



World Food Programme

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Evaluation of WFP Indonesia Country Strategic Plan 2021-2025

CONTEXT

Indonesia, a G20 member and one of the world's largest economies by purchasing power parity, has seen poverty drop to below 5%, though 25.9 million people remain below the poverty line. Disparities persist across regions and between rural and urban areas. Youth Not in Education, Employment, or Training (NEET) rates are high at 23.2%, and unemployment was 5.9% in 2022. The Gini coefficient slightly improved from 0.384 (2018) to 0.379 (2024). The government remains committed to the SDGs, especially SDG 2 (Zero Hunger) and SDG 17 (Partnerships).

From 2021 to 2025, over 20,000 climate-related disasters occurred, damaging infrastructure and livelihoods. Climate change and deforestation pose risks to agriculture. Despite better food availability, access and utilization are uneven. Indonesia ranks 77th of 125 countries on the 2024 Global Hunger Index. Child stunting and wasting remain high in the Association of Southeast Asian Nations, with growing obesity and micronutrient deficiencies.

SUBJECT AND FOCUS OF EVALUATION

The WFP Indonesia Country Strategic Plan (CSP) 2021-2025 supersedes the prior CSP 2019-2020 in Indonesia giving continuity to the capacity strengthening efforts of WFP in the country. As of October 2024, the CSP was funded at approximately 75 percent.

The total needs based plan amounted to USD 15,828,623, evenly distributed across the three strategic outcomes. The main sources of funding came from non-traditional donors including flexible funding (28.4 percent), the Government of Indonesia (20.2 percent) and the Emerging Donor Matching Fund (14 percent).

OBJECTIVES AND USERS OF THE EVALUATION

Evaluations serve the dual objectives of accountability and learning. As such, this evaluation of the Indonesia CSP: 1) provided evaluation evidence and learning on WFP performance for country-level strategic decisions, specifically for developing the future engagement of WFP in Indonesia; and 2) provided accountability for results to WFP stakeholders.

The evaluation covered the interventions implemented by WFP under the CSP for Indonesia 2021-2025 and covered the period from November 2020 to September 2024.

The main intended users of the evaluation are the WFP country office in Indonesia, and technical divisions at headquarters, the Government of Indonesia, the WFP Executive Board, partner United Nations entities, and donors. Other potential users include civil society and non-governmental organizations in Indonesia.

SUMMARY OF KEY CONCLUSIONS AND INSIGHTS

1. CSP structure and architecture

The second edition of WFP's CSP in Indonesia supported the Government's SDG efforts and strengthened WFP's strategic positioning across humanitarian and development sectors, particularly in national systems for food security and emergency response.

The CSP allowed flexibility and alignment with government priorities but did not fully address key gaps highlighted in the Common Country Assessment, such as focus on women, elderly, people with disabilities, and remote communities. Guided by the 2020 Zero-Hunger Review and aligned with national and UN frameworks, the CSP emphasized capacity strengthening through technical assistance, though challenges remained in assessing emergent opportunities and maintaining strategic coherence.

2. Country capacity strengthening

While WFP's CSP in Indonesia aligns well with government priorities and supports five country capacity strengthening (CCS) pathways – policies, institutional effectiveness, planning and financing, programme design, and CSO/private sector engagement – there is no strategic documentation guiding their implementation. This lack of a clear conceptual framework has limited WFP's ability to prioritize and respond strategically. Despite this, WFP demonstrated strong adaptability, aligning with evolving government priorities, including pandemic response, institutional shifts, and nutrition initiatives.

The CSP also expanded its subnational focus, leveraging WFP's operational experience in decentralized settings to support emerging capacity strengthening needs beyond the

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national level and respond to increasing local government interest.

3. Evidence generation and use

WFP faces ongoing challenges in capturing the full scope and effects of its CCS work in Indonesia. Relationship-building and long-term engagement, critical to success in middle-income contexts, are not reflected in corporate systems or guided by a strategic framework. The absence of appropriate monitoring tools and indicators hampers WFP's ability to track and communicate CCS results effectively. Despite previous recommendations to address these issues, disruptions during CSP design and limited monitoring capacity have delayed progress. High-level Theory of Change models also lack mechanisms to trace cascading outcomes, further limiting evidence of WFP's CCS achievements.

4. Human and financial resourcing

Under-resourcing affected both CSP performance and staffing in Indonesia, causing delays in achieving results. While trainings and workshops were cost-efficient, tool and product outputs showed lower efficiency. Uneven expenditure across activities reflected planning and utilization issues, driven by WFP's internal process rigidity and slow government responses. Misaligned procedures further delayed spending. Despite a relatively high resourcing rate, limited overall funding restricted staffing. The CSP relies mostly on institutional funding, with little bilateral support. CCS work required specialized skills in technical areas and relationship-building, but disruptions like the pandemic and leadership gaps exposed weaknesses in staff capacity, training, and knowledge management.

5. Cross-cutting issues

WFP's corporate guidance on cross-cutting themes is largely focused on direct assistance, offering limited relevance for CCS-focused CSPs in middle-income countries like Indonesia. This has made operationalizing cross-cutting themes challenging. Despite this, WFP has supported uneven but notable progress through technical assistance – particularly in nutrition integration across rice fortification, school feeding, and disaster resilience. Gender equity was promoted through representation and gender-sensitive programming, though measuring government uptake remains limited. Environmental sustainability has gained importance, with WFP supporting climate-adaptive policies for resilient food systems. Given WFP's focus on upstream work, protection and accountability to affected populations were less emphasized, consistent with its indirect implementation role in Indonesia.

6. Performance and sustainability

Key factors influencing CSP progress and sustainability in Indonesia include strong government relationships, clear alignment with national development targets, minimizing government workload, and providing targeted expertise. Under Strategic Outcome 1, WFP improved national food security data systems and disaster risk management, though WFP faced resource constraints amid growing climate analysis demands. Strategic Outcome 2 saw strengthened disaster management capacity and anticipatory action

systems, but challenges included limited funding and scaling regional pilots. Strategic Outcome 3 adapted after the discontinuation of the national school meals programme, now aligning with a new initiative. Activities were well-integrated into government systems, with strong political support. Data and logistics work showed the highest sustainability potential, though gaps remain in WFP's transition strategies. Overall, WFP contributed significantly to Indonesia's development goals, with future success hinging on continued alignment with government priorities, strong partnerships, and responsiveness to national planning cycles.

7. Comparative advantage and sub-national engagement

The multi-sectoral interventions for CCS undertaken at sub-national level provided opportunities for long-term WFP engagement and continuity with a focused set of subnational actors in a particular region in Indonesia. The country office invested significant time and effort into overcoming challenges to implement activities at the sub-national level, with successful examples in rice fortification and logistics.

Anticipatory action activities have helped foster collaborative approaches among diverse stakeholders within government. Through initiatives such as the South-South Triangular Cooperation field visit to the Philippines and a joint scoping exercise, WFP supported government partners to set the way forward for the application of anticipatory action principles at the national level. The Food Security and Vulnerability Atlas has been instrumental in developing methodologies that extend down to the subnational level, with opportunities to be further incorporated into provincial and national development planning.

RECOMMENDATIONS

The evaluation makes five recommendations to WFP:

Recommendation 1. Remain strategically focused on country capacity strengthening through the utilization of a CCS framework adapted to the context of an upper-middle income country.

Recommendation 2. Ensure the collection of required expertise to implement a CCS CSP (technical, relational, governmental, and WFP CCS).

Recommendation 3. Develop a coherent partnership agenda to help manage the diversity of partnerships required in CCS implementation.

Recommendation 4. Ensure that the implementation of the next CSP activities is well-aligned with government processes which requires flexible responsiveness to government needs and processes but within a systematic framework of action.

Recommendation 5. Invest further in contextualizing the existing corporate systems and results frameworks and i) strengthen inter-strategic objectives conceptual linkages, ii) track cascade effects of CSP CCS work; and iii) develop processes to inform/strengthen knowledge management to track historical relationships with government counterparts.