

Implementation of Global Governance on *School Feeding* in The Policy of School Children Nutrition Program (Pro-GAS) in 2018 in Kulon Progo Regency

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Abstract

Indonesian government initiating a program called the School Child Nutrition Program (PROGAS) in 2016 as respon to FAO's School Feeding program in NTT and Papua 2012 which successfully improve nutrition and eduction there. The purpose of this paper is to asses the PROGAS in Kulon Progo in specific using globa governance framework on school feeding. This study used a descriptive qualitative approach with data collection techniques in the form of literature studies. Data analysis consists of the stages of collecting data, categorizing data, presenting data, and drawing conclusions. The results of this study indicate that the FAO regime influences the decision-making of school food delivery programs starting from School Child Supplement Program (PMT-AS) in 1991 to the School Child Nutrition Program (PROGAS) in 2016. Implementation of PROGAS in Kulon Progo, the government has followed the principles and standards imposed by global governance such as the use of local products, community participation, and targeting based on needs. However, several other standards such as sustainability, funding, and a strong institutional structure are still the big task of the Indonesian government to realize a sustainable and long-term program.

Keywords: Food and Agriculture Organization (FAO), Hunger and Malnutrition, International Regime, School Child Nutrition Program (PROGAS)

1. Introduction

After world war II, the Food and Agriculture Organization (FAO) regime changed its fundamental food-related goal of making "*Food is not a commercialized commodity*". The regime works on the basis of basic instruments in the form of the Declaration of Human Rights article 25 on the right to obtain adequate food and quality of life and the International Covenant on economic, social and cultural obligations of the state to (Hopkins, 1982) guarantee its citizens adequate food. Under the legal framework, the FAO is increasingly moving through its policies which are structured into two approaches namely (FAO Council, 2005) Twin-track Approach or dual-track approach. This approach aims to combat hunger by combining sustainable agricultural and rural development strategies with a program strategy of improving direct access to food for the most in need. (FAO's ESA, 2006)

Fao moves as a regime that invites all member states to jointly reduce the root of the problem through high-level meetings that discuss hunger eradication efforts, campaigns, project assistance, technical assistance and so on. As in 1963, the FAO launched a campaign of freedom from starvation or a meeting of heads of state in 2002 targeting a reduction in hunger rates by half in 2015. Both concrete movements of the FAO regime are carried out to influence countries to carry out the prevailing principles and standards in global governance. (FAO, 1996)

Indonesia as one of the FAO members who also participated in the approach taken by the FAO regime considering that Indonesia is undeniably one of the countries that must be aware of this threat *reflects on the high level* of stunting and hunger. Significantly, children aged 6 to 14 years in Indonesia consume calories and protein below the daily needs recommended by nutritionists since 2007. (Directorate of School Development Bottom, 2016) Then, more than one-third of the number of children in Indonesia are malnourished, the obesity rate reaches 11.9% of the total ana population. Then, stunting cases in children under the age of five reached 36.8% in 2007, 37.2% in 2013 and reached 40% nationally in 2018. (Moataz, 2018)

The above problem prompted the Ministry of Education and Culture of the Republic of Indonesia to re-initiate a national ownership school food program that had previously been carried out in 1997. Based on the data presented on the official website of the Directorate of Primary School Education Kemdikbud that this

program is motivated by an Indonesian feeding program in 2012 that was implemented as a pilot program. The program in question is a program owned by one of the world food regime agencies Food and Agricultural Organization (FAO) namely the World Food Program (WFP). (DITPSD, 2018) Fao's programs already have specific principles, concepts, rules and procedures. The principles up to the procedure have also been recognized by the global order as one of the strategies embodiments of the FAO regime's objectives in combating hunger and malnutrition. Indonesia, which is a member state of the regime, made several questions surface about the fao regime's influence in the establishment of the Pro-GAS policy. (Moataz, 2018)

According to the Grootian school of institutionalism, the presence of rules and order, norms, principles and joint laws influenced the pattern of behavior of international actors. (Satnyoto, 2017) The rules, norms and principles prevailing in this global order are referred to as a regime. A regime tasked with promoting norms and appropriate behavior with the issues being discussed. The regime promotes norms and attitudes by providing information and beliefs that can affect the country. For the FAO regime itself, it is said to successfully influence the behavior of the state if the country complies with or carries out the values and rules that the FAO has. In the case of school feeding governance implementation, there are at least eight standards that must be applied by the state in a national policy namely Sustainability, Harmony with the national policy framework from various sectors, stable funding, cost-effective quality design, strong institutional structure, Strategy to Advance Local Production, cooperation between sectors and community participation. This study aims to evaluate the implementation of FAO global governance on School Feeding in the policy of School Children Nutrition Program (PROGAS) in Kulon Progo Regency.

2. Literature Review

Researchers conducted a pre-written assessment of related research literature to find the relevance and novelty of the research issues raised. Researchers divided it into two parts, among others:

2.1. International Regime

In the journal *entitled "Perspectives on Institutionalism Theory and Critical Theory of the International Environment"* by Andaru Satnyoto explains that according to institutionalism approach there are three different views in looking at the interaction of international actors in the global order. Thomas Hobbes's first look explains to form an ideal community, the country as an international actor must make the most of creating the power to prevent the aggressive actions of other countries that are perceived as opponents. This Hobbesian view emphasizes an inability of international cooperation in influencing the country's behavior because the decisions taken by the country are purely in accordance with its national interests alone.

The second view is Kantian (Universalism) which explains the global order is present because of the good will and will of international actors to create an orderly global society. The third view is grooatian which ensures that international actors consciously accept the existence of certain values, accept the same rules and engage in the same institution as well. Grotian emphasizes the presence of rules and order, norms, principles and joint laws that influence the pattern of behavior of international actors.

Grooatian also sees an anarchy in the global order where the situation of the absence of supranational powers can force unless there is a power to control each other, transparency, reciprocity and accountability. Actors are more likely to be willing to accept these rules, norms and principles so that their obedience is not determined by the ruling entity. From the definitions and some basic principles expressed by the Grooatians, it is this view that is most often used to describe the international regime.

The journal also describes the types of international regimes according to Jack Donnelly seen from several categories. First, if seen from the rules on state compliance, the regime can be divided into four types, namely national standards that are no substantive international norms so that the country's behavior is determined by each, International guidelines that there are conventions as international standards but not binding, International norm standards that are strong standards but there are still exceptions because of state policies, and Authoritative International rules that there are international standards binding and accepted by

actors so that it can be expressly enforced. Second, if you look at the strength and decision-making process, International regimes can be divided into four namely Declaratory Regime or regime that works only until the creation of implementation approval and there is no decision-making procedure and implementation that binds the Promotional Regime or regime that works in the process of information exchange, assistance and promotion of the implementation of rules and norms, International implementation Regime or regime that includes rather flexible monitoring, policy coordination, and exchange of implementation information, and Enforcement International Regime or regime whose scope to regulate attachment to joint decisions and implementation of international monitoring accompanied by strict sanctions.

2.2. School Feeding Program

Viviane Niyibizi's publication "*WFP Rwanda School Feeding Programme: Food Assistance for Education*" describes school children's food aid in Rwanda as a response to increasingly vulnerable food security conditions. The lack of food supply caused by structural poverty has a further impact on the quality of education there. The condition of hunger at the household and child level has reduced the number of school-age children who want to enroll in school, the intensity of absence of school students is increasing, and children who are learning are also experiencing difficulties in the teaching and learning process.

WFP Rwanda decided to cooperate with the Rwandan Ministry of Education in running the School Feeding program in 2008-2012 specifically in the eastern and southern provinces of Rwanda with a particular focus on improving the quality of education that is declining due to child hunger. This school feeding program provides nutritious meals daily in the school cafeteria (such as corn, beans, oil and salt). Equipped with school equipment with kitchen to make it easier for the committee to cook. The program also provides health services in the form of first aid boxes, nurses and special rooms for health services. For schools located in villages that still have many rice fields, this program provides agricultural equipment and livestock to support the process of harvesting foodstuffs such as rice, livestock meat, wheat, or tubers. The school feeding program in Rwanda collaborates with parents around the school to become a special committee during the program. This

committee serves as a regulator of food menus, mealtimes, food portions, food storage, and preparing firewood and water for cooking.

This school feeding program contributed to the presentation of student attendance which in 2003 only 68.5% then increased to 96% in 2008. The rate of students expelled from school also dropped from 21% to just 2% in 2008. The concentration of students in the teaching and learning process also becomes very stable. The success resulted from the Rwandan government forming its own local school feeding community in May 2008. However, this community still has many significant obstacles such as lack of financial donors, limited human resources, very little third-party involvement.

This research is a comparison of further research on how the WFP school feeding program runs in each country, what kind of assistance is given to different countries and whether the program runs according to the principles, norms and rules determined by the FAO, especially WFP as an international regime governing world food security.

3. Research Methods

The research conducted by this author uses a type of qualitative research that is descriptive in analytics. Erickson (1968) mentioned that qualitative research seeks to find and illustrate narratively the activities carried out and the impact of actions taken on their lives. (Setiawan, 2018) This research uses qualitative research type because the key instrument of the research is the researcher itself where the problem studied is a social problem that is the influence of the international regime in the implementation of program policies in a country. Because it is descriptive in analytics, this research will focus entirely on fact-gathering and data identification. The method starts from decrypting, analyzing data and interpreting into discussion in clear and accurate terms.

3.1. Data Collection Techniques

The data sources in this study were divided into primary data sources and secondary data sources. The primary data source comes from a study of progas policy of Kulon Progo Regency. The document in question is a regional regulation document on Pro-GAS, Pro-GAS technical instructions and an annual report on Pro-GAS implementation with a random sample of one of the schools in Kulon

Progo District. In addition, related data can also be obtained from online news and print from credible media. While the secondary data sources in this research will be obtained through the study of libraries from national and international journals, books, papers, research reports, and other sources that have connections and their contents can be accounted for their validity.

3.2. Data Analysis Techniques

Data analysis techniques that will be used in this research are descriptive qualitative data analysis. According to Bogdan & Biklen (1982: 159), qualitative data analysis is an effort made by working with data, organizing data, sorting it into manageable units. (Setiawan, 2018) Seiddel (meleong: 2006: 248) added that after organizing, sorting and finding patterns from the data that has been found, then the thought process is carried out so that the data category has meaning, search and find patterns and relationships between variables and make conclusions from the results of that thought. (Komariah, 2012) Researchers will sort the data only from sources relevant to the topics discussed and can represent each subject contained in the research topic on the application of FAO regime norms in the Indonesian School Child Nutrition Program (Pro-GAS) in Kulon Progo Regency in 2018. Researchers will present data in the form of FAO interactions with Indonesia related to the issue of malnutrition and hunger, the policy framework for the implementation of PRO-GAS in Kulon Progo Regency, and pro-GAS implementation data in the field through a review of the pro-GAS beneficiary school accountability report document and previous research.

The three groups of data that have been collected from the relevant sources will then help the hypothesis test process by analyzing the data using research theory. In this section, sharpness of thought and knowledge is very necessary so that the data displayed can be interpreted properly and valid value.

4. Result and Discussion

This study found that the Government of Indonesia has a lot of influence from the FAO regime because the discourse built since the 1960s shows positive interactions, both discourses in the form of conferences, publications and global action plans. Including PROGAS which is said to be motivated by one of the FAO programs, School Feeding. Speaking of the implementation of norms or global

governance, THE PROGAS in Kulon Progo Regency must be assessed using the fao's global school feeding standards, namely Sustainability, Harmony with the national policy framework of various sectors, stable funding, cost-effective quality design, strong institutional structure, Strategy to Advance Local Production, cooperation between sectors and community participation.

4.1. Implementation of Indonesia's Pro-GAS Nutrition Program Policy in 2018 in Kulon Progo Regency

Directorate of Basic Education Kemdikbud involves three main scopes of PROGAS consisting of nutrition education, provision of nutritious food and group participation. In its implementation in PROGAS Kulon Progo, the three components have not all been implemented properly for example for nutrition education, PROGAS Kulon Progo is still limited to nutritionists available in two target sub-districts so that the monitoring and teaching of nutritional value to school children does not run effectively. Data in the field shows there is only one representative of nutritionists from each puskesmas in two target sub-districts, namely one from the Samigaluh subdistrict health center and the other from Pengasih Subdistrict. (Pratiwi, 2019, p. 32)

PROGAS is run by the central team, namely Kemdikbud directly and assisted by local teams ranging from the district, sub-district and school governments. In addition, Kemdikbud is also assisted by private parties and local nongovernmental organizations such as PT Cargill, World Food Programme (WFP) Indonesia, farmers, fishermen and local MSME owners, cooking groups, local non-governmental organizations such as Cempaka Foundation in Pasuruan Regency, Bina Masyarakat Peduli in Serang City, SVD in Deli Serdang, PPSE in Belu Regency, and local residents. (Connect, 2019) Quoted from pt. Cargill, Arief Susanto as the Indonesian state representative at PT Cargill, explained that this government program is in line with the ideals of organizations that want a healthier Indonesia. The action plan drawn up by the central government supports the realization of the UN's sustainable development goals that they also want to achieve. (Connect, 2019) However, PT Cargill and WFP continue to draw up an action plan that they will carry out, outside the duties of the Indonesian government.

Starting the program, the central team to the school-level committee conducted technical guidance and socialization on pro-GAS objectives. Guidance and socialization contains explanations of technical guidelines, explanations of Pro-GAS assistance received by schools, requests for commitment and cooperation of local officials and parents during pro-GAS sustainability for example by buying rice or meat at farmers or farmers who are parents of school students. (Pratiwi, 2019, p. 40)

The implementation of Pro-GAS in Pro-GAS Kulon Progo shows the involvement of local communities, especially in providing and processing foodstuffs, for example the group of cooks one target school to buy vegetables for breakfast menu in their own neighbors. Besides being time efficient, the condition of vegetables is also still fresh and clean. The cooking group also buys its groceries several times in farmers directly because it considers the cheaper price. (Pratiwi, 2019, p. 43)

Monitoring that occurred in PROGAS Kulon Progo occurred outside the target where monitoring should be done every month but which was realized only once during the program where the central, provincial and district teams gathered in one school as well as all the target schools. At that time, the monitoring team assessed the implementation literature with technical instructions, looked at students' behavior during the activities, saw the cooking process until the presentation process. Monitoring conducted by the nutrition officers of the local sub-district is also the same where it is not realized as stipulated. During the program only go to school twice which should be able to once a month. (Pratiwi, 2019, p. 32)

4.2. Evaluation of FAO Global Governance Implementation in PROGAS Policy in Kulon Progo Regency in 2018

The Indonesian government's decision to initiate a school food delivery program in 2016 is inseparable from the success of the FAO program in East Nusa Tenggara and Papua Provinces. The school feeding program known as PROGAS (School Child Nutrition Program) also develops the same vision and scope as FAO school feeding policy, which consists of three main scopes, namely the provision of nutritious food, nutrition education, and group participation. The implementation of PROGAS in Kulon Progo Regency itself establishes seven nutritious food menus

such as corn vermicelli menu for carbohydrates, phosphorus, iron, and fried chicken for their protein needs. (Pratiwi, 2019)

For the scope of nutrition education, data in the field shows that nutrition education to students is well provided by the Principal and Treasurer. The education includes knowledge about the nutritional content of food provided during the program. The principal and teachers also talked about the usefulness of macro and micronutrients for the body. As happened to one of the target schools in Kulon Progo, such education is done so that students know about food nutrition and to encourage students to spend the food served. The headmaster and teachers hope that the knowledge they gain while in school can be applied to their daily diet. (Pratiwi, 2019, p. 68)

The scope of group participation is still the government's home task, seeing the maximum participation of relevant groups, especially nutrition officers. This is due to the limited human resources that ultimately make the process of monitoring and teaching nutritional value to school children not run effectively. Data in the field shows there is only one representative of nutritionists from each puskesmas in two target sub-districts, namely one from the Samigaluh subdistrict health center and the other from Pengasih Subdistrict. (Pratiwi, 2019, p. 32)

To assess a more comprehensive program, of course, not only look at its vision and scope but there are globally enforced standards where people in the global order are recommended to follow these *standards* in order for a sustainable school feeding program to be realized. The results of the analysis of the implementation of the eight School Feeding standards 2009 in PROGAS Kulon Progo showed: Sustainability must be built from the beginning of the program was launched. A transition strategy that includes time, targets and achievement benchmarks. PROGAS that has set several targets does not have a clear benchmark of success. statement from the UPTD of the education office of Kulon Progo district as an evaluation and monitoring team of student breakfast activities but did not know if the breakfast had an effect on students because the education office did not have a measuring instrument to see the influence. (Pratiwi, 2019, p. 56)

Alignment with the national policy framework of various sectors. PROGAS which was formed in 2016 is a government strategy in protecting people's nutrition through the provision of breakfast is given with the number of calories per menu 400-500kcal where this figure has reached 1/3 of children's daily calorie needs

ranging from 1,200-1,600 kcal. (Irianto, 2007) Improving education through reducing the number of students who are sick because they do not eat breakfast, supporting the performance of students in school with high concentration and spirit and ease of digesting materials in school. (Pratiwi, 2019, p. 64) Advancing the social economy through being involved by mothers in cooking groups that can increase their monthly income because each member gets Rp 2,000,000 each month. (Mayasari, 2019)

Stable funding. It is also related to the sustainability of school food delivery programs where the source of funds must come from state finances. For PROGAS itself is supported by state budget funds amounting to Rp 46,107,036,000, - in accordance with the Budget Implementation Checklist (DIPA) directorate general of primary and secondary education, Kemdikbud. However, what needs to be underlined here is that regional program funds sourced from the Regional Budget are much more effective when compared to state budget sources. Programs such as PROGAS which is implemented in each region in Indonesia can make APBD as the main source of funding. However, this has not been implemented by the central government. The use of APBD facilitates fund management and disbursement bureaucracy because it is controlled directly by local governments such as the Education Office. However, until now, not all local governments have committed to take over the program so that the central government is required to make specific instructions for PROGAS to be included in the regional policy framework. (DITPSD, 2016)

Cost-effective quality design. The program is designed to be based on needs such as in PROGAS Kulon Progo, the selection of Samigaluh and Pengasih subdistricts as target areas because it considers sub-district data showing stunting rates of up to >20% in both sub-districts. (Rimawati, 2020) Another thing to note is the need for micronutrients. Progas food menu has contained macronutrients such as carbohydrates, proteins, fats and fiber and micronutrients such as vitamins, iron, iodine and phosphorus. However, there is a menu that is not acceptable to local tastes, namely the tuber porridge menu.

Strong Institutional Structure. Sufficient government resources, good management capabilities and knowledge should be available to manage transparent implementation and evaluation. If we look deeper, PROGAS still has limited resources where it is most likely due to the seriousness of institutional

officials in arranging the duties and functions of each device is still lacking. This causes a lack of sense of belonging and a sense of responsibility for the sustainability of PROGAS so that the task should be carried out it is neglected just like that. The same thing happens when Kemdikbud involves the Ministry of Health and institutions under it, the institution feels no responsibility in the program because there is no full coordination of the main person in charge so that the health service device that should be able to monitor the quality of food served every week or every month, because it does not feel dependent then the monitor is not realized.

Strategies to Advance Local Production. To stimulate the local economy and ensure the quality and availability of food. In the implementation of PROGAS in Kulon Progo, the cooking group supplies vegetables, rice, fruits and eggs from farmers and farmers around Samigaluh and Pengasih subdistricts. The benefits of this application can be directly felt by the cooking group because it is not difficult to find groceries in distant places, cheaper prices and time-saving shopping.

One drawback of PROGAS now is the absence of research from the central government related to local products that become a superior commodity in Kulon Progo. This is shown from the untapped corn, peanuts, avocados, langsung or bananas as a breakfast menu considering that the produce is the most widely found commodity in Kulon Progo Regency. (Octavian & Andjani, 2019) The determination of the same menu for all regions in Indonesia is very ineffective if you want to increase local production because the commodities of each region are different. If the government arranges based on the region it is certain that production will continue to run, as well as benefits for farmers especially if the implementation of PROGAS is long-term and sustainable.

Cooperation and Coordination between Sectors. Connecting programs with relevant programs and stakeholders. PROGAS Kulon Progo district has involved the Education Office and the Health Office in the initial technical guidance in 2018 but after that stage, the health office did not take part anymore because the office was not given a special mandate from the education office that was in charge. In other words, the two agencies lost coordination when starting field implementation. This leads to the lack of optimal monitoring and control of food quality that should be done by nutrition officers and the health office of Kulon Progo Regency. This further makes the Health Department does not take the initiative to collaborate

health service programs such as the Healthy Living Community Movement Program (GERMAS) which has the same vision as PROGAS.

In its implementation, DITPSD has collaborated with WFP and PT. Cargill to provide technical assistance beyond the capacity of the Indonesian government, such as Analysis and Recommendations to Local Governments on the renewal of nutritional values in accordance with global governance, Coordination between Stakeholders such as DITPSD, local NGOs, and local Farmers, Funding Assistance, Knowledge Transfer and Result Management. The downside of the cooperation between the two actors lies in ignoring cooperation with local community leaders and school equipment, the intense involvement of cook groups and parents, and the creation of effectiveness measurements and targeted communication plans.

Community Participation. Follow the needs of the community and engage directly during the program. For participation in designing the program, the government does not involve the community in arranging technicalities such as food menus, food schedules, food portions. As a result, there are still menus that are not in accordance with the tongue of local residents or underutilized the superior commodities of the target area. For participation in implementation, the advantage of PKK mothers and parents as a cooking group in PROGAS Kulon Progo is the activeness of the group in monitoring the response of school children to the food served. They do their best to keep the food from being wasted by modifying a little menu that the children do not like even though this action is not known to the central team. The cooking group also organizes portions of food according to the willingness and ability of schoolchildren to spend their meals.

For natural resources, farmers and local farmers also participate as suppliers of raw materials such as vegetables, fruit, eggs and rice. For progas that is projected to be sustainable, it needs to be used as a record for local farmers and farmers to actively engage with their cooking groups. In other words, farmers and ranchers who approach and offer directly to the entire cooking group at the target school Kulon Progo to remain subscribed to them. Because during the running of one period in Kulon Progo, there are still many schools that do not buy in the surrounding farmers, some vegetables and spices are also still purchased at the market. Therefore, researchers feel that farmers and farmers need to move first for example by routinely setting aside their products specifically for PROGAS, opening

stalls around schools, or by actively promoting merchandise to mothers of cooking groups.

5. Conclusions and suggestions

From the results of the research that has been described above, the researchers concluded that the implementation of FAO governance on School Feeding in PROGAS Kulon Progo policy has not been fully successful. There are several values that are still a record for the Indonesian government, including the determination of achievement benchmarks so that PROGAS has a definite time vulnerable, the composition of institutions that are still weak due to the absence of definite responsibility between the two ministries, funding that is still dependent on the State Budget, increased local production is less than maximum because it is not in accordance with the superior commodities of each region, and passive participation from the community during technical guidance. From this conclusion, the researchers suggested that the provision of responsibility to the Ministry of Health to create a sense of ownership over the continuity of the program and the handover of policy authority to the local government so that technical guidelines and funding are regulated directly by their respective local governments.

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