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**Executive Board  
First Regular Session**

**Rome, 9–10 February 2015**

## **EVALUATION REPORTS**

**Agenda item 5**

*For consideration*



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## **MANAGEMENT RESPONSE TO THE RECOMMENDATIONS OF THE SUMMARY EVALUATION REPORT OF INDONESIA COUNTRY PORTFOLIO (2009–2013)**

Executive Board documents are available on WFP's Website (<http://executiveboard.wfp.org>).

## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for consideration.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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## BACKGROUND

1. This document presents the management response to the recommendations of the WFP country portfolio evaluation of Indonesia (2009–2013). The evaluation assessed WFP's alignment and strategic positioning; the factors and quality of its strategic decision-making; and the portfolio's performance and results. The evaluation also considered the 2012–2015 country strategy document and the central theme of capacity development.
2. The challenges faced by WFP in Indonesia during the period covered by the evaluation are indicative of the changing nature of food insecurity in many middle-income countries. The evaluation acknowledges that WFP has made efforts to shift its operating modalities in response to the complex needs and the changing economics of international assistance in such environments. Management acknowledges the shortcomings in what has been achieved thus far.
3. Management is pleased to note the finding that, despite severe funding constraints, WFP has made important strategic progress in Indonesia, and has significantly shifted its role and profile. This has increased the portfolio's relevance to the country's humanitarian and development needs.
4. Management acknowledges that this progress was not uniform across all areas of the portfolio. While there was good progress in some fields, including vulnerability analysis and mapping (VAM) and school feeding, there were some areas where operational flexibility was limited by the choice of direct engagement in food deliveries. However, alternatives in cash and vouchers have emerged and are being explored. Challenges were also identified with the design and scale-up of the 'prototype' activities.
5. Management welcomes the findings and recommendations of the evaluation. They are instructive for the future planning of WFP's presence in Indonesia as WFP's partnership with the Government evolves and its work is increasingly aligned with national planning processes. The findings also contribute to WFP's understanding of the appropriateness of its support and approach to partnering with governments of middle-income countries.
6. The following matrix sets out the planned actions and implementation timelines.

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Recommendations	Action by	Management response and action taken	Implementation deadline
<p><b>Recommendation 1: To clarify the structure and rationale of its portfolio in Indonesia, the country office should plan and implement its work in two categories: institutional capacity development and prototypes.</b></p> <ul style="list-style-type: none"> <li>➤ This explicit categorization will facilitate the country office's understanding of challenges and development of appropriate strategies. Institutional capacity development – currently VAM and emergency preparedness and response (EPR) activities – focuses on strengthening the relevant institutions and staff capacity at the national, provincial and, where relevant, district levels. Prototype activities – currently in food assistance for assets (FFA), mother-and-child nutrition (MCN) and school feeding – should focus on developing evidence-based strategies for support at beneficiary level that can be adopted and scaled up by national public- and private-sector agencies, and on initiating a sustainable capacity development strategy to make this possible.</li> <li>➤ Institutional capacity development programmes should specify: the capacity development approach; the advocacy and awareness-raising strategy to be employed; and how to monitor and report on the implementation of this strategy.</li> <li>➤ Prototype design should specify: the scale of the intervention, the ultimate intended scale up and how it will be achieved; WFP's roles in field implementation; the methods, tools and approaches to be developed, demonstrated and advocated; how capacity development will be undertaken; the cost-effectiveness of the prototype and the ultimate scaled-up activities; the advocacy and awareness-raising strategy to be employed for effective policy engagement; monitoring indicators and methods; and WFP's strategy and schedule for exit.</li> </ul>	<p>Country office</p>	<p>Partially agreed.</p> <p>The proposed categories may lead to a false dichotomy between institutional capacity development and prototypes. Prototypes are a precursor to advocacy and capacity development because they establish credibility and evidence.</p> <p>As suggested in the evaluation, prototypes need to be explicitly linked to institutional capacity development for the national, provincial and district institutions that are responsible for scaling them up and integrating them into local programmes and budgets. The country office is adopting this approach and will make it explicit in the next operation, which will start in 2016.</p> <p>The country office, the Government and an academic institution recently completed a strategic review of food and nutrition security, drawing on inputs from a wide range of public- and private-sector stakeholders. The findings from this study will inform the new operation.</p> <p>All country office units have been requested to document their approach to capacity development.</p> <p>National capacity assessments are planned for 2015 in order to monitor and evaluate WFP's work in VAM and EPR. These assessments will enable the engagement of stakeholders to better define the way forward.</p> <p>Units that manage prototypes have been tasked with elaborating plans for scaling up. Country office managers have engaged with policy-makers in Jakarta to elaborate the functional outcomes of the prototypes. However, Indonesia's decentralized governance may pose a challenge because sub-national institutions have a large degree of autonomy for implementing national policies.</p> <p>Actions in this area include:</p> <ul style="list-style-type: none"> <li>➤ defining WFP exit strategies in schools that are implementing school meal programmes, with hand-over to local governments after two years;</li> <li>➤ collecting cost data to provide regular inputs into analyses of cost effectiveness;</li> </ul>	<p>December 2015</p> <p>Completed</p> <p>February 2015</p> <p>April 2015</p> <p>Completed</p> <p>Quarterly as of January 2015</p>



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		<ul style="list-style-type: none"> <li>➤ conducting a national capacity assessment using the Systems Approach for Better Education Results (SABER) approach to provide a foundation for advice on policy adjustments; and</li> <li>➤ developing an advocacy strategy after completing the SABER assessment.</li> </ul>	<p>May 2015</p> <p>June 2015</p>
<p><b>Recommendation 2: The country office should articulate a comprehensive capacity development strategy for each of its VAM, EPR, MCN and school feeding sectors.</b></p> <ul style="list-style-type: none"> <li>➤ Each strategy should be supported by a resourcing plan and should include: stakeholder analysis; expected vision and outcomes; approach and tools for assessing each direct partner; types of intervention, which should exploit and develop WFP's comparative advantage and mainstream gender; strategic partners for delivery; progress indicators and processes; reflection and learning processes; and related capacity development required for WFP country office staff.</li> </ul>	Country office	<p>Agreed.</p> <p>Each unit has been asked to formulate a capacity development strategy; this will be completed over the next six months.</p> <p>Some progress in articulating capacity development strategies has already been made. For example, the country office emergency preparedness and response unit is close to formalizing a joint four-year plan with the National Risk Management Agency. The country office VAM unit has worked with the Food Security Agency to develop and secure funding for capacity development in food security monitoring at both the provincial and national levels. The programme unit is also working with district governments to identify gaps in school feeding capacity.</p>	<p>June 2015</p> <p>Ongoing</p>



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<p><b>Recommendation 3: The country office should articulate a comprehensive advocacy and awareness-raising strategy for each of its VAM, EPR, MCN and school feeding sectors.</b></p> <p>➤ For effective policy engagement, each strategy should include: stakeholder analysis, identifying the policy-makers – at all levels – to be influenced; the role of partners, including civil society actors; the changes in policy, regulation, resourcing and practice that are to be advocated; the approaches to be used, which should exploit WFP's comparative advantage and mainstream gender; how WFP can serve as a convenor and broker among the Government, the private sector, civil society and other international agencies; and plans and indicators for measuring progress. Each strategy should be supported by a resourcing plan.</p>	Country office	<p>Agreed.</p> <p>In order to complement the capacity development strategies (refer to recommendation 2), business units have been tasked with developing a comprehensive advocacy, outreach and resourcing strategy.</p>	June 2015
<p><b>Recommendation 4: With support from the regional bureau and Headquarters, the country office should commit as much effort and as many resources to its school feeding work as it does to its MCN activities.</b></p> <p>➤ Implementation of this recommendation will require adequate staffing; a clearer capacity development strategy for implementation at the district level; and an advocacy strategy to capitalize at the national level on the local enthusiasm generated by WFP school feeding approaches.</p>	Country office	<p>Agreed.</p> <p>The country office will continue focusing on school feeding through the current country programme. The SABER assessment of school feeding is expected to inform the design of future school feeding activities, especially the country office's advocacy strategy. Given that the school meals programme is mature and will be handed over to local governments, WFP will focus on persuading national and provincial policy-makers to support the school meals programme on a larger scale.</p> <p>A comprehensive strategy for advocacy and capacity development in school feeding will be developed.</p>	June 2015



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<p><b>Recommendation 5: The country office should seek funds, with support from the Private Sector Partnerships Division, for further research to identify enhancements to its MCN strategy, based on evaluation of the impacts of approaches used so far.</b></p> <p>➤ This research should compare the effects of different packages of interventions, such as food products versus education and the promotion of behaviour change; interventions during the lean season versus at other times; and nutrition-specific versus nutrition-sensitive interventions.</p>	<p>Country office with the support of the Private Sector Partnerships Division</p>	<p>Agreed.</p> <p>An effectiveness study comparing “education only” to “education combined with one or two complementary foods” is ongoing.</p> <p>In 2014, the country office and the Government conducted a strategic review of food and nutrition security. A research institute was hired to ensure the study’s academic independence. This review determined that Indonesia’s safety nets do not reach all those in need and are not nutrition-sensitive. The report recommended incorporating access to nutritious complementary foods into existing safety nets. The study also found that WFP’s prototypes provide important lessons learned and acknowledged WFP’s comparative advantage in this area.</p> <p>WFP will consider the findings of the report, including the suggestion to convene a platform under the Scaling Up Nutrition movement, to better define the private sector’s role in addressing food and nutrition insecurity.</p>	<p>March 2015</p> <p>Completed</p> <p>June 2015</p>
<p><b>Recommendation 6: Headquarters should enhance its monitoring and reporting systems to make them more relevant to WFP’s work in Indonesia and similar countries.</b></p> <p>➤ The Standard Project Report (SPR) format should be revised to allow reporting on the operation’s logical framework, where relevant; the capacity development and advocacy strategies articulated for the operation; the technical and institutional viability of the operation, linked – where relevant – to the food and nutrition security and related benefits for prototype beneficiaries; the contribution to WFP’s Strategic Objectives; and compliance with selected WFP policies, notably nutrition, school feeding, capacity development and gender.</p>	<p>Performance Management and Monitoring Division</p>	<p>Agreed.</p> <p>The current SPR format requires reporting on outcomes and outputs. It contains an expanded section on capacity development, sustainability and hand-over, with better guidance for reporting on those issues.</p> <p>As part of an ongoing WFP-wide push to improve project-level reporting, attention has been paid to enhancing reporting on results in order to capture the links between inputs, outputs and outcomes related to each Strategic Objective. In Indonesia, this work will be balanced with the transition towards a country portfolio with a multi-year time horizon, which will be aligned with national targets.</p>	<p>Completed</p> <p>Ongoing</p>



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<p><b>Recommendation 7: For as long as it maintains a country office in Indonesia, WFP should ensure and sustain a basic minimum operating presence.</b></p> <ul style="list-style-type: none"> <li>➤ This presence could comprise fewer international personnel and a higher proportion of senior, experienced Indonesian staff supplemented, when necessary, by senior international or local consultants. For at least the remainder of the current country programme (CP) period, the office should include full-time capacity development and school feeding specialists. Total staff numbers do not need to increase. All technical specialists should be competent in capacity development. All staff contracts should be for at least 12 months.</li> <li>➤ Funding for this purpose is a corporate responsibility for WFP and is likely to require an unconventional combination of sources, such as funds from the host government and the private sector, as well as the usual – and possibly some new – bilateral and multilateral sources.</li> </ul>	<p>Country office with support from the Operations Management Department</p>	<p>Agreed.</p> <p>The country office has revised its staffing structure, reducing the number of international staff and concentrating on capacity development. Senior international consultants and highly qualified national staff are being recruited to bolster WFP's relationships with counterparts. However, funding limitations do not permit the widespread use of 12-month contracts.</p> <p>This "right-sizing" is consistent with the Country Office Presence and Operating Model Review, which identified options for WFP's in-country presence and operating models, and improving the efficiency, effectiveness and capacity of country offices.</p> <p>The Government of Indonesia has taken an unprecedented step in funding the operation over four years. However, external funding continues to be short term and below the level required for success.</p>	<p>Completed</p>





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<p><b>Recommendation 8: Except in Level 3 emergencies, WFP should not supply or distribute food, including complementary feeding products, in Indonesia.</b></p> <p>➤ With support from the regional bureau and Headquarters, the country office should phase out all direct involvement in the supply or distribution of food and complementary feeding products as soon as viable alternative arrangements can be put in place.</p>	<p>Country office with the support of the Policy, Programme and Innovation Division (OSZ) and the Bangkok Regional Bureau (OMB)</p>	<p>Partially agreed.</p> <p>The country office has begun the shift away from direct food distribution. However, management is conscious that national, provincial and district governments judge the credibility of WFP's policy advice based upon local school meals and mother-and-child nutrition activities, which set WFP apart from other advocates. Management also notes that without its own purchasing power, WFP's ability to foster the development of innovative complementary foods in Indonesia is limited.</p> <p>Nevertheless, the country office is developing a strategy to phase out food distributions. This includes:</p> <ul style="list-style-type: none"> <li>➤ using cash or vouchers in all new food-assistance-for-assets activities;</li> <li>➤ transferring school feeding activities to local authorities using cash support from WFP – all schools in Papua and ten schools in Nusa Tenggara Timur currently follow this model, and all school feeding activities will be nationally managed within two years; and</li> <li>➤ shifting to vouchers for mother-and-child nutrition activities. This will be managed over a long period to ensure effective integration into existing social safety nets.</li> </ul>	<p>Completed</p> <p>June 2016</p> <p>End of 2018</p>



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<p><b>Recommendation 9: With support from the Policy, Programme and Innovation Division and the regional bureau, the country office should carry out an urgent, thorough assessment of its FFA work to determine the cost-effectiveness, sustainability and replicability of the approaches it has pursued and to decide whether continuation of FFA activities is justified.</b></p> <p>➤ The assessment should include a thorough investigation of relevant food security, institutional and environmental variables at a minimum of 20 sites where WFP supported FFA work during the review period. Following the study, any recommendation for continuing support to FFA should be premised on acceptance that WFP would not undertake the food supply or distribution itself.</p>	<p>Country office with the support of OSZ and OMB</p>	<p>Agreed.</p> <p>An internal review of FFA sites is ongoing: a consultant has been hired to lead the review and research teams have visited 15 sites.</p> <p>Recommendations of the evaluation and of the internal review were incorporated into the country office's successful proposal to the Climate Change Adaptation Fund and its proposal to the Millennium Challenge Account for Indonesia. Both proposals include: cash instead of food distribution; improved monitoring and evaluation; incorporation of lessons learned; and a broader approach to natural resource management with a wider consortium of partners.</p>	<p>End of 2014</p> <p>Ongoing</p>



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## ACRONYMS USED IN THE DOCUMENT

CP	country programme
EPR	emergency preparedness and response
FFA	food assistance for assets
MCN	mother-and-child nutrition
OMB	Bangkok Regional Bureau (Asia)
SABER	Systems Approach for Better Education Results
SPR	Standard Project Report
VAM	vulnerability analysis and mapping