

SURABAYA, INDONESIA

A MULTI-STAKEHOLDER FORUM TO DEVELOP THE FOOD SECURITY AND NUTRITION ACTION PLAN

#actionplan #multistakeholderprocess #asia

SHORT SUMMARY

In 2018, Surabaya City convened a multi-stakeholder forum to draw up its new Food Security and Nutrition Action Plan¹, with the active participation of relevant city departments, the private sector, civil society, non-governmental organisations, academia, and the media. It is the first city in Indonesia to do so under a new national and provincial legislative framework, and the lessons learned on the innovative process, as well as adaptation of programmes and indicators to urban realities, is an inspiration to other cities. The action came about through the local bureau of the Global Alliance for Improved Nutrition (GAIN) soliciting engagement of a university and the city planning agency (BAPPEKO)².

CONTEXT AND PROBLEM

Surabaya City is the capital of East Java province and a bustling metropolis of over 3 million people, with 10 million more residing in the Greater Surabaya Metropolitan Area. Its historic trading port, founded in the early 1900s, is one of the most important in Southeast Asia; the main exports are sugar, tobacco and coffee. A strong financial sector grew up to support the port's trading activities, and shipbuilding is one of the city's principal industries, alongside electronics, handicrafts, and agriculture and food processing. Surabaya is attractive to foreign investors and a number of multinationals have their regional headquarters in the city. Skyscrapers, hotels, and apartment blocks are springing up as the city — and its economy — undergo rapid growth.

Yet if Surabaya appears to be a concrete jungle, environmental management is a priority under current Mayor Tri Rismaharini, who has instigated programmes to revitalise the city's parks and green spaces and manage the flood risk. Her efforts were recognised when Surabaya received the ASEAN Environmentally Sustainable City Award 2011 and in 2014, as well as Adipura Kencana, Indonesia's highest environmental award, in 2012.



Selling durian in Surabaya (Indonesia), Unsplash/Hobi Industri

The apparent prosperity of Surabaya does not reach everyone, however. For instance, 90% of residents in the district of Simokerto and 86% of residents in Pabean Centrikan are severely or moderately food insecure. In Surabaya as a whole, underweight affects a considerable proportion of young children. At the same time, soaring overweight and obesity are causing concern. Between 2015 and 2017 the percentage of overweight children increased from 3% to 7.9%, while in 2015 32% of women aged 19-54 experienced obesity, up from 15% in 2007.

The city government has identified issues related to Surabaya's food system that contribute to these twin manifestations of malnutrition. On the production and distribution side, these include a lack of land for food production, the difficulty of maintaining food stocks, and fluctuating prices of staples. Uneven food distribution means supplies sometimes don't reach poorer communities, while there has been a lack of coordination between institutions responsible for warehouse management.

In terms of dietary preference, rice is the dominant staple and there is an urgent need for diversification. Where they can, many of Surabaya's residents are inclined towards ready-to-eat prepared foods.

City government

The city government is headed by a Mayor, currently Tri Rismaharini, who took office in 2010. She is the first Mayor of the city to be directly elected and the first female Mayor. She was re-elected for a second five-year term in 2015. The legislative body, Surabaya Municipal People's Representative Council, is made up of 50 members who are also directly-elected every five years.

¹ Rencana Aksi Daerah Pangan dan Gizi (RADPD)

² BAPPEKKO is the Surabaya city Development Planning Agency, otherwise known as BAPPEDA as the general term for the planning agency at province or city/district level.

A considerable number of services have been decentralised to the city level. Amongst the city government departments are the Development Planning Agency (BAPEKKO), Department of Food Security and Agriculture, Department of Health, Department of Sanitation and Green Open Space, Department of the Living Environment Department of Education, Department of Trade, Department of Cooperative and SMEs, Department of Communication and Informatics, and others.

Governance of food in Surabaya

Indonesia is committed to advancing the Sustainable Development Goals (SDGs), and has acknowledged that ensuring adequate food and nutrition, and education, will contribute to SDG2 (zero hunger), SDG 3 (good health and well-being), and SDG 12 (responsible consumption and production) in particular. Over the last half a decade, the national government has forged a strong food security and nutrition framework made up of several coordinating pieces of legislation.

Food Law No. 18/2012 made it the explicit responsibility of the state to ensure universal food security for citizens, with an emphasis on food sovereignty. This was followed in 2015 by the Government Regulation No. 17/2015 on Food and Nutrition Security, in 2017 by the Presidential Regulation No. 3/2017 on Food and Nutrition Strategic Policy, and in 2018 by the Ministry of National Development Planning Regulation No. 1/2018 on Food and Nutrition Action Plan.

Under these regulations and plans, sub-national governments — at the provincial and district or city level — are legally required to develop their own Food and Nutrition Action Plans every five years. Moreover, these plans must be devised via participatory, multi-stakeholder processes that promote integration between relevant city departments and non-governmental activities.

The province of East Java duly passed the East Java Governor Regulation No. 126/2016 and drew up the Food and Nutrition Action Plan 2016-2019 that this regulation required.

Surabaya previously had a Food and Nutrition Action Plan that covered the period from 2013 to 2015. This plan, which was never fully implemented, was developed by an internal city government working group and consultants, and was focused largely on production and distribution rather than the various forms of malnutrition in the city.

The city also had a Food Security Council that had been created by mayoral decree in 2010, in fulfilment of a 2006 national mandate (Presidential Regulation 83/2006), made up of city officials from various departments. Its role was to develop food security policies in keeping with the policies of the provincial level Food Security Council and to encourage community participation. However, as of 2017 members no longer met nor had any active projects. This meant there was a breakdown in inter-departmental communication and cooperation over food security and nutrition. Within this context, it was high time for Surabaya to develop a new Food and Nutrition Action Plan, and to establish a governance structure to ensure its effective implementation.

THE ACTION

This case study concerns the process of drawing up Surabaya's new Food and Nutrition Action Plan (2019-2021) via a multi-stakeholder forum (MSF) and the impact that the participatory, multi-sector process had on ongoing governance of food and nutrition security in the city.

First and foremost, setting up a MSF fulfilled the national level requirement for participatory multi-stakeholder planning over food security and nutrition. More than that, though, it is expected to lead to better coordination between governmental and non-governmental stakeholders in the future, and to promote integrated food and nutrition planning across multiple city government policies and plans. For example, members of the new MSF sought coordination with the Surabaya City Medium Term Development Plan 2016-2021, as well as with programmes and activities run by other city departments.

Finally, the MSF provided a platform for non-governmental stakeholders to provide technical assistance for developing interventions and indicators, thereby building local government capacity.

THE STORY OF THE MULTI-STAKEHOLDER FORUM

Initiation of the food and nutrition action plan process

In 2017 there was a lack of leadership over food and nutrition from within the city government of Surabaya. Despite the legal requirement, officials had not signalled any intention of developing a new Food Security and Nutrition Action Plan. Quite possibly no-one had even realised that the city had an obligation to do so, nor that the previous plan had quietly expired on the shelf.

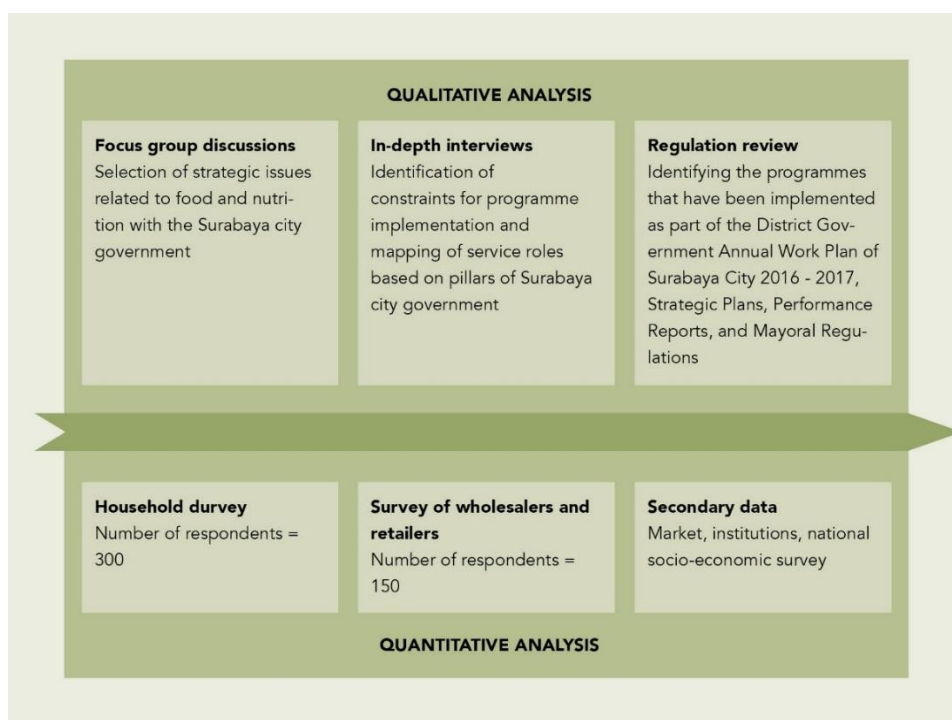
GAIN has a Memorandum of Understanding with Indonesia's national Ministry of Health to improve the nutritional status of people in selected regions of East Java, including Surabaya city. Aware of the requirement for sub-national governments to develop Food and Nutrition Action Plans every five years, GAIN teamed up with Institut Teknologi Sepuluh Nopember Surabaya (ITS), the only local university with an urban planning faculty, which in turn obtained the formal engagement of BAPEKKO. ITS served as executive agency to oversee the action plan development process, which included setting up a MSF.

Food systems assessment and stakeholder mapping

The first task was to conduct an assessment of Surabaya's food system. This assessment, carried out by ITS in mid-2018, described the nutrition profile and consumption pattern of the city's population and assessed the value chains of several key commodities. The assessment also looked at the current food and nutrition governance in Surabaya, mapping the relevant city departments and stakeholder organisations from outside the government — private sector (food businesses), civil society organisations, non-governmental organisations, academia, and the media. This stakeholder mapping formed the basis of invitations to join the MSF. The assessment of the current food and nutrition governance used multiple methodologies to obtain more comprehensive information about food consumption patterns and the nutritional status of the population, existing policies to regulate food production and distribution, and the gaps and challenges present in the existing food system (see figure 1). The multiple methodologies that were used included:

- Focus group discussions
- In-depth interviews
- Consumer survey
- Value chain study
- Secondary data analysis

Figure 1: Qualitative and quantitative analysis methodology for governance of food and nutrition in Surabaya (2019-2021)



Discussions then took place to determine the working groups and to assign stakeholders to them, according to the role and responsibility of their organisation. It was agreed that three working groups would each deal with one or more of the five pillars of food and nutrition contained in the national Food and Nutrition Strategic Policy (Presidential Regulation No. 3/2017):

- Working group 1: Pillar 1 Community nutrition improvement; pillar 4 Clean and healthy life habits
- Working group 2: Pillar 2 Increasing accessibility to diverse foods; pillar 3 Quality and safety of foods
- Working group 3: Pillar 5 Co-ordination of food and nutrition development

Each working group could have only one representative from each relevant organisation or department. Where an organisation's role covered pillars that were dealt with by different working groups, however, they were asked to put forward two representatives. For example, the city health department had representatives in groups 1 and 2 (see table 1).

Table 1: Multi-Stakeholder Forum (MSF) in Surabaya

Working group	Stakeholder	Stakeholder	
		Government institution	Non-government institution
Working group 1			
A	Pillar 1: Community nutrition improvement	Health Office	University: Nutrition Dept. of Airlangga University
B	Pillar 4: Clean and healthy life habits	Social Office	Private sector (Unilever, Indofood, Otsuka)
		Education Office	Mass Media: Jawa Pos Group, Suara Surabaya
		Women's Empowerment and Child Protection Office	NGO, community organisation: Muslimat NU, Aisyah, UNICEF, Nutrition International, Healthy City Forum
		Sanitation and Green Open Space Office	Profession association: Indonesian General Practitioners Association, Indonesian Midwives Association, Association of Public Health Graduates and Professionals,
		Regionally-owned enterprises: Regional Company for Drinking Water	
Working group 2			
C	Pillar 2: Increasing accessibility of diverse food	Agriculture and Food Security Office	Drugs and Food Control Bureau
		Health Office	Academic Institutions: Public Health Dept. of Airlangga University, Economic Faculty of Universitas Pembangunan Negeri
D	Pillar 3: Quality and safety of foods	Trading Office	Private sector: Indofood, etc
		Social Office	NGO, community organisation: Urban Farming Community, Indonesia Organic Community, UNICEF, Nutrition International
		Drugs and Food Control Bureau	Regionally owned enterprises
		Cooperation and Small Enterprise Office	Profession Association: Retailer Associations Mass Media: Jawa Pos Group, Suara Surabaya
Working group 3			
E	Pillar 5: Coordination of Food and Nutrition Development	City Planning and Development Bureau	Academic institution: State Administration Department of Airlangga University
		Information and Communication Office	NGO, community organisation: UNICEF, NI, Indonesia Forum for Budgeting Transparency
		Central Statistic Bureau	Indonesian Trade and Industries Association (Kamar Dagang dan Industri Indonesia-KADIN)
		Citizen Wealth Department	Mass media: Jawa Pos Group, Suara Surabaya

Although ITS oversaw the overall process, the urban planning faculty lacked expertise both in facilitating local government action planning and in the field of food and nutrition. GAIN therefore recommended contracting skilled facilitators to coordinate meetings, guide discussion, and to draft the action plan based on inputs from the working groups.

The working groups in action

An initial kick-off meeting in August 2018 was attended by all the new MSF members. On the agenda was the roles of the working groups and their contribution to the development of the food and nutrition action plan, scheduling of the workshops, and appointment of group leaders (ideally from the most relevant local government department) who would bear responsibility for the work and the outcomes.

Next, each working group held three workshops that were to be attended by all stakeholders assigned to it. The objective of the first meeting was to identify existing city programmes (both governmental and non-governmental) that were related to the SDGs, the Medium Term Development Plan, and the Food and Nutrition Action Plan. The second meeting was to determine outputs, indicators, targets and activities to be included in the relevant section(s) of the new action plan. The third meeting was to finalise the relevant section of the action plan. WhatsApp groups were set up for each of the working groups. These were the main communication tool between the workshops.

The workshops were designed to enable open communication between stakeholders, following the focus group discussion method. The goals, programmes, targets and indicators to be included in the Food and Nutrition Action Plan were determined by building consensus between the stakeholders.

Addressing conceptual differences

The workshops contributed to building shared understanding between stakeholders. They helped local government to understand what the community wants, and the community to understand what local government can do. However, they also brought to light some misunderstandings and conceptual differences, which were acknowledged and, where possible, resolved.

One such issue was community groups' confusion over the role and responsibilities of different local government departments over different aspects of the food system. Their assumptions about who ensures adequate food supplies, who deals with quality and safety, and who manages public health impacts of diets were often erroneous and were corrected during the course of discussions.

Another was the apparent lack of awareness of some local government departments over how their work impacts that of other departments. For instance, the Department of Food Security and Agriculture thought in quantitative terms about how much rice, meat and eggs is available and how many people have to be fed - but they did not consider how the handling and storage of food affects its quality, or issues like the consumer health impacts of using growth hormones in aquaculture. The MSF process contributed to changing such siloed thinking, as stakeholders could explain and share scientific studies.

A third difficulty was the difference in terminology. For example, the word 'nutrition' is used in national level regulation to refer to components of foods, whereas others (such as ITS) understood it as the nutrition status of residents. Meanwhile, the Department of Sanitation insisted that the Food and Nutrition Action Plan include indicators on water, sanitation and hygiene, which others thought did not strictly fall under the term 'nutrition'. Such split understandings had to be acknowledged and accommodated in the interests of reaching consensus.

Integration and tailoring to the Surabaya context

Members of the MSF took the National (2015-2019) and Provincial (2016-2019) Food and Nutrition Action Plans, and the city Mid-term Development Plan (2016-2021) as framing documents. To facilitate synchronisation and integration, in each working group there was a dedicated contact with the city planning authority, BAPEKKO. However, the stakeholders soon found that some issues covered in the national and provincial plans had little or no relevance in Surabaya, while other local priorities did not feature in the higher-level plans. This led to debate about how much conformity was required

and how best to adapt the pillars, programmes, activities and indicators to Surabaya's needs - to ensure both effectiveness and Surabaya City Government funding.

One such contentious subject was the second pillar, on increasing accessibility to diverse foods. In the national Food and Nutrition Strategic Policy this pillar focuses on food production. Since there is not much productive land within Surabaya, in the Surabaya Food and Nutrition Action Plan the focus is on food distribution, and physical and economic availability to households.

Another example is the prominence given to the different forms of malnutrition. As stunting is a national priority in Indonesia, it figures large in the national plan. In Surabaya, however, obesity is a statistically greater nutrition-related problem (although there are incidents of stunting) so it had to be represented in the indicators.

In addition to the vertical integration with national and provincial plans, the Surabaya Food and Nutrition Action Plan also had to refer to, and be synchronized with, the Surabaya City Medium Term Development Plan for 2016-2021. In this way, actions on food and nutrition are incorporated into the mainstream planning trajectory, magnifying their reach and enabling stakeholders to refer to a wider framework as they build support for implementing programmes and activities. It also helps with securing budget; food and nutrition actions have been included in Surabaya's Revenue and Expenditure Budget for 2019, with even more slated for 2020.

Operational difficulties

Two operational difficulties affected the smooth running of the workshops: poor attendance; and problems with acquiring the necessary data.

The workshops were scheduled well in advance in an effort to ensure all working group members would attend. WhatsApp was a useful tool for reminding stakeholders about upcoming meetings and monitoring attendance. In the event, however, attendance was far lower than anticipated. Average attendance across the three meetings for working group 1 (22 members) was 48%, while for working group 2 and 3 (23 and 26 members respectively) attendance was just 35%. Attendance was particularly poor among local government officers because they were juggling priorities, and pressing tasks, especially if requested by the Mayor, had to take precedence.

To compensate for poor attendance, the facilitators went out of their way to visit the offices of local government members who did not attend and held one-on-one meetings with them. This enabled them not only to obtain their input, but also to explain again their role and responsibility, and to identify any barriers to their attendance. As a result of these one-on-one meetings, attendance increased dramatically between the second and third workshops.

The outcome of one such meeting was particularly positive. The facilitator secured strong engagement from the Department of Food Security and Agriculture, which agreed to take on the role of workshop leader in the MSF and to be a key player in the Food Security Council henceforth. Consequently, in the third workshop the representative presented a long list of programmes to be included in the Action Plan.

Stakeholders representing local government departments were asked to bring data to the workshops that would be used to establish indicator baselines and set targets. Few did, however, mainly because the representative was not authorised to do so.

To remedy the problem, the facilitators went to the heads of departments to request the data and permission to use it. In retrospect, it would have been more efficient to invite the planning and monitoring unit of each local government department to take part in workshops from the outset, so that they could provide data directly and in a ready-to-use form.

OUTCOME AND NEXT STEPS

The first outcome of the MSF process is Surabaya's new Food and Nutrition Action Plan, which takes the form of a matrix for each of the five pillars covering programmes, activities, performance indicators/outputs, baseline and annual targets, and responsible stakeholders.

An open consultation on the draft Action Plan was held in November 2018, at which all MSF stakeholders gave input on how the matrix could be improved. The improvements concerned presentation rather than content. They included: adjusting the language and activities to match the programme names and activities of the relevant local government departments; updating the indicator baselines following contributions of new data; and revising the narrative to conform with language used in the regional planning document.

The drafting team at ITS then produced a final version that was sent to BAPEKKO and duly approved. At the time of writing (August 2019), the Mayoral Regulation to ratify the Food and Nutrition Action Plan is in the process of review by the city's legal team. The regulation will establish a legal basis for local government departments to implement programme activities that fall outside of the city's Mid Term Development Plan, such as the campaign to increase fruit and vegetable consumption, improvements to school canteens, and supporting small food vendors. Aside from the written document a second, but equally important, outcome is the reinforced governance of food and nutrition in Surabaya. This was the result largely of working group 3.

In general, the MSF process contributed to a new spirit of communication and coordination between government departments over food and nutrition issues, where previously they operated in silos with little discussion, thought or awareness of each other's work.

More specifically, the Food Security Council, made up of officers from local government departments, has been revitalised. A new Mayoral Decree (No. 188.45/29/436.1.2/2018) was passed to adjust its composition and roles in line with changes to the functions and competencies of National, Provincial, and Regional/City governments that were brought in in 2014. The Food Security Council's roles are to facilitate implementation, monitoring and evaluation of the Food and Nutrition Action Plan, to formulate policies that are in line with provincial food security and nutrition efforts and encourage public participation, and to ensure resilience of the city's food system.

The Food Security Council meets every three months and is chaired by BAPEKKO, with the Department of Food Security and Agriculture and the Department of Health jointly performing the secretarial function. One of the recommendations under pillar 3 of the new Food and Nutrition Action Plan, however, is to revise the 2018 Mayoral Decree to strengthen the roles and functions of the Food Security Council.

Another recommendation is to permit non-governmental actors — that is, the MSF — to be formal members of the Food Security Council. This has not yet happened, but the MSF will continue to meet every three months until the end of 2020, convened by GAIN. The MSF has an on-going role in supporting the Food Security Council by, for example, providing technical assistance on monitoring and evaluation, providing information on community needs, and giving input on draft policies related to food security. Some members are also involved in specific Food Security Council activities, such as development of an integrated food systems dashboard for the city, new market operations for staple foods, and preparation of new development planning documents for Surabaya City and its constituent sub-districts and villages.

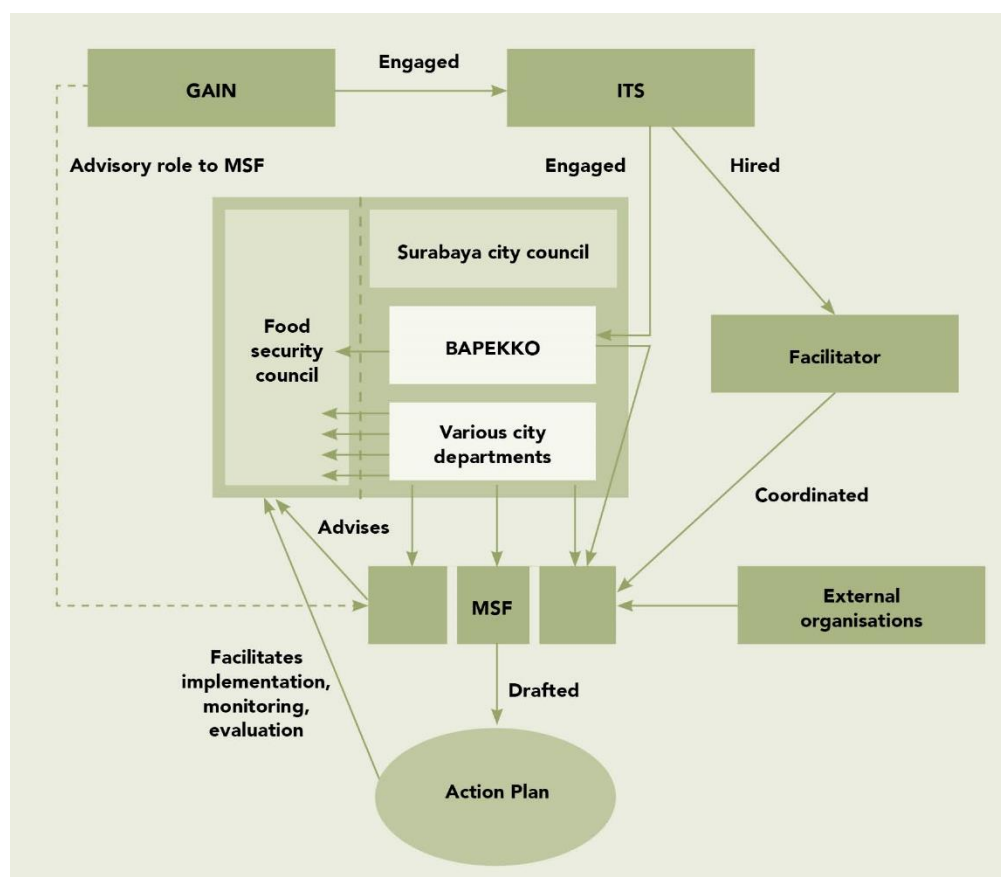
KEY MESSAGES/ RECOMMENDATIONS

Although development of a Food and Nutrition Action Plan is a requirement for sub-national governments in Indonesia, Surabaya City is the first city government to have done so. As such, Surabaya has become an example for other Indonesian cities and the head of BAPEKKO was invited to a national forum in May 2019 to share the city's experiences of how to adapt the national plan from rural areas to cities.

The key recommendations are:

- Conduct comprehensive mapping of institutions and organisations that are relevant to food security and nutrition as the basis for forming a MSF.
- Ensure the MSF consists of both government representatives and non-governmental stakeholders whose work is closely related.
- Use the existing pillars of the National Food and Security Nutrition Action Plan as the basis for forming working groups.
- Forge connections with the planning and development agency, BAPEKKO, for each working group, to facilitate synchronisation and integration with other regional and national planning documents and strategies.
- Recruit external facilitators for each Working Group to stimulate discussion and agreement, both between working group members and between working groups.
- Ensure the Food and Nutrition Action Plan is incorporated into regional planning policies, that local government departments and others can refer to regional framework as the build support for implementing the programmes and activities.

Figure 2: Actors and organisations involved in Surabaya Food Security and Nutrition Action Plan



MORE INFORMATION

- Website: Bappeko Surabaya
<https://bappeko.surabaya.go.id/>

Citation: This case study version is from the Menu of Actions (2019). Suggested citation: Halliday, J., Platenkamp, L., Nicolarea, Y. (2019) A menu of actions to shape urban food environments for improved nutrition, GAIN, MUFPP and RUAF.