, implementation processes slowed considerably, and the CO struggled to maintain connections with government entities which had shifted focus to a pandemic response. This disruption meant that although each SO had its own ToC, they ended up being conceptually disconnected with no CSP-level ToC to articulate the linkages among the separate SO. The absence of a conceptual umbrella with widespread consensus limited the degree of inter-linkages that could be developed between SOs (covered in greater detail in EQ4.2). There were also challenges in maintaining the SO ToC as guiding principles as

personnel transitioned and interventions shifted focus during the pandemic or were postponed during the crisis (the specific interventions that WFP addressed during the pandemic are described in more details in EQ2.1 and Annex 11.5).

62. The pandemic period in Indonesia lasted for over two years and it was only in 2022 that both the Government and WFP were able to re-connect on the pre-pandemic interventions that had been postponed when Government priorities shifted to focus on the pandemic response. In 2022, the CO also undertook a ToC revision process which re-examined the initial proposed workstreams and re-prioritized the focus of the individual SO ToC to adapt to the post-pandemic reality and addressed siloed implementation, including establishing a combined management of SO1 and SO2 (these initiatives are described in Annex 5). In 2023, the CO conducted an additional focusing exercise based on the individual ToC intended to re-connect conceptually the individual workstreams within the SOs with each other and to conceptually link the SOs within the CSP (this conceptualization is also found in Annex 5).

EQ 1.4 To what extent and in what ways did the CSP adapt and respond to evolving food security, nutrition and emergency preparedness country capacity needs and priorities, to ensure continued relevance during implementation?

The CSP demonstrated strong adaptability in responding to changing Government priorities including adaptations to new Government agencies, changes in government frameworks, responding to the pandemic, and realigning nutrition priorities with new initiatives.

While originally focused on national-level capacity strengthening, the CO successfully adapted subnational programming through two models focusing either on multi-sector, geographic specific interventions or thematic, multi-geographical interventions.

The CSP design is intentionally maximizing flexibility in responding to Government. While this enables responsiveness to strategic opportunities, it creates challenges in determining whether new opportunities are strategic, or out of scope.

The nature of a capacity strengthening CSP presents unique challenges for cultivating and maintaining appropriate relationships with Government counterparts during periods of institutional or pandemic disruptions.

63. **WFP adapted its strategic positioning and activities to respond to changes in the context and national needs.** The high capacity of the Indonesia Government and national structures required WFP to employ a complementary approach to existing government processes for national level CCS engagements. This has implications for national level programming with an emphasis on complementary technical assistance, gap analysis and seeking to provide strategic yet complementary support on specific elements (the implication for human resourcing is covered further in EQ4.3). One consequence of this type of national CCS and operating environment is that WFP has needed to be very responsive to shifts in government priorities. There is evidence of WFP's capacity to shift workstream focus and to develop new workstreams to successfully adapt to changing governmental environments (Detailed in Table 13 below).

Table 13: WFP CSP Adaptations to Changes in Context and National Needs

SO	Workstream	Adaptation
SO1	FSVA	Government entity supported: FSVA support, initially provided to the Ministry of Agriculture, was shifted to the newly developed National Food Agency which became the owners of the FSVA processes
SO2	AA	New activity: The original CSP design did not include a workstream on Anticipatory Action, but this emerged as an important focus in 2022 within the RPJPN and the initial establishment of a National AA framework developed by BNPB and Kemenko PMK
SO2	Logistics	Shifted focus of activity: The supply chain focus areas shifted to a focus on medical supplies through the national logistics cluster as a result of the pandemic. WFP adjusted again as the pandemic subsided, moving to supply chains for essential goods (with an expansion of actors) and then more recently into aligning with government priorities on food system transformation.

SO2	ASP	Shifted focus of activity: The ASP workstream also had to restructure its focus as the intended partner (MOSA) shifted away from seeking technical assistance from UN agencies for the national social protection schemes.
SO3	SBCC and SN	Shifted focus of activity: Adapting the initial activity workstreams from school meals programming towards a school nutrition and SBCC focus. Focus shifted again with the change in incoming government priorities providing free nutritious meals (Referred to as <i>Makan Bergizi Gratis</i> in Indonesia) to school aged children, pregnant and lactating women and children under 5. WFP has refocused activities to be able to provide support to the <i>Makan Bergizi Gratis</i> programme including with supply chain support

64. **WFP has been able to adapt its subnational programming to reflect emerging needs and interests for CCS beyond the national level** (Covered in more detail in EQ2.1 and EQ2.2). Although the CSP design has primarily emphasized a national level CCS, there is evidence in interviews and documentation of WFP's potential for contributions to subnational CCS. Stakeholders provided a wide-ranging consensus that the decentralised governance structure at the subnational level in Indonesia combined with WFP's experience working in the subnational context provided an important opportunity to focus on subnational capacity strengthening. Evidence in the documentation of project reports and evaluations described two different approaches: i) geographic dependent multi-sectoral interventions for CCS, similar to the CSP implementation in Kupang; and ii) Thematic Focused Subnational Strengthening, which was reflective of the Anticipatory Action pilots in the three Provinces of East Nusa Tenggara, West Kalimantan, and Yogyakarta under SO2.

65. **The pandemic had a disproportionately negative effect on CSP implementation because of the exclusive CCS orientation of the CSP.** CCS implementation involves a considerable number of government relationships and partnerships cultivated for CSP implementation. This has implications for implementation (See EQ4.2 and EQ4.3). Interviewees noted that this type of CCS work with Government is heavily dependent on maintaining close institutional and personal relationships. Cultivating relationships requires continual and comprehensive contact, the feasibility of which was severely disrupted by pandemic-related restrictions. The latter involves having both formal and informal agreements and formal and informal communication mechanisms in addition to the standard project reporting structures related to specific interventions.

66. In addition to affecting the quality of relationships, the pandemic forced the Government to reduce its attention on certain planned interventions in order to prioritize those immediate to the pandemic response. This reduction in government plans affected those workstreams in WFP that did not have an immediate pandemic utility. When the pandemic occurred in 2020, the Government shifted focus from longer-term development agreements to prioritizing immediate humanitarian response to affected populations and pandemic mitigation measures. The Indonesian Government entirely managed the pandemic response. The CO was not asked, nor expected, to be involved in the direct humanitarian response. Consequently, WFP's engagement with the Government in Indonesia decreased during the pandemic, in contrast to many other countries where WFP engagement with Government increased because of WFP's involvement in direct assistance.⁵⁴ The FSVA and Logistics workstreams were able to provide peripheral support to the pandemic response through sponsoring studies and assessments on vulnerability and supply chains, and through the national logistics cluster facilitated the acquisition of COVID-19 protective equipment imports and distributions. However, the other workstream engagements were significantly reduced and, more importantly, the relationships with specific government stakeholders and entities were disrupted.

67. **The lack of application of the corporate CCS conceptual frameworks or CCS materials inhibited WFP's strategic positioning on CCS.** As discussed in EQ1.1, although there is evidence of strategic positioning throughout the CSP, there is limited documentation describing an underlying Indonesia-specific strategic framework for CCS. This absence also impedes creating a coherent framework for linking individual, apparently disparate, interventions (discussed in EQ1.3). Considering the high capacity of the national level Government, interviewed stakeholders noted that WFP support must be predicated on providing strategic yet focused interventions as complementary inputs. As part of the design of the CSP, there is no documentation of a customized political landscape analysis nor of the implicit CCS conceptual framework guiding intervention choices. This, combined with limited resourcing options which constrained

⁵⁴ 2022. Evaluation of WFP's Response to the COVID-19 Pandemic. WFP.

workforce development (EQ4.1) and subsequent challenges in workforce technical capacity and turnover in strategic positions (EQ4.3), led to perceptions that WFP had engaged in more ad hoc interventions that, while conceptually relevant to CCS, lacked a systematic structure.

68. **The framing of the SOs in the CSP has created both opportunities and challenges for responding to emergent opportunities and ensuring coherent programming.** The Indonesia SOs have been defined to allow for maximum flexibility. This is not the only framing available. India, for example, is another CCS-only CSP within an upper middle-income country and wealth inequalities located in Asia. While similar in context, the structure of the CSP goals is different with a greater emphasis on focus rather than flexibility. The Indonesia framing maximizes flexibility by stating generally an intention to enhance capacities of government systems. In contrast, the India examples show a more focused conceptual framework directed towards specific populations (beneficiaries of social protection schemes); Ministries (social protection) or type (women). Table 14 illustrates the differences in SO phrasing to maximize flexibility or focus.

Table 14: Examples of Flexibility and Focused Phrasing of SOs

Indonesia CSP SO Sample (Maximize Flexibility)	India CSP SO Example (Maximize Focus)
Strategic outcome 2: By 2025 the Government, other partners and communities have enhanced capacity to mitigate the impact of disasters and climate change on food security and nutrition	Outcome 2: By 2030, beneficiaries of the Government of India's food-based social protection systems have increased consumption of diverse, nutritious and fortified foods.
Strategic outcome 3: By 2025 populations at risk of multiple forms of malnutrition benefit from increased national capacity to design and implement programmes that enhance access to and promote positive behaviours on healthy diets and prevent stunting and other nutritional deficiencies	Outcome 3: By 2030, women enrolled in the Government of India's self-help group collectives in targeted states have increased social and financial mobility .

Sources: CSP Indonesia 2021-2025 and CSP India 2021-2025

69. There are positive and negative consequences of either framing. For a flexibility focus, the advantages of a flexibility framing (the SO articulated as enhancing national government system capacities or government systems) allows for maximum ability of the CO to respond to emerging opportunities, access a broader range of resourcing opportunities, and allow for flexibility to pivot to support emerging or new government ministries or units. For example, as a consequence of this phrasing, the CO was able to shift programming in ASP to continue to engage with other Ministries when MOSA shifted away from seeking technical assistance from UN agencies. It also allowed for the expansion of partnerships through the CSP to more than 30 units.

70. As a disadvantage, the maximizing flexibility created challenges for being able to distinguish whether a new opportunity was out of scope (ad hoc) or represented an important emerging direction (opportunistic) without a documented framework to guide decisions. It also created challenges for demonstrating progress (discuss further in EQ2.1) and for illustrating conceptual linkages among interventions (EQ 1.4). The ET found that the CO lacked a systematic mechanism for accepting and declining Government requests. This meant that any potential opportunity required significant internal conversations and discussions – often leading to delays which had other consequences (Covered in EQ4.3).

2.2. EQ2: What difference did the CSP make to food security and nutrition in Indonesia through its institutional capacity strengthening?

EQ 2.1 To what extent did WFP achieve its outcome targets and in what ways did it contribute to the expected outcomes of the CSP, particularly with regard to Government's food security (SO1), emergency preparedness and disaster risk reduction and management (SO2) and malnutrition prevention and improvement of diets (SO3)? Were there any unintended outcomes, positive or negative?

WFP has contributed to CSP outcomes in data and vulnerability analysis, emergency preparedness and response, and adaptive social protection with more challenges to supporting nutrition programming. There is evidence of CSP interventions contributing to Country Capacity Strengthening outcomes through cascade effects after project interventions, particularly in the institutionalization of systems (pathway 2) and programme design and delivery (pathway 4). Among the eight workstreams in the CSP, three are

well established within government systems, and three show significant positive potential to become established. Limitations to the corporate CRF indicators related to CCS creates challenges for measurement and reporting of these gains.

The extensive initial disruptions from the pandemic and leadership transitions at the onset of the CSP slowed implementation rates, with significant implementation primarily resuming from 2023. Overall, in terms of annual achievement rates for outputs, there is significant annual variation in achievement rates but with a general pattern of overachieving on outputs related to trainings and underachieving on outputs related to the delivery of tools and products.

SO1: These interventions focused on enhancing food security and nutrition data and analysis to facilitate improved policy development. Key achievements included continued support to the Food Security and Vulnerability Atlas (FSVA), strengthening data linkages across Government systems, providing technical assistance in data generation and utilization (including small-area estimation), and supporting climate and disaster risk management systems. Primary challenges involved resourcing, keeping pace with increasing demand for climate related analysis.

SO2: These interventions focused on emergency preparedness and response with a particular emphasis on supply chains. Key achievements included supporting the capacity development of the National Disaster Management Agency and developing anticipatory action (AA) and early warning models for subnational systems, including institutionalizing subnational coordination mechanisms. Primary challenges included limited funding for resilience initiatives, complex multi-sector partnerships, and scaling regional pilots for nationwide engagement.

SO3: Nutrition achievements originally focused on supporting Government nutrition campaigns, promoting a healthy school model and curriculum, and advocating for fortified rice inclusion in social protection programmes. The primary challenge for SO3 was at the time of design when the Government discontinued its national school meals programme which had been the focal point for orienting SO3 interventions. In its absence, the SO was forced to adapt to align with other similar priorities within government. There is significant interest in supporting the new Government initiative for the nationwide provision of meals in schools.

71. The CO complies with corporate requirements on data availability including the reporting of outcome, output and cross cutting indicators as described in the Corporate Results Framework (CRF). However, there are limitations in the CRF itself for tracking long-term development outcomes of WFP projects and for assessing the results of CCS. Output achievements and their contribution to outcomes for the CSP in general are summarized in EQ2.1a, followed by a discussion of the contribution to outcomes per SO in EQ2.1b. Additional outcome and output tables as presented in the Annual Country Reports (ACRs) are provided in Annex 11. The CSP logframe indicators are compliant with the WFP Corporate Results Framework (CRF) but, as noted elsewhere, there are systemic gaps in measuring WFP's contributions to CCS which inhibit making visible the extent and degree of contribution of WFP's CSP. Instead, patterns in CCS activities and contributions to CCS are assessed against the five pathways of change in the WFP Corporate CCS framework.⁵⁵

72. The temporal scope of this CSPE, covering until mid-year of 2024, limits the degree of outcome achievements that can feasibly be expected from a CCS CSP implemented during the pandemic. As discussed earlier, CSP implementation was disproportionately affected by the disruptions caused by the COVID-19 pandemic (see paragraph 96). Following two years of "slow implementation," the CSP practically only began preparations for most resumed operations in 2022 with significant implementation on most intervention only resuming in 2023. SO2 interventions related to supply chain and market studies were able to keep operating throughout the pandemic, although with a different focus than originally described in the CSP document. The implications of this are covered further in EQ2.1b and in more details in Annex 11.5.

⁵⁵ WFP 2022. Country Capacity Strengthening (CCS) Policy Update.

EQ2.1a: CSP Output Achievements and Contributions to Outcomes

73. **Annual output targets for the three SO vary significantly from year to year but with a general pattern of overachieving on trainings and under-achieving on the delivery of tools and products.** Table 15 profiles the annual achievement rates against targets for all listed output indicators in the three SOs. People-oriented outputs such as trainings and workshops tended to overachieve against targets while product-oriented outputs (number of tools or products supported) tended to underachieve against annual targets.

Table 15: Output Indicators Annual Achievements Against Targets

		Number and Achievement Percentage			
	Output Indicator	2021	2022	2023	2024 ⁵⁶
SO1: Provide policy engagement, technical assistance and advocacy for government and other partners to enhance attention to, and the use of, food security and nutrition evidence					
1	Number of governmental institutions engaged in WFP capacity strengthening activities (C.15.g.3)			7 (88%)	
1	Number of governmental or national partner staff receiving technical assistance and training (C.4.1) + (C.4.g.3)	46 (140%)	88 (100%)	169 (170%)	
1	Number of technical assistance activities provided (C.5.1) + (C.5.g.3)	7 (116%)	11 (110%)	10 (100%)	
1	Number of training sessions or workshops organized (C.5.2) + C.5.g.6)	2 (100%)	20 (100%)	11 (122%)	
1	Number of tools or products developed (C.6.1)	12 (60%)	13 (65%)	9 (82%)	
1	Number of partners supported (K.1.1)	12 (110%)	22 (100%)		
1	Number of national coordination mechanisms support (M.1.1) + C.16.g.5)	2 (100%)	2 (100%)	2 (100%)	
SO2: By 2025 the Government, other partners and communities have enhanced capacity to mitigate the impact of disaster and climate change on food security and nutrition.					
2	Number of governmental institutions engaged in WFP capacity strengthening activities (C.16.g.3) ⁵⁷			302 (100%)	
2	Number of government or national partner staff receiving technical assistance and training (C.4.1)+(C.4.g.3) ⁵⁸	2,203 (273%)	506 (104%)	1,312 (164%)	
2	Number of technical assistance activities provided (C.5.1) + (C.5.g.3) ⁵⁹	14 (108%)	13 (100%)	21 (131%)	
2	Number of South-South exchanges facilitated between provider country and host government (C.5.g.4)			1 (100%)	
2	Number of training sessions or workshops organized (C.5.2) + (C.5.g.6) ⁶⁰	55 (100%)	9 (85%)	22 (157%)	
2	Number of tools or products developed (C.6.1) + (C.6.g.1) ⁶¹	19 (103%)	3 (43%)	12 (60%)	
2	Percentage of tools developed or reviewed to strengthen national capacities for Forecast-based Anticipatory Action			66.67 (134%)	
2	Number of partners supported (K.1.1)	235 (100%)	206 (87%)		
2	Number of public and private sector investments leveraged (K.1.LRP6)	Not an indicator	1 (100%)		
2	Number of national coordination mechanisms supported (M.1.1) + (C.16.g.5) ⁶²	13 (144%)	5 (100%)	7 (120%)	
SO3: By 2025, populations at risk of multiple forms of malnutrition benefit from increased national capacity to design and implement programmes that enhance access to and promote positive behaviours on healthy diets and prevent stunting and other nutritional deficiencies.					

⁵⁶ Output data not yet available for 2024 for Draft 1, but data will be entered in finalized report.

⁵⁷ Value combines national and subnational figures

⁵⁸ Value combines national and subnational figures

⁵⁹ Value combines national and subnational figures

⁶⁰ Value combines national and subnational figures

⁶¹ Value combines national and subnational figures

⁶² Value combines national and subnational figures

	Number of governmental institutions engaged in WFP capacity strengthening activities (C.16.g.3) ⁶³			41 (137%)	
3	Number of government or national partner staff receiving technical assistance and training (C.4.1) + (C.4.g.3)	360 (140%)	278 (100%)	589 (109%)	
3	Number of technical assistance activities provided (C.5.1)	7 (116%)	11 (61%)	15 (88%)	
3	Number of South-South exchanges facilitated between provider country and host government (C.5.g.4)			1 (100%)	
3	Number of training sessions or workshops organized (C.5.2)	4 (80%)	4 (57%)	3 (50%)	
3	Number of tools or products developed (C.6.1)	13 (76%)	8 (42%)	10 (67%)	
3	Number of people reached through SBCC approaches using social media (E.5.4)	500 (<1%)	2,554,829 (510%)		
3	Number of partners supported (K.1.1)	9 (100%)	29 (100%)		
3	Number of national coordination mechanisms supported (M.1.1) + (C.16.g.5) ⁶⁴	2 (100%)	5 (167%)	3 (100%)	

Green = Achievements of more than 90% against target

Yellow = Achievements of 50-89% against target

Orange = Achievements of less than 50% against targets

Source: Annual Country Reports 2020-2024

74. For all three SOs, trainings predominate as the type of CCS output indicator (corporate CCS output indicators are constrained to three broad categories: trainings, coordination, and tools). Overall annual achievement rates are good with about 75 percent of the output indicators reporting full achievement (within 10 percent of the target) compared to annual plans. Achievement rates were higher for SO1 and SO2, reporting full achievement rates over 80 percent of the time, compared to SO3, reporting full achievement rates 57 percent of the time.

75. **Targets increased over time, reflecting a scaled-up implementation rate.** This pattern is reflective of the slow implementation caused by the pandemic. For indicators related to tools and products, annual targets during the pandemic years were modest. However, there was a noticeable increase in target size in 2023, the year full implementation resumed. Another factor affecting the relative implementation scale across the years (covered in more detail in EQ3.3 and EQ4.3) pertained to the delays resulting from leadership gaps and personnel vacancies. In a CSP that is highly dependent on institutional and personal relationships for CCS implementation, programmes can be disproportionately susceptible to organizational gaps. Each layer of leadership in WFP (Country Director (CD), Deputy Country Director (DCD), Strategic Outcome Manager (SO Manager) and technical leads) have a corresponding counterpart within Government ministries. When a DCD or SO Manager position is vacant - or absent because of occupation with other administrative duties⁶⁵ communication with the relevant government counterpart is reduced. Respondents from both Government partners and WFP respondents noted that these absences led to delays in strategic decision making as well as disruption of relations with Government counterparts.

76. **The CCS pathways of programme design and institutionalization are the primary focus in the CSP.** Each of the eight workstreams (see Table 4) describe a range of activities for CCS. As noted in the section 1.4 Methodology description, the workstreams should not be expected to cover all five pathways of change. The pathways were intended to provide a conceptual framework for WFP to strategically reflect on potential avenues or areas of intervention. It would be unusual for all five pathways to be covered in a single workstream. Within the current CSP, the primary areas of engagement on CCS with the government has been through Programme Design (pathway 4), which is the most frequently cited with 7 of the 8 workstreams (87 percent) including activities related to Pathway 4. Other pathways cited frequently include institutionalization (Pathway 2) and engagement of non-state actors (Pathway 5). Table 16 outlines which pathways are associated with the array of interventions comprising a particular workstream.

⁶³ Value combines national and subnational figures

⁶⁴ Value combines national and subnational figures

⁶⁵ Covered in more detail in EQ4.3

Table 16: CCS Pathway Frequency in Workstreams

	(P1) Policy	(P2) Systems	(P3) Resources*	(P4) Programme	(P5) Non-State
FSVA			X	X	
Climate		X		X	X
ASP		X		X	X
AA		X	X	X	X
Logistics	X	X		X	X
RF	X				X
SN		X		X	X
SBCC				X	

Source: Monthly Country Briefs narratives 2021-2023 coded by ET.⁶⁶

77. Table 17 illustrates a heat map of frequency of mention of an intervention related to a CCS pathway for each SO.

78. As noted in the Methodology section, these tables are descriptions of the types of CCS support provided to Government. There are not obligations or expectations regarding what are the appropriate areas of concentration.

Table 17: CCS Heatmap – Concentration of CCS-related Activity Citations by SO

CCS Pathway	SO1	SO2	SO3
P1 (Policies)	1.0%	2.8%	7.1%
P2 (Systems)	22.2%	25.7%	5.7%
P3 (Resourcing)*	5.1%	4.6%	7.1%
P4 (Programme Design)	61.6%	48.6%	48.6%
P5 (Non-State Actors)	6.1%	12.8%	11.4%
Research	4.0%	5.5%	20.0%

Source: Monthly Country Briefs narratives 2021-2024 coded by ET.⁶⁷ **Dark** highlight indicates a greater than 40% share of SO citations. **Medium** highlight indicates between 25-40% share. **MedLight** highlight is less than 10-25% share. **Light** denotes less than 10% share.

79. Research is included in this heatmap because of the relatively high percentage of studies or assessments sponsored by the CO during this implementation period. In SO3, one-fifth of all activities cited related to research studies. The relative effectiveness and results of this type of research sponsorship is explored in more detail in EQ4.3.

80. **WFP has contributed to CSP outcomes in data and vulnerability analysis, emergency preparedness and response, and adaptive social protection with less contribution to nutrition outcomes.** Tracking WFP contributions to CSP outcomes is based on a combination of corporate outcome indicator achievements and qualitative data from the field observations and interviews, with Government and WFP respondents. The patterns from the respondent interviews and the available quantitative indicators are compared against the summarized ToC outlined in Annex 5. As noted earlier, six of the eleven ToC risks and assumptions were confirmed – the majority of these related to external factors. In addition to the ToC risks and assumptions, the summarized ToC links activity inputs to strategic outcomes in a series of contribution levels with each contribution leading to higher level effects (see Figure 2). Table 18 summarizes the causal assumptions in the ToC. Further details regarding the contributions to CCS outcomes are elaborated in EQ2.1b.

⁶⁶ In the CCS policy update, an Annex is included with definitions and examples specifying which types of actions are to be associated with each pathway of change. This Annex was used to code the individual actions cited in the country briefs.

⁶⁷ In the CCS policy update, an Annex is included with definitions and examples specifying which types of actions are to be associated with each pathway of change. This Annex was used to code the individual actions cited in the country briefs.

Table 18: TOC Contribution Levels and Observations

ToC Contribution Level	Associated Interventions	Observations
A1. Provide policy engagement, technical assistance and advocacy for government and other partners to enhance attention to, and the use of, food security and nutrition evidence	Platform for Real-Time Impact and Situation Monitoring (Prism) Food Security and Vulnerability Atlas mVAM Small-Area Estimation Seasonal Bulletins Gender Equality and Women's Empowerment	Progress. As described in EQ2.1b, the activities and interventions under A1 have led to the development of a mature workstream related to FSVA and an emerging positive workstream related to climate and geophysical forecasting.
SO1. Government and other partners benefit from high quality food security and nutrition data and analysis that facilitates improved policy formation and implementation.	Adaptive Social Protection E-Simba Early Warning System Interoperability Food Systems Impact-Based Forecasting CLEAR+	Progress. The Government primarily benefits from the high-quality data (more so than other partners). There is evidence of the use of the data to inform Government programming.
A2. Enhance partnerships, policy engagement and technical assistance to Government other partners and communities.	Community Based Disaster Risk Management Gender Equality and Women's Empowerment Anticipatory Action	Progress. There is evidence of enhanced partnerships, particularly with respect to disaster risk reduction, emergency preparedness and response, and anticipatory action.
SO2. Government, other partners, and communities benefit from enhanced capacity to prepare for and respond to disasters and climate change.	Disability Inclusion South-South triangular cooperation COVID-19 response National Logistics Cluster Provincial Logistics Cluster National Disaster Management Agency and NLC Regulations Supply Chains	Progress. The government primarily benefits from the high-quality data (more so than other partners). There is evidence of WFP interventions informing programming, such as the elaboration of contingency plans, formation of government technical working groups, and subnational instructions and regulations.
A3. Policy engagement, technical assistance, and advocacy for healthy diets as a means of preventing all forms of malnutrition	Food Fortification/Rice Fortification Social and Behavioral Change Communication (SBCC) Fill the nutrient gap Global action plan on child wasting School meals Nutrition for school-aged Children COVID-19 study	Limited Progress. ACRs and Country briefs cite a range of interventions related to healthy diets. However, the discontinuation of the <i>Progas</i> programme and implementation delays have reduced the range of evidence for completed actions. The use of research for informing government programming has potential. However, there is limited evidence of significant changes in Government processes based on research outputs with a few notable exceptions cited later.
SO3. Increased national capacity to design and implement programmes that enhance access to and promote positive behaviours with regard to healthy diets for targeted people.		Limited Progress. SO3 contributions have focused on communication campaigns to change behaviours. The SBCC actions, to which this is relevant, have not been fully implemented yet. There is limited evidence regarding policy changes or concrete actions cascading to affected populations. There is potential in the future for more contributions to nutrition via the <i>Makan Bergizi Gratis</i> programme to be rolled out by government.

Source: ET synthesis from document review, interviews, field observations and ACR indicators. **Green** indicates confirmation. **Orange** indicates partial confirmation while **yellow** reflects limited evidence for confirmation.

EQ2.1b: CSP Outcome Achievements and Contributions to CCS Outcomes

81. **CCS outcome indicators show variable annual achievement rates against targets;** however, corporate outcome level indicators for CCS are not sufficient to capture the arrange of CCS results from

WFP support. Only one corporate CCS outcome indicator was available for use during this CSP implementation period – the number of policies enhanced as a result of WFP Capacity Strengthening. Table 19 provides the annual achievement rates against target of this single indicator. Achievement rates are generally low with a higher achievement rate of the SO2 outcome indicator.

Table 19: CCS Outcome Indicator Annual Achievements by SO

		Baseline	Number (Achievement Percentage)			
	Outcome Indicator		2021	2022	2023	2024 ⁶⁸
SO1: Provide policy engagement, technical assistance and advocacy for government and other partners to enhance attention to, and the use of, food security and nutrition evidence						
1	Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening	0 (25)	1 (33%)	10 (143%)	1 (50%)	
SO2: By 2025 the Government, other partners and communities have enhanced capacity to mitigate the impact of disaster and climate change on food security and nutrition.						
2	Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening	0 (25)	9 (90%)	16 (100%)	11 (85%)	
SO3: By 2025, populations at risk of multiple forms of malnutrition benefit from increased national capacity to design and implement programmes that enhance access to and promote positive behaviours on healthy diets and prevent stunting and other nutritional deficiencies.						
3	Number of government or national partner staff receiving technical assistance and training (C.4.1)	0 (25)	3 (80%)	6 (60%)	8 (160%)	
	Number of national programmes enhances as a result of WFP-facilitated South-south and triangular cooperation	0 (2)	0	0		

Green = Achievements of more than 90% against target

Yellow = Achievements of 50-89% against target

Orange = Achievements of less than 50% against targets

Source: Annual Country Reports 2020-2024

82. **There is evidence of SO interventions contributing to CCS outcomes in Government through cascade effects.** The cascade effect exercise conducted by the ET was able to trace a range of outcomes in Government resulting from WFP interventions.⁶⁹ These cascade effects lay outside the direct scope of the intervention but illustrate how the intervention was taken up by Government and further used to inform institutional, regulatory, governance, planning or other CCS pathways. Annex 11 provides a more detailed narrative of the specific progress and challenges of each SO. The cascade effects from these interventions are summarized below.

83. **SO1 Cascade Effects:** The Food Security and Vulnerability Atlas (FSVA) has been seen as instrumental in developing methodologies that extend down to the subnational level, with opportunities, as seen in NTT, to be further incorporated into provincial and national development planning. Civil society organizations (CSOs) have utilized FSVA to strategically set their target areas, with potential applicability in other provinces due to its accessibility through the National Food Agency (NFA) at the national level. FSVA is also being adapted to align with the Sustainable Development Goals (SDGs), with efforts underway to incorporate FSVA data into SDG tracking to measure and illustrate progress. The FSVA, initially available only at the provincial level, has now been expanded to every district and city across the country. This expansion, facilitated by WFP's methodological contributions, includes key indicators on food availability, affordability, and utilization, with data also reflecting literacy, education, and income levels. With support from provincial governments, FSVA data now extends down to the subdistrict level through small area estimation (SAE), with the aim of integrating FSVA as a subnational key performance indicator (KPI). Efforts are ongoing to make FSVA available at every sub-district level, linking it to local budgets to encourage practical application.

⁶⁸ Output data not yet available for 2024 for Draft 1, but data will be entered in finalized report.

⁶⁹ As outlined in Annex 5, the tracing of cascade effects is reliant on qualitative interviews as the primary source because there are no associated corporate indicators and cascade effects, by their nature of being outside of WFP project implementation, are not documented in WFP reporting. However, all identified cascade effects are based on triangulation of qualitative sources. Multiple respondents from different levels and different categories had to cite the effects before it was considered appropriate to include in the report.

84. Consolidated Livelihood Exercise in Analyzing Resilience (CLEAR+) has focused on assessing vulnerability and livelihoods, and their relationship with climate change, contributing valuable insights to the provincial long-term development plan in NTT. Interviewed Government partners expressed positive perceptions regarding the potential of the CLEAR+ to use these granular findings for the mid-term development plan. However, they did note that the timing of the delivery of the data limited its full application to inform the provincial development planning, underscoring the importance of timeliness in data preparation. They did note that the vulnerability assessment conducted for NTT has been successfully incorporated into long-term planning, with ongoing adjustments by WFP to ensure that the data meets evolving local requirements.

85. **SO2 Cascade Effects.** Anticipatory Action (AA) has contributed to fostering collaborative approaches among diverse stakeholders within government. Through initiatives such as the South-South Triangular Cooperation (SSTC) field visit to the Philippines and a joint scoping exercise, government partners set the way forward for the application of AA principles at the national level. Interviewed Government stakeholders noted that AA principles already align with existing regulatory frameworks, albeit under different terminology. This engagement has encouraged stronger partnerships across government and non-government entities. The Ministry of Villages has leveraged AA insights to shape regulations on the use of village funds for anticipatory actions, with these regulations updated annually. Government stakeholders noted that for additional scaled up implementation, there is a need for endorsement from the Ministry of Home Affairs (MOHA), most specifically the Directorate General of village Government, given that village administration falls under local government district.

86. AA principles have also been incorporated into contingency plans at the provincial level through the Regional Disaster Management Agency (BPBD), a local counterpart to the National Disaster Management Agency (BNPB). Notably, AA-informed contingency planning has been tailored to address specific regional hazards, such as droughts in NTT, floods in West Kalimantan, and tropical cyclone activity in Yogyakarta. During the 2024 drought, these contingency plans facilitated prompt action based on early warnings from the Meteorological, Climatological, and Geophysical Agency (BMKG), with local governments integrating data and local indicators to establish preparedness levels. This coordination enabled rapid responses, including the activation of emergency funds from BNPB to develop boreholes—a milestone for the NTT region.

87. At the district level, three districts in NTT have adopted these AA-based contingency plans from provincial frameworks, enabling localized readiness. In West Kalimantan, AA concept has also been incorporated into the climate field school curriculum. Additionally, AA has been formally included in the long-term national development plan (RPJPN) 2025-2045, reflecting its importance in national policy for proactive disaster management and resilience.

88. **SO3 Cascade Effects.** During interviews, government stakeholders almost exclusively cited the importance of Cost of Diet Study for informing Government actions. The Cost of Diet Study was an emergent opportunity for WFP during the previous CSP that respondents reported began as a result of informal conversations between WFP and MoH leadership regarding the need for some mechanism that would help determine how much it would actually cost a family to have a healthy diet – also recognizing the significant regional variations. The subsequent exercise became a valuable information source for setting government policy. The Government stakeholders had requested an updated Cost of Diet Study in the current CSP to further refine the localization agenda. The two primary contributions included the adaptation of the food basket, and the costing used in the Family Hope (PKH) programme. This was a social protection programme providing food assistance to vulnerable families. The other primary contribution involved the use of the study findings to inform the targets and commitments in the RPJMN. One significant message that government stakeholders took from the study were the costs associated with imported food (or bringing food from one island to another island). Because of this, a key point of emphasis in the RPJMN is the identification of, and promotion of, nutritious local foods in family diets.

89. **Among the eight workstreams, three are well established within Government systems.** The eight workstreams within the CSP are associated with corresponding Government systems and programmes. Based on the triangulation of data including stakeholder interviews and document review, the FSVA, ASP, and Logistics (or supply chains) can be considered well-established, or mature, within Government systems with policy frameworks, systems, appropriate planning and budgeting, programme design and the inclusion of working groups or other non-state actor mechanisms. There are opportunities

for support within these workstreams to further refine and enhance the systems, but these are considered well-integrated already with good prospects for sustainability should WFP cease to be present (covered in more detail in EQ2.3). The Climate, AA, and Rice Fortification workstreams have at least three elements established, but with considerable gaps across the CCS pathways of change. However, these workstreams are well aligned with Government commitments to these sectors (EQ2.3). The remaining workstreams suffer from a combination of minimal CCS pathways in place and limited political will within existing Government priorities.⁷⁰ Table 20 depicts the ET assessment of the degree of maturation of the respective pathways within government structures up until now. There are significant potential changes to SO3 due to the emerging *Makan Bergizi Gratis* programme. With the emergence of the flagship programme of the new President elect, the previous work in the area of school meals is currently being leveraged by WFP to support this new programme. These initiatives started in 2024, and the programme is in its initial stages, but it is likely that the CCS pathways related to the SN workstream may change by the end of the CSP cycle.

Table 20: CCS Pathways within Government for the Eight Workstreams⁷¹

SO	SO 1		SO2			SO3		
Workstreams	FSVA	Climate	ASP	AA	Logistics ⁷²	Rice	SN	SBCC
Policy (Alignment with RPJMN, regulatory environment)	X		X	X	X	X		
Institutionalization	X				X		x	
Planning (integration into annual planning processes)	X		X	X	X			
Resourcing	X		X		X			
Programme Design	X	X	X		X		x	x
Engagement of Non-State Actors		X	X	X	X	x	x	

Source: ET assessment based on document review and stakeholder interviews.

Key: **Green** = Well-established across multiple pathways, **Light Green** = Some establishment and with positive outlooks for sustainability (see EQ2.3), **Yellow** = Some establishment and with little sustainability, **Orange** = Not yet established.

SO1: Evidence and Data

90. Under Strategic Outcome 1, WFP has supported Indonesia's capacity to address food insecurity and malnutrition through data-driven decision-making and climate resilience initiatives. This is the most well-established set of workstreams with full Government integration. Key areas of focus include enhanced data for food security and nutrition, improved disaster management and social protection capacity and promoting climate-resilient data and systems. Table 21 lists the key achievements to date and challenges identified. More details regarding SO1 performance are found in Annex 11.5.

Table 21: SO1 Progress, Challenges and Next Steps

Dimension	Theme	Observations
Achievements	Enhanced Data for Food Security and Nutrition	<p>In 2021, WFP partnered with various Indonesian ministries to improve food security and nutrition data through tools like the Food Security and Vulnerability Atlas. This atlas helped policymakers identify vulnerable areas, aiding targeted government programs.</p> <p>By 2022, WFP had strengthened data linkages among government systems, allowing better integration of food security data across platforms. Collaborative efforts with the Ministry of Agriculture, National Food Agency and National Statistical Agency also led to the consistent production and use of this atlas at subnational levels.</p> <p>In 2023, WFP continued technical assistance to enhance government capacity in generating and utilizing data, notably in the Food Security and Vulnerability Atlas and new small-area estimation methods to improve subnational food security analysis.</p>

⁷⁰ All components of the CSP can be linked to some Government priority or policy, however, within the Government, some priorities received greater attention and resourcing than others.

⁷¹ Within the CO, WFP staff discussing the CCS pathways usually disaggregated Pathway 3 (resourcing) into two components – one related to the integration into planning processes (the investment of resources into planning) and the other related to financial and staffing considerations. For the purposes of this assessment of contributions to outcomes, the CO framework is depicted here.

⁷² Also referred to as “supply chains” within the CO.

	Improved Disaster Management and Social Protection Capacity	WFP's support in 2021 included strengthening Indonesia's Disaster Mitigation Information System, aiding emergency response capacity in disasters. Over the years, WFP's technical support has expanded to improve the Ministry of Social Affairs' Disaster Mitigation Information System (e-SIMBA) in 2023 in collaboration with three other UN agencies, integrating early warning, social protection, logistical, and resourcing data for better monitoring and response readiness. This enhanced disaster management at both national and subnational levels. WFP contributed to the development of national guidelines for CVA for disaster affected people and the minimum expenditure basket which were endorsed by MOSA in 2022.
	Promoting Climate-Resilient Data and Systems	WFP's work over these years has consistently involved supporting climate and disaster risk management systems, especially for monitoring hazards like floods and droughts. Through this, WFP added value to the existing BMKG dashboard for increased utility. WFP also supported the BMKG in impact-based forecasting and early warning systems. In 2022, WFP collaborated with Indonesian agencies to create economic, commodity, and food price analyses for timely responses. By 2023, WFP's support for anticipatory action, including improved early warning systems, strengthened resilience against climate-induced food insecurity. WFP's integration of climate data into decision-making frameworks was crucial in responding to the El Niño drought effects in East Nusa Tenggara.
Challenges	Resourcing	WFP's activities have faced significant funding shortages across all years, affecting program scalability and continuity. Despite joint funding mobilization efforts, WFP's shift to a country capacity strengthening (CCS) model without direct operations highlighted the need for sustained multi-year funding
	Adaptation to Climate Change	As climate impacts intensify, WFP and Indonesian agencies have struggled to keep pace with the rapidly increasing demand for climate-resilient food systems. Although data systems have improved, regional disparities in data availability and the need for real-time, anticipatory data remain challenging
	Institutional Turnover and capacity	Institutional shifts, government personnel turnover due to upcoming elections, and regional disparities have sometimes delayed the achievement of Strategic Outcome 1's goals. The transition to a CCS approach emphasized the importance of institutionalizing WFP's interventions to ensure sustainability beyond individual programs. In addition, the use of technical consultants rather than in-house experts created challenges for conducting intensive technical conversations with government counterparts.
Future Directions	Sustaining and Expanding Climate and Disaster Data Systems	WFP will continue enhancing the quality and accessibility of disaster and climate risk data, particularly in expanding the e-SIMBA system and anticipatory actions for climate resilience. WFP's future efforts will likely involve further integration of this data into decision-making frameworks across additional provinces. Furthermore, As data systems become increasingly integral to disaster preparedness, WFP can continue refining Indonesia's data analysis capacities, particularly in integrating climate data with vulnerabilities, social protection targeting, and food security metrics. Expanding the use of early warning data across all provinces could improve timely responses and help in the efficient targeting of food assistance during crises.
	Scaling Early Warning Systems and Anticipatory Actions	Given the successful rollout of early warning and anticipatory action in provinces like East Nusa Tenggara, WFP has opportunities to extend these practices across other climate-vulnerable regions. This includes advancing anticipatory action in collaboration with the Ministry of Social Affairs and the Ministry of National Development Planning
	Leveraging Partnerships for Sustained Funding	In response to funding challenges, WFP aims to explore diverse, sustainable funding sources, including expanding private sector partnerships, South-South cooperation, and joint donor appeals. Emphasizing cross-sectoral partnerships will be critical for securing long-term funding to support CCS initiatives effectively

Source: ET compilation from interviews and ACR documentation

91. **FSVA presents a potential opportunity for enhancing Government accountability.** The FSVA is currently used to identify needs but can also represent a mechanism to track policy progress over time. There are examples of the FSVA to inform planning documents such as stunting prevention, contingency plans, or food security action plans, additional opportunities exist at the national level. First, the FSVA is housed under the NFA. The FSVA is an index-based measure that collates a wide range of key performance

indicators to generate vulnerability analysis. The NFA oversees the FSVA, but responsibility for achieving the KPIs falls to various other Ministries, agencies or offices. For instance, the KPI related to access to electricity and power is managed by the Ministry of Energy. Government respondents pointed out that if the FSVA KPIs were incorporated into the KPIs and performance monitoring plans of other Ministries, the identified vulnerabilities could be better addressed through coordinated Ministerial actions. A second potential application of the FSVA could be to serve as a baseline assessment of effectiveness of new government programmes in social protection including the *Makan Bergizi Gratis*. For the latter, there is an expectation that this programme will improve local economic production by creating a new demand source. The FSVA could serve as an ongoing measure to determine if this expectation is realized in the targeted districts.

SO2: EPR and DRM

92. Under Strategic Outcome 2, WFP supported strengthening Indonesia's disaster preparedness and response capacity while promoting resilient food supply systems to support vulnerable populations. These included initiatives related to anticipatory actions and supply chains. This SO has displayed the most growth and expansion since the initial CSP design. Key areas of focus include strengthening DRR capacity, promoting resilient supply chains, and institutionalizing anticipatory action and early warning systems. Table 22 lists the key achievements to date⁷³ and challenges identified. More details regarding SO2 performance are found in Annex 11.5.

Table 22: SO2 Progress, Challenges and Next Steps

Dimension	Theme	Observations
Achievements	Strengthening DRR capacity	In 2021, WFP focused on enhancing Indonesia's disaster response framework, supporting the National Disaster Management Agency (BNPB) and the Ministry of Social Affairs in building disaster preparedness and response capabilities. Efforts included establishing a Capacity Building Technical Working Group to train community-based volunteers on disaster management. By 2022, WFP's collaboration with BNPB led to the signing of a memorandum of understanding with the Chamber of Commerce to formalize public-private partnerships, fortifying the regulatory framework for disaster preparedness and response. This was a critical step in institutionalizing partnerships that can provide resources and logistical support during crises. In 2023, WFP achieved additional milestones in developing anticipatory action protocols for climate resilience and disaster response. This involved formalizing subnational coordination mechanisms for disaster risk management and supporting disaster preparedness across climate-vulnerable regions.
	Promoting resilient food supply chains	WFP has played a vital role in advancing Indonesia's food supply resilience, especially in the face of climate-induced disruptions. In 2022, WFP brought together stakeholders to explore resilience-building opportunities in food supply, expanding access to affordable and healthy diets for vulnerable communities. In 2023, WFP furthered these efforts by working with the Coordinating Ministry for Human Development and Cultural Affairs to integrate anticipatory action into supply chain management and policy. This institutional shift aimed to enhance food availability during disasters and to formalize resilience protocols in government policies.
	Institutionalizing AA and Early Warning Systems	WFP's partnership with the BNPB and BMKG and other agencies strengthened Indonesia's early warning systems, especially concerning climate-related hazards. In 2023, WFP's support for anticipatory action mechanisms in East Nusa Tenggara helped the region prepare for El Niño-induced drought. This was complemented by the dissemination of data and guidelines to district governments, which facilitated proactive distribution of food and non-food assistance.
Challenges	Limited Funding for resilience and anticipatory action	ACRs consistently noted that funding shortfalls have impacted the scope and continuity of WFP's resilience initiatives although funding for the particular AA workstream did increase over the CSP period.

⁷³ ACR data not yet available for 2024.

	Multi-sector partnerships	As WFP sought to deepen collaboration with various ministries, non-governmental organizations, and the private sector, ⁷⁴ the complexity of aligning diverse stakeholder agendas posed a coordination challenge. This was particularly significant when formalizing disaster response partnerships, as overlapping mandates and organizational structures affected implementation speed and efficiency.
	Scaling anticipatory action across regions	Although anticipatory actions in East Nusa Tenggara proved effective, scaling these protocols nationwide remains challenging due to regional disparities in provinces having sufficient data and resources to implement AA activities. Limited technical capacity at the subnational level has also hindered efforts to implement anticipatory action frameworks across all provinces.
Future Directions	Expanding anticipatory action systems nationally	Building on the success in East Nusa Tenggara, West Kalimantan, and Yogyakarta WFP has an opportunity to expand anticipatory action models across other climate-affected provinces. Future efforts may involve enhancing subnational capacities, providing technical training, and standardizing early warning and disaster response mechanisms for nationwide scalability. Engaging the Ministry of Home Affairs Directorate General of Village Government would contribute to smoother implementation at the village levels.
	Strengthening public-private partnerships	The memorandum signed in 2023 between BNPB, and the Chamber of Commerce lays the groundwork for greater private sector engagement in disaster preparedness. Leveraging private sector expertise and resources could further support WFP's anticipatory and response mechanisms, especially in logistics, food supply, and distribution channels during crises.
	Institutionalizing food supply policies	WFP's work with Indonesian ministries to create resilient food supply systems presents an opportunity to formalize these efforts in policy. Future steps could involve embedding supply chain resilience within Indonesia's national development plans, ensuring that these systems are prioritized during resource allocation and are adaptable to various types of climate risks. One example could be the opportunities emerging from the Makan Bergizi Gratis programme which will have implications for food security and supply chains.

Source: ET compilation from interviews and ACR documentation

93. **There is an important opportunity to enhance Government integration of anticipatory action into the DRRM systems at the subnational level.** The majority of CSP implementation has been at the national level, but there are emerging opportunities for increased subnational engagement. One example pertains to the potential of anticipatory action at the subnational level. Government respondents considered the pilots currently implemented in three provinces as a potential important learning opportunity for scaling anticipatory action across multiple provinces at the subnational level. WFP sought to integrate anticipatory action protocols within Indonesia's disaster management systems by working alongside the Coordinating Ministry for Human Development and Cultural Affairs to embed anticipatory action frameworks within subnational governance structures. The practical application of these protocols was evident in East Nusa Tenggara, where early warnings for the El Niño drought enabled the province to obtain and disburse funds from the national disaster management agency in advance, mitigating the adverse effects on food security for affected communities.

SO3: Nutrition

94. Under SO3, WFP has focused on promoting healthy diets and nutrition for vulnerable populations with a particular emphasis on education, and awareness raising accompanied by engagement in supporting rice fortification processes within the government plans. There has been recent progress in terms of rice fortification given its linkage to the RPJMN. Table 23 lists the key achievements to date and challenges identified. More details regarding SO3 performance are found in Annex 11.5.

⁷⁴ Partnerships with UN agencies were also important but received less attention in documentation or interviews than the other groups.

Table 23: SO3 Progress, Challenges and Next Steps

Dimension	Theme	Observations
Achievements	Promoting healthy diets and nutrition awareness	In 2021, WFP launched a digital social and behaviour change communication campaign in partnership with the Ministry of Health, aimed at improving adolescents' nutrition knowledge and dietary practices. This campaign emphasized the importance of fortified rice and nutritious diets for vulnerable groups, including school-aged children and adolescents. The #KerenDimakan ("Cool to Eat") campaign, a digital initiative targeting healthy diets, saw expansion in 2022 and integration into broader national health promotion efforts. In 2023, WFP's pilot of the #KerenDimakan campaign led to its further integration within the Ministry of Health's public health platforms. This expansion included new outreach to urban adolescents, encouraging better dietary habits and promoting fortified rice and other nutritional practices across Indonesia.
	Expanding rice fortification availability	WFP advocated for the inclusion of fortified rice in Indonesia's social protection programs, such as SEMBAKO, to address micronutrient deficiencies. In 2022, this effort was strengthened with the establishment of a strategic policy dialogue, which brought together multiple stakeholders to prioritize school-age children's nutrition. By 2023, WFP's partnership with the Ministry of National Development Planning led to regulatory achievements, potentially making it more accessible and affordable. In 2024, through its role in the technical working groups, WFP contributed to the formulation of the Indonesian Standard for Rice Fortified Kernels, completed in 2024, and for the standardization of fortified rice to be finalized within the next year.
	South-South and Triangular Cooperation (SSTC)	In alignment with Sustainable Development Goal (SDG) 17, WFP supported South-South cooperation efforts, including a peer learning event in 2022 with Bangladesh on youth engagement in nutrition and disaster preparedness. These exchanges provided mutual insights and bolstered Indonesia's approach to nutrition and dietary education. In 2023, WFP facilitated SSTC knowledge exchanges with Bangladesh on fortified rice programs and with the Philippines on early warning systems, further solidifying international partnerships that enhance WFP's initiatives within Indonesia and create a platform for knowledge-sharing.
Challenges	Resourcing and sustainability	WFP has faced continuous funding challenges in being able to support the Government programming related to implementing large-scale, sustained nutrition campaigns and fortified rice distribution. The funding shortfall, especially in 2023, has impacted the scaling of nutrition programs across the nation, making it difficult to maintain momentum in key areas
	Reaching vulnerable populations	Although the digital campaign has shown success in urban settings, expanding its reach to remote and rural areas with limited internet access remains challenging. The need to develop alternative, localized strategies to promote healthy diets among remote populations has been an ongoing issue
	Regulatory support for fortified foods	There was potential for including fortified rice as part of the social protection food packages distributed by MOSA. The Government was willing to include fortified rice as part of these packages even though fortified rice cost more. However, there were difficulties in establishing fortified rice as a staple in social programs due to the absence of the necessary regulatory environment which WFP sought to address through the development of standards for fortified rice kernels and fortified rice. Long-term institutional adoption and nationwide implementation require further collaboration and policy alignment.
Future Directions	Scaling nutrition campaigns	Building on the success of #KerenDimakan, WFP can work with government and local partners to extend the campaign into rural and hard-to-reach areas, potentially through radio, local gatherings, local religious and traditional leaders, and school programs. This would ensure that nutrition awareness extends beyond urban centers.
	Institutionalizing fortified foods in	With fortified rice already incorporated into certain programs, future steps involve establishing fortified foods as a standard component of Indonesia's social safety net programs. This will require continued regulatory support to

	social protection programmes	ensure the establishment of standards that are suitable for social safety net programs, funding, and partnerships with local and international stakeholders to ensure that fortified foods reach those most in need. The <i>Makan Bergizi Gratis</i> programme provides a potential platform for institutional demand for fortified rice.
	Strengthening partnerships for resourcing including for SSTC	To address funding challenges, WFP can explore stronger, long-term partnerships with the private sector, including companies invested in nutrition and food security. Leveraging corporate social responsibility initiatives, particularly in sectors like agribusiness, could provide sustainable support for expanding nutrition initiatives. In addition, WFP's SSTC initiatives have the potential for generating fresh ideas and sharing resources. Further expanding these exchanges could help refine approaches to nutrition. Future efforts might include partnerships focused on combating malnutrition, leveraging fortified foods, or enhancing nutrition-sensitive early warning systems

Source: ET compilation from interviews and ACR documentation

95. **There is a significant potential change in Government commitments related to school meals which may have implications for the next CSP.** One important shift in the context has been the 2024 elections and the commitments to the new *Makan Bergizi Gratis* programme to provide free nutrition meals to vulnerable populations including school-aged children, pregnant and lactating women and children under 5 (see Table 14). The data collection period for the evaluation ended in October 2024 but this programme is scheduled to start roll out in January 2025 and a new Agency (National Nutrition Agency; NNA) has been established.⁷⁵ The new Government, which transitioned in late October 2024, has committed to budget resourcing, and has commissioned the military to begin establishing distribution centres and training cooks, nutritionists and logisticians for distributions of these meals. The *Makan Bergizi Gratis* represents an emergent opportunity for the CSP and existing workstreams that could be potentially reformulated to provide support. The FSVA and CLEAR+ work under SO 1 could be used as targeting support for the *Makan Bergizi Gratis* coverage. In SO2, the *Makan Bergizi Gratis* has the potential to strengthen disaster preparedness through the activation of kitchen facilities to serve disaster affected communities. The current school nutrition workstream is focused on the establishment of a nutrition curriculum in schools (and associated nutrition messaging to parents and children) but could be repurposed to accompany the provision of meals in schools. The logistics workstream is focused on supply chains related to food security or emergency response but could be repurposed to support strengthening systems related to *Makan Bergizi Gratis* food distributions. In addition, the rice fortification workstream is highly involved in working groups to establish the enabling environment to make rice fortification available and affordable, which would make an important contribution to the nutritional value of the meals. Support to the *Makan Bergizi Gratis* would be within the implementation period of the current CSP and presents a potential new opportunity for WFP, albeit with potential risks to be considered in terms of opportunity costs and brand association. As this programming lies outside the temporal scope of the current evaluation, it is not included in the workstream ratings.

EQ 2.2 To what extent did WFP taken into consideration cross-cutting aims in the type of support provided to Government? (protection and AAP; GEWE; nutrition integration; and environment)

In Indonesia, the country capacity strengthening emphasis implies that the focus on cross-cutting aims is on their integration into Government programs rather than WFP direct assistance. There is good to moderate progress within towards nutrition sensitive programming, gender, environmental considerations, and accountability to affected populations. There is more limited progress of protection issues being taken into consideration in Government programming. One factor limiting progress pertains to the lack of sufficient corporate guidance on the integration of cross cutting themes in middle-income, CCS contexts.

Gender: WFP promoted gender-targeted social protection programmes and gender-sensitive approaches in nutrition education. There is limited progress so far on measuring the degree to which gender sensitive approaches were integrated into the subsequent cascade effects within Government.

⁷⁵ Presidential Regulation No 83 / 2024; 15 August 2024

Nutrition Integration: The most significant progress for cross-cutting aims concerned the integration of nutrition-sensitive programming where WFP embedded nutritional considerations across multiple strategic outcomes supporting Government interventions in rice fortification, campaigns, schools, supply chains and disaster resilience programmes.

Environmental Sustainability: The most visible progress is found within the climate change adaptation technical support to Government programming and into disaster resilience programmes, early warning systems, and climate adaptive policies.

Accountability to affected population: There is progress towards community reporting mechanisms being integrated into Government led disaster responses processes.

Protection considerations: There is limited progress towards mainstreaming protection considerations within Government programming. However, there is evidence of Protection from Sexual Exploitation and Abuse (PSEA) trainings being integrated into Government led disaster responses processes.

96. **Framing Note.** The cross-cutting themes generally imply that WFP takes these into considerations when implementing its direct assistance packages. However, in a CCS context like Indonesia, these themes require a different approach. All WFP programming is designed to support specific government interventions or programs; WFP does not operate independently of the Government. Consequently, in a CCS context such as Indonesia, the focus shifts towards the degree to which WFP is effectively promoting the integration of these cross-cutting considerations into Government programmes. In the following narrative, the findings assess the progress towards ensuring the integration of these cross-cutting considerations in Government programming based on WFP technical assistance.

97. **There is progress, albeit limited, on the inclusion of cross cutting themes in Government programming through WFP technical assistance.** Existing corporate guidance on the cross-cutting themes and their treatment have focused almost exclusively on WFP direct assistance considerations. There is relatively limited attention in the corporate cross-cutting themes guidance pertaining to their operationalization within the context of a CCS CSP in a middle-income country such as Indonesia. In the absence of operational guidance for CCS and cross-cutting themes, CO staff have had to independently determine the best form for articulation with Government priorities. Within this milieu, there has been progress, albeit limited, on their inclusion in programming. For example, WFP has emphasized ensuring the inclusion of vulnerable populations in Government programming through a focus on food insecure populations but with less progress towards the inclusion of gender or protection considerations in Government vulnerability mapping. The treatment of environmental sustainability has assumed greater prominence as climate change adaptation becomes an increasing priority within Government plans. Table 24 summarizes the degree of progress based on the evidence from documentation and interviewed respondents regarding the integration of cross-cutting themes in government programming. The succeeding narrative provides a more differentiated breakdown of progress within the four areas of treatment based upon documentation (environmental sustainability, nutrition integration, gender equality and women's empowerment, and AAP/Protection).

Table 24: Summary of Available Evidence to Cross-Cutting themes from WFP

Theme	Level of Progress
Gender	The CSP received a GAM of 3. ACR reports cited GAMs of 1 for all SOs until 2023 with SO2 citing a GAM of 3. Databases contain disaggregated data. Furthermore, WFP promoted gender-targeted social protection programs and used a gender-sensitive approach in nutrition education campaigns. It is unclear the extent to which gender considerations were integrated into the trainings for government technical staff related to the three SO (which is why these were rated low in the GAM scores) and the extent to which gender components were involved in government analysis during the cascade effects and outcome exercises of the evaluation.
Protection	Available evidence shows few citations of changes in protection considerations of Government programmes due to WFP interventions.
Accountability to Affected Populations	Available evidence shows some consideration of AAP processes being integrated into government processes as a result of WFP engagement albeit in niche efforts.

Environment	Under SO1 and SO2 there were potential environmental impact assessments integrated into governmental contingency plans, supply chains and logistics.
Nutrition-sensitive programming	The CSP included a primary emphasis on nutrition programming in SO3 and nutrition integration was central to WFP's strategy, aligning with Indonesia's broader health and social protection goals. Each strategic outcome emphasized nutrition. Additional evidence from ACRs of promotion of nutrition sensitive programming within Government.

Source: ET compiled from interviews and available documentation (ACRs and annual bulletins).

98. **Gender Equality and Women's Empowerment.** WFP's progress towards the integration of GEWE can be considered as moderate. The primary evidence sources for GEWE considerations are from programme documentation, triangulation of data was limited with few examples of GEWE integration cited by interviewed respondents. Based on the documentation, in 2021, WFP began promoting gender-targeted social protection programs, particularly for adolescent girls, pregnant women and lactating mothers, who are often disproportionately affected by food insecurity. In subsequent years, WFP's #KerenDimakan ("Cool to eat") campaign used a gender-sensitive approach to reach both male and female adolescents with nutrition education and expanded the campaign to include rural and urban youth across genders. However, there were relevant gender issues to address in Indonesia related to income, workforce participation, maternal mortality, gender-based violence, and early marriage that were not addressed as points of attention within the CSP itself (see Context section).

99. **Protection and Accountability to Affected Populations.** There is limited to moderate progress on protection and accountability to affected populations. WFP has made efforts to incorporate protection and accountability mechanisms in its programming by prioritizing the needs and perspectives of the populations served. In 2023, WFP emphasized community involvement in anticipatory action, particularly in disaster-prone areas like East Nusa Tenggara. Interviewed respondents within Government and associated with the project activities at the subnational level noted that they perceived that through early warning systems and anticipatory action training, communities became active participants in disaster preparedness. Project reports from the pilots cited that communities had enhanced capacities to respond to crises proactively. Furthermore, WFP's engagement with the Ministry of Social Affairs on disaster mitigation included protection-focused training and WFP conducted refresher training for staff on PSEA and accountability mechanisms to ensure the protection of affected populations. This training, along with the establishment of a PSEA focal point in 2023, reinforced WFP's commitment to protection, setting up channels for communities to report issues and voice concerns.

100. **Nutrition Integration.** There is progress towards nutrition integration within the areas of CSP engagement with Government. Nutrition integration was central to WFP's strategy, aligning with Indonesia's broader health and social protection goals. Each strategic outcome emphasized nutrition, with significant efforts to incorporate fortified rice into social protection programs. In collaboration with the NFA and the BAPPENAS, WFP pushed for the inclusion of fortified foods in programs like SEMBAKO to mitigate micronutrient deficiencies. This was paired with the #KerenDimakan campaign, which educated adolescents on the importance of balanced nutrition. By 2023, WFP's role in expanding access to fortified rice in urban and rural settings exemplified a deeply embedded nutrition focus. Additionally, WFP's support extended to school nutrition programs, aiming to tackle malnutrition from an early age and foster healthier eating habits among school-aged children. Based on interviewee feedback, WFP's collaboration with various ministries consistently maintained a nutrition-sensitive approach, even within non-SO3 workstreams such as nutrition sensitive supply chain processes or nutrition-sensitive food security.

101. **Environmental Sustainability.** There is moderate progress towards environmental sustainability. Environmental sustainability emerged as an increasingly important focus in WFP's work, particularly considering Indonesia's climate challenges. From 2021 onwards, WFP integrated environmental considerations into its disaster resilience programs, partnering with the Ministry of Social Affairs to develop early warning systems and anticipatory action protocols for climate-induced disasters. This was intended to help communities prepare for environmental hazards like the 2023 El Niño event, which had significant impacts on local food security. WFP's capacity strengthening efforts also included sustainable practices within food systems, supporting Indonesia's goals to create resilient food supply chains. In 2022, WFP strengthened its partnership with government bodies to build climate-adaptive policies for the food sector, encouraging resilience against natural hazards and promoting sustainable food security. By aligning its support with the Government's environmental priorities, WFP responded to immediate needs but also contributed to long-term strategies for adapting to climate change.

EQ 2.3 To what extent are the enhanced food security, nutrition and emergency preparedness country capacities envisaged by the CSP likely to be sustainable, in particular from a financial, social, and institutional perspective?

Sustainability can be assessed through five dimensions of institutional capacities: i) the degree of strategic integration into Government programmes, ii) resourcing; iii) technical capacity to manage the programmes; iv) political commitment for ongoing support; and v) the presence of a transition strategy with WFP.

Six of the eight workstreams are strategically integrated into Government mechanisms with good technical capacity and political will for sustainability. The weakest dimensions pertain to the development of a WFP transition or exit strategy for each workstream.

The greatest sustainability advances are seen in the data and logistics workstreams in the CSP. The new school meals programme presents a resource for sustainability for nutrition and supply chains programming.

102. In addition to defining sustainability against the five pathways of change discussed in EQ2.1, another approach for defining sustainability is through five dimensions of institutional sustainability: i) the degree to which CSP activities have strategic integration in government programmes, ii) the degree to which Government is likely to fund continuation of programmes, iii) the technical capacity within Government to manage and implement programmes, iv) existence of a plan with WFP to transition away from WFP support, and v) the degree of government prioritization in programmes.

103. Table 25 below provides a visualization of the sustainability ratings for each of the workstreams. This rating is based on a sustainability rubric developed by the ET describing a range of possible scenarios for each dimension. Then the scenario most closely matching conditions based on interviews and document review were used to rate each dimension for each workstream (see Annex 6 for further details).

Table 25: Sustainability Ratings by Workstream

Sustainability Rubric	SO1		SO2			SO3		
	FSVA	Climate	ASP	AA	Logistics	Rice	SN	SBCC
Strategic Integration								
Resourcing								
Technical Capacity								
Political Will								
Transition Strategy								

Source: ET assessment based on interviews and documentation. Key: **Green** = 4-point scenario; **Light Green** = 3-point scenario; **Yellow** = 2-point scenario; **Orange** = 1-point scenario.

104. **The greatest sustainability advances are seen in the FSVA and Logistics workstreams with the most significant gaps pertaining to the development of transition and handover strategies across all workstreams.** The most frequently highly rated components are related strategic integration and political commitments. The most significant challenges related to the development of transition strategies or handover plans within the workstreams. As noted previously in EQ2.1 and in EQ1.1, the workstreams from SO3 were originally intended to provide an interconnected set of support to the Government's Progas school feeding programme. In the original CSP design, the elements were all intended to provide complementary support to the Progas. The SBCC efforts were to raise awareness around nutrition associated with the school meals, and the rice fortification were intended to support the inclusion of fortified rice in the meals. However, with the discontinuation of the Progas, the workstreams had to be re-designed without the Progas orientation and the adaptations for school nutrition led to linkages with elements of Government policy that were receiving less resourcing and attention. Rice fortification still maintained a stronger linkage to political commitments in the RPJMN. None of the workstreams, or agreements with Government, included the development of a transition strategy or handover plan with benchmarks that would indicate that WFP support would discontinue. However, the logistics workstream did include interventions related to the development of an M&E framework and knowledge management system that were intended to support the sustainability of the systems after WFP engagement.

105. **The *Makan Bergizi Gratis* programme presents a new dimension for the sustainability for supply chains and school meals.** The preceding rubric represents the assessment of the workstreams prior to the October 22, 2024, transition to the new government. As noted in EQ2.1b, the rollout of the *Makan Bergizi Gratis* has significantly changed programming approaches. The programme is not integrated into the current RPJMN but is included in the new RPJMN being rolled out in 2025. There is significant resourcing and apparent political commitment being applied to the programme rollout. WFP has been involved in providing technical assistance support to this initiative.

2.3. EQ3: To what extent has WFP used its resources efficiently?

Efficiency can be considered through the lens of timely achievements of outputs, timely expenditure of resources, and identifying efforts for resource optimization.

Efficiency was highest in people focused activities (trainings, workshops) and the lowest in product-related outputs. However, expenditure rates across all activities imply systemic challenges in planning and resource utilization. Planned and actual annual expenses were highly volatile – either significantly over-spending or significantly under-spending planned resources in any given year for any given activity but leading to a cumulative overall annual under-utilization of available resources.

Factors contributing to these efficiency challenges included both internal factors (WFP inflexible processes and budget transparency) and external factors (slow responses from Government and complex internal Governmental procedures) which inhibited collaboration. Both Government and WFP stakeholders acknowledged misalignment between WFP and Government processes which exacerbate challenges for timely expenditure rates.

There is evidence of CO efforts to optimize resources through workstream re-positioning, internal restructuring, creating cross-sectoral technical cells, and adapting programming focus in response to emerging opportunities.

106. Based on the OEV technical note for efficiency, timeliness is assessed in two ways in this evaluation.⁷⁶ The first is through a comparison of annual output achievements against annual targets (EQ2.1).⁷⁷ The second involves tracking actual annual expenditure rates against planned annual expenditure rates as reported in annual implementation plans.⁷⁸ For the following narrative, output indicators are clustered according to capacity strengthening activities (trainings, workshops, etc.). For measures of timeliness and efficiency, expenditures are compared to implementation plans and available resources from the ACR financial reports. EQ3.1 and EQ3.3 are combined because the factors influencing timeliness were also influencing cost-efficiency considerations.

EQ 3.1 To what extent were the CSP outputs delivered, and related budget spent within the intended period?

EQ 3.3 To what extent was the CSP delivered in a cost-efficient manner?⁷⁹

Output Timeliness

107. **Timeliness as defined by the annual achievements of planned outputs against targets is highly variable with workshops and trainings being timelier than the delivery of tools and products.** Achievement rates of outputs has already been covered in EQ2.1a. Overall patterns reflect better timeliness of planned outputs related to workshops and trainings and reduced timeliness with outputs involving the delivery of a product or tool. Table 26 depicts the percentage of annual output indicators achieving targets

⁷⁶ A third approach outlined in the OEV technical note on efficiency, are the perceptions of how responsive WFP has been in an emergency by asking respondents their perceptions regarding how rapidly direct cash and food assistance (or other materials) are delivered following an emergency (such as a typhoon landfall). This is not applicable in this CSPE

⁷⁷ whether outputs were delivered as planned within an implementation year.

⁷⁸ Whether planned expenditures were implemented in a timely manner.

⁷⁹ EQ3.1 and EQ3.3 are combined because the factors influencing timeliness are also influencing cost-efficiency considerations.

by SO and by type of indicator. Type of indicator is disaggregated into three categories: i) people-related (workshops, trainings), ii) product-related (products or tools), and iii) coordination or other activities.

Table 26: Timeliness Achievement Rates by SO and Indicator Category

Strategic Outcome	People-related outputs	Product related outputs	Coordination or other activities
SO1: Evidence	100% (n=9)	0% (n=3)	100% (n=6)
SO2: EPR	80% (n=10)	50% (n=4)	100% (n=7)
SO3: Nutrition	67% (n=12)	0% (n=3)	67% (n=6)

Source: ACRs 2021-2023⁸⁰

Green = Achievements of more than 90% against target

Yellow = Achievements of 50-89% against target

Orange = Achievements of less than 50% against targets

108. **Factors influencing low timeliness rates are multi-faceted.** Factors influencing timeliness cited by respondents included leadership gaps and personnel turnover, delays caused by internal procurement and budgeting processes, and delays in finalizing agreements with government.⁸¹ These factors are triangulated with ACR reports which record timeliness improvements after the establishment of an SO manager (SO2) and with the formalization of a new country director (for 2023 and 2024). However, these patterns are still highly volatile with significant changes from year to year. The annual volatility related to specific outputs suggests that there may be internal challenges within the annual implementation plan process creating misalignments between the plans and the reality for achieving the plans, in addition to the effects of the pandemic operations.

Expenditure Timeliness

109. **Patterns in expenditure timeliness suggest systemic challenges pertaining to accurate planning and internal capacity for complete utilization of available resources.** Table 28 and Table 29 describe the reported expenditure rates against the implementation plan and the reported expenditure rates against the annual available resources. These tables include the planned and actual Direct Support Costs (DSC) and total Direct Costs. When synthesizing the patterns from the two tables, expenditures are frequently achieved or over-achieved compared to implementation plans but consistently under-achieved compared to available resources.

110. As shown in Table 27, actual expenditures varied substantially from planned expenditures. Orange coloring shows significant over-expenditure – spending more than planned while red coloring shows significant under-expenditure – spending less than planned. Ideally, if events unfold as per the implementation planning process, then the annual expenditures against annual planned expenditures should be within ten percentage points (or green in the table). The data shows a significant degree of annual volatility.

Table 27: Annual Expenditure Rates against Annual Implementation Plans by SO

Strategic Outcome	2021	2022	2023
SO1: Evidence	314%	163%	49%
SO2: EPR	54%	58%	123%
SO3: Nutrition	124%	82%	96%
Actual DSC compared to planned DSC	104%	135%	100%
Actual DSC compared to actual Total Direct Costs	20%	24%	27%

Source: ACRs 2021-2023⁸²

Green = Expenditure rates between 90-110%

Red = Expenditure rates below 90% of planned rates

Orange = Expenditure rates exceed 110% of planned rates

Gray = Not applicable (no planned expenditure rates)

111. Table 28 shows consistently low expenditure rates comparing available resources and what is planned to be spent within the implementation plan. There are multiple factors for why there may be differences between the amounts of available resources and amounts within implementation plans. In the

⁸⁰ ACR output data for 2024 is not yet available at the time of this report.

⁸¹ The COVID-19 pandemic effects on programming did not influence timeliness because the annual targets had been adjusted downwards in the annual planning process to take into account the “slow implementation” during the pandemic.

⁸² ACR output data for 2024 is not yet available at the time of this report.

evaluation team's CSPE experience, one of the most common is receiving multi-year allocations but which cannot be spent in the designated year. Another common reason is if allocations come in at the end of the year in which case they are recorded as an available resource but practically cannot be spent nor be included in the implementation plan.

Table 28: Annual Expenditure Rates against Annual Available Resources

Strategic Outcome	2021	2022	2023
SO1: Evidence	54%	60%	51%
SO2: EPR	82%	37%	68%
SO3: Nutrition	53%	30%	31%
Actual DSC compared to Available Resources for DSC	64%	41%	47%
Actual DSC compared to actual Total Direct Costs	16%	23%	23%

Source: ACRs 2021-2023⁸³

Green = Expenditure rates between 90-110%

Red = Expenditure rates below 90% of planned rates

Orange = Expenditure rates exceed 110% of planned rates

Gray = Not applicable (no planned expenditure rates)

112. **The DSC/Total Costs Ratio reflects the dependence of a CCS-CSP on personnel.** The ratio of DSC/Total Direct Costs is relatively high because of the CCS nature of the CSP (in other CSPs with direct assistance or direct transfers, DSC ratios may be between 6-12 percent). The DSC is the portion of project funding which allows for the contracting of personnel. Given the extensive dependence on personnel and relationships within a CCS context, the DSC amount can influence CCS progress.

113. **Misalignment of WFP and Government procedures influence timeliness patterns.** Aside from the structural issues discussed above, there is a consensus agreement from both Government and WFP stakeholders regarding challenges in aligning WFP processes with Government processes when doing CCS implementation. There was varying interpretations regarding which factors were the most prominent. The Government stakeholders tended to perceive WFP processes as inflexible and not transparent in their budget allocations or joint workplans. In contrast, interviewed WFP stakeholders tended to cite delays caused by slow government responsiveness or multiple steps required on the Government side. WFP stakeholders also cited internal procurement and financial processes and the lack of knowledge on the part of incoming staff regarding the procurement requirements.

EQ 3.2 To what extent and in what ways did the CO reprioritize its country capacity strengthening efforts to optimize limited resources and ensure continued relevance and effectiveness in view of eventual funding gaps?

114. **There is evidence of the CO adapting to optimize resources.** As noted in EQ1.4, there is evidence of positive adaptations to implementation to respond to emerging opportunities or changes in the context. This included the adaptations to SO3 resulting from the cancellation of the *Progas* programme by the Government and subsequent shifts in incoming Government priorities for the *Makan Bergizi Gratis* programme. In SO2, key adaptations included the emergence of the Anticipatory Action workstream and the need to reposition the ASP workstreams in response to the shifts in MOSA led to a re-allocation of existing resources and the shift in supply chain focus because of the pandemic. In 2024, the CO undertook an internal restructuring exercise intended to optimize the available human resources with ongoing workstreams. A more recent innovation has been the formation of technical cells comprised of staff from multiple SOs to work together on a specific cross-sectoral initiative (such as the cell for the *Makan Bergizi Gratis*)

2.4. EQ4: What are the critical factors, internal and external to WFP, explaining performance and results?

EQ 4.1 To what extent and in what ways has WFP been able to mobilize adequate, timely, predictable, and flexible resources to finance the CSP?

⁸³ ACR output data for 2024 is not yet available at the time of this report.

The CSP benefits from a relatively high resourcing rate (against the Needs Based Plan) but struggles because of the overall small amount of resourcing which limits the size of staff available for programming support.

The CSP receives little bi-lateral donor support, relying primarily on institutional funding streams which present both opportunities and risks for long term CSP engagement.

115. **The CSP challenges are more related to the size of total resourcing than the amount of resourcing against the Needs Based Plan.** The CSP resourcing is relatively small with a Needs Based Plan (NBP) for the entire five-year cycle of around USD \$15 million (or about USD \$3 million per year). Positively, the cumulative financial overview (Table 6) shows a 75 percent resourcing rate with allocated resources recorded at USD\$11.8 million. While this is a relatively high percentage, the reality is even higher as this figure is based on the end of CSP projections rather than annual allocations. The following Table 30 profiles the cumulative annual allocated contributions against cumulative annual NBP.⁸⁴ The patterns suggest that the available resources to date have exceeded the cumulative NBP needs. However, in a CCS CSP such as Indonesia, the primary resource is not the availability of project funds, but rather the availability of staff with sufficient expertise. Staffing levels are dependent on the available DSC, which is a percentage of project funding. Because of the relatively low actual annual amounts related to projects, this restricts the direct support costs, which restricts the degree of adaptability and opportunity for expert staff to be present to adapt or take advantage of opportunities for the expansion of CSP programming. The consequences of staff expertise are covered further in EQ4.2.

Table 29: Cumulative NBP, Allocated Contributions and Expenditures by Year (USD)

Year	Cumulative NBP at year end	Cumulative Allocated Resources at year end	Percentage Allocated contributions to NBP	Cumulative Expenditures at year end	Percentage cumulative expenditures against cumulative allocated resources
2021	2,908,301	4,344,403	148%	2,352,294	53%
2022	6,255,176	8,976,754	143%	4,855,252	54%
2023	9,325,579	10,978,956	117%	7,475,396	68%

Source: ACRs 2021-2023

116. **Resourcing is primarily via institutional funding which presents opportunities and risks.** The CSP does not rely on traditional bi-lateral donor grants. The main sources of funding come from institutional sources such as Flexible Funding, the Emerging Donor Matching Fund (EDMF), Private Donors, or Regional Allocations (Table 31). These non-bilateral funding sources are usually not earmarked which allows for much more operational flexibility on the part of the CSP to use these funds. However, these sources also come with additional risks as they are dependent on corporate priorities. Interviewed stakeholders noted that it was consequently important for the CO to be able to communicate strategically internally with corporate structures and to make more visible the CCS contributions in a context such as Indonesia than can normally be seen through the corporate results framework indicators.

Table 30: Donor Contributions by Total Contributions (% of total funding in US\$)

Donor	Allocated Contributions	
	(USD)	Percentage of total allocated contributions
Flexible Funding	3,415,681.16	28.49%
Indonesia	2,431,870.39	20.28%
EDMF	1,674,893.32	13.97%
Private Donors	1,547,474.35	12.91%
Regional Allocations	1,430,426.75	11.93%
Australia	750,644.25	6.26%
UN Other Funds and Agencies (Excluding Central Emergency Response Fund, CERF)	378,910.33	3.16%

⁸⁴ SO-disaggregated details are found in Annex 10.

USA	318,273.30	2.65%
Brazil	23,288.05	0.19%
China	15,975.00	0.13%
Miscellaneous Income	1,146.30	0.01%
Total	11,988,583.20	100%

Source: CO CPB Resource Situation, Extracted July 2024

EQ 4.2 How well and in what ways did WFP establish and leverage strategic and operational partnerships to maximize efficiency, effectiveness and sustainability of WFP supported interventions?

The CSP has significantly expanded the number of Governmental partnerships. This is both positive in terms of increased leverage but presents challenges for focused relationships.

The continuity and completeness of communication with Government counterparts is a significant factor influencing the quality of CSP outcomes. When there are disruptions that impede planning and agreements with Government, these have resulted in missed opportunities for expanded strategic engagement.

Based on lessons learned across two CSPs with a focus on Government country capacity strengthening (CCS), WFP Country office staff can articulate 26 distinct principles of good practice for CCS partnerships. Key learning includes understanding CCS priorities from the Government staff perspective and developing a documented, continually updated strategy and road map for CCS implementation for each workstream.

117. **The CSP has significantly expanded the number of governmental partnerships, positive CCS outcomes are associated with the quality and continuity of specific sets of relationships.** The evaluation team found that the quality of partnerships and collaborations are influenced by three factors: i) the type of relationships (strategic, technical, operational), ii) the type of partner (national Government, subnational Government, civil society/non-governmental organizations-NGOs), and iii) the continuity of relationships (long-term or sporadic). The last factor is the most influential for ensuring positive CCS outcomes. WFP has a long history of engagements in Indonesia. Respondents from all levels within Government identified this long-term presence as an important positive factor in supporting CCS even when accounting for the high staff turnover and potential institutional memory loss discussed in EQ4.3. The level of perceived technical expertise was another important factor in promoting positive outcomes, because Government stakeholders were much more willing to engage with WFP on mutual objectives when WFP was seen as providing not only resourcing but specific in-house technical expertise (for example, in contrast to arranging for an external consultant to provide the same expertise). WFP primary comparative advantages in technical expertise are found in data, analysis, mapping, and in supply chains, logistics and associated systems strengthening.

118. In addition to the in-house technical expertise, both the continuity and completeness of specific relationships were important for positive CCS outcomes. Continuity meant not only institutional continuity between entities but also continuity in the personal relationships at technical and strategic levels. Completeness pertains to what was perceived by Government partners as a gamut of factors that were associated with a good CCS relationship including:

- Multiple relationships continuing across strategic and technical levels
- Formalized agreements that include both strategic (Memorandum of Understandings) and technical (workplans) components
- Informal communication mechanisms that are used frequently for updates
- Opportunities for consistent engagement in planning and workplan development
- Periodic formal meetings for updates that comprise multiple levels of stakeholders within a unit.
- Formal reports and communications based on workplans
- Opportunities for end of year reflections and discussions on next steps.

119. The perceived technical expertise of WFP staff by Government, combined with the continuity of the relationships in SO2, allowed for substantive inputs into CCS in the respective ministries. The long-term continuity of WFP personnel operating in the Kupang/NTT was cited by provincial authorities as one of the

important success factors behind the success of the subnational pilots in the NTT. As discussed in EQ 1.4, the pandemic had a negative ability on the CO's ability to maintain these relationships.

120. **The timing of planning and agreements have led to missed opportunities for CCS optimization.** Successful CCS implementation required ensuring good alignment with existing government processes. For example, the timing of collaborative planning. WFP's annual planning comes considerably later than when Government stakeholders do their annual planning. Consequently, when WFP sought cost-sharing opportunities for planned trainings, the potential money available had already been allocated by Government to other areas. Another example cited was in the example of the CLEAR+ pilot in NTT. The CLEAR+ pilot results were successful enough that the Provincial Government used it to inform the development of the long-term Provincial Development Plan. However, Government was not able to use these results to inform their immediate or short-term provincial development plan, despite reported interest, because of timing between the delivery of the platform and the timing of when planning for the medium term needed to occur (stakeholders reported that WFP was occupied with revising the CLEAR+ methodology). Other examples included the delays in finalizing the MOU with *Bappenas*, delays in integrating WFP programming with government unit's KPIs, or working at the wrong level to achieve a government commitment.

121. There has been a significant increase in the experiential learning related to CCS programming since the first CSP. By the time of the Mid-Term review of the current CSP, there was evidence that there was increased capacity among national staff, especially within SO2, to be able to navigate CCS implementation and understanding government operations. While there are still timing and agreement misalignments, overall, interviewed WFP staff were much better able to articulate CCS operating principles and had a deeper awareness of government processes and function.

122. The evaluation team extracted a set of "principles of practice" from WFP and Government respondents regarding how to optimize CCS partnerships. These principles can serve as a checklist of good practice for operationalizing engagements with new ministries or government units. Table 32 summarizes the principles elicited from interviews.

Table 31: Identified CCS Principles of Practice

Category	Principles
Government Unit Communication	At the level of the CSP – Establish a clear primary counterpart.
	Establish a series of interconnected relationships within a particular Government unit at multiple levels from CD through technical leads with respective counterparts (Minister-technical advisors).
	Establish an informal communication mechanism with a particular Government unit.
	Establish a formal bi-lateral communication mechanism with a particular Government unit.
	Create a systematic coordination or communication forum with a particular Government unit comprising all levels of relationships (technical-strategic).
Internal Strategy and Reflection Mechanisms	Within WFP, conduct periodic, systematic internal reflections regarding the relationship with a particular Government unit that includes all associated staff from technical to CD levels.
	The CO should conduct a continual analysis of CCS capacity needs mapping and CCS relationships rather than depend on a single "one-off" mapping exercise.
	The CO should document its CCS analysis and strategy and periodically review it.
	Develop internal mechanisms to ensure broad based CO Information-sharing to ensure cohesive understandings among staff regarding the purpose and end objectives of the CCS partnerships.
Long-Term Systematic Engagement	Develop a long-term road map of CCS within a particular SO workstreams.
	Seek to match long term national staff to long-term national counterparts to sustain long term relationships.
Demand Driven Responsive Engagements	CCS engagement needs to come from a clear government demand (it should not be just based on a "it would be nice to have this") and should be integrated into specific commitments and targets in the RPJMN and associated KPIs
	The CO should have conducted a CCS gap analysis of Government unit and come with an offer of how to support what is missing that could help the unit achieve RPJMN obligations.
	Start from Government view I - Aligning with government workplans
	Start with Government view II - Aligning with government pressure - what takes the weight off of Government staff with respect to their KPIs versus what adds extra work?
	Start with Government view III - Be careful to avoid coming with a specific WFP product or tool and then looking where to align the tool in the RPJMN. Rather start with identifying what are the Government pressures first.

	Develop a framework to differentiate between ad hoc and emergent opportunities - how will you decide the difference?
WFP Expertise and Structure	Staff require a high level of internal expertise including experience, skillset.
	The CSP requires an overarching conceptual anchor or umbrella that can orient all SO activities in one direction.
Timing and Phased Implementation	When engaging on the different pathways of change, consider starting with Pathway 4 (programme design) and then “build up” from there towards Pathway 1 (policy) rather than assuming Pathway 1 needs to be the first option.
	Employ a flexible approach: When beginning implementation, the key priority is to roll out something quickly to avoid missing strategic opportunities (don't miss the boat). Then focus on refining and perfecting systems.
Evidence Base and Capacity Development	WFP has an important comparative advantage at subnational engagements and should prioritize a mix of Geographic and Thematic approaches for subnational CCS.
	Bring something tangible - from field experience/pilots. WFP is not an academic entity.
	CCS should focus on dimensions that the Government does NOT already know how to do.
	Use concrete, evidence-based approaches to inform CCS (pilots, studies). In selecting pilots/studies, support studies that provide evidence to Government units that inform decisions regarding the allocation of their resources (CoD and Food basket, AA and Contingency plans). Avoid pilots that primarily attempt to illustrate success of WFP performance (such as pilot schools, nutrition).
	WFP and/or Government to identify opportunities for south-south exchanges profiling Indonesia to other countries as well as other countries to Indonesia.

123. Among the elicited principles, the presence of a *documented, continually updated strategy or road map* of CCS implementation was among the most prominent. This related to each workstream (not just at the level of the CSP). Another important emergent theme pertained to the need to do CCS from a government perspective. This involved identifying what would address a need or stressor experienced by Government staff and ministries – especially related to their target KPIs and for WFP to seek to identify ways to support this work rather than WFP coming with a pre-set tool or product to promote.

124. Related to this, within a flexibility-oriented CSP such as the current CSP, it is necessary to develop a framework to be used to differentiate between ad hoc requests and emergent opportunities. It was also considered important to have a “conceptual umbrella” for the CSP that linked all SO interventions to a specific focus. For example, if the conceptual umbrella were “social protection” then all supply chain work would be focused on improving the social protection supply chains, while nutrition work would seek to make the social protection vouchers or food baskets more nutritious, and so forth. The absence of a conceptual umbrella with widespread consensus limited the degree of inter-linkages that could be developed between SOs.

125. **The combination of leadership gaps and transitions combined with the high number of governmental partnerships has created challenges for focused relationships.** As noted in EQ1.4 and EQ2.1a, the flexibility of the CSP structure has allowed for the establishment of multiple governmental partnerships and engagement with emergent opportunities. At the same time, participants did note that in certain cases the quality of the relationships were diluted from the sheer number of potential relationships and contacts, leading to frequent references to “halfway” communication. These observations were more common with certain ministries, sectors or SO than others, but were sufficiently frequent to suggest a systemic challenge. Examples cited by Governmental respondents included:

- Having an informal relationship but no formal MOU
- Having a formal MOU, but then having little or no subsequent contacts
- Developing an intervention jointly, but then receiving no reports on its outcome or success
- Not being involved in joint planning – and receiving a joint workplan developed by WFP only
- Having only very infrequent communications and few updates on progress or next steps
- Transitions in WFP personnel with little warning or notice

EQ 4.3 What role have the following factors played: i) Adequacy of human resources, ii) Innovation in the CSP design and implementation leading to greater efficiency and effectiveness, iii) Adequate availability and use of monitoring data to track progress and inform decision making, iv) Other internal or external factors.

The country capacity strengthening (CCS) orientation of the CSP places additional demands on WFP staff including requiring a combination of technical expertise, knowledge of government processes; knowledge of the CCS approach and framework; and the skillsets for building strong relationships with counterparts.

Because of the high dependence on specific individuals to manage relationships, gaps in positions will impede relationship development and overall programming coherence in a CCS CSP with the most positive outcomes associated with the most continuous relationships among the workstreams and with those efforts that informed Government decision making on resource allocations.

Knowledge management and capacity development for CCS are significant bottlenecks for CSP implementation. The absence of a systematic professional development for CCS impeded CO staff capacities to engage in CCS with Government and the absence of strong CCS outcome indicators impeded the capacity of the CSP to make visible the CCS contributions that were achieved.

Human Resources

126. **The CCS orientation of the CSP in a context such as Indonesia places additional expertise and workload demands on WFP personnel.** Interviewed respondents noted that when WFP is engaging in direct assistance or project implementation, the primary criterion for staff is the degree of sectoral or technical expertise present. In contrast, a CCS-CSP places additional expertise requirements on staff. In addition to the baseline sectoral and technical expertise required, staff needed to also be very familiar with how the government functions including: i) the policy and regulatory environment, ii) the internal governance systems for management and implementation, iii) the business processes related to planning and resourcing, and iv) government requirements on inter-ministerial working groups and engagement. Staff also were seen as needing to not only be familiar with the WFP corporate CCS conceptual framework and tools, but to have a sufficient level of expertise to confidently apply these concepts in their programming.

127. Consequently, staff needed to have sufficiently high expertise on three dimensions to successfully implement CSP programming. First, they needed to have sufficient expertise in their technical fields to be able to provide something tangible in terms of programme design. Second, they needed to have sufficient expertise in Government functioning to understand where and how to engage to successfully integrate their workstream into Government processes. Third, they also needed to have sufficient expertise in WFP's CCS conceptual framework to allow them to conduct the requisite analyses to identify points of intervention and engagement. This required multi-layered expertise presented considerable challenges for adequate staffing expertise.

128. In addition to the expertise, the quality of the relationships with Government and their maintenance had implications for workloads and degree of time required for investing in these relationships. As cited in the inception report interviews, WFP respondents perceived that a great deal of the "real work" related to relationship building was not visible in the project management cycle, nor the types of obligations required on staff (such as responsive communication with Government counterparts cited earlier). This had implications for the design and implementation of a CCS CSP. The CO had limited senior-level expertise in CCS at the onset of the current CSP design. Subsequently, in the absence of the strategic CCS SO roadmaps, there were challenges in ensuring the necessary skillsets and expertise in CCS were recruited nor how these "invisible" responsibilities would be integrated into daily activities. Investment is required in the professional development of staff – especially national staff. Both Government and WFP respondents emphasized the need for greater levels of expertise in strategic policy communication skills as well as a staffing structure that integrates strategic relationship capacities across multiple levels and establishes a senior level advisor role.

129. **Gaps in key positions reduced coherence, expertise, and implementation throughout the CSP cycle although organizational realignment processes have begun to re-position human resource capacities.** As noted elsewhere throughout the findings, a CCS-oriented CSP is heavily dependent on strong and continuous relationships with Government units and counterparts – especially at the strategic levels. On separate occasions, among the senior management positions, there were transitions or disruptions among the levels of CD, DCD, SO managers and technical staff. In addition, there were gaps among all

staffing positions due to resourcing constraints. Annually, approximately 12-15 percent of programming positions⁸⁵ were reported as vacant. This percentage does not include staff who were occupying temporary postings or positions which had multiple staff covering the same position throughout the year. Among the SO, at the time of the data collection, the SO2 was the SO that had the most long-term national staff. This continuity was cited in interviews (and the qualitative CCS study) as a key factor because of the capacity to maintain a level of continuity in programming and relationships.

130. The senior level gaps were one factor cited by WFP and Government stakeholders as influencing the decline in the quality of strategic relationships with key Government agencies or offices during the initial years of CSP implementation. The CD (or DCD in the absence of a CD) would normally be expected to be the primary responsible for strategic relationships with Government counterparts. In a context such as Indonesia, where there is a very wide array of partnerships across multiple Government units, this places an extra layer of workload on the CD or other senior management to maintain all these strategic level relationships adequately. In the absence of a CD (or DCD), then the responsibilities for maintaining continuous strategic relationships with a wide range of Government units AND the responsibilities for internal administrative oversight needed to be taken on by the same person.

131. The CO has undertaken efforts to strengthen workforce alignment with the CSP. The CO undertook a workforce realignment review in 2023 intended to better position human resource capacity to respond to the CSP aspirations. The process led to a set of recommendations around workforce alignment. This included expanding the level of technical expertise in existing positions, opening new positions to attract new technical expertise, and restructuring national contracts to better recognize existing national staff technical expertise. These structural changes are too recent to provide evidence of changes in CSP performance, but the ET considers these efforts in alignment with providing enhanced CSP performance.

132. **The absence of systematic professional capacity development for CCS impeded CSP implementation.** The previous CSP evaluation had noted the importance of capacity development for CCS beyond solely sectoral technical expertise. The evaluation noted that WFP staff did not always have required skills, thus putting personnel in positions with CCS responsibilities without commensurate orientation. The evaluation recommended the elaboration of a CCS induction package for staff based on the corporate CCS materials (CCS Policy, Pathways of Change and entry points, Capacity Needs Mapping Tools, and so forth) and to customize these materials to better fit the context of a Middle-income country such as Indonesia. With the onset of the pandemic and personnel transitions, this induction package, nor tool customization, was never developed. There are examples of ad hoc capacity development in CCS for CO staff cited in interviews, including exchange visits to other similar CCS-oriented CSPs, but there is no evidence of a systematic induction package on CCS. Few interviewed staff were even aware that CCS materials, including a conceptual framework, existed in WFP. This changed in 2024 when a workshop on CCS conducted by the RBB CCS advisor ensured that all staff had been oriented to the CCS framework.

CSP Implementation and Adaptation

133. **The CO has made efforts to integrate recommendations from previous evaluations into its ongoing implementation; the most significant gaps lie knowledge management and CCS-orientation.** One element pertaining to CSP ongoing implementation involves the degree to which the CO has adapted processes and systems to take into consideration the learnings from previous evaluations. The two primary evaluations with lessons learned are the previous CSPE and the 2023 Mid-Term Review. Among the two documents, a set of 35 recommendations or sub-recommendations were proposed (Annex 11.6). As summarized in Table 33, approximately half (57 percent) have evidence of adjustments in implementation and systems. The MTR report was only finalized in late 2023, so there has been limited time for the CO to address those recommendations.

⁸⁵ Positions that are engaged externally with Government stakeholders and CSP implementation rather than internal business support processes.

Table 32: Previous Recommendations Addressed in CSP Design

Rating	CSP1 Evaluation		Mid-Term Review		Total	
	Number	Percentage	Number	Percentage	Number	Percentage
Addressed	7	25%	0	0%	7	20%
Somewhat Addressed	11	39%	2	29%	13	37%
Limited Progress	0	0%	5	71%	5	14%
No Evidence	10	36%	0	0%	10	29%

Source: CSP 2016-202 Evaluation and CSP Mid-Term Review. Rating by ET

134. The CSP implementation has taken into consideration recommendations related to maintaining the successes of the previous CSP (in specific thematic areas) and developing an improved legal agreement with Bappenas and other units. Efforts were made to integrate increased expertise on working with Government – either through direct contracting or via consultants. The primary gaps pertained to the development of the necessary M&E structures to make CCS contributions visible, and the development of a systematic landscape political analysis and CCS capacity needs mapping of the respective government units. The MTR re-affirmed these ongoing challenges and also proposed expanding the body of evidence on the effectiveness of proposed programmes within Government.

Knowledge Management

135. **Monitoring of output and outcome indicators comply with CRF requirements although gaps in CCS outcome indicator definition and tracking limit the opportunities to identify high-level long-term CCS contributions.** The CO complies with corporate requirements in ACR reporting on data availability including the reporting of the corporate outcome, output and cross-cutting indicators described in the CRF. The limited evidence available indicates that the monitoring systems for reporting on CSP CRF outputs and outcomes did not contribute substantially to informing management decisions. However, there are examples of other forms of monitoring informing decisions for adjustments – particularly from the subnational pilots in AA and CLEAR+.

136. As discussed in EQ2.1b, CCS-related CRF indicators have limited suitability to track contributions for long term CCS outcomes. First, most other corporate indicators concern household beneficiary levels (such as the Food Consumption Score (FCS) or Coping Strategies Index (CSI) measures). The single CCS outcome indicator used in the ACR reporting (number of policies influenced by WFP) cannot capture the nuance and diversity of engagements of CCS related work. Second, the monitoring methodology limits tracking long-term effects of WFP interventions as there is little capacity or systems available for tracking the cascade effects of WFP interventions once they have been taken up by Government. This reduces the applicability of these corporate indicators to inform decision making in a CCS oriented CSP. The visibility limitations for CCS in the corporate knowledge management also reduces the capacity for WFP to demonstrate the contributions related to CCS to external stakeholders in Government (or donors). The inclusion of a success story in the ACR format does allow the CO to present additional nuance regarding CCS interventions, but the ACRs are not normally used for external strategic positioning.

Research and Pilot Take-off Factors

137. **The most successful research and pilot components in the Indonesia CSP are associated with when these are aligned with informing government decision making needs.** Throughout the evaluation exercise, respondents reflected on what caused certain workstream initiatives to “take-off” while other workstreams seemed to be constantly “on life support.” Given the prominence of research studies within the array of WFP interventions, respondents also reflected on which studies assumed a good deal of influence in Government while others went largely unremarked.

138. For the studies, the primary factor affecting the degree of influence appears to be the degree to which the study specifically responds to a resource allocation issue within Government. The Cost of Diet study informed MOSA regarding the degree to which the non-cash food assistance package value needed to be adjusted; and which items households should buy or consume to ensure a healthy diet. The Fill the Nutrient Gap (FNG) study – while similar to the Cost of Diet Study – did not provide the necessary costing data to inform Government resource allocations and thus was less utilized. Rather, it described needs for new programme development beyond existing government workplans. As noted in the Principles of Practice, Government stakeholders are not likely to fully support WFP workstreams if they represent additional work on top of their workplans. Ironically, the WFP-sponsored *Progas* costing study would be another example of a successful study because it provided specific data for the needed resource allocation

to a government programme. While this has not been used in the *Progas* programme itself due to its cancellation, the costing study has been used to inform the planning of the *Makan Bergizi Gratis* programme.

139. For research related to implementation, such as the pilots or best practices studies, the primary factor affecting the degree of influence of the research appears to be the degree to which the pilot/workstream is linked to an existing RPJMN commitment and KPI. For example, the CLEAR+ pilot in NTT “took off” because it provided data that was necessary for the Provincial Government to address fields required in the development of their medium and long-term development plans.⁸⁶ Another example could be the joint scoping study with the government to inform the design and testing of the national AA system as this was connected to a commitment already present in the RPJMN.

⁸⁶ 2023. Anggaran Perlindungan Sosial Tetap. Government of Indonesia

Conclusions and recommendations

3.1. Conclusions

140. **Conclusion 1 (CSP structure/architecture):** The second edition of the CSP has facilitated WFP's continued strategic positioning, and in supporting the Government to achieve its SDG targets. The CSP has contributed to increased strategic engagement across an array of sectors within humanitarian and development fields, particularly with respect to strengthening national systems for humanitarian response and food security. The CSP structure has allowed operational flexibility and responsiveness to emergent opportunities or changes in context; CSP interventions are aligned with Government partner priorities but do not address issues highlighted by the CCA; the absence of a framework for assessing emergent opportunities prevented coherent engagement.

141. The CSP facilitated WFP strategic positioning for country capacity strengthening as part of the UNCT's overall approach for supporting the Government of Indonesia to achieve SDG targets. The strategic positioning is relevant for contributions across the entire range of the SOs although the most significant gains have been seen in the workstreams related to SO2. Although the CSP contributed to increased engagement with Government, particularly at technical levels, the limited application of CCS materials at the time of design created challenges for subsequent strategic planning, establishing appropriate legal agreements with government bodies, and impeded building and maintaining strategic relationships with high level government stakeholders. This was exacerbated by personnel transitions, leadership gaps and the disruption of the pandemic. The CO faced challenges differentiating between what would be considered ad hoc requests and those that could form the basis for an emerging opportunity. Despite the challenges cited, the CSP structure has allowed for WFP to respond to emergent opportunities and government requests and government respondents perceive WFP as being responsive and attentive. Alignment with the priorities identified in the CCA is less clear. The UN common country analysis identified women, elderly, persons with disabilities, persons living in remote areas, and children as most at risk. Efforts within the CSP workstreams do have implications for these priorities and goals, but the efforts to address these are not clearly articulated or focused strategically on these specific factors.

142. **Conclusion 2 (CCS):** There is an absence of strategic documentation guiding the operationalization of the CCS pathways, even though there is considerable evidence of emergent support to government via the CCS pathways.

143. The CSP interventions demonstrate strong alignment with the priorities of relevant government partners and are appropriately positioned to support CCS pathways, especially institutionalisation (pathway 2) and programme design (pathway 4) with increasing attention being given to strategic planning and financing components under Pathway 3 in SO2 workstreams. Of the eight principal workstreams within the CSP (under three SOs), six are closely aligned with the Government medium term development plan 2020-2024 with specific commitments, targets and KPIs in the medium-term development plan associated with these workstreams. However, there is a lack of a clear strategic framework guiding the operationalization of CCS pathways, which has limited WFP's ability to strategically prioritize and optimize its engagement. As a result, while WFP has been responsive to support emergent government needs, this support has largely been reactive. The absence of this conceptual framework defining strategic priorities, levels of engagement, and pathways for decision-making detracts from WFP's efforts to ensure that WFP interventions are not only aligned with, but also strategically responsive to government priorities.

144. **Conclusion 3 (ToC/knowledge management/M&E):** There are continuing challenges for WFP to comprehensively depict the breadth of WFP engagement in Indonesia; including the significant undocumented work required by staff to building relationships which are not currently captured in corporate systems. There is a need for a strategic framework to guide relationship building and capture CCS achievements.

145. WFP faces persistent challenges in comprehensively capturing and demonstrating the results of its CCS efforts, particularly in contexts like Indonesia where relationship-building and long-term engagement are critical to success. These dimensions of CCS, while central to its impact, remain invisible in the current CRF due to the absence of a strategic framework and appropriate monitoring mechanisms to track progress and outcomes over time. This challenge, recognized in the previous CSPE, which recommended developing internal measures of CCS results, has not been rectified by the CO due to disruptions and transitions at the time of the design of the current CSP. The limited capacity of the CO to track and identify the evidenced cascade effects of its products and tools within government systems further obscures consistent documentation of results. Moreover, the available ToCs, developed at the design of the CSP, provide only high-level goal statements without mechanisms to trace the pathways of potential cascade effects beyond immediate outputs. Combined, these gaps limit WFP's ability to capture and communicate CCS achievements in Indonesia.

146. **Conclusion 4 (Resourcing): Under-resourcing created a cascade effect on both CSP performance and staffing profiles which delayed achieving CSP results.**

147. The CSP is relatively well-funded against the NBP but is still challenged by resourcing constraints because of the sensitivity of CCS related work to long-term staffing commitments. The small size of the overall NBP influences the amount of DSC available to hire staff - whose presence is crucial for the relationship building aspect of CCS. For CCS, staff required expertise in technical sectors, relationship building, knowledge of government functioning, and WFP CCS frameworks. In the absence of a strategic package to ensure all capacities are present within a unit and within HR induction capacities, and constraints on the capacity to hire staff because of the small size of the CSP, the resourcing characteristics led to national staffing shortfalls in the necessary technical and CCS expertise. Resourcing has the potential to improve in the last year of the CSP due to the new Government's free nutritious meals programme that is being unveiled at the end of 2024 which could have a positive cascade effect on staff capacities if managed well.

148. **Conclusion 5 (Gender and cross cutting themes): Even in the absence of corporate operational guidance, the CSP has made progress in ensuring government integration of cross-cutting themes within supported programming, particularly concerning nutrition-sensitive programming.**

149. Due to the technical assistance focus and absence of direct operations, there are challenges in utilizing corporate guidance on the operationalization of cross cutting themes in contexts such as Indonesia. This has led to uneven implementation among the cross-cutting themes with the most progress in nutrition integration and the greatest challenges in protection and accountability to affected populations. Because of the strong nutrition emphasis in the CSP, nutrition integration has shown the most progress across the three SO workstreams. Environmental sustainability progress is most evident in the workstreams related to climate and early action. For gender, while gender-relevant issues in Indonesia are not specific points of focus in the CSP, there is progress in ensuring that gender considerations and broader equity and inclusion dimensions were integrated into the CSP design and implementation including ensuring adequate representation and participation of women in assistance programmes. There is more limited progress for the integration of protection and AAP.

150. **Conclusion 6 (CSP Performance): In terms of results, the most progress are in the Strategic Outcomes related to data and disaster risk reduction. Sustainability prospects are positive for six of the eight individual workstreams supported by WFP technical assistance and recent changes in government priorities could provide potential strengthening of the additional workstreams.**

151. The factors which most influence the progress and sustainability of these workstreams include: i) the quality and depth of relationships across multiple levels of Government; ii) the articulation of commitments, targets and KPIs within the medium-term national development plan; iii) articulated in such a way as to reduce the workload on Government; iv) providing a targeted or focused expertise that contributes to the Government objectives.

152. Among the eight workstreams within the current CSP, the progress and prospective sustainability of the workstreams related to food security and vulnerability analysis, adaptive social protection, and the national logistics clusters is high due to the good relationships, articulated commitments, alignment with Government workloads and available in-house expertise. This has led to positive progress. While additional

work and tweaking would further optimise these workstreams, the policy, institutionalisation, planning, resourcing, and programme design elements are well established. The climate/geospatial, anticipatory action, and rice fortification fields have at least three of these four factors embedded in their programming structure and there is evidence of political commitments related to these workstreams. The school nutrition and social behaviour change communication workstreams have the lowest prospective sustainability due to transitions in staffing (and reduced relationships), limited articulation with the RPJMN, and increased workload on Government staff (through the introduction of new programmes) and more limited in-house expertise. This has led to more limited progress on the establishment of policies, institutionalisation, resourcing and planning or programme design. This is further constrained by the absence of specific KPIs and targets within the medium-term development plan related to these workstreams. However, the emergence of the *Makan Bergizi Gratis* programmes presents opportunities for increased strengthening of these workstreams.

153. WFP's efforts to optimize its contributions to Indonesia's development goals, ensuring interventions deliver long-term, scalable, and sustainable results could be further strengthened by a documented strategic prioritization of workstream operationalization based on a documented analysis of government priorities and feasibility considerations and the need to strengthen multi-level partnerships and align with government timelines.

154. **Conclusion 7 (comparative advantage and subnational engagement): WFP's experience and comparative advantages make it well-positioned to expand its programming in specific sectors and to strengthen its attention on sub-national capacity strengthening.**

155. WFP's primary comparative advantages in Indonesia are demonstrated within data, analysis, and mapping; and in supply chains/logistics systems strengthening. These provide potential entry into a range of sectors which require both data analysis for decision making or the establishment of systems for supply chains. There is significant opportunity to make use of these comparative advantages within the subnational capacity development within the next CSP through providing inputs into national capacity strengthening work for identifying systemic bottlenecks and factors contributing to positive outcomes in institutionalisation and planning. There are two mechanisms for organizing subnational approaches, both of which have evidence of positive results for subnational CCS. The 'geographic dependent' multi-sectoral interventions for CCS found in NTT provided opportunities for long term engagement and continuity with a focused set of subnational actors in a particular region. Strengthening local capacities in a single institutional component across a wider geographic area allowed for widespread diffusion of a specific sectoral theme or technical expertise through collaborations with the agencies or offices responsible for supporting vertical cohesion within the Government.

156. **Conclusion 8 (CCS sensitivities): CCS implementation in Indonesia requires staff to have four sets of expertise: i) technical expertise, ii) expertise in relationship management; iii) expertise in how government functions; and iv) expertise in WFP CCS frameworks and materials. Because of its sensitivity to relationships, CCS programming is particularly susceptible to disruptions such as the pandemic or leadership vacancies or absences, and heretofore, WFP corporately has systematically underestimated the degree of effort, and requisite internal staff capacity, required for CCS within high-capacity contexts such as Indonesia.**

157. While any intervention is disrupted by elements such as a pandemic, or transitions, the key findings from the evaluation suggests that because the country capacity strengthening programming is highly dependent on specific political relationships, this programming is particularly sensitive to disruptions that impede regular communication. The most successful results were seen when three characteristics occurred: i) the Strategic Outcome staff represented both technical and political expertise among themselves; ii) the Strategic Outcome staff have the time, and capacities, to fully focus on building the necessary relationships with government counterparts which avoids "halfway" communications; and iii) the four layers of leadership (Country director, Deputy country director, Strategic Outcome manager, and workstream technical staff) were all filled. In addition, WFP respondents consistently highlighted the need for a more thorough induction process which included the conceptual framework used by WFP for country capacity strengthening.

158. This sensitivity to relationships can be seen within the chronology of the CSP. The pandemic created barriers to ongoing activities and relationship building by slowing down government activities and generating logistical barriers to movements during the lockdown. Leadership vacancies created disruptions

in establishing a coherent vision of action and maintaining higher level relationships and agreements. Consequently, the CSP experienced an initial 'stagnation' period until 2022 which necessitated significant reductions in the scope of some of the workstreams against original plans and significantly reduced the capacity of the country office to engage in the necessary relationship building – especially with new ministries and bodies - leading to fewer country capacity strengthening contributions. The emergency preparedness and supply chain workstreams were the most active during the pandemic stagnation due to their linkages with the national pandemic response and the longest pre-existing relationships from the previous CSP with the relevant institutions.

159. As the pandemic was winding down in 2022, the CO began a series of internal adjustments and re-organization activities including the elaboration of an integrated ToC. This set the stage for increased external engagement from 2023 including re-establishing significant strategic relationships with government counterparts. There has been work done on integrating the CO and reducing the siloed engagements first seen at the beginning of the CSP. The CO progress in optimizing CCS forms of engagement within the Indonesia context, the length of institutional and personal relationships, and the potential influx of resourcing from the *Makan Bergizi Gratis* present positive outlooks for the next CSP cycle in Indonesia.

3.2. Recommendations

Table 33: Recommendations

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
<p>Recommendation 1: Development of strategic direction. In line with the recommendations resulting from the evaluation of the previous CSP, when developing the next CSP, WFP should remain strategically focused on CCS through the utilization of a CCS framework adapted to the context of an upper-middle-income country. To achieve this, the country office should articulate its multi-year strategy and roadmap at the outcome and output levels in order to guide CSP implementation.</p>	Strategic	Country office	Asia and the Pacific regional office and Rome headquarters units concerned with CSP design	High	June 2026
<p>1.1 The design of the CSP for 2026–2030 should be centred on a clear and focused line of sight that is built on the principle of integration across the programme areas in which WFP has expertise and comparative advantage at the country office, regional and global levels, and that are aligned with the Government's priorities. Leveraging the achievements of the CSP for 2021–2025, the design should expand WFP's engagement in subnational CCS through the two models used in that CSP.</p>					November 2025
<p>1.2 At the output level, the CSP design should be guided by a well-documented capacity needs mapping and stakeholder analysis adapted to conditions at the national and subnational levels in an upper-middle-income country. At the outcome level, the mapping and analysis will inform planning priorities and resource requirements and identify the levels and points of entry at which to engage in order to achieve intended outputs and outcomes.</p>					June 2026
<p>1.3 Based on the successes outlined in the evaluation, the country office should develop criteria for determining when new opportunities are within or beyond the scope of the CSP framework, available resources and/or technical expertise in the country, regionally or globally.</p>					July 2025

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
<p>Recommendation 2: Human resource management. For the next CSP, building on the recently completed workforce review, and in line with the recommendations arising from the mid-term review and the evaluation of the previous CSP, WFP should ensure the availability of the expertise and capacity required to implement a CCS-focused CSP, including the necessary technical expertise, partnerships, government capacity, and internal expertise in CCS. WFP should ensure that processes are in place to enable it to continue to strengthen staff capacity and an organizational culture consistent with a CCS mandate, including through the development of a set of particular skills, processes and resources.</p>	Operational	Country office	Regional office and headquarters in Rome – Partnership Coordination Service, Climate and Resilience Service, Human Resources Division, country office strategic engagement unit	Medium	December 2025
2.1 Establish partnership mechanisms with academic and civil society organizations that complement existing in-house expertise in government processes and regulatory mechanisms, with a particular emphasis on skills related to institutional effectiveness (pathway 2) and programme design, delivery and monitoring and evaluation (pathway 4).		Heads of strategic outcomes			
2.2 Identify and pursue opportunities to enhance the knowledge and skills of WFP's employees and partners in relation to institutional effectiveness (pathway 2) and programme design, delivery and monitoring and evaluation (pathway 4) through engagement with headquarters in Rome.		Heads of strategic outcomes			
2.3 Enhance the country office's capacity for facilitation and relationship building to enable it to better manage relationships with government counterparts. Relevant country office employees should also have the capacity to integrate knowledge of government regulatory processes with substantive technical expertise.		Human resources unit			
2.4 Expand the current induction programme to include more systematic treatment of CCS strategic frameworks and principles of practice.		Human resources unit			

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
<p>Recommendation 3: Focused partnerships. Building on existing relationships, successes and experience, for the next CSP, WFP should develop a coherent partnership agenda that helps it to manage the diversity of partnerships required for CCS. This should include more focused prioritization and cultivation of existing relationships, and the mapping of the emerging landscape both within and external to the new Government.</p>	Strategic	Country office	Regional office CCS advisor and partnerships officers Ministry of National Development Planning and other coordinating government entities	High	June 2025
3.1 WFP should conduct a landscape and political analysis of government actors to guide its partnership strategy, including the identification of primary counterparts and the principles of practice that can serve as a checklist to ensure a complete partner relationship with each government unit.					
3.2 As part of the partnership agenda, seek to streamline the processes for managing the array of partnerships required for deep CCS engagement. This may include the development of a national advisory board or other mechanism, and the identification of key allies among partners and mechanisms that maintain relationships within movements.					
<p>Recommendation 4: CSP alignment with national systems. WFP should ensure that the implementation of activities under the next CSP is well aligned with government processes, which requires flexible responsiveness to government needs and processes within a systematic framework of action.</p>	Operational	Country office	Ministry of National Development Planning and other coordinating government entities	High	June 2026
4.1 Review the timing of key government planning and budgeting processes to ensure alignment with WFP's annual workplans, and create opportunities for intensive collaboration with government partners on the development of joint workplans .					December 2025
4.2 Organize a process of collaboration with the Government on identifying challenges to the synchronization of workplans, budgets and resourcing systems in order to better integrate activities.					June 2026
4.3 Ensure that relevant partnership agreements, including joint workplans, are signed with government entities at the national and subnational levels, including the Ministry of Home Affairs and technical ministries such as the Ministry of Villages and Development of Disadvantaged Regions.					June 2026

Recommendations and sub-recommendations	Recommendation type	Responsible WFP office and divisions	Other contributing entities	Priority	Deadline for completion
<p>Recommendation 5: Evidence base and knowledge management. For the next CSP, WFP should invest more in adapting existing corporate systems and results frameworks to make CCS processes and contributions more visible. This should include three additional aims: strengthen the conceptual links between CSP outcomes; track the cascading effects of CCS work under the CSP; and develop processes for informing and strengthening knowledge management so that relationships with government counterparts can be tracked.</p> <p>5.1 Identify and utilize monitoring and reporting tools and mechanisms to more comprehensively and meaningfully reflect CCS results within the country context, drawing from the corporate results framework and best practices from other CCS-oriented country offices and other United Nations entities operating in Indonesia.</p> <p>5.2 Adopt a strategy for tracking the cascading effects of WFP's CCS interventions over time, and develop mechanisms for documenting the cascade of implementation from the national level to subnational levels.</p> <p>5.3 Using the principles of practice themes for CCS, strengthen internal knowledge management systems, including by tracking the quality of relationships with the Government over time, in order to facilitate knowledge management, learning and advocacy.</p>	Operational	Country office and monitoring and evaluation unit	Regional office and headquarters in Rome (research, assessment and monitoring and CCS staff), and headquarters Research and Knowledge Management Service	Medium	December 2025

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