The Scaling Up Nutrition (SUN) Movement, Indonesia

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Evidence for **MS** Platforms

enhancing the effectiveness of
multi-stakeholder platforms in agrifood

Contents

① Introduction

Background to Research Program

This deep dive with the Scaling Up Nutrition (SUN) Movement was carried out as part of a two-year action research program. The 'Evidence for Multi-stakeholder Platforms' program reflects on how effectively multi-stakeholder platforms (MSPs) contribute to sustainable solutions to agrifood issues, and on identifying more appropriate approaches for assessing such effectiveness.

Deep dives were the second of three steps in the research program:

1. **Structured scans:** mapping and categorizing of the 'universe' of MSPs and the connections between them.
2. **Deep dives:** working with selected MSPs to jointly research how a platform's intentions are reflected in its activities, leading through direct and indirect outcomes to impact, in relation to a platform's theory of change.
3. **Designing an assessment process:** developing a generic, MSP appropriate approach to assessing effectiveness.

The purpose of each deep dive was to explore the reality for each MSP of assessing and communicating their own effectiveness, and the potential for more appropriate approaches to be developed. Four deep dives with MSPs working at different scales, with different purposes and at different stages of maturity made it possible to identify common needs they have to demonstrate their effectiveness, and common lessons about how change is being achieved.

The background to the research program is the increasing effort over the past 10-15 years that has gone into collaborative action through MSPs to tackle the complex challenges that the food and agriculture sector faces. There is a matching need to say something about how these platforms contribute to inclusive and sustainable development, and to design better ways of assessing a platform's effectiveness.

In this work, we hope to:

- help platforms credibly assess their contribution, leading to their improved effectiveness;
- identify appropriate and plausible evidence and new approaches to assessing the effectiveness of MSPs;
- support decision-makers with choices on strategic support for MSPs.

Additional information on our methodology and the initial findings of our quick scans can be found on our website: http://msplatforms.org/

Background to Deep Dive

The collaborative deep dive between the SUN Movement and the Institute of Development Studies (IDS) began in July 2017, focusing on SUN activities in Indonesia. The aim was to explore how relevant and credible evidence can be identified, used, and improved to understand the effectiveness of the SUN Movement in terms of its own theory of change (ToC). The main audience of this document is SUN Movement stakeholders, both globally and in Indonesia. It also offers lessons for others interested in exploring evidence of the effectiveness of multistakeholder platforms, and how this evidence base can be improved.

The SUN Movement is not an initiative, a program, or an agency. Governments sign up to become members of the SUN Movement - it is not a grassroots movement as such, but it is guided by the belief that solutions must come from within each country in order to achieve the best possible results. Bottom-up, country-led dialogue is what the Movement was founded on. The SUN Movement aims to bring together stakeholders from different government sectors, national and global civil society organizations, businesses, and the UN system, as well as researchers and scientists, with the aim of contributing to improved nutrition outcomes. It aims to provide all these stakeholders with a collaborative space for sharing, aligning, and coordinating actions and approaches.

The emphasis of the SUN Movement is on a multisectoral and multistakeholder approach, with clear recognition of the unique role and expertise of each sector and stakeholder. The SUN Movement's overarching global Theory of Change (ToC) involves four 'steps' that move from (1) convening stakeholders (governments, civil society, and the United Nations, as well as donors, businesses, and researchers) to come together, to (2) changing their behaviours and committing to common nutrition goals, (3) mobilizing resources, and (4) aligning their implementation to end malnutrition by 2030 and to contribute to the Sustainable Development Goals (SDGs).

In its second phase (2016–2020), the SUN Movement's strategic priorities are to continuously improve country planning and implementation; to mobilize, advocate, and communicate for impact; to strengthen capacity for multisectoral and multistakeholder collaboration, and to ensure equity, equality, and nondiscrimination, with women and girls at the centre of efforts. On the basis of SUN's underlying ToC, these results will require a strong approach to monitoring, evaluation, accountability, and learning (MEAL). SUN has developed a comprehensive MEAL results framework to support stakeholders in assessing progress using a standard set of country data that is already available and has been reviewed for quality.

However, the results frame alone does not allow the SUN Movement to assess or communicate the effectiveness of its efforts in terms of its contribution to the intended changes. This deep dive is intended to help SUN explore how to fill this gap.

(1)

The SUN Movement in Indonesia

Although the learning described below is relevant across the global SUN Movement, the **focus of this deep dive is primarily on the SUN Movement in Indonesia**, as this represents a tangible example of SUN's bottom-up, country-led, multisector, multistakeholder approach. Indonesia is an example of a SUN country that has been active for several years, with the engagement of all 'SUN networks' (UN, donor, civil society, business, academia) and a well-functioning country platform that coordinates government and network efforts, as well as up to date data. Initially, Indonesia expressed its interest in this deep dive in order to cover its need to understand different stakeholders, their roles, and how these contribute to change. There was an interest in learning from other multistakeholder platforms in this area. With the development of the Indonesia theory of change (described below), the focus of the deep dive fell more squarely on the government's ongoing efforts to decentralize the implementation of its National Action Plan on Food and Nutrition (RANPG 2015–2019), a multisector, multiactor strategy to reduce stunting across the country.

Introduction to the deep dive

Using the evidence we were able to gather (set out in Section 3), this deep dive provides our best assessment of SUN Indonesia's contribution to eliminating malnutrition[1] in the country. This 'contribution story' does not assess the state of nutrition in Indonesia (which is already the subject of the MEAL Framework), but rather addresses how SUN Indonesia's activities contribute to these results.

This contribution story serves two purposes. First, for SUN Indonesia, including the secretariat, its participants (donors, UN agencies, CSOs, and businesses engaged in the movement), and the global SUN system that supports it, this document is intended be used for self-reflection. It asks: To what degree are SUN's activities in Indonesia enabling the expected behavioural change, the commitment to common nutrition goals, resource mobilization, and alignment of implementation? Are these results putting the country on a track to eliminate malnutrition? Is the current evidence sufficient to make these assessments? Second, the contribution story is intended to provide more generalizable learning about how the evidence base for understanding and demonstrating the effectiveness of multistakeholder platforms like SUN can be improved overall.

The deep dive process involved mapping the available qualitative and quantitative evidence against SUN Indonesia's ToC; in other words, how SUN Indonesia's direct activities and outputs are expected to bring about the desired chain of (indirect) outcomes and impacts. As SUN Indonesia did not have its own ToC, we developed one for the purposes of this deep dive, together with Akim Dharmawan (coordinator of the SUN Secretariat in Indonesia) and Patrizia Fracassi (Senior Nutrition Analyst and Policy Advisor in the SUN Movement Secretariat).

1] *The government of Indonesia's current focus on stunting implies prioritising undernutrition over other forms of malnutrition - namely, overnutrition and associated non-communicable diseases.*

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The ToC was developed based on the Government of Indonesia's current national strategy on Food and Nutrition (RANPG 2015–2019), as an example of a multiactor, multilevel, and multisector strategy. This evidence was then reviewed to draft a 'contribution story' for SUN Indonesia.

All evidence presented here was collected via interviews or provided by the SUN Secretariat in Indonesia and the SUN Movement Secretariat, as of April 2018.

The document is structured as follows:

- **Platform overview:** basic information on the SUN Movement Secretariat (SMS), SUN's MSP in Indonesia, and its evolution.
- **Theory of change**: outlines the change that SUN's MSP in Indonesia aspires to, and how their activities are intended to support this change.
- **Available data**: information on the evidence and data collected to date.
- **Contribution story**: describes the results that have been observed so far, and what has contributed to them.?
- **Learning and recommendations**: what we have learned about SUN's contribution to Indonesia's nutritional outcomes, and ideas on how SUN Indonesia can in future continue to assess the role it is playing.

② Platform Overview

Initiated:
2010 (Global) / 2011 (Indonesia)
Crop: N/A
Active countries:
60 countries globally
Phase:
SUN is in the second phase and strategy of its life cycle (2016–2020); this builds on the foundational phase (2010–2015), and is focused on translating momentum into results

Scaling Up Nutrition (SUN) is a global movement, founded in 2010, that aims to end malnutrition in all its forms by strengthening political commitments to nutrition and accountability for those commitments, through voluntary membership of the SUN Countries and through SUN Networks. SUN Movement's overarching global theory of change or roadmap includes four steps, which move from **(1) convening stakeholders** (governments, civil society, and the United Nations, as well as donors, businesses, and researchers) to come together to **(2) changing their behaviours** and committing to common nutrition goals, **(3) mobilizing resources**, and **(4) aligning their implementation** to **end malnutrition by 2030 and to contribute to the SDGs**. Within each SUN Country, the government nominates a SUN Government Focal Point that convenes the country's multistakeholder platform (MSP). This MSP then follows the SUN Movement's common set of principles, as articulated on its roadmap.

Members and participants:

Global: The members of the SUN Movement include (1) all Governments that have signed up to become members; (2) a UN Network, (3) a donor network, (4) a civil society network, and (5) a business network. Overall, the SUN Movement includes representatives from national governments, United Nations agencies, local and international businesses (predominately in the agrifood sector), scientists, professional associations, community organizers, medical practitioners, and civil servants.

Indonesia: SUN members include the SUN Secretariat, hosted in the Ministry of National Development Planning (also called Bappenas), the Government of Indonesia (GoI), including 18 different government bodies and three coordination ministries, and the following networks: (i) the Donor and UN Country Network for Nutrition (DUNCNN) led by UNICEF; (ii) Professional Organizations led by PERSAGI, and Academia led by the University of Indonesia (iii) Civil Society Organizations, led by Save the Children; (iv) Business, coordinated by Indofoods.

Funders:

Global: The SUN Movement Secretariat (SMS) is supported by the Bill and Melinda Gates Foundation, Canada, the European Union, France, Germany, Ireland, and the United Kingdom. Each SUN Network and country independently raises its own domestic and external resources for scaling up nutrition.

Indonesia: The external government funders are UNICEF and the World Bank.

Governance:

Global: The SUN Movement Secretariat (SMS) is hosted by the United Nations Office for Project Service (UNOPS), headquartered in Geneva. The stewardship of the SUN Movement includes a movement coordinator, a lead group, and an executive committee. In addition, the SUN global networks (UN, Donors, Civil Society and Business) work independently through their own secretariats and committees to raise their own resources for scaling up nutrition.

Indonesia: The governance structure of SUN varies from country to country, though a common set of principles is followed everywhere. In Indonesia, the Government's focal point and secretariat is hosted within Bappenas, which convenes the multistakeholder platform (MSP). The MSP consists of the five networks and meets at least once a year to complete the Joint Annual Assessment (JAA) workshop. In this process, all SUN networks and members come together to assess their progress during the previous year and to reflect on their priorities for the following year.

SUN Indonesia

The initial years after the GoI joined SUN in 2011 were focused on fostering multisector collaboration across the Government, with 18 different government bodies and three coordinating ministries involved in delivering the government's nutrition goals; another focus of those initial years was on establishing the different SUN networks: UN, Donor, Civil Society, Business, Professional Organizations, and Academia. On the global level, the SMS supported the GoI in response to the country's demands, providing technical assistance, sharing knowledge and expertise across countries, and supporting the data gathering framework. The main emphasis during that phase was on creating an enabling environment through encouraging advocacy, promoting partnerships, and calling for commitments on nutrition. These early actions supported the development of the 2015–2019 National Action Plan on Food and Nutrition (RAN-PG), a multisector, multiactor strategy to reduce stunting across the country. RAN-PG was followed by a Presidential Decree in 2017 that set out strategic policy guidelines for implementing and decentralizing the approach. This deep dive focuses on the SUN MSP in Indonesia, and the GoI's efforts to decentralize the implementation of the RAN-PG. Throughout this document we use Bappenas to refer to the activities completed by SUN Secretariat in Indonesia.

③ Theory of Change

An overarching country theory of change for the SUN Movement in Indonesia has not yet been formally articulated. However, with Akim Dharmawan (coordinator of the SUN Secretariat in Indonesia) and Patrizia Fracassi (Senior Nutrition Analyst and Policy Advisor in the SUN Movement Secretariat), we developed the SUN Indonesia theory of change (ToC) (Figure 1) by mapping information collected through interviews, secondary sources (self-assessment and other brief documents), the country's 2015–2019 RAN-PG, and unstructured exchanges during the SUN Movement's Global Gathering in November 2017. The ToC reflects mostly GoI's efforts to implement the RANPG 2015–2019.

SUN Indonesia aims to reduce or prevent stunting in selected districts with high levels of undernutrition and poverty by facilitating and supporting a series of Integrated Nutrition Interventions using a multisector approach. The approach taken by SUN Indonesia on the national and subnational levels is systemic and nonlinear, assuming that the combination of the activities implemented on the global and national levels will interact with each other and transform the system in the direction of the desired change. Following principles of the global SUN Movement, described above, and focusing efforts nationally, provincially, and on the district level, SUN Indonesia aims to:
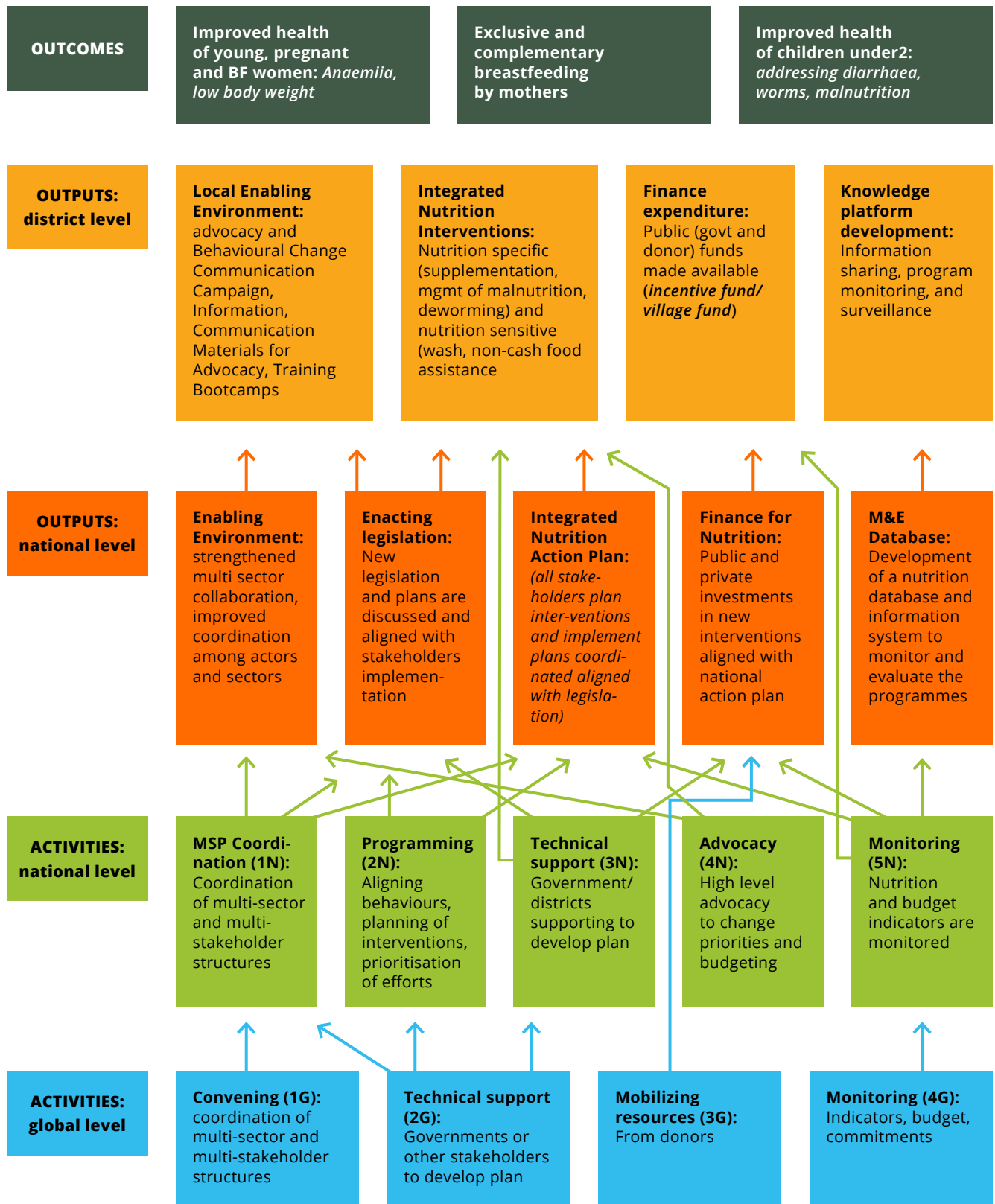
A. create an **enabling environment** on national and local levels by convening and coordinating the MSP;
B. **enact legislation** that is aligned with all MSP members;
C. implement **integrated nutrition interventions** in all the target districts inIndonesia in a collaborative and multisector manner with technical support, high-level advocacy, and programming;
D. make available **finance for nutrition** by mobilizing public and private resources;
E. create an **M&E database** and knowledge platform that allows SUN Indonesia to monitor and evaluate its activities and progress towards its final shared goal.

The expected outcomes are

1. improved health status for young, pregnant, and lactating women;
2. exclusive breastfeeding; and
3. improved health for children under two. These will lead to a reduction in stunting in Indonesia, contributing to a reduction in the incidence of malnutrition status in the country.

Figure 1: SUN Indonesia Theory of Change

REDUCED STUNTING IN PRIORITY DISTRICTS

OUTCOMES	**Improved health of young, pregnant and BF women:** *Anaemiia, low body weight*	**Exclusive and complementary breastfeeding by mothers**	**Improved health of children under2:** *addressing diarrhaea, worms, malnutrition*

OUTPUTS: district level	**Local Enabling Environment:** advocacy and Behavioural Change Communication Campaign, Information, Communication Materials for Advocacy, Training Bootcamps	**Integrated Nutrition Interventions:** Nutrition specific (supplementation, mgmt of malnutrition, deworming) and nutrition sensitive (wash, non-cash food assistance	**Finance expenditure:** Public (govt and donor) funds made available (*incentive fund/ village fund*)	**Knowledge platform development:** Information sharing, program monitoring, and surveillance

OUTPUTS: national level	**Enabling Environment:** strengthened multi sector collaboration, improved coordination among actors and sectors	**Enacting legislation:** New legislation and plans are discussed and aligned with stakeholders implemen-tation	**Integrated Nutrition Action Plan:** *(all stake-holders plan inter-ventions and implement plans coordi-nated aligned with legisla-tion)*	**Finance for Nutrition:** Public and private investments in new interventions aligned with national action plan	**M&E Database:** Development of a nutrition database and information system to monitor and evaluate the programmes

ACTIVITIES: national level	**MSP Coordi-nation (1N):** Coordination of multi-sector and multi-stakeholder structures	**Programming (2N):** Aligning behaviours, planning of interventions, prioritisation of efforts	**Technical support (3N):** Government/ districts supporting to develop plan	**Advocacy (4N):** High level advocacy to change priorities and budgeting	**Monitoring (5N):** Nutrition and budget indicators are monitored

ACTIVITIES: global level	**Convening (1G):** coordination of multi-sector and multi-stakeholder structures	**Technical support (2G):** Governments or other stakeholders to develop plan	**Mobilizing resources (3G):** From donors	**Monitoring (4G):** Indicators, budget, commitments

GLOBAL SUPPORT SYSTEM PROVIDES GUIDANCE AND TECHNICAL ASSISTANCE IN LINE WITH COUNTRY-LED PRIORITIES

④ Available data

Data already collected by SUN

On the global level, the SMS has a Monitoring, Evaluation, Accountability, and Learning (MEAL) system that measures the progress of the Movement and takes into account the systemic nature of the changes that the SUN countries seek to catalyse. In 2016, SUN developed a Results Framework as part of the MEAL system, which draws in existing data and evidence from the SUN Movement and from globally agreed monitoring frameworks and initiatives. These include UNICEF Global Databases, WHO Global Health Observatory, and World Bank databases, alongside indicators specific to the SUN Movement that are based on primary data collected on the country level and measuring progress in four key SUN processes (defined below). Altogether, the Results Framework has 78 key indicators grouped under 8 domains: Enabling Environment, Finance for Nutrition, Nutrition Status, Interventions and Food Supply, Legislation for Nutrition, SDG Drivers of Nutrition, Infant and Young Child Feeding (IYCF) and Adult Dietary Intake, and SDGs linked to Nutrition. The SUN MEAL results framework and country-level dashboards assess each individual country's performance against nutrition goals and identify performance patterns across countries.

To oversee the progress of SUN in Indonesia, the MSP collects annual information to support self-reflection and monitoring. This Joint Annual Assessment (JAA) focuses on four key SUN processes related to the strategic objectives reflected in the SUN Movement Strategy and Roadmap (2016–2020): (1) bringing people together in the same space for action; (2) ensuring coherent policy and legal frameworks; (3) aligning actions around a Common Results Framework (CRF); and (4) tracking finance and mobilizing resources. During workshops, all SUN networks and members come together to assess their progress during the past year and to reflect on their priorities for the coming year. SUN Indonesia is also now in the process of setting up a common results framework (CRF) to monitor and closely evaluate the activities within RAN-PG and to track the spending of government, although this data is not yet available.

In order to build the contribution story, the focus has been on the activities that happened prior to April 2018, complementing the MEAL data with evidence from five interviews with MSP focal points (civil society, business, UN, government, and the SUN focal point), multiple conversations with the SMS and the SUN focal point, and additional government policy documents provided by the SUN Secretariat in Indonesia.

⑤ Contribution story: Indonesia

This contribution story describes how the combined activities of SUN have nationally and globally contributed to the results achieved to date in Indonesia as part of the different steps in the theory of change - which maps the GoI's national strategy to reduce stunting - based on the evidence available in April 2018.[2] After first briefly setting out the relevant SUN activities on the three levels - global, national, and district/provincial - the contribution story discusses evidence showing how these activities have supported changes on the national and district levels ('outputs'), and finally considers what we know about how these outputs contribute to nutritional outcomes.

Contribution stories are not intended to offer definitive proof of impact, but they offer evidence and a plausible line of reasoning to understand and communicate contributions to both direct outputs and the wider systemic indirect changes. By setting out what we can say so far about SUN Indonesia's effectiveness at catalysing change, the contribution story also allows us to identify evidence gaps and to consider how these might be filled in future.

Activities

The activities on the different levels are:

Global support level: The global SMS provides support to the Indonesian MSP. General services include joint events (such as annual global gatherings), brokering the exchange of knowledge and experiences, and providing overall support and coordination from the SUN Movement coordinator, the SUN Movement secretariat, and the SUN multipartner trust fund. The global networks (business, civil society, UN, and donor) provide support for the Indonesian networks to mobilize their partners and engage locally. Finally, the SUN MEAL system provides a means of measuring progress towards nutritional outcomes in Indonesia.

SUN Indonesia activities on the national level: SUN Indonesia has convened stakeholders together in the MSP, working first within the government (coordinating 21 line ministries) before aligning its plans with other stakeholders. It has also supported its members with aligned programming, technical support, high-level advocacy, and a monitoring system. With this, it is expected that partners will reorient their commitments and activities in line with government-led nutrition strategies, mobilizing resources and aligning implementation to optimize the coverage and effectiveness of their actions.

SUN Indonesia activities on the district level: SUN Indonesia and the GoI are currently focusing on decentralizing their nutrition plans. On the national level, the GoI is providing technical support to selected districts in order to enhance coordination between actors and sectors, ensuring the delivery of integrated nutrition interventions on the district level,[4] leading to a reduction in stunting. Technical support included the GoI's

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2] This contribution story does not reflect any progress after April 2018. 4] The nutrition-specific interventions include macronutrient and micronutrient supplementation (TTD, Vitamin A), exclusive breastfeeding and supplementary food, fortification, a balanced nutrition campaign, deworming, malnutrition treatment, and universal health coverage. The nutrition-sensitive interventions include wash programs, food safety in villages, the promotion of fish-related products, early child education and parenting, noncash food transfers, reproductive health, and child friendly facilities. The enabling environment interventions include training boot camps for municipalities, village funds, incentive systems, improved birth certificate and registration, behavioural change communication, and campaigning and awareness raising.

⑤

participation in an exchange visit to Peru with delegates from different line ministries, including the Ministry of National Development Planning, the Ministry of Health, the Ministry of Social Affairs, the Ministry of Finance, the Ministry of Home Affairs, the Ministry of Villages, and the coordinating Ministry for Society Development and Cultural Affairs. This visit raised awareness and engaged the participation of the GoI in adopting best stunting-reduction practices from Peru. Other factors have also played a role in spurring action on stunting by the GoI, such as the Global Nutrition Report, which found Indonesia off course for meeting stunting targets; however, SUN Global support has made a clear contribution.

Linking Activities and Outputs

A. Creating an enabling environment on national and local levels as a result of MSP coordination (1N) and advocacy (4N)

Overall, SUN Indonesia has managed to create a supportive enabling environment on the national and local levels for tackling malnutrition. Indonesia is rated 'moderate' in the number and functionality of its networks, with high functionality in the case of some (e.g., business) and low functionality with others (e.g., CSOs) - see Table 1. At the time of the most recent self-assessment (JAA), the Multistakeholder Platform (MSP) had the active participation of 62 members out of 106 (58%). Specific efforts are being made to expand participation in the networks; for example, the SUN Business Network is working to expand the participation of agricultural inputs and services companies.

The 73% score (rated good) in the self-assessed JAA (Table 1) highlighted the strengthening of coordinating mechanisms on national and subnational levels, as enabling in-country stakeholders to better work for improved nutrition outcomes. Something that was highlighted by all stakeholders during the interviews was the fact that malnutrition in Indonesia is now understood to be a collective problem, whereas before it would only have been the Ministry of Health and some nutrition/health specific NGOs working on it.

Each network group has a focal point, which is represented in the relevant working groups. For example, the Food & Drug Authority has met with the SUN Civil Society and the SUN Business Networks separately to ask them for technical advice regarding revisions to food labelling and advertising regulations and the implementation of new regulations. As one interviewee mentioned *'SUN provides a platform for each network to raise our concerns. Now business and CSOs can communicate … we have different perspectives, but without SUN we wouldn't be aware of them'.* MSP coordination has also allowed different networks to engage and meet with the government to formulate the RANPG together. The process is described in more detail below (point B).

The MSP in SUN Indonesia has mobilized high-level advocates for nutrition - most prominently the country's vice president - who has frequently referenced eliminating stunting in the country as a key priority for the government. This prioritization has happened since the Government of Indonesia joined the SUN Movement, with two

presidential decrees placing nutrition at the forefront of the Government's actions, and acting as a guiding directive to coordinate actors in support of nutrition. The first presidential decree, issued in 2013, provided the relevant ministries with the authority to convene and coordinate MSP structures on the national and subnational levels, supporting the creation of a local enabling environment. In 2017, another decree offered guidelines for stakeholders to implement the RAN-PG on the national and subnational levels. In support of this, on March 28, 2018, the GoI convened the Stunting Summit, attended by the vice president and the relevant ministers, governors, and mayors. On 5 April 2018, the President chaired a high-level meeting launching the RAN-PG. These two events encouraged all levels of the government and other stakeholders to take the plan on board, and supported alignment within the MSP. These decrees are also the basis for enacting aligned legislation and implementing integrated nutrition plans (points B and C below).

The major challenge at present concerns how to implement comprehensive nutrition targeted and nutrition sensitive interventions in a decentralized manner, given the significantly different conditions across districts, as well as inadequate fiscal capacity, coordination, weak law enforcement, and weak monitoring. However, the renewed national strategy on stunting prevention is prioritizing decentralized implementation. The SUN Movement in Indonesia is supporting these efforts through creating a local enabling environment in selected districts where the RAN-PG will be executed through advocacy (behavioural change campaigns) and technical support (building capacity in local municipalities, operationalizing village funds, and developing manuals).

Table 1: Indonesia nutrition performance on selected MEAL indicators for 'Enabling Environment' (2016)

Indicator	Indonesia result[5]	MEAL rating[6]	SUN Median[7]
Number and functionality of MSP and networks	All networks existing, functionality varies (2016)	moderate	N/A
SUN Movement Processes Score (JAA)	73% (2016)	good	52%
WHA targets included in nutrition plan	2 (limited focus on stunting only) (2011-15)[8]	Needs improvement	2
Information Systems for Nutrition Index	21 (2016)	moderate	21
Integration of Undernutrition in National Development Policies	Rank 57 (2015)	moderate	42
Mobilization of high-level advocates	All 3 types (2016)	good	1-2

5] Data collected by SMS Monitoring, Evaluation, Accountability and Learning (MEAL) system
6] Rating given by SMS MEAL to all SUN member countries
7] Where available, this is the median rating for all of SUN member countries (60)
8] Update: the current GoI Medium Term Development Targets (2015-2019) includes 4 indicators (stunting, wasting, low birth-weight and Exclusive breastfeeding)

B. New legislation, aligned and implemented through MSP coordination (1N), programming (2N), and technical support (3N)

With technical support from the Donor and UN Country Network on Nutrition (DUNCNN), the GoI developed a background paper on nutrition (2014). Bappenas used this paper to coordinate each ministry in proposing its own program planning and budget, aligned with SUN principles and the background paper, thus creating the draft five-year National Medium Term Development Plan (2015–2019). SUN Indonesia coordinated the different networks - DUNCNN, government, and Business and the Civil Society - to contribute to reviewing and revising several policies, legislations, and guidelines, based on the SUN Global principles. Working groups within the different ministries and networks were created to ensure intragovernment collaboration and to establish effective processes for policy formulation. The process ended with a final meeting that brought all sectors and networks to agree on the final plan.

The SUN Secretariat in Indonesia has been providing technical support to operationalize this action plan (RAN-PG), encouraging the alignment of ministries' commitments and engaging stakeholders. Before the GoI joined SUN, some of the ministries were already running nutrition-focused interventions, but these were not recognized by other stakeholders. For example, the Ministry of Public Works and Public Housing had a program to build water and sanitation facilities; the Ministry of Industry and Ministry of

Table 2: Indonesia nutrition performance on selected MEAL indicators for 'enacted legislations'

Indicator	Indonesia result (legislations approved)[9]	MEAL rating[10]	SUN Median[11]
International Code of Marketing of Breastmilk Substitutes – level of implementation	Many (2016)	Moderate	N/A
Maternity Protection Legislation	Partial (2011)	Moderate	N/A
Right to Food	Medium High (2003)	Moderate	N/A
Restrictions on Marketing of Food/Beverages to Children	Not achieved (2016)	Bad	N/A
Mandatory Food Fortification	Salt, Wheat flour	Moderate	N/A
Fortification standards	Salt, Wheat flour, Oil	Good	N/A
Birth certificate and citizen registration number	New indicator – no data	N/A	N/A

9] Data collected by SMS Monitoring, Evaluation, Accountability and Learning (MEAL) system
10] Rating given by SMS MEAL to all SUN member countries
11] Where available, this is the median rating for all of SUN member countries (60)

Trade was in charge of food fortification programs; the Ministry of Agriculture and the Ministry of Marine and Fishery had programs to ensure the availability and accessibility of agriculture and marine products, while the Ministry of Trade was in charge of stabilizing food prices. Through the development of new programmes and increased coordination across ministries, GoI is now integrating interventions across ministries, and aligning them to the RAN-PG.

The GoI has further coordinated with the CSO network and the Business network in discussions about regulations and enforcement regarding food issues. The indicators in Table 2 show that many of these legislations had already been approved by 2016. The GoI has enacted legislations in accordance with the International Code of Marketing of Breastmilk Substitutes, maternity protection, the right to food, and some fortification standards. However, there was still no legislation on marketing to children as of 2016. The government is also aware that enforcement capacity is still weak.

C. Integrated Nutrition Action Plan through programming (2N), technical support (3N), advocacy (4N), and monitoring (5N)

Bappenas is responsible for programming and monitoring the overall RAN-PG plan. In 2017, it designed the Integrated Nutrition Action Plan,[12] based on a series of nutrition-specific and nutrition-sensitive interventions. This action plan has required engagement of several ministries and stakeholders on the national and local levels, to ensure that all areas where action is required are covered, that the budget suffices (Point E), and that there is the capacity to implement it. Implementation is focused geographically and initially targets 100 of the 514 districts in Indonesia and a total of 1000 villages in 2018, prioritised by nutrition needs and local government willigness. An additional 60 districts will be included during 2019. In November 2017, Bappenas, with support from the World Bank, conducted the first boot camp for high-level leaders and program managers for eight districts, to advocate the program and help them develop tangible nutrition intervention work plans in each district. In March 2018, a second boot camp was conducted for 26 districts. Bappenas is also organizing visits to the districts in order to train government staff and ensure that every district understands the new plan and implements the activities.

12] The nutrition-specific interventions include macronutrient and micronutrient supplementation (TTD, Vitamin A), exclusive breastfeeding and supplementary food, fortification, balanced nutrition campaign, deworming, malnutrition treatment, and universal health coverage; the nutrition-sensitive interventions include wash programs, food safety in villages, promotion of fish-related products, early child education and parenting, noncash food transfers, reproductive health, and child friendly facilities; the enabling environment interventions include training boot camps for local municipalities, village funds, incentive systems, improved birth certificates and registration, bcc, and campaigning and raising awareness.

D. Finance for nutrition: Budget allocation as a result of technical support (3N) and monitoring (5N)

Bappenas has been working with ministries and agencies to analyse the costs of national nutrition plans and include them in the budget. First, the secretariat worked with the ministries to identify the relevant nutrition-specific and nutrition-sensitive programs and activities. To ensure that the program budgets were correct, data verification was performed and a scale of weighting was agreed to through multisectoral meetings, using SUN guidance. Afterwards, each program budget allocation was integrated into the National Action Plan.

Both the government and the Donor and UN Network have developed a financial tracking and reporting tool for understanding budget allocations and the total amounts committed and spent. The SUN Secretariat in Indonesia has tracked budget allocations for 2015 and, as Table 3 shows, the government spent 5.5% of the total budget expenditure on nutrition-related activities - including USD 8.71 per child under 5, well above the median of other SUN countries ($1.77) - while the donors spent below (in 2013). This is partly due to the increased commitment of the Government to nutrition since joining SUN (a National Plan for Food and Nutrition 2011–2015 was formulated and costs identified), and partly because using the financial tracking tool allowed the government to clearly identify the expenses incurred by nutrition activities in all ministries.

Due to a lack of resources and personnel, SUN Indonesia did not track its budget allocation for the years 2016 or 2017, but it is planned to track budget expenditure in 2018.

Table 3: Indonesia nutrition performance on selected MEAL indicators for 'Finance for Nutrition' (2015)

Indicator	Indonesia result[13]	MEAL rating[14]	SUN Median[15]
Government spend focused on stunting prevention activities for children under 5	$8.71 (2015)	Good	$1.77
Donor spend focused on stunting prevention activities for children under 5	$0.47 (2013)	Bad	$7.90
Village funds usage for stunting prevention and reductions activities	New indicator/no data		
Incentive/reward funds used at district level	New indicator/no data		

13] Data collected by SMS Monitoring, Evaluation, Accountability and Learning (MEAL) system
14] Rating given by SMS MEAL to all SUN member countries
15] Where available, this is the median rating for all of SUN member countries (60)

(5)

E. The creation of an M&E Database and a knowledge platform through technical support (3N)

As part of the RAN-PG, all line ministries will be monitored in their target achievements and budget allocation for nutrition. To this end, Bappenas is creating a Common Results Framework and a knowledge platform. Sectors are now working together to identify indicators related to nutrition and to agree on which are key performance indicators that should be monitored. For example, the Ministry of Agriculture has selected food diversity and food access as its indicators, while the Ministry of Public Works and Public Housing employs indicators of improvement to sanitation and access to clean water. These indicators will be part of the common results framework.

There are no monitoring systems in place for the SUN Business and CSO networks. Bappenas is currently developing a system to measure the day-to-day activities and budget of each network against its agreed work plans, aligned with the GoI strategy. The Secretariat has developed a roadmap that will allow it to map both interventions and money spent, though there is a question as to whether these networks and their members will disclose all the information.

Linking outputs to outcomes

As described above, Bappenas developed the Integrated Nutrition Action Plan in 2017, a program of both nutrition-specific and nutrition-sensitive interventions. This program prioritizes the management of malnutrition through appropriate treatment regimes, vitamin A and iron supplementation, fortification with iodized salt, deworming, noncash food assistance, and access to basic water and sanitation services. There is a plan for a geographically focused implementation that initially targets one hundred districts. By implementing these interventions, Indonesia intends to improve the health and nutrition status of young children and of adolescent, pregnant, and breastfeeding women - all leading to a reduction in stunting in the country.

Given how recently the Integrated Nutrition Action Plan was developed, we have not yet been able to identify evidence, whether from interviews or the SUN MEAL system, of whether and how SUN's activities and outputs are leading to the intended interventions on the district level or to the longer-term outcomes. Data from the MEAL system on interventions (Table 4) and outcomes (Table 5) are presented below. However, this data was mostly collected in the period 2012–2014; it can thus serve as a baseline for tracking future progress, but cannot on its own provide insights into SUN's contribution to change. In addition, there will be a need for district-level information alongside this national data.

(5)

Table 4: Indonesia performance on selected MEAL indicators for nutrition interventions

Indicator	Indonesia result[16]	MEAL rating[17]	SUN Median[18]
Interventions and Food Supply			
Severe acute malnutrition treatment	N/A		30%
Vitamin A supplementation	84% (2014)	moderate	82%
Iron folic acid supplementation for adolescent, married, and pregnant women	33% (2012)	moderate	30%
Fortification (iodized salt)	58% (2013)	moderate	58%
Zinc treatment for under 5s			
Diarrhea treatment for under 5s	39% (2012)	Needs improvement	40%
Deworming treatment for under 5s	26% (2012)	Needs improvement	43%
Non-cash food assistance	New indicator/no data		
SDG Drivers of Nutrition			
Access to a basic drinking water service	90% (2015)	Good	68%
Access to a basic sanitation service	68% (2015)	Good	35%
Hand washing practices	New indicator/no data		

Table 5: Indonesia performance on selected MEAL indicators for nutrition outcomes

Indicator	Indonesia result[19]	MEAL rating[20]	SUN Median[21]
ICYF and dietary intake			
Exclusive breastfeeding (infants 0-5 months)	42% (2012)	Moderate	42%
Diarrhea in children U5	18% (2012)	Moderate	18%
Undernourishment prevalence	8% (2015)	Good	18%
Successful promotion of exclusive breastfeeding	New indicator/no data		
Nutrition status			
Stunting (children U5)	36% (2013)	Needs improvement	32%
Low birthweight	9% (2007)	Good	13%
Overweight (children U5)	12% (2013)	Bad	4%
Wasting (children U5)	14% (2013)	Needs improvement	7%
Anaemia among pregnant women	30% (2011)	Needs improvement	37%
Anaemia among non-pregnant women	22% (2011)	Moderate	36%

16] *Data collected by SMS Monitoring, Evaluation, Accountability and Learning (MEAL) system*
16] *Rating given by SMS MEAL to all SUN member countries*
18] *Where available, this is the median rating for all of SUN member countries (60)*

19] *Data collected by SMS Monitoring, Evaluation, Accountability and Learning (MEAL) system*
20] *Rating given by SMS MEAL to all SUN member countries*
21] *Where available, this is the median rating for all of SUN member countries (60)*

⑥ Learning and recommendations

The purpose of this deep dive, and of the contribution story within it, is to explore how relevant, credible evidence can be identified, used, and improved to understand the effectiveness of the SUN Movement in terms of its own theory of change (ToC). The starting points were the Joint Annual Assessment (JAA) in Indonesia and the SUN MEAL system results framework - although this data on its own provides no assessment of the effectiveness of SUN's multistakeholder and multisector approach. The contribution story, which combines SUN data with qualitative insights, is intended to provide a more complete picture, while highlighting the points at which further data or more evidence is needed.

The deep dive exists in the context of the SUN Movement's strategic priorities in its second phase (2016–2020), which include continuous improvement of country planning and implementation. SUN Indonesia has been in operation for six years, and the contribution story traces how the activities of the SUN Movement, both globally and in Indonesia, have facilitated improvements in the enabling environment in the country, primarily through coordination, programming, and technical support. Through these activities, SUN Indonesia has contributed to new legislation, financial planning tools, and an integrated nutrition action plan (Table 6). These changes in the national landscape have encouraged ministries and agencies to align their existing interventions behind a common plan and a results framework aimed at addressing malnutrition.

Table 6: SUN Indonesia results as identified through the contribution story

ToC Level	Activities	Results (outputs)
SUN Indonesia MSP activities at national level	Coordination and advocacy	Enabling environment at national and local level
	Coordination, programming and technical support	Aligned nutrition legislation
	Programming, technical support, advocacy and monitoring	Integrated nutrition action plan aligning different sectors (ministries) and implementation of the integrated nutrition interventions
	Technical support and monitoring	Budget allocation
	Monitoring	Creation of M&E database and knowledge platform
SUN global support	Convening and technical support	SUN MSP in Indonesia

⑥

Recommendations: Tracking platform effectiveness

At the centre of SUN's global vision and approach is the premise that aligned implementation achieves results far greater than what could have been achieved alone. This premise is not only a core part of the theory of change, it is also core to the justification for the SUN global system of networks and stakeholders. Another major premise is that aligned implementation will be replicated on different levels - from global through national and provincial, to the district level. However, this decentralization process of translating the national plan into district and provincial actions is currently a significant challenge for Indonesia.

The question is how we can assess the effectiveness of this approach. We lack real-time data on nutritional outcomes - and even if we possessed this, it would be difficult to assess whether SUN Indonesia's activities were making a difference, given that other factors also affect these outcomes. However, one question we can ask is whether the context is evolving as expected in SUN Indonesia's theory of change, towards the intended outcomes. This question can be explored by identifying the key assumptions that are implicit in the ToC, in terms of how actors' reactions, conditions, and behaviours are expected to change if they are to have the effects we desire. These assumptions can then be explored using a mix of qualitative and quantitative evidence.

In the case of SUN Indonesia, some key assumptions linking aligned implementation to outcomes can be generated by asking, for each level of the theory of change, why the expected results are believed to be generated by the stakeholder activities. What changes in relationships, capacities, and context will enable such results to be achieved? What will motivate people to participate or to change their behaviour? Below, we provide some examples of what these may look like, and the type of evidence that could be collected.

Evaluating assumptions

Assumption 1:
The right stakeholders have incentives to join the movement, and commit to nutrition interventions aligned with the national and district action plans
SUN Indonesia is planning to map stakeholders and activities and the ways in which they align with the integrated nutrition action plan. This is a natural starting point for assessing this assumption. Key questions for network leads working with the SUN Indonesia secretariat include: (1) To what degree are stakeholder network plans in general, and the commitments of individual actors within these networks, aligned with the roadmap priorities on the different levels? What are the gaps, and what incentives or support would be needed to fill these gaps? (2) Are there any missing activities or resources that could be supplied by stakeholders, but which currently are not? Why are they currently unwilling or unable to supply these? (3) Are any actors with the necessary technical or financial capacities or scale and reach missing from the network? What would it take to engage them? Asking these questions aligned with the Joint Annual Assessment process can allow networks and actors to explain incentives, barriers, and major gaps in implementation.

⑥

Assumption 2:

Nationally aligned nutrition plans create a conducive environment for the adoption of optimal nutritional interventions on district and provincial levels

The members of the SUN Indonesia networks are largely national-level organizations; however, change on the district and province levels will depend on whether local offices or partners of network members have sufficient capacity and adopt behaviours that support nutrition interventions. Selective assessment by the SUN secretariat and the networks of the implementation of nutrition plans in certain districts and provinces would allow SUN Indonesia to demonstrate the effectiveness of the enabling environment (skills, incentives, and action plans). To what degree are the commitments of individual actors in the networks being implemented according to plan? Where there are gaps, what other skills, incentives or resources are needed, and which of the SUN stakeholders could fill them? Other questions might include: Are the interventions being delivered with adequate quality? If not, what are the barriers? What support or incentives would be needed?

Assumption 3:

Behavioural change is fostered (new practices are adopted) on the household or community level

Ultimately, stunting will only be reduced if the interventions that SUN is promoting actually lead to changes on the household level. This is likely to depend not only on the availability of the necessary information and treatment, but also on whether families adopt the practices being promoted - such as employing breastfeeding exclusively, consuming supplements, and availing of deworming treatment. Behavioural change in line with the interventions supported by SUN could be monitored in selected villages - for example, by CSOs active in those villages and allied to the SUN Movement. This monitoring would explore whether interventions affect household practices. It would also identify whether the target population has access not only to individual interventions, but also to the full package of interventions - which is core to the SUN theory of change that aligned implementation leads to greater results than any individual actor could achieve on its own. This can also point to key enablers for change (e.g., availability and accessibility of information within the community and government collaboration on the local level), and if changes are not being achieved, we can ask: What barriers exist? What support or incentives would be needed?

(7) Conclusion

This review has provided a snapshot of SUN Indonesia's contribution to reducing stunting in the country. It identifies some significant results in terms of the enabling environment, new legislation and programming, finance for nutrition, and monitoring systems. It also points to a number of constraints, particularly in fostering alignment of stakeholders with the government's action plan, as well as in analysing whether and how such alignment contributes to nutrition outcomes. The final recommendations set out in this section are intended to support SUN Indonesia, as well as the wider SUN Movement, in using the existing MEAL system alongside country-level theories of change to reflect on the effectiveness of the movement in delivering impacts for children and women and to communicate this contribution in a plausible way. By identifying and reviewing assumptions, the SUN Movement can both understand and communicate where its activities effectively catalyse the intended results. They can also identify early where results are lagging behind expectations - and why, in order to revise their strategy and approach.

⑧   Colophon

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