

SAVING
LIVES
CHANGING
LIVES



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

Program Gizi Anak Sekolah (Progas) 2016–2019



April 2021

Table of Contents

Executive Summary.....	iv
Chapter 1. Introduction.....	1
1.1. Background	1
1.2. Purpose.....	1
1.3. Methodology	2
Chapter 2. History and Evolution of School Feeding and WFP's Role	3
2.1. School Feeding in Indonesia	3
2.2. WFP's Role.....	5
Chapter 3. WFP Policy Dialogue and Technical Assistance for Progas under Indonesia CSP 2017–2020 ..	8
Pathway 1. Policy and Legislation	8
Pathway 2. Institutional Effectiveness and Accountability.....	11
Pathway 3. Strategic Planning and Financing.....	12
Pathway 4. Stakeholder Design and Delivery.....	15
Pathway 5. Engagement and Participation of Communities, Civil Society and the Private Sector	22
Chapter 4. Learning and Conclusions	29
4.1. Learning	29
4.2. Conclusions	31
Chapter 5. The Way Forward for WFP Indonesia	33
List of Acronyms	34
References.....	36
Annex 1. List of Outputs Accomplished.....	37
Annex 2. Progas Implementation Photos.....	41

List of Tables

Table 1: Evolution of School-Feeding Programme in Indonesia, 1990s–2019	4
Table 2: Districts Committed to Adopting Progas, Using Local Resources, 2017–2020.....	13
Table 3: Progas Coverage and MoEC's Allocated Budget, 2016–2019	15
Table 4: Schools that Implemented Progas-like School Feeding with Financial Support from Cargill	23

List of Figures

Figure 1: Evolution of School Feeding in Indonesia	3
Figure 2: Transition of School-Feeding Interventions over Time.....	6
Figure 3: Infographics on LFBSM Outcomes.....	6
Figure 4: Progas Cost-Benefit Analysis in Indonesia, 2018	13
Figure 5: Breakdown of a Single Meal Cost Component per Student	15
Figure 6: Geographical Coverage of Progas, 2016–2019	16
Figure 7: Progas Design.....	17
Figure 8: School-Feeding Benefits for Children, Families and Communities.....	17

Figure 9. Principles of Progas Breakfast	19
Figure 10: Geographical Coverage of Progas Replication in Cargill's Supported Areas, 2019–2020	24
Figure 11: Evolve-WFP Partnership Objective, Mechanism and Deliverables	26
Figure 12: Nutrition Education Materials from WFP-Evolve Partnership	27

List of Photos

Photo 1: Cooking Groups	18
Photo 2: Local Farmers Linked to Progas.....	19
Photo 3: Students Conduct Activities in School Garden	21
Photo 4: Activities Used to Promote the Consumption of Fruits and Vegetables to School Children	26

List of Boxes

Box 1: Case Study: Pidie District	9
Box 2: Guidelines for Developing Local Food-based Recipes for Healthy Breakfast Menus for School Children	18
Box 3: Beneficiary Success Story of Ely, a School Girl from Pasuruan District, East Java.....	24
Box 4: Beneficiary Success Story of Adit, a School Boy from Serang District, West Java.....	25

Photo Credits

Photo 4 (page 26): WFP/Tania Barendz.
All other photos: WFP/Fauzan Ijazah.

Executive Summary

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

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

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

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

Pathway 1: Policies and Legislation

Learning:

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

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

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

Conclusions:

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

Pathway 2: Institutional Effectiveness and Accountability

Learning:

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

Conclusions:

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

Pathway 3: Strategic Planning and Financing

Learning:

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

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

Conclusions:

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

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

Learning:

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

Conclusions:

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

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

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

Learning:

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

Conclusions:

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

The Way Forward for WFP Indonesia

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

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

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

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

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

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_1217

