

Article

A Critical Review of the MBG Program Implementation through the 7C Protocol

Sulthan Rafii Assajid¹, Muhamad Azami Nasri², Andrian Novita³, Afini Nurdina Utami, Bening Kalimasada Aura Keindahan⁵

Corresponding author. *Email: assajidsulthan@gmail.com

Submitted: 2026-01-21 | Accepted: 2026-04-20 | Published: 30th April 2026

Abstract

This study aims to analyze the implementation of the MBG program using the 7C Protocol. A descriptive qualitative approach was employed, with data collected through semi-structured interviews using purposive sampling, participatory observation, and a literature review applying an integrative review model. Data were analyzed using grounded coding techniques and triangulation of sources, methods, theory, and researchers. The findings of this study indicate that the implementation of the MBG program demonstrates strategic direction and strong political support. However, its effectiveness remains constrained by weaknesses in regulation, human resource technical capacity, cross-sectoral coordination, transparency in communication, and operational consistency across all levels. In terms of content, the MBG program has a visionary objective, but the risk of shifting focus from implementation quality to quantity remains significant. The implementation context of the MBG program remains adaptive due to regulatory weaknesses and the absence of a clearly defined structure for cross-sectoral coordination at the national level. The organizational and human resource capacities are substantial in terms of structure and fiscal resources. However, they have not yet functioned effectively due to disparities in technical competencies and governance weaknesses. In terms of commitment, the implementation of the MBG program is strong at the central level but uneven in operational and administrative readiness at the regional and field levels. The program's clients have been clearly defined. At the same time, cross-sectoral coalitions have been widely established but not yet institutionalized sustainably to support implementation. Public communication for the MBG program has been carried out through various channels. However, it remains informative and top-down, lacking adequate transparency and meaningful public participation. Coordination for implementing the MBG program has been completed. However, it remains centralized and ad hoc due to the absence of standardized coordination regulations. Overall, the MBG program has a strong strategic foundation but has not yet achieved optimal effectiveness due to governance-readiness gaps and limited implementation capacity across all dimensions of the 7C Protocol.

Keywords: Defense Diplomacy, Status of Forces Agreements, VFA, SOVFA, HADR

^{1, 2, 3, 4} Independent Social Consultant, Depok.

⁵ Independent Environmental Consultant, Depok

I. Introduction.

As part of the National Strategic Program (PSN), the Government of Indonesia has allocated a budget of IDR 71 trillion to fund the Free Nutritious Meals (*Makan Bergizi Gratis*/MBG) program in 2025, targeting 19.47 million beneficiaries, including early childhood education (PAUD) to senior high school (SMA/equivalent) students, toddlers, pregnant women, and breastfeeding mothers (Pambudi, 2025). The MBG program is implemented under Presidential Regulation No. 83 of 2024 on the National Nutrition Agency (Badan Gizi Nasional/BGN) as the primary implementing institution.

Ten months into implementation, several crucial regulations have yet to be issued, including the program governance, BGN Strategic Plan, Food Safety Certification Scheme, and guidelines for establishing the Central Monitoring and Supervisory Team (Amrin, 2025; Badan Gizi Nasional, 2025d). The absence of these key policy instruments is further compounded by other strategic issues, such as alleged conflicts of interest, potential budget misuse, and human resource capacity that remains misaligned with the program's operational needs (Indonesia Corruption Watch, 2025; Oktafian, 2025). The estimated funding requirement for the five-year program, as stated in the National Medium-Term Development Plan (RPJMN), amounts to IDR 1,421 trillion, or an average of IDR 284.23 trillion per year (Estherina, 2025). However, as of September 26, 2025, budget absorption had only reached IDR 19.3 trillion (Arlinta, 2025). This significant gap between projected needs and actual realization raises concerns about the program's fiscal sustainability, particularly if it relies solely on state budget (APBN) financing (Koswara S Herlina, 2025).

In addition, the MBG program faces operational challenges, including uneven logistics distribution, limited food storage infrastructure, and delayed payments to service providers, which lead to disparities in service quality across regions. At the same time, poor public communication has worsened the program's reputation, including about the food poisoning incidents affecting at least 1,300 victims across ten provinces as of June 2025, and the spread of negative opinions across multiple media platforms (Kevin Tambunan et al., 2025; Kiftiyah et al., 2025; Mannan, 2025; Merlinda S Yusmar Yusuf, 2025; Nathania, 2025; Rizky et al., 2025). These complex challenges demonstrate that the MBG program is multidimensional and requires a comprehensive policy analysis.

Theoretically, policy implementation is understood as a process involving institutional design, work procedures, implementation instruments, and the political support and resistance that influence policy outcomes (Anderson, 2003; Dunn, 2018). Goggin (1986) emphasized that the policy implementation is determined by policy content, organizational capacity, and the quality of implementers. Najam (1995) refined this concept through the 5C Protocol, consisting of Content, Context, Capacity, Commitment, and Coalitions and Clients. Brynard (2005) and Burger (2015) further expanded the framework by adding critical variables, Communication and Coordination. Cloete et al. (2018) subsequently integrated these into the 7C Protocol, which highlights that all seven variables interact to determine the effectiveness of policy implementation.

In Indonesia, the application of the 7C Protocol framework remains very limited. It has primarily been used in political and anti-corruption governance studies, such as Bintana S Mayasari (2022, which examined corruption prevention in local tax revenue management. To date, no study has focused on applying the 7C Protocol framework to nutrition-based social intervention programs such as MBG, despite their high complexity and the involvement of multiple stakeholders across the national food supply chain.

This study aims to analyze the implementation of the MBG program using the 7C Protocol framework developed by Cloete et al. (2018). The analysis is directed at identifying institutional and policy factors that contribute to the gap between program objectives and field practices, and to propose governance improvement recommendations relevant to the sustainability of the MBG program and other similar social programs in the future.

II. Methods

The study employed a descriptive qualitative approach to explore in depth the dynamics and complexities of the MBG program implementation using the 7C Protocol framework developed by Cloete et al. (2018). The descriptive qualitative method was chosen to obtain a comprehensive understanding of the social phenomena in a contextual and interpretive manner (Neuman, 2014). The research was cross-sectional, with data collection conducted between August and November 2025.

Data were collected through semi-structured interviews, participation in public seminars and discussions on the MBG program, and literature review using an integrative review model. The literature review involved a systematic examination of legal frameworks, program reports, institutional publications, official websites, news articles, and relevant academic literature to strengthen both the theoretical framework and the validation of empirical findings (Neuman, 2014).

Semi-structured interviews were conducted to enable flexible exploration of key issues aligned with the variables in the 7C Protocol framework (Bryman, 2016). The interview guide was structured around the seven dimensions of the 7C Protocol. Informants were selected through purposive sampling to capture perspectives across academic, policy, consultancy, and field-level implementation domains. This combination was intended to provide both analytical assessments of governance design and experiential insights from actors directly involved. Seven key informants participated in this study, including:

- a. Expert in Food, Nutrition, and Health from IPB University (Informant A);
- b. Expert in Public Policy from Gadjah Mada University (Informant B);
- c. Expert in Public Policy from the University of Indonesia (Informant C);
- d. Public Policy Analyst from Melbourne University (Informant D);
- e. Food Safety and Management System Consultant (Informant E);
- f. SPPI or Indonesian Development Pioneer Scholars (Sarjana Penggerak Pembangunan Indonesia) (Informant F); and
- g. Expert in Food Security & Sustainability from Think Tank (Informant G).

Primary data were analyzed using grounded coding techniques, including open coding to identify initial themes, axial coding to establish relationships among categories, and selective coding to construct a conceptual narrative that addresses the research focus. In this

process, raw interview excerpts were systematically categorized into the seven dimensions of the 7C Protocol to ensure an objective transition from data to theory. Secondary data from participant observations and a literature review were used for analytical triangulation to ensure consistency with the 7C Protocol framework.

The validity of the findings was maintained through the application of triangulation of sources, methods, theories, and researchers (Neuman, 2014). Furthermore, the principles of trustworthiness and authenticity, as proposed by Lincoln and Guba (1985) and Guba and Lincoln (1994), as cited in Neuman (2014), were implemented through the fulfillment of four key criteria: credibility, dependability, confirmability, and transferability. This comprehensive methodological process ensures that the study's findings accurately reflect the reality of MBG program implementation in a rigorous, holistic, and scientifically accountable manner.

The limitation of this study lies in the breadth and complexity of the 7C protocol analysis. At the same time, the operational indicators for each dimension have not yet been standardized in the literature, thereby requiring substantial conceptual interpretation. The MBG program, which has not yet reached one full year, has resulted in limited information availability, and the implementation dynamics have yet to exhibit a stable pattern. In addition, previous studies in Indonesia that have applied the 7C protocol remain limited and unrelated to nutrition policy, leaving the analysis without empirical support. Access to field data was also constrained because some implementation details are not systematically documented, and there are regional variations that are not reflected in publicly available data sources. All these conditions imply limitations in the depth of analysis and restrict the generalizability of the findings at the national level.

III. Results, Analysis, and Discussions

3.1 Content

Content refers to the actual content contained in the policy itself. The content variable includes the various goals and objectives set and what the policy aims to achieve (Cloete et al., 2018). Cloete S De Coning (2011) describe content as the foundation linking (1) goals, (2) the problem definition, and (3) implementation pathways, thereby ensuring that the policy's internal logic is coherent and that the proposed interventions are aligned with the underlying issues the policy seeks to address. Content therefore functions as the substantive core of a policy, outlining not only what must be achieved, but also why these objectives are important and how they should be operationalized within existing institutional and contextual constraints.

The Free Nutritious Meal (Makan Bergizi Gratis/MBG) program is one of the National Strategic Programs (Program Strategis Nasional/PSN) mandated under Presidential Regulation No. 12 of 2025 on the National Medium-Term Development Plan (Rencana Pembangunan Jangka Menengah Nasional/RPJMN) 2025–2029. The MBG aims to build a healthy, intelligent, and productive generation in support of Indonesia Emas 2045, through four specific objectives: (1) nutritional fulfillment, (2) educational improvement, (3) economic enhancement, and (4) poverty alleviation. Although the program's objectives have been formally articulated, they remain insufficiently clear in practice and overly broad in scope. As Informant B emphasized, *“A program must have clear objectives and indicators to generate meaningful impact, especially once it is incorporated into the National Development Planning System (Sistem Perencanaan Pembangunan Nasional/SPPN).”*

During its development, the MBG's initial strategy, which initially targeted 17.98 million beneficiaries in 2025, has undergone significant adjustments in response to directives from the President of the Republic of Indonesia. These changes include expanding the target beneficiaries, adjusting beneficiary proportions, increasing the number of SPPGs, and diversifying implementation modalities. According to the President's directive, the 2025 target for the MBG program aims to reach approximately 82.9 million beneficiaries across Indonesia, to be served by 32,000 SPPGs (Saptati D. I., 2025). The President reaffirmed this directive in his official speech, emphasizing that the MBG program must reach all Indonesian children, including vulnerable groups such as pregnant women and toddlers. While expressing his pride in achieving 30 million beneficiaries, the President also reminded that around 52 million children and pregnant women are still awaiting access to the program's services (Sekretariat Kabinet Republik Indonesia, 2025).

The strategy for achieving the MBG targets is highly dynamic under the direct instruction of the President of the Republic of Indonesia. The programs' coverage target increases from 19% to 30%, representing a significant expansion in the number of beneficiaries from 17.89 million to 82.9 million. While the original plan aimed for gradual implementation across 514 regencies/cities until 2029, the revised target focuses on reaching 502 regencies/cities by 2025. The delivery system also shifts from 5,000 service units to a more extensive structure of 25,400 clustered nutrition service units and 6,000 prioritizing nutrition service units in remote areas.

Despite the adjustments, the program remains anchored in the same Presidential Regulation that governs its implementation, and this significant expansion of targets has raised concerns regarding its implementation orientation. First, there are no clear technical strategies, as emphasized by Informant D, who stated, "... *However, no explicit 'end goal' is articulated in the official documents or even in the academic manuscript, and performance indicators have yet to be developed. Also, no clear technical strategy was identified to support the achievement of the program's objectives.*"

Second, the accelerated policy directions appear to prioritize quantitative achievement over qualitative performance. Public policy analyst Aditya Utama argues that the program seems driven to meet numerical targets of beneficiaries rather than to strengthen nutritional quality, operational standards, and food safety (CNN Indonesia, 2025). This criticism reflects the risk of a shift in focus from substantive nutritional improvement to statistical goal attainment, which could undermine the program's overall effectiveness in realizing its original objectives.

3.2 Context

The context of a policy is closely linked to the regulations underpinning it. The institutional context establishes the boundaries of what can and cannot be done during the implementation process, which is highly influenced by the policy's position within the organizational structure, strategic direction, and leadership support (Cloete et al., 2018). The MBG program is implemented by BGN as the lead institution, in line with the RPJMN 2025–2029. It is formalized through Presidential Regulation No. 83 of 2024 on BGN. However, despite undergoing several trial phases, the dynamics of MBG implementation indicate that the existing regulatory framework and governance are inadequate. According to CISDI (2025), the available regulations are limited to the Deputy for Distribution Decree No. 2 of 2024, which provides only technical operational guidelines for MBG. Regulations at this

deputy level are legally limited and do not carry intersectoral binding authority. Yet, a complex program like MBG requires higher-level legal foundations to govern, coordinate, and allocate roles among the involved agencies.

Beyond regulations and governance frameworks, implementation effectiveness is determined by the actors involved. In the context of policy implementation, it is essential to identify institutional actors who influence and are influenced by the implementation process. Burger (2015) stated that policy formulation and implementation result from interactions among actors with differing interests, objectives, and strategies. The MBG program involves seven main groups of actors, namely regulators, lead institutions, contributor institutions, distribution institutions, recipient institutions, providers of nutritious food supply chains, and target groups.

The lead institution is BGN, while contributor institutions include 13 ministries and agencies, namely the Ministry of Health, Ministry of Education and Culture, Ministry of Religious Affairs, Ministry of Agriculture, National Food Agency, Ministry of Marine Affairs and Fisheries, Ministry of Cooperatives and Small and Medium Enterprises (SMEs), National Agency of Drug and Food Control (BPOM) (Food and Drug Monitoring Agency), Ministry of Public Works and Housing, Ministry of Environment and Forestry, Ministry of Village, Development of Disadvantaged Regions, and Transmigration, as well as local governments. In addition, distribution institutions include the SPPG, recipient institutions such as schools and pesantren, and providers in the nutritious food supply chain, including Micro, Small, and Medium Enterprises (SMEs), cooperatives, and private partners.

However, after nearly ten months of implementation, there is still no legal framework that clearly defines the roles, responsibilities, and coordination mechanisms among these actors. As informant E stated: *“BGN serves as the implementing agency for the MBG program, yet it does not involve other ministries or institutions. Existing collaborations function merely as formalities for policy material testing. Consequently, no regulatory framework currently supports substantive inter-agency cooperation.”*

This phenomenon contrasts with other national priority programs, such as the Stunting Reduction Acceleration program, which is regulated by presidential regulations and reinforced by cross-ministerial regulations and technical guidelines that serve as references for local governments. Similarly, the School Children Supplementary Feeding Program (*Program Makanan Tambahan Anak Sekolah*) has a legal basis through the Ministry of Home Affairs Regulation No. 18 of 2011, which governs cross-sectoral coordination in its implementation (CISDI, 2025). The absence of a strong legal foundation indicates that, although the actors involved have been mapped, their governance structure still requires strengthening.

Factors shaping institutional characteristics also influence the context of program implementation. This discussion focuses on institutional context, which, like other policy variables, is shaped by the broader social, economic, political, and legal structures (Brynard, 2000). Burger and Najam (1995) emphasize that institutional characteristics should be understood as part of a system influenced by the social, economic, political, and legal structures in which the institution operates. Therefore, the implementation of the MBG program cannot be separated from the national socio-political context, regional economic dynamics, and the legal and bureaucratic capacities that support its execution.

3.3 Capacity

Scholarly interpretations of capacity in public policy implementation have evolved significantly. Cloete et al. (2018) describe public sector capacity as encompassing competencies, administrative and technical skills, organizational culture, monitoring and evaluation mechanisms, and effective institutional structures. Earlier, Najam (1995) defined capacity as the availability of human, financial, logistical, and technological resources. Brynard (2005) further divided implementation capacity into tangible resources, such as personnel, financial means, technology, and logistics, and intangible elements such as leadership, motivation, commitment, courage, and resilience. Skhosana (2019) framed capacity as administrative capacity, referring to the ability and authority required to achieve desired policy changes. Addressing the conceptual ambiguity of earlier broad definitions, this study adopts the structured framework of Howlett S Ramesh (2015) and Wu et al. (2015), which conceptualizes policy capacity across three levels: individual, organizational, and systemic.

Aligned with the purpose of this study, the analysis focuses on human resource (HR) capacity and organizational capacity, as these two dimensions are the most relevant to the implementation challenges under examination. HR capacity is a critical determinant of implementation success, as policies can only be executed effectively by professional personnel equipped with appropriate task assignments, technical knowledge, analytical abilities, leadership, negotiation skills, and political acumen to manage competing interests and ensure political feasibility (Berman, 1978; Cloete et al., 2018; Hanekom, 1987; Howlett, 2009; Knill S Tosun, 2012; Wu et al., 2015).

The core challenge in implementing MBG lies in the limited capacity of human resources at the strategic level within BGN. Informant E highlights the incompetence of key officials who lack an understanding of nutrition governance. At the same time, Informant D notes that many high-ranking officials in BGN lack nutrition-related backgrounds despite the institution's mandate to ensure nutritional fulfillment. Similar criticisms were raised by Commission IX, which argued that the absence of health professionals in strategic positions may impede MBG (Oktafian, 2025), as well as by the Head of BGN, who underscored the importance of strengthening the quality of human resources (Sekretariat Presiden Republik Indonesia, 2025). INDEF further asserted that the scarcity of nutrition experts within leadership roles undermines public trust (WartaEkonomi.co.id, 2025). These conditions indicate a structural misalignment between BGN's technical mandate and the competencies of its leadership, aligning with the arguments of Howlett and Ramesh (2015) and Mukherjee and Howlett (2016), who emphasize the critical role of technical capacity, analytical skills, and political acumen in the policy process. It also affirms Howlett's (2009) warning that implementation cannot be entrusted to incompetent actors.

At the operational level, capacity gaps are equally evident. Informant A indicates that many MBG-related problems stem from the absence of SOPs, limited technical expertise, and the lack of mandatory certification for Food Handlers. He emphasizes the need for nutritionists and culinary specialists to ensure food safety. Informant B adds that implementer competencies must be assessed down to the level of cooks and supervisors. Informant E also criticizes the rapid establishment of 13,000 SPPGs without adequate prototypes, creating an imbalance between program expansion and technical readiness. Limited knowledge of Hazard Analysis and Critical Control Points (HACCP) and the need for approximately 20,000 nutritionists highlight that MBG's operational capacity remains weak and systemic (Decemberia, 2025).

In response, BGN has initiated open recruitment, technical training, and partnerships with various institutions, including the Indonesian Defense University, to prepare 30,000 Heads of SPPG (Aditya S Ramadhan, 2025), as well as collaborations with the Ministry of Law and Human Rights, the Ministry of Manpower, National Public Procurement Agency (LKPP), and National Agency of Drug and Food Control (BPOM) (Badan Gizi Nasional, 2025e, 2025c, 2025h; BPOM, 2025). However, these efforts have not resolved the competency mismatch, as the core issue is not merely the quantity of personnel but the quality and relevance of their expertise to the program's technical mandates. From the perspective of implementation theory, Berman (1978) underscores that effective public policy implementation depends on administrators who can translate decisions into action, while Knill and Tosun (2012) stress the importance of providing adequate resources to those administrators. In the MBG context, the accelerated establishment of SPPGs and the placement of actors without sufficient technical competence have created a gap between policy demands and implementer capacity. Consequently, despite institutional strengthening efforts, MBG's success remains constrained by structural problems in aligning human resource competencies. These issues require deeper, more systemic reform.

Organizational capacity refers to the ability of an institution to implement governance mechanisms and operational systems, manage financial resources, and build adaptive and learning-oriented organizational processes (Cloete et al., 2018; Wu et al., 2015; Howlett & Ramesh, 2015; Mukherjee & Howlett, 2016; Molobela, 2019; Brynard, 2009; Mkhize & Nel, 2024).

Formally, BGN possesses substantial organizational capacity through its strategic mandate under Presidential Regulation No. 83/2024, its four-deputy structure, internal oversight mechanisms, data center, and nationwide operational reach via 11,592 SPPGs (Mkhize S Nel, 2024). However, field findings reveal a gap between this normative capacity and its functional performance. Informant C notes that BGN is not structurally prepared to operate a national-scale program due to the absence of nutrition protocols, food safety standards, and a monitoring system. It aligns with Skhosana's (2019) argument that institutional capacity must be established at the outset, rather than developed during implementation. Within the framework of Wu et al. (2015) and Howlett & Ramesh (2015), BGN's organizational capacity remains weak in structural, procedural, and internal coordination dimensions, foundational elements for administering a highly technocratic program such as MBG.

The capacity gap becomes more apparent in the development of SPPGs. The establishment of 13,000 SPPGs in the first year, described by Informant E as excessively rushed and lacking a prototype, created an imbalance between structural expansion and technical preparedness. Although Informant F highlights that SPPGs have clear role divisions, field findings of cross-contamination and poor hygiene (Pratama, 2025; Suwanti, 2025) indicate that operational standards have not been consistently applied. It demonstrates that organizational capacity entails not only structural presence but also the ability to mobilize information, ensure procedural consistency, and maintain inter-agency coordination. These elements form the analytical and administrative capacity of institutions as described by Mukherjee S Howlett (2016). The failure to report poisoning incidents to education and health authorities further underscores weaknesses in information flows and supervisory mechanisms.

From a governance perspective, Informant B stresses the need for social audits across

the MBG ecosystem, rather than relying solely on SPPG accreditation, highlighting that organizational capacity must also involve public accountability. The involvement of the Indonesian National Police (Polri), the State Intelligence Agency (BIN), and the BPOM in investigating MBG-related incidents demonstrates rapid corrective action but also reveals a supervisory posture that remains reactive rather than preventive. Although BGN has strengthened transparency through Information and Documentation Management Officer (PPID or Pengelola Informasi dan Dokumentasi) capacity-building and is encouraged to adopt results-oriented governance (Badan Gizi Nasional, 2025e; Kementerian PANRB, 2025c), the gap between its substantial institutional capacity and governance effectiveness persists. Referring to Wu et al. (2015) and Howlett & Ramesh (2015), organization-level capacity requires sustained coordination capability, policy coherence, and administrative support. In the case of MBG, the disparity between BGN's formal and functional capacity indicates that essential organizational prerequisites for effective implementation have not yet been fully met, resulting in continuing structural constraints on program performance.

From a budgetary perspective, BGN received a total allocation of IDR 71 trillion in 2025, along with an additional standby fund of IDR 100 trillion. Of this amount, IDR 99 trillion was disbursed. At the same time, IDR 70 trillion was returned to the President due to underutilization within the 2025 fiscal year (Badan Gizi Nasional, 2025j). In 2026, BGN's budget increased significantly to IDR 268 trillion, reflecting an increase of approximately IDR 50.1 trillion from the previous indicative ceiling of IDR 217.8 trillion (Badan Gizi Nasional, 2025f).

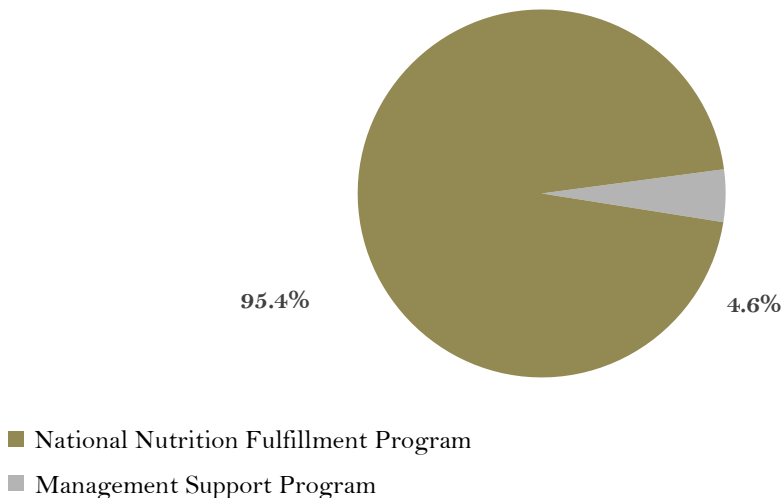


Figure 1. Budget Allocation of the National Nutrition Agency by Program Classification in 2026

Source: Badan Gizi Nasional (2025f). Processed by author (2025)

Of the total budget, 95.4 percent, approximately IDR 255.5 trillion, is allocated to the National Nutrition Fulfillment Program. In comparison, 4.6 percent, or IDR 12.4 trillion, is assigned to the Management Support Program. This distribution indicates that managerial functions receive a much smaller share, underscoring BGN's 2026 priority to deliver direct

impacts on improving community nutrition. In addition, transparency and accountability in budget utilization remain limited within BGN.

Informant D emphasized that the absence of standardized financial reporting within BGN undermines transparency and accountability, thereby weakening internal control and public trust. Governance risks are illustrated by the 2024 MBG tray investment fraud, which caused losses of IDR 8.25 billion, exposing regulatory gaps in monitoring external actors claiming involvement in MBG financing. At the local level, governance challenges are further compounded by the absence of clear role delineation between central and regional governments under Presidential Regulation No. 83/2024, resulting in coordination gaps between BGN, KPPG, and local government units (LA2KP, 2025; CISDI, 2025). The division of authority between these two levels of government has not been elaborated in sufficient detail, causing field coordination to face persistent obstacles, particularly in aligning central policy directives with the actual capacities of local administrations (LA2KP, 2025).

Empirical studies at the SPPG level further confirm that monitoring systems remain inconsistent, inter-agency coordination between SPPG, the Health Agency, and KPPG is suboptimal, and financial accountability mechanisms are insufficiently formalized, necessitating clearer role divisions among local stakeholders to ensure long-term program execution (Ariyani, Dema, & Irwan, 2026; Sriharyati, Harto, Mariam, Sulistianingsih, & Marhanah, 2025). These findings are corroborated by the (Ombudsman RI, 2025), which identified eight governance failures at the operational level, including an integrated supervision system that remains reactive and not fully data-driven, potential conflicts of interest in partner selection through political network affiliations, and delayed disbursement of field staff honoraria, all of which undermine program delivery across regions. At the same time, APBD 2026 contributions remain supplementary and non-dominant, reaffirming that the APBN remains the primary source of program financing (Jati, 2025; KPPOD, 2025). Additionally, Informant E noted that inter-ministerial coordination has not materialized and remains limited to regulatory public consultations for administrative compliance. The absence of binding rules governing budget coordination between BGN and other ministries/agencies allows each institution to prioritize its own agenda for reasons of budget efficiency, resulting in a fragmented program financing architecture.

In response to these risks, BGN's Deputy for Systems and Governance underscored the importance of strengthening financial oversight (Nurhakim, 2025). BGN's technical cooperation with the Financial Transaction Reports and Analysis Center (PPATK), including data sharing and the development of risk parameters for an early-warning system, constitutes an important step toward enhancing institutional capacity for fiscal risk mitigation (PPATK, 2025). However, without stronger inter-ministerial coordination, more robust financial transparency, and a more balanced share of non-state financing, BGN's financial capacity remains insufficient relative to the scale of its mandated responsibilities.

3.4 Commitment

Commitment refers to the motivation and attitude of politicians, public officials, and stakeholders in ensuring sufficient resources (political, managerial, and financial) for an effective policy implementation (Cerna, 2013; Cloete et al., 2018; Molobela, 2019; Najam, 1995). In assessing commitment, three key dimensions should be considered: coherence across levels of governance, willingness to implement, and field-level discretion or adaptation (Brynard, 2005; Cloete et al., 2007, 2018; Elmore, 1979; Najam, 1995; Orlandi, 2020; Warwick,

1982).

At the national level, political commitment to the MBG program is firm. This strong commitment is highlighted by the Informat A, B, and D. MBG has been a flagship policy since the presidential campaign and has been repeatedly emphasized by President Prabowo in major national forums (Badan Gizi Nasional, 2025f; Kementerian Keuangan RI, 2025; TVRI, 2025). However, Informant D suggested that strategic alignment across sectoral institutions was not fully consolidated. Such high-level prioritization may compress the space for technocratic deliberation within ministries. This indicates that political commitment of the government does not automatically translate into shared technocratic ownership.

Managerially, the central government has institutionalized this commitment through a Presidential Regulation that establishes the BGN as the implementing body. However, as of October 2025, the governance structure among relevant ministries and agencies had not yet been formally defined (Amrin, 2025). Technical guidelines (juknis) are still under development, even though program implementation has been ongoing since January 2025. It suggests that political commitment functioned as a driver of rapid policy rollout rather than as a guarantor of institutional preparedness. The strong presidential mandate appears to sacrifice the deliberative processes necessary for operational coherence. This delay implies that managerial preparedness and institutional coordination lagged, indicating that the program's operational readiness had not yet fully aligned with its strong political commitment.

Financial commitment is substantial at the central level, mainly because the funding mechanism is carried out top-down, directly from the central government to the regions, to reduce bureaucracy, as Informant F mentioned. The 2026 national budget allocates approximately IDR 335 trillion to the MBG program, driven by the ambition to reach all targeted beneficiaries (Idris, 2025; Ni'am S Prabowo, 2025).

Informant D noted that the central level demonstrates strong enthusiasm. However, regional and local governments are not meaningfully involved, resulting in a lack of sense of ownership and difficulties in accepting mandated directives. This limited participation appears to stem from the program's centralized design and accelerated rollout. Informant A emphasized that the alignment with local contexts is essential, given their distinct characteristics. Despite these shortcomings, this commitment is nonetheless reflected in several locally driven initiatives.

Some provinces, such as West Sulawesi, have declared MBG a flagship regional initiative (Dinas Kesehatan Sulawesi Barat, 2025). Others, including East Java, have hosted regional coordination meetings to consolidate program implementation (Dinas Kominfo Jawa Timur, 2025). West Java has developed a transparency database, SiMantap.MBG, to monitor and publicly display program data. It shows an initiative that reflects a voluntary political commitment to accountability. Managerially, several provinces have Nutrition Service Fulfillment Office/Kantor Pemenuhan Pelayanan Gizi (KPPG) and local task force (satgas) to oversee and support MBG operations (APEKSI, 2024; Badan Gizi Nasional, 2025d; Budiono, 2025).

Financially, provincial and local governments are estimated to contribute around IDR 23.77 trillion from regional budgets, supported by directives from the Ministry of Home Affairs encouraging regional budget allocation and land provision for MBG facilities (APEKSI, 2024; Budiono, 2025; KPPOD, 2025). Some provinces, such as North Sulawesi, have

already allocated local budgets to support MBG (BPK Perwakilan Provinsi Sulawesi Utara, 2025). However, in regions where central transfers far exceed local fiscal capacity, such as West Java and East Nusa Tenggara, financial dependency indicates uneven commitment (Abdurrahman, 2025; Purab, 2025).

Local governments play a crucial role in the program's overall success. Informant D on October 23, 2025, highlighted that the MBG program's implementation model tends to be overly centralized and inflexible, while local governments, particularly at the regency and city levels, have diverse interests and contextual realities.

"The central government needs to establish meaningful collaboration with local governments. Local authorities (regency/city) have a better understanding of local resources and population data, allowing the program to leverage local commodities to better target the intended beneficiaries."

A similar view was expressed by Informant A, who emphasized the importance of regency/city communities within the program implementation ecosystem.

"...local communities are the primary beneficiaries; they are the ones whose resources and commodities should be utilized, whose economies should be strengthened through the program, and who ultimately bear the impacts and responsibilities when challenges arise during implementation..."

These statements suggest the need to strengthen local governments' roles in the governance of the MBG program. Strengthening local commitment requires more than financial transfers; it necessitates structured mechanisms for subnational participation in planning, menu design adaptation, procurement strategies, and monitoring systems.

At the regency and city levels, coherence is more fragmented, as implementation is directly managed by SPPG (APEKSI, 2024). Some local governments have shown initiative through coordination meetings, grievance handling, and evaluation measures (KDP Kota Sukabumi, 2025; Mulato, 2025; Priyono, 2025). The Greater Semarang area, including Semarang City, Semarang Regency, and Salatiga City, has demonstrated a strong initiative through the development of the website <https://lapor.kawalmbg.org>, which serves as a complaint platform for issues related to food quality and health disturbances. Several regencies also demonstrate financial commitment, such as Cianjur's allocation of IDR 5 billion (Ihsanuddin, 2025).

Provincial and local governments that perceive MBG as a strategic intervention to improve human capital tend to exhibit stronger voluntary engagement, as evidenced by initiatives promoting local food production and community participation. For instance, in Jayapura, the regent encouraged residents to cultivate vegetables, tubers, and maize, and to raise poultry and fish to support MBG while strengthening local economies (Pemerintah Kabupaten Jayapura, 2025). Similarly, in Bone Regency, South Sulawesi, local leaders launched an integrated horticultural garden to supply MBG (Pemerintah Provinsi Sulawesi Selatan, 2025). These examples illustrate Warwick's (1982) argument that voluntary responsibility strengthens policy sustainability. However, an inconsistent understanding of MBG's nutritional and sustainability principles sometimes leads to implementation errors. A notable case involved food poisoning due to the use of shark meat as local food, revealing a gap between enthusiasm and responsible practice (Muda, 2025b).

Genuine commitment at the field level is also demonstrated through discretion and local adaptation, yet it remains grounded in intensive training provided by the BGN. Informant F

noted that implementers conduct student surveys, both verbal and written, to capture menu preferences and incorporate them into the following week's meal plans. However, findings such as cases of food poisoning, the provision of ultra-processed food, and menus or portion sizes that may be considered less appropriate indicate weak commitment among implementers in realizing the program's vision (Dennys, 2025; Hendarto, 2025; Muda, 2025a; Safitri, 2025). While SPPG structures and regulations provide a formal framework, the degree of implementers' discretion to innovate responsibly remains limited. Given the program's rapid nationwide rollout, capacity-building mechanisms may not have developed at the same pace as political and financial commitment. As a result, discretion at the field level is exercised within the limits of existing competence, potentially constraining the realization of the program's nutritional and sustainability objectives.

At the school level, commitment to support MBG is shaped by how schools perceive their role. Informant A emphasized that teachers, as role models, can influence students' dietary behaviors and strengthen nutritional literacy, a view also supported by nutrition experts such as Baba (2025) and Manurung (2022). Yet, current implementation assigns teachers logistical roles, particularly in MBG distribution, rather than educational ones (Mardianti, 2025). This occurs even though MBG expenditures have already constrained the education budget. The *Perhimpunan Pendidikan dan Guru* (P2G) has criticized this as disrupting teaching activities, indicating a misalignment between commitment to educational goals and managerial decisions within MBG operations (Naufal, 2025). The assignment of logistical duties to teachers suggests that the education sector is operationally instrumentalized rather than substantively integrated into MBG's strategic framework. Such a design may limit the integration of MBG's long-term behavioral objectives into the education system, indicating a misalignment between policy goals and sectoral mandates.

Taken together, these findings reveal that commitment to MBG is uneven across governance levels, shaped by political priorities, managerial readiness, and the capacity of frontline actors. This phenomenon aligns with the 7C Protocol proposed by Cloete (2018), which, in this context, emphasizes the importance of context, capacity, and coordination.

3.5 Coalitions and Clients

The Clients and Coalitions variable highlights the configuration of actors who are directly affected by a policy and those who influence its implementation trajectory (Cloete et al., 2018; De Coning et al., 2018; Najam, 1995). In the MBG program, clients act not as passive recipients but as social actors whose participation, acceptance, and feedback shape implementation effectiveness. Based on the national design established by BGN, clients consist of four groups:

- a. Students from PAUD to SMA/SMK/MA,
- b. *Santri* in pesantren and religious education institutions,
- c. Pregnant women, breastfeeding mothers, and toddlers with normal nutritional status, and
- d. Pregnant women and toddlers are experiencing nutritional challenges.

These categories illustrate a heterogeneous client structure dispersed across schools, pesantren, and community health units such as Posyandu. This diversity shapes how different groups participate in and experience the MBG program, resulting in varying levels of engagement that influence implementation strategies at the local level. Conversations with key

informants reveal that this diversity also opens a broader debate about whether the current client configuration truly reflects the program's intended priorities.

Informant E emphasized that MBG beneficiaries should ideally be selected more carefully, arguing that the program ought to prioritize those facing the highest nutritional risk, particularly infants in their first 1,000 days of life. This concern is echoed by Informant A, who cautioned that a blanket targeting strategy may dilute the program's effectiveness by spreading resources too thinly across groups with differing levels of need.

Conversely, Informant F offered a different perspective, suggesting that broad and inclusive targeting could generate broader social and economic benefits. A universal approach, they argued, has the potential to create larger multiplier effects, enhance community participation, and strengthen the program's overall visibility. These differing viewpoints highlight a vital reflection point for the MBG program: the need to reassess whether its client configuration is fully aligned with the program's Content and long-term direction. As Brynard (2005) noted, strong acceptance and the suitability between a program and its target groups play a crucial role in reinforcing legitimacy, reducing resistance, and maintaining implementation stability.

Coalitions, by contrast, serve as networks that contribute resources, legitimacy, and operational capacity. They function as adaptive cross-actor alliances rather than static formal structures (Najam, 1995; Brynard, 2000; Cloete & de Coning, 2018). In the MBG program, coalitions take two primary forms: internal government coalitions and external non-government coalitions.

Table 1. Government Coalition

Actor Involved	Roles in the Implementation of the MBG Program
Government Coalition	
Badan Gizi Nasional	National program coordinator, development of technical guidelines, and implementation supervision
Contributing InstitutionsContributor Institution	
Ministry of Public Works and Public Housing (PUPR)	Construction of MBG kitchen infrastructure (Nutrition Service Centers/SPPG) in various locations (Yul, 2025).
Ministry of Home Affairs (Kemendagri)	Facilitates coordination with local governments and land provision for SPPG (Purnamasari, 2025).
Ministry of Finance	Budget allocation for the MBG program
Ministry of Administrative and Bureaucratic Reform (PANRB)	Monitors bureaucratic accountability for MBG (MenpanRB, 2025).

Actor Involved	Roles in the Implementation of the MBG Program
Ministry of Communication and Digital Affairs	Orchestrates the digitalization of programs and MBG public communication (Badan Gizi Nasional, 2025c).
Ministry of Primary and Secondary Education	Integrates MBG into schools (Parady, 2025).
Ministry of Health	Ensures compliance with health standards and the quality of MBG food (Kemensetneg, 2025).
National Food Agency (Bapanas)	Ensures food security and distribution for MBG (NFA, 2025).
National Agency of Drug and Food Control (BPOM)	Oversees the quality and safety of MBG food ingredients (HM-Nelly, 2025).
Ministry of National Development Planning (Bappenas)	Integrates the program into national development planning (Bappenas, 2025; Nasional, 2025; Nugroho et al., 2025).
Financial Transaction Reports and Analysis Center (PPATK)	Monitors MBG funding flows (MenpanRB, 2025).
National Public Procurement Agency (LKPP)	Develops procurement policies and regulations for goods/services for MBG (LKPP, 2024).
Ministry of Agriculture (Kementan)	Provides logistic support and supplies (Kemhan, 2025a).
Ministry of Marine Affairs and Fisheries (KKP)	Supplies fishery products for MBG (Badan Gizi Nasional, 2025b).
Ministry of Villages, Development of Disadvantaged Regions, and Transmigration (Kemendes PDTT)	Role not yet clearly defined, but a partnership has been initiated.
Indonesian National Police (Polri)	Supports MBG infrastructure provision (Badan Gizi Nasional, 2025d).
Local Governments (Provinces/Regencies/Cities)	Development of infrastructure, supply chain, and distribution of MBG (Alqinaya, 2025).

Source: Processed from various sources

External non-government coalitions consist of private sector firms (e.g., Sarihusada, Krakatau Steel, Pos Indonesia, Pertamina, KADIN, APRINDO), religious organizations (NU, Muhammadiyah, PUI, Aisiyiah, Fatayat NU), NGOs (BP-Taskin, Yayasan Gizi Indonesia, Rumah Zakat, PKPU Human Initiative, Dompot Dhuafa), local actors (BUMDes, MSMEs,

PKK, Posyandu), international institutions (UNICEF, WFP, WHO, USAID, World Bank, FAO, JICA, UNFPA, Global Affairs Canada, DFAT, IFAD, ADB, UN Global Pulse), and academia such as IPB University.

This extensive constellation of actors forms a collaborative support system that integrates policy governance, logistics, nutrition education, and community facilitation. In practice, coalitions reinforce the broader elements of the 7C protocol by strengthening planning, coordination, capacity, commitment, and communication across different implementation levels. Government actors contribute to institutional governance and regulatory alignment, while non-government partners expand outreach and introduce innovations in service delivery, local food production, and nutrition advocacy. Religious organizations, with their deep community roots, further enhance social acceptance and legitimacy through their extensive grassroots networks.

However, field insights reveal critical tensions beneath this seemingly collaborative structure. Informants D and A observed that despite the presence of multiple ministries and institutions within the MBG ecosystem, each ministry and government agency tends to prioritize its own mandates and interests. As a result, collaboration often lacks clear direction and shared consensus, leading to overlapping roles, fragmented activities, and inconsistencies in execution. Informant D further noted that limited engagement with research institutions, paired with a sense of defensiveness or resistance from BGN, has contributed to a policy environment that feels closed and, at times, resistant to critique or external input.

As argued by Elmore (1979), effective cross-actor synergy should enhance implementation capacity, reduce resistance, and enable policies to function beyond rigid bureaucratic boundaries. Yet, despite the breadth of the MBG coalition architecture, its functional strength remains limited. Many collaborative arrangements remain confined to formal agreements without translating into substantive operational synergy. Informant E underscored this gap, stating:

“The cooperation established through MoUs by BGN does not mean much; the collaboration itself is not visible and seems to be nothing more than a ceremonial signing”.

This perspective highlights that although the coalition architecture appears extensive on paper, it lacks binding institutional mechanisms and has yet to materialize as a robust, coordinated, and functional implementation network.

3.6 Communication

Strategies for policy implementation communication are essential to ensure that policies are effectively conveyed through transparency, accountability, and good governance, thereby ensuring stakeholder participation in the policy implementation process (Cloete et al., 2018). The information disclosure mechanisms established by BGN within the MBG program demonstrate that the agency has developed an informative and educational communication system to improve nutrition and public health. In this context, it is essential to understand the communication approaches BGN adopts to shape the direction, form, scope, and frequency of communication related to the MBG program.

According to Okumus (2003), communication approaches toward the public can be classified by nature (top-down or bottom-up), form (lateral, formal, or informal), scope (internal or external), and frequency (one-time or continuous). To institutionalize public communication, BGN has also established a dedicated PPID unit to ensure that BGN's

governance remains open, transparent, accurate, and accountable. The following section presents an analysis of the communication approaches BGN used to implement the MBG program.

Table 2. Communication Approaches of the MBG Program by BGN

Direction of Communication Top-down/ Bottom-up	BGN primarily adopts a top-down, centralized communication approach, in which messages are conveyed from the agency to the public.
Form of Communication Formal/Informal	Communication for the MBG program is conducted formally through social media and a website that present outcomes of meetings, coordination sessions, or collaborations between BGN and other institutions. The communication is formal because the dissemination of information focuses on official documents, such as reports and meeting summaries. BGN also focused on nutritional campaigns for the public.
Scope of Communication External/ Internal	MBG-related communication represents external communication from BGN to the public, focused on the campaign and implementation reports.
Frequency of Communication Temporary/Continuous	Communication is continuous, as indicated by BGN's consistent updates across its communication channels.

Source: Processed from various sources

The consumer information campaign serves as BGN's policy communication instrument to influence public behaviour through social media. The Legal and Public Relations Bureau of BGN specifically manages nutrition programs and MBG campaigns (Badan Gizi Nasional, 2025k). In accordance with Article 77 of the BGN Regulation, the agency's Directorate of Nutrition Promotion and Education is responsible for coordinating, formulating, implementing, and evaluating policies on nutrition promotion and education.

The analysis of BGN's communication approach in implementing the MBG program reveals a pattern dominated by a top-down and formal communication model. While this directed approach ensures message consistency and institutional control, it simultaneously limits opportunities for public participation and feedback. In policies that directly affect communities, bottom-up policy implementation tends to be more effective in identifying real issues that require policy intervention (Pülzl S Treib, 2007). No mechanism has been established to collect public satisfaction or feedback, as noted by Informant D in the interview.

"There has not yet been any survey related to public satisfaction or feedback."

To understand BGN's policy communication, Burgers (2015) explains that a communication strategy involves articulating the policy's objectives, the tools and communication instruments, the stakeholders, and the mechanisms for monitoring and evaluation. This view aligns with Bouah (2015), who identifies the main components of public policy communication as message content, the communication process, message implementers, and the capacity of policy implementers. Therefore, the analysis of BGN's communication

strategy focuses on the content of messages, the communication process, the actors responsible for implementation, and BGN's capacity as the policy implementer.

Table 3. Communication Strategies of the MBG Program by BGN

Message Content (Objectives/Goals)	Message Delivery Process (Communication Media)	Message Implementer (Stakeholders)	Policy Implementer Capacity
Educational messages focusing on nutrition issues in Indonesia, including guidance on balanced nutrition and the benefits of the Free Nutritious Meal (MBG) program	Dissemination through BGN's official social media channels (@BadanGiziNasional), such as YouTube, Instagram, and TikTok	Badan Gizi Nasional (BGN) through the Legal and Public Relations Bureau	Serves as the primary policy communication implementer and defines the overall direction of MBG-related communication strategies
Information on MBG menus, nutritional content analysis, and program beneficiaries	Publication of the MBG menu information through the social media accounts of SPPGs (School Meal Program Providers)	SPPG (School Meal Program Providers)	Function as the technical and operational implementers of communication at the local level

Source: Processed from various sources

Information on the implementation of the MBG is published on BGN's website, which features articles on the Free Nutritious Meal (MBG) program, press releases, and reports on BGN's activities, supplemented with limited documentation such as photos, videos, and infographics. However, the published content remains predominantly focused on news articles and press releases. At the same time, multimedia materials (photos, videos, infographics) are not consistently updated on the website. Instead, visual documentation and promotional content related to the MBG program are more actively disseminated through BGN's other social media platforms, particularly Instagram and TikTok.

Transparency in the implementation of the MBG program is ensured through the requirement that SPPGs (School Meal Program Providers) across regions upload information related to MBG menus (Azzahra, 2025). Each SPPG communicates program accountability by disseminating information on daily menus, nutritional content, number of beneficiaries, and meal portions through their respective social media platforms. Nevertheless, BGN's communication regarding the MBG program remains focused solely on reporting meal distribution activities. It lacks a clear mechanism for responding to crises, such as food poisoning incidents linked to the MBG program. Strengthening communication transparency is therefore necessary, as noted:

“Political communication should be strengthened. Communication protocols for managing food poisoning incidents should have been established in advance, including clear procedures for responding to and follow-up on such cases.”

Although BGN through SPPG has provided a certain degree of transparency regarding field-level implementation, it has not yet ensured complete transparency in the overall execution of the MBG program, particularly regarding budget transparency, resulting in transparency limited mainly to technical updates and publicly accessible program information. As emphasized by Informant D:

“There is still no communication mechanism to ensure transparency in the MBG program, and the annual report has not been made public. Crisis communication procedures are also absent, and there is no communication in place to ensure budget transparency.”

BGN’s communication approach needs to be complemented with more participatory and inclusive communication strategies. Informant G statement reinforces this need:

“Transparency to the public regarding who the SPPGs are and how they are managed is essential to allow communities and parents to access information and maintain public trust. The system should also be open to the public so they can see which kitchens perform well or poorly, enabling a clear basis for reward and punishment.”

In this context, participatory communication is essential to encourage community engagement as beneficiaries and partners in the implementation of the MBG program. BGN’s communication strategy plays a crucial role in disseminating information and building public trust. Moreover, it serves as a tool for policy accountability, ensuring that BGN objectives are effectively achieved through transparent, collaborative, and community-centered communication practices.

3.7 Coordination

Coordination is a crucial element in public policy implementation, as it determines the coherence of actions among implementing actors (Cloete et al., 2018; Najam, 1995; Burger, 2015). Within the 7C framework, coordination can be analyzed through two key indicators. First, the structure and actors of coordination concern the clarity of role distribution and authority among policy-implementing institutions, in horizontal relationships across agencies and vertical relationships across different levels of government. A lack of structural clarity often leads to overlapping mandates and weak implementation guidance (Molobela, 2019; Peters, 2018). Second, the mechanisms and processes of coordination explain how coordination is operationalized through procedures and coordinating forums that prevent policy fragmentation (Peters, 2018).

In the implementation of MBG, vertical coordination is designed to operate through a fully centralized chain of command. BGN sits at the top of this hierarchy and reports directly to the President, as mandated by Presidential Regulation No. 86 of 2024, Article 2 Paragraph (2). Under this structure, BGN oversees the establishment of SPPG as field-level operational units. These SPPGs are managed through two categories of implementing partners: foundation partners responsible for administrative management and fund disbursement, and non-foundation partners that function as technical executors of nutrition services and food supply, as stated on BGN’s official website. Each SPPG is further led by an SPPI team whose members are centrally recruited and trained at the Universitas Pertahanan before deployment (Kemhan, 2025), reinforcing the program’s centralized operational framework.

Despite this clearly defined formal hierarchy, intermediary structures, such as the KPPG at provincial and district levels, remain only weakly operationalized. As a result, the vertical coordination channel does not function as intended. The top management of BGN

often bypasses intermediary layers. It intervenes directly at the frontline, particularly during urgent incidents related to food safety or service disruption. Informant E described this pattern clearly, stating:

“Top Management of BGN often has to go directly to the frontline, even though coordination instruments like the KPPG already exist, because the procedures for coordination from the top down remain unclear.”

This reveals a persistent gap between the formal organizational design and the actual coordination behavior on the ground, leading to inconsistent execution of directives and ad hoc responses to operational issues.

From a theoretical perspective, this condition reflects weaknesses in the mechanisms and processes that should support vertical coordination. Coordination mechanisms, defined as the procedures, routines, and forums that synchronize actions across levels, are essential to prevent fragmentation (Scharpf, 1994; Peters, 2018). Yet in the MBG context, formal mechanisms such as SOPs for vertical coordination remain undocumented or weakly institutionalized. In the absence of these mechanisms, coordination becomes reactive and heavily dependent on top-down instructions, with limited feedback loops and no consistent procedural guidance.

In terms of horizontal coordination, formal and integrated inter-ministerial mechanisms have yet to be established. Collaboration among ministries tends to be partial and based on bilateral agreements, typically conducted through MoUs without clear operational coordination guidelines or official publications. This condition may result in overlapping authority and weak synchronization in policy implementation (Peters, 2018). Although in practice several ministries have served as supporting entities for MBG implementation rather than as primary executors, the absence of a clearly defined, binding governance framework for coordination remains a fundamental challenge.

The vertical coordination mechanism of MBG has so far followed a centralized approach, in which the President convenes limited meetings and issues directives to BGN on program implementation. For instance, the President has emphasized child safety concerns during an Extraordinary MBG Meeting, led by the coordinating minister for Food Affairs. Subsequently, BGN establishes technical standards and conducts training for SPPG personnel (Trikanaputri, 2025). However, there is no firm evidence of formal SOPs in any official documents. Thus, although there are indications of vertical coordination, its implementation mechanism remains adaptive and often relies on inter-agency meetings and top-down directives from the central government.

Regarding horizontal coordination across ministries, agencies, and regions, indications of institutional engagement have begun to emerge through limited inter-agency collaborations. There are also signs of an MBG Coordination Team, established by a Presidential Decree (Yudha, 2025). However, as of this writing, no official publication has been found detailing the team's structure, budget, or permanent secretariat, leaving its status still unclear. At the regional level, the Ministry of Home Affairs (Kemendagri) has encouraged the establishment of MBG Task Forces to accelerate implementation. Nevertheless, this formation has not been made mandatory nationwide, as there is no regulation requiring all regions to establish such task forces. Consequently, the presence of these task forces in certain areas can be more accurately understood as adaptive responses to local conditions and as locally driven coordination initiatives guided by general directions from the central

government.

Therefore, involvement of local governments in the MBG implementation is crucial. As emphasized by Informant B during an interview:

“The involvement of local governments is critical in implementing a program that should be decentralized, because the direct beneficiaries of the MBG program are children in the regions, and the local governments themselves possess the knowledge of their regional conditions.”

In addition to vertical coordination, inter-ministerial coordination is currently conducted through coordination meetings (rakor). For example, an inter-ministerial meeting was held in September 2025, chaired by the coordinating minister for Food Affairs and the National Agency for Drug and Food Control (BPOM), to address food safety issues within the MBG program (Nefi S Yaputra, 2025). However, the frequency of these meetings, the establishment of permanent coordination forums, and follow-up mechanisms across ministries and agencies remain inconsistent. Based on these conditions, it can be concluded that the existing coordination forums are reactive, typically convened in response to field issues such as food poisoning incidents or to accelerate program coverage targets.

This condition is reinforced by findings from the CISDI, which reveal that the lack of regulatory clarity and a governance structure has posed significant barriers to implementing the MBG program in the field. These challenges include uncertainty regarding the division of authority among ministries and agencies, weak cross-sectoral coordination, and the absence of a legal framework equivalent to a Presidential Regulation that should serve as the operational and supervisory foundation of the program (Hadi, 2024).

Given these conditions, it can be concluded that the existing coordination forums remain unclear and reactive, emerging primarily as responses to field-level challenges such as food poisoning incidents or the acceleration of program targets. As of this writing, the issuance of the Presidential Regulation on MBG governance is reportedly finalized but has neither been disseminated nor officially ratified, making its implementation still unassessable (Safitri, 2025).

IV. Conclusion and Recommendation

The results of the analysis of the implementation of the MBG program using the 7C Protocol framework indicate that the program has a visionary direction in improving human capital quality through cross-sectoral nutrition interventions. Overall, the implementation of MBG has a strong strategic foundation but has not yet achieved optimal effectiveness due to governance readiness gaps and limited implementation capacity across all dimensions of the 7C protocol. However, the imbalance between coverage expansion and maintaining implementation quality standards remains a strategic risk to achieving substantive impact on public nutrition improvement.

In the institutional context, BGN’s mandate as the main implementing body is not yet fully supported by a robust regulatory framework and structured coordination mechanisms among actors. Despite significant organizational and human resource capacity, disparities in quality persist, particularly in technical nutrition competence and risk management capabilities.

Strong political commitment at the national level has not been evenly distributed to

regional and frontline implementers, resulting in disparities in implementation readiness. Although cross-sectoral coalition mobilization has been widely initiated, it has not yet been fully institutionalized as a sustainable policy alliance. Public communication also remains predominantly top-down, limiting meaningful participation and transparent accountability. Meanwhile, vertical and horizontal coordination mechanisms remain ad hoc and have not been formalized into standard procedures to ensure consistent implementation.

Therefore, optimization of the MBG program implementation going forward requires systemic strengthening through several measures. Furthermore, the conceptual framework and findings of this study serve as a strategic foundation for future scholarly inquiries to explore local-level implementation dynamics. These measures include:

- a. refinement of binding operational regulations across institutions through clearer delineation of roles between central and subnational actors, joint ministerial or intergovernmental decrees, and locally adaptable SOPs;
- b. improvement of human resource quality based on competencies and technical expertise;
- c. institutionalization of cross-sectoral coordination and coalitions, including in the local-scale, to enable accountability mechanisms and strengthen collective ownership; and
- d. transformation of communication towards participatory and data-driven approaches by developing structured feedback systems and systematically using aggregated local data to inform decisions.

These four measures are prerequisites to ensure that the substantial capacity mobilized by BGN can effectively deliver an MBG program that is accountable, impactful, and sustainable. Ultimately, this study provides a rigorous baseline and analytical roadmap for future research to refine and evaluate implementation at the regional and local levels, in line with Indonesia's strategic human development goals.

Acknowledgements

The authors would like to express sincere gratitude to all the informants who generously took the time to participate in this study.

References

- Abdurrahman, N. (2025). Anggaran Makan Bergizi Gratis untuk Jawa Barat Lebih Besar dari APBD Provinsi Jabar. *Tribun Jabar*. <https://jabar.tribunnews.com/2025/06/18/anggaran-makan-bergizi-gratis-untuk-jawa-barat-lebih-besar-dari-apbd-provinsi-jabar-ini-besarnya>
- Aditya, N. R., S Ramadhan, A. (2025). 30.000 Calon Kepala SPPG Digembleng Unhan dan Panglima TNI. *Kompas.com*. <https://nasional.kompas.com/read/2025/02/17/14425851/30000-calon-kepala-sppg-digembleng-unhan-dan-panglima-tni>
- Alqinaya, I. (2025). Kepala Badan Gizi Nasional Tegaskan Tiga Peran Strategis Pemda Dukung Program Makan Bergizi Gratis.

- <https://mmc.kalteng.go.id/berita/read/47623/kepala-badan-gizi-nasional-tegaskan-tiga-peran-strategis-pemda-dukung-program-makan-bergizi-gratis>
- Amrin, I. (2025). Pemerintah Matangkan Regulasi Program MBG, Lintas Kementerian Siap Bersinergi. *Indonesia.Go.Id*.
<https://indonesia.go.id/kategori/sosial-budaya/10159/pemerintah-matangkan-regulasi-program-mbg-lintas-kementerian-siap-bersinergi?lang=1>
- Anderson, J. E. (2003). *Public Policymaking: An Introduction* (5th ed.). Houghton Mifflin Company.
- APEKSI. (2024). Siapa Urus Makan Bergizi Gratis (MBG)? *APEKSI*. <https://apeksi.id/siapa-urus-makan-bergizi-gratis-mbg/>
- Arlinta, D. (2025). Organisasi Masyarakat Sipil: Persoalan Makan Bergizi Gratis Terjadi secara Sistematis. *Kompas*. <https://www.kompas.id/artikel/organisasi-masyarakat-sipil-persoalan-makan-bergizi-gratis-terjadi-secara-sistematis>
- Ariyani, N., Dema, H., & Irwan, I. (2026). Implementasi Kebijakan Dan Tata Kelola Makanan Bergizi Gratis Pada Tingkat Satuan Pendidikan: Studi Kasus Di Kecamatan Baranti Kabupaten Sidenreng Rappang. *Jurnal Papatung*, 1-11.
- Azzahra, N. (2025, March 3). *Badan Gizi Nasional Minta SPPG Unggah Menu Makan Bergizi Gratis di Medsos*. *Tempo.Co*. <https://www.tempo.co/politik/badan-gizi-nasional-minta-sppg-unggah-menu-makan-bergizi-gratis-di-medsos-1214646>
- Baba, D. (2025). Peran Guru dalam Suksesnya Program MBG. *RRI*. <https://rri.co.id/ternate/opini/1791622/peran-guru-dalam-suksesnya-program-mbg>
- Badan Gizi Nasional. (2025a). *BGN Bersama Kemendes PDT Launching 14 SPPG Di Provinsi Daerah Istimewa Yogyakarta*. <https://www.bgn.go.id/news/siaran-pers/bgn-bersama-kemendes-pdt-launching-14-sppg-di-provinsi-daerah-istimewa-yogyakarta>
- Badan Gizi Nasional. (2025b). *BGN Bersama KKP dan APCI Diskusikan Potensi Menu Ikan Untuk MBG*. <https://www.bgn.go.id/news/siaran-pers/bgn-bersama-kkp-dan-apci-diskusikan-potensi-menu-ikan-untuk-mbg>
- Badan Gizi Nasional. (2025c). *BGN dan Kemen-HAM Teken MoU Perkuat Aspek HAM dalam Program MBG*. Badan Gizi Nasional. <https://www.bgn.go.id/news/berita/bgn-dan-kemen-ham-teken-mou-perkuat-aspek-ham-dalam-program-mbg>
- Badan Gizi Nasional. (2025d). *Dukung Penuh MBG, Kemendikdasmen Siapkan Balai sebagai Kantor KPPG di 16 Provinsi*. Badan Gizi Nasional. <https://www.bgn.go.id/news/berita/dukung-penuh-mbg-kemendikdasmen-siapkan-balai-sebagai-kantor-kppg-di-16-provinsi>
- Badan Gizi Nasional. (2025e). Penguatan SDM Program MBG melalui Kolaborasi BGN dan LKPP. *BGN*. <https://www.bgn.go.id/news/foto/penguatan-sdm-program-mbg-melalui-kolaborasi-bgn-dan-lkpp>
- Badan Gizi Nasional. (2025f). *Presiden RI Tegaskan Komitmen dan Apresiasi Pelaksanaan*

- MBG*. Badan Gizi Nasional. <https://www.bgn.go.id/news/artikel/presiden-ri-tegaskan-komitmen-dan-apresiasi-pelaksanaan-mbg>
- Badan Gizi Nasional. (2025g). *Rancangan Produk Hukum di Lingkungan BGN*. Badan Gizi Nasional. https://ppid-stg.bgn.go.id/file_upload/informasi/setiapsaat/setiapsaat-daftar-dokumen-rancangan-peraturan-keputusan-bgn-M6PvF5qBj6.pdf
- Badan Gizi Nasional. (2025h). *Rangkul Kemnaker, MBG Potensi Serap Tenaga Kerja Berkualitas Secara Masif*. Badan Gizi Nasional. <https://www.bgn.go.id/news/siaran-pers/rangkul-kemnaker-mbg-potensi-serap-tenaga-kerja-berkualitas-secara-masif>
- Badan Gizi Nasional. (2025i). *Sinergi BGN dan Komdigi, Perkuat Program MBG dan Literasi Digital*. <https://www.bgn.go.id/news/siaran-pers/sinergi-bgn-dan-komdigi-perkuat-program-mbg-dan-literasi-digital>
- Badan Gizi Nasional. (2025j). *Tiga Kunci Keberhasilan Program Makan Bergizi Gratis: Anggaran, SDM, dan Infrastruktur*. Badan Gizi Nasional. <https://www.bgn.go.id/news/siaran-pers/tiga-kunci-keberhasilan-program-makan-bergizi-gratis-anggaran-sdm-dan-infrastruktur>
- Badan Gizi Nasional. (2025k, May 28). *BGN Gelar Workshop Perkuat Publikasi dan Penyebaran Informasi Gizi*. Berita Badan Gizi Nasional. <https://www.bgn.go.id/news/berita/bgn-gelar-workshop-perkuat-publikasi-dan-penyebaran-informasi-gizi>
- Bappenas. (2025). *Kolaborasi Bappenas dan Mitra Global Dukung Implementasi Program Makan Bergizi Gratis*. <https://bappenas.go.id/id/berita/kolaborasi-bappenas-dan-mitra-global-dukung-implementasi-program-makan-bergizi-gratis-1sKEi>
- Berman, P. (1978). The Study of Macro and Micro Implementation. *Public Policy*, 157–184.
- Bintana, R. A., S Mayasari, I. (2022). Using Model 7-C Protocol in Analyzing Factors Affecting Implementation Corruption Prevention Program. *Perspektif*, 26–36.
- Bouah, L. (2015). *An Analysis of The Implementation of the National Sport and Recreation Plan in the Western Cape* [Thesis]. University of Western Cape.
- BPK Perwakilan Provinsi Sulawesi Utara. (2025). Pemprov Sulut Dukungan Penuh Makan Bergizi Gratis. In *BPK Sulawesi Utara*. <https://sulut.bpk.go.id/pemprov-sulut-dukungan-penuh-makan-bergizi-gratis-10-miliar-di-apbd-2025-untuk-topang-program-nasional-menunggu-juknis-pusat/>
- BPOM. (2025). Sinergi BPOM dan BGN Wujudkan Generasi Sehat. *BPOM*. <https://www.pom.go.id/berita/sinergi-bpom-dan-bgn-wujudkan-generasi-sehat-cerdas-dan-berkualitas-menuju-indonesia-emas>
- Bryman, A. (2016). *Social research method*. Oxford University Press.
- Brynard, P. (2005). Policy Implementation: Lessons for Service Delivery. *Journal of Public Administration*, 40, 649–664.
- Budiono, E. (2025). Mendagri: Keberhasilan MBG Bergantung Sinergi Pemerintah Pusat-

- Daerah. In *InfoPublik*.
<https://infopublik.id/kategori/prioritas-nasional/939591/mendagri-keberhasilan-mbg-bergantung-sinergi-pemerintah-pusat-daerah>
- Burger, R. W. (2015). *The Integrated Metropolitan Environmental Policy of the City of Cape Town: An Implementation Evaluation*.
- Cerna, L. (2013). *The Nature of Policy Change and Implementation: A Review of Different Theoretical Approaches*. Organisation for Economic Cooperation and Development (OECD).
- CISDI. (2025). *Policy Paper Series: Mengkaji Program Makan Bergizi Gratis – Pentingnya Penguatan Tata Kelola, Regulasi, dan Monitoring Evaluasi pada Program Makan Bergizi Gratis*.
- CISDI. (2025). Pentingnya Penguatan Tata Kelola, Regulasi, dan Monitoring Evaluasi pada Program Makan Bergizi Gratis.
- Cloete, F., Coning, C. D., Wissink, H., S Rabie, B. (2018). *Improving Public Policy for Good Governance* (4th ed.). Van Schaik Publishers.
- Cloete, F., S De Coning, C. (2011). *Improving Public Policy: Theory, Practice and Results*. Van Schaik Publishers.
- Cloete, F., Wissink, H., S Coning, C. D. (2007). *Improving Public Policy: From Theory to Practice*. Van Schaik Publishers.
- CNN Indonesia. (2025). *Pakar kritik MBG fokus jumlah bukan kualitas, BGN buka suara*.
<https://www.cnnindonesia.com/nasional/20251020135104-12-1286471/pakar-kritik-mbg-fokus-jumlah-bukan-kualitas-bgn-buka-suara>
- De Coning, C., Cloete, F., S Burger, W. (2018). Policy implementation. *Improving Public Policy for Good Governance, Revised*, 195–233.
- Decemberia. (2025). *BGN Tanggapi Kritik Minimnya Ahli Gizi Tak Paham HACCP*.
<https://www.bloombergtechnoz.com/detail-news/85337/bgn-tanggapi-kritik-minimnya-ahli-gizi-tak-paham-haccp>
- Dennys, F. (2025). *Heboh Porsi MBG di Sragen Kecil Banget, Kades: Itu MBG Porsi PAUD*.
<https://regional.kompas.com/read/2025/09/18/055129078/heboh-porsi-mbg-di-sragen-kecil-banget-kades-itu-mbg-porsi-paud?page=all>
- Dinas Kesehatan Sulawesi Barat. (2025). *Sulbar Matangkan Persiapan Program Makan Bergizi Gratis, SPPG Segera Dibangun*. <https://dinkes.sulbarprov.go.id/sulbar-matangkan-persiapan-program-makan-bergizi-gratis-sppg-segera-dibangun/>
- Dunn, W. N. (2018). *Public Policy Analysis: An Integrated Approach* (6th ed.). Routledge.
- Elmore, R. F. (1979). Backward Mapping: Implementation Research and Policy Decisions. *Political Science Quarterly*, 94(4), 601–616.
- Estherina, I. (2025). *Kementerian Keuangan: Realisasi Anggaran Makan Bergizi Gratis Naik 3 Kali Lipat*. <https://www.tempo.co/ekonomi/kementerian-keuangan-realisasi->

anggaran-makan-bergizi-gratis-naik-3-kali-lipat-2075939

- Goggin, M. L. (1986). The "Too Few Cases/Too Many Variables" Problem in Implementation Research. *Western Political Quarterly*, 39(2), 328–347. <https://doi.org/10.1177/106591298603900210>
- Hadi, M. S. (2024). *Soroti Makan Bergizi Gratis, CISDI Bagikan Catatan Kritis Mengenai Tata Kelola dan Regulasi Program*. <https://cisdi.org/siaran-pers/catatan-kritis-tata-kelola-mbg>
- Hanekom, S. (1987). *Public Policy: Framework and Instrument for Action*. Southern Book Publishers.
- Hendarto, Y. M. (2025). *Urgensi Evaluasi Pelaksanaan Program Makan Bergizi Gratis*. <https://www.kompas.id/artikel/urgensi-evaluasi-pelaksanaan-program-makan-bergizi-gratis>
- HM-Nelly. (2025). *Sinergi BPOM dan BGN Wujudkan Generasi Sehat, Cerdas, dan Berkualitas Menuju Indonesia Emas*. <https://www.pom.go.id/berita/sinergi-bpom-dan-bgn-wujudkan-generasi-sehat-cerdas-dan-berkualitas-menuju-indonesia-emas>
- Howlett, M. (2009). Government Communication as a Policy Tool: A Framework for Analysis. *The*, 3(2).
- Howlett, M., S Ramesh, M. (2015). Achilles' Heels of Governance. *Regulation and Governance*, 301–313.
- Idris, M. (2025). *Rp 335 Triliun Uang Pajak untuk MBG*. <https://money.kompas.com/read/2025/10/09/100823726/rp-335-triliun-uang-pajak-untuk-mbg>
- Ihsanuddin. (2025). *Pemkab Cianjur Siapkan Anggaran Rp 5 Miliar untuk Dukung Makan Bergizi Gratis*. <https://regional.kompas.com/read/2025/01/19/163259278/pemkab-cianjur-siapkan-anggaran-rp-5-miliar-untuk-dukung-makan-bergizi>
- Indonesia Corruption Watch. (2025). *Berjalan Amburadul, Prabowo Harus Hentikan MBG*. <https://antikorupsi.org/id/berjalan-amburadul-prabowo-harus-hentikan-mbg>
- Jati, R. P. (2025). *Ada Investor yang Merugi di Balik Nampan MBG*. <https://www.kompas.id/artikel/ada-investor-yang-merugi-di-balik-nampan-mbg>
- KDP Kota Sukabumi. (2025). *Pemkot Sukabumi Perkuat Pengawasan dan Komitmen Pelaksanaan Program Makanan Bergizi Gratis*. <https://kdp.sukabumikota.go.id/2025/10/perkuat-pengawasan-spbg.html>
- Kemenseh, D. – H. (2025). *Kemenkes terbitkan edaran percepatan penerbitan sertifikat laik hygiene sanitasi untuk dapur MBG*. https://setneg.go.id/baca/index/kemenkes_terbitkan_edaran_percepatan_penerbitan_sertifikat_laik_higiene_sanitasi_untuk_dapur_mbg
- Kementerian Keuangan RI. (2025). *Presiden Prabowo: MBG Berdampak Langsung ke*

- Rakyat*. <https://www.kemenkeu.go.id/informasi-publik/publikasi/berita-utama/presiden-pidato-kenegaraan-2025>
- Kementerian PANRB. (2025a). *PPATK Luncurkan Sistem Pengawasan MBG, Menteri Rini: Setiap Rupiah yang Dibelanjakan Harus Bermanfaat Bagi Masyarakat*. <https://www.menpan.go.id/site/berita-terkini/ppatk-luncurkan-sistem-pengawasan-mbg-menteri-rini-setiap-rupiah-yang-dibelanjakan-harus-bermanfaat-bagi-masyarakat>
- Kementerian PANRB. (2025b). *PPATK Luncurkan Sistem Pengawasan MBG, Menteri Rini: Setiap Rupiah yang Dibelanjakan Harus Bermanfaat Bagi Masyarakat*. <https://www.menpan.go.id/site/berita-terkini/ppatk-luncurkan-sistem-pengawasan-mbg-menteri-rini-setiap-rupiah-yang-dibelanjakan-harus-bermanfaat-bagi-masyarakat>
- Kemhan, B. I. S. (2025). *SPPI Batch-3 Resmi Dimulai, Cetak Pemimpin Muda untuk Program Makan Bergizi Gratis*. <https://www.kemhan.go.id/2025/04/14/sppi-batch-3-resmi-dimulai-cetak-pemimpin-muda-untuk-program-makan-bergizi-gratis.html>
- Kevin Tambunan, Ridha Nababan, Rimma Anisa Siagian, Roslin Naiborhu, Sintia Harianti, S Jamaludin Jamaludin. (2025). Tinjauan Kritis Tentang Program Makan Bergizi Gratis Terhadap Produktivitas Belajar Siswa. *Katalis Pendidikan : Jurnal Ilmu Pendidikan Dan Matematika*, 2(2), 21–31. <https://doi.org/10.62383/katalis.v2i2.1428>
- Kiftiyah, A., Palestina, F. A., Abshar, F. U., S Rofiah, K. (2025). Program Makan Bergizi Gratis (MBG) dalam Perspektif Keadilan Sosial dan Dinamika Sosial – Politik. *Pancasila: Jurnal Keindonesiaan*, 5(1), 101–112. <https://doi.org/10.52738/pjk.v5i1.726>
- Knill, C., S Tosun, J. (2012). *Public Policy: A New Introduction*. Palgrave Macmillan.
- Koswara, A., S Herlina, L. (2025). A Collaborative Model for Funding Indonesia's MBG Program Through Government and Philanthropy Partnerships. *Journal of Islamic Economics and Philanthropy*, 7(4), 266–288. <https://doi.org/10.21111/jiep.v7i4.13960>
- KPPOD. (2025). *Kemendagri Tegaskan Kewajiban Pemda Dukung MBG, Besaran Dana Tergantung Fiskal Daerah*. <https://www.kppod.org/berita/view?id=1505>
- LA2KP. (2025, November). Meninjau Program Makan Bergizi Gratis (MBG): Dasar Hukum, Tata Kelola, dan Tantangan Implementasi. Retrieved from LA2KP: <https://ap.uinsgd.ac.id/meninjau-program-makan-bergizi-gratis-mbg-dasar-hukum-tata-kelola-dan-tantangan-implementasi/>
- LKPP. (2024). *SIARAN PERS: LKPP Siapkan Regulasi dan Pedoman Skema Pengadaan, Dukung Program Makan Bergizi Gratis*. <https://lkpp.go.id/read/s/lkpp-siapkan-regulasi-dan-pedoman-skema-pengadaan-dukung-program-makan-bergizi-gratis>
- Mannan, A. G. (2025). *Rincian 17 Kasus Keracunan MBG di Seluruh Indonesia*. <https://www.tempo.co/politik/rincian-17-kasus-keracunan-mbg-di-seluruh-indonesia-1522940>

- Manurung, G. (2022). *Urgensi Penyelamatan Danau di Indonesia*.
- Merlinda, A. A., S Yusmar Yusuf. (2025). Analisis Program Makan Gratis Prabowo Subianto Terhadap Strategi Peningkatan Motivasi Belajar Siswa di Sekolah Tinjauan dari Perspektif Sosiologi Pendidikan. *Ranah Research : Journal of Multidisciplinary Research and Development*, 7(2), 1364–1373. <https://doi.org/10.38035/rj.v7i2.1360>
- Mkhize, N., S Nel, D. (2024). An Analysis of Energy Policy Implementation in South Africa: A Case Study of the Gas-to-Power Programme. *African Journal of Business and Economic Research*, 273–290.
- Molobela, T. (2019). The Assessment of the 7C Protocols for Policy Implementation in Improving Service Delivery in South African Municipalities. *Proceedings of the 4th Annual International Conference on Public Administration and Development Alternatives*, 210–219.
- Muda, H. (2025a). 45 Persen Menu MBG Gunakan Produk UPF Tinggi Gula, Ahli Mengundang Kematian Ketimbang Kenikmatan. In *Inilah.com*. <https://www.inilah.com/45-persen-menu-mbg-gunakan-produk-upf-tinggi-gula-ahli-mengundang-kematian-ketimbang-kenikmatan>
- Muda, H. (2025b). BGN Sebut Menu Hiu Goreng MBG di Ketapang Kalbar Bentuk Kearifan Lokal. In *Inilah.com*. <https://www.inilah.com/bgn-sebut-menu-hiu-goreng-mbg-di-ketapang-kalbar-bentuk-kearifan-lokal>
- Mukherjee, I., S Howlett, M. (2016). An Asian Perspective on Policy Instruments: Policy Styles, Governance Modes and Critical Capacity Challenges. *Asia Pacific Journal of Public Administration*, 24–42.
- Mulato. (2025). DPRD Desak Satgas MBG Respon Cepat Aduan Dapur MBG. In *Radio Republik Indonesia*. <https://rri.co.id/makan-bergizi-gratis/1914938/dprd-desak-satgas-mbg-respon-cepat-aduan-dapur-mbg>
- Najam, A. (1995). *Learning from the Literature on Policy Implementation: A Synthesis Perspective*. International Institute for Applied Systems Analysis.
- Nasional, B. G. (2025). *Komitmen Jalankan MBG, BGN Perkuat Sinergi dengan BAPPENAS dan BPS*. <https://www.bgn.go.id/news/siaran-pers/komitmen-jalankan-mbg-bgn-perkuat-sinergi-dengan-bappenas-dan-bps>
- Nathania, K. D. (2025). *Kasus Keracunan MBG di Sleman dan Lebong; Pakar UGM Sebut Minimnya Pengawasan Proses Penyiapan Makanan Higienis*. <https://ugm.ac.id/id/berita/kasus-keracunan-mbg-di-sleman-dan-lebong-pakar-ugm-sebut-minimnya-pengawasan-proses-penyiapan-makanan-higienis/>
- Nefi, A., S Yaputra, H. (2025). *6 Poin Kesepakatan Hasil Rakor soal Kelanjutan Makan Bergizi Gratis*. <https://www.tempo.co/politik/6-poin-kesepakatan-hasil-rakor-soal-kelanjutan-makan-bergizi-gratis-2074172>
- Neuman, W. L. (2014). *Social research method: Qualitative and Quantitative Approaches*

(Seventh Edition ed.). Pearson Education Limited.

(NFA), B. P. N. (2025). *Dukung Program Makan Bergizi Gratis, NFA Dorong Kolaborasi dengan Pelaku Usaha*. <https://badanpangan.go.id/blog/post/dukung-program-makan-bergizi-gratis-nfa-dorong-kolaborasi-dengan-pelaku-usaha>

Ni'am, S., S Prabowo, D. (2025). *DPR Sahkan APBN 2026, MBG Rp 335 Triliun*. Kompas.com. <https://nasional.kompas.com/read/2025/09/23/13081071/dpr-sahkan-apbn-2026-mbg-rp-335-triliun>

Nugroho, A. B., Hidayati, K., Kusumastuti, Y. I., S Karana, K. P. (2025). *Ministry of PPN/Bappenas, BGN, IPB University and UNICEF Launch National Centre of Excellence for the Free Nutritious Meals Programme*. <https://www.unicef.org/indonesia/nutrition/press-releases/bappenas-bgn-ipb-unicef-launch-national-centre-excellence-mbg>

Nurhakim, F. (2025). *Tantangan Kelola MBG: Cari Dana Banyak, Tak Boleh Disalahgunakan*. In *Bloomberg Technoz*. <https://www.bloombergtechnoz.com/detail-news/74922/tantangan-kelola-mbg-cari-dana-banyak-tak-boleh-disalahgunakan>

Oktafian, I. (2025). *Legislator Kritik Petinggi BGN Tak Punya Latar Belakang Bidang Kesehatan*. Investor.id. <https://investor.id/nasional/411345/legislator-kritikpetinggi-bgn-tak-punya-latar-belakangbidang-kesehatan>

Okumus, F. (2003). *A Framework to Implement Strategies in Organizations*. *Management Decision*, 41(9).

Ombudsman RI. (2025, Oktober 1). *Ombudsman RI Temukan Empat Potensi Maladministrasi dalam Program Makan Bergizi Gratis*. Retrieved from Ombudsman RI: <https://ombudsman.go.id/news/r/ombudsman-ri-temukan-empat-potensi-maladministrasi-dalam-program-makan-bergizi-gratis>

Orlandi, N. (2020). *Administrative Reforms Required for the Successful Implementation of the National Development Plan*.

Pambudi, A. W. (2025). *Indonesia Government's Efforts to Eradicate Stunting Through the Free Nutritious Meal Program for Children: Opportunities and Challenges*. *Jurnal Politikom Indonesiana*, 9(2), 157–182. <https://doi.org/10.35706/jpi.v9i2.2>

Parady, R. (2025). *Kerja Sama Kemendikdasmen dan Badan Gizi Nasional dalam Pemenuhan Gizi Peserta Didik* (D. Anugrahmawaty, Ed.). <https://internal-portal.kemdikbud.go.id/siaran-pers/12566-kerja-sama-kemendikdasmen-dan-badan-gizi-nasional-dalam-peme>

Pemerintah Kabupaten Jayapura. (2025). *Bupati Himbau Warga Siapkan Lahan Perkebunan Sambut Program MBG*. <https://jayapurakab.go.id/bupati-himbau-warga-masyarakat-siapkan-lahan-perkebunan-sambut-program-mbg>

Pemerintah Provinsi Sulawesi Selatan. (2025). *Launching Kebun MBG Terintegrasi, Gubernur Sulsel: SPPG Wajib Serap Pangan Lokal*. In *Pemerintah Provinsi Sulawesi Selatan*. <https://sulselprov.go.id/post/launching-kebun-mbg-terintegrasi-gubernur-sulsel-sppg-wajib-serap-pangan-lokal>

- Peters, B. G. (2018). The challenge of policy coordination. *Policy Design and Practice*, 1(1), 1–11.
- PPATK. (2025). *PPATK–BGN Perkuat Pengawasan Dana Program MBG*. <https://www.ppatk.go.id/news/read/1494>
- Pratama, M. H. (2025). *Deretan Masalah yang Dihadapi BGN dalam Program MBG*. Berita Satu. <https://www.beritasatu.com/nasional/2927686/deretan-masalah-yang-dihadapi-bgn-dalam-program-mbg>
- Priyono, P. (2025). Pemkot Batu Diminta Evaluasi Pelaksanaan MBG, Ini Penjelasan DPRD. In *KabarBaik.co*. <https://kabarbaik.co/pemkot-batu-diminta-evaluasi-pelaksanaan-mbg-ini-penjelasan-dprd/>
- Pülzl, H., S Treib, O. (2007). Implementing Public Policy. In *Handbook of Public Policy Analysis: Theory, Politics, and Methods* (pp. 89–107). CRC Press/Taylor S Francis. <https://doi.org/10.1201/9781420017007.ch7>
- Purab, Y. (2025). NTT Dapat Rp 8 Triliun untuk Program MBG, Lebih Besar dari APBD Provinsi. In *Detik Bali*. <https://www.detik.com/bali/nusra/d-7985123/ntt-dapat-rp-8-triliun-untuk-program-mbg-lebih-besar-dari-apbd-provinsi>
- Purnamasari, D. D. (2025). *Kemendagri Tegaskan Kewajiban Pemda Dukung MBG, Besaran Dana Tergantung Fiskal Daerah*. <https://www.kompas.id/artikel/kemendagri-tegaskan-kewajiban-pemda-dukung-mbg-besaran-dana-tergantung-fiskal-daerah>
- Rizky, Inge, N., Saputra, Y., S Aidil, M. (2025). *Ribuan siswa keracunan Makan Bergizi Gratis, orang tua trauma dan larang anaknya konsumsi MBG – “Bukannya meringankan malah mau membunuh.”* <https://www.bbc.com/indonesia/articles/cm2zney05ypo>
- Safitri, E. (2025). *Kepala BGN Sebut Perpres Tata Kelola MBG Sudah Rampung: Tinggal Dibagikan*. <https://news.detik.com/berita/d-8170680/kepala-bgn-sebut-perpres-tata-kelola-mbg-sudah-rampung-tinggal-dibagikan>
- Saptati D. I., R. (2025). MBG Tingkatkan Target Penerima Jadi 82,9 Juta Orang. In *Media Keuangan*. <https://mediakeuangan.kemenkeu.go.id/article/show/mbg-tingkatkan-target-penerima-jadi-829-juta-orang>
- Sekretariat Kabinet Republik Indonesia. (2025). Presiden Prabowo: Target 82 Juta Penerima Manfaat Makan Bergizi Gratis Akan Terwujud Bertahap. In *Sekretariat Kabinet Republik Indonesia*. <https://setkab.go.id/presiden-prabowo-target-82-juta-penerima-manfaat-makan-bergizi->
- Sekretariat Presiden Republik Indonesia. (2025). Anggaran, SDM, dan Infrastruktur: Tiga Kunci Sukses Program MBG. In *Biro Pers, Media, dan Informasi Sekretariat Presiden*. <https://www.presidentri.go.id/siaran-pers/anggaran-sdm-dan-infrastruktur-tiga-kunci-sukses-program-mbg/>
- Sriharyati, S., Harto, B., Mariam, A. G., Sulistianingsih, & Marhanah, S. (2025). The Enhancement of Business Process Management and Financial Accountability in the MBG Program: A Qualitative Study Based on FGD Findings at SPPG in West Bandung Regency. *Atrabis: Jurnal Administrasi Bisnis*, 286–295.
- Skhosana, J. S. (2019). Applying the 7-C Protocol to assess the implementation of immigration

- policies in the Department of Home Affairs: A case study. *Masters in Public Administration: University of Stellenbosch*.
- Suwanti, N. C. (2025). *JPPi Kritik Tata Kelola BGN Dalam Program MBG yang Tidak Libatka Dinas Pendidikan dan Kemenkes*. Kompas.TV. <https://www.kompas.tv/nasional/619194/jppi-kritik-tata-kelola-bgn-dalam-program-mbg-yang-tidak-libatkan-dinas-pendidikan-dan-kemenkes>
- Syarifudin, T. (2025). *Polri Minta 1 Polres Bangun 3 Dapur MBG, Target 1.500 di Seluruh Indonesia*. <https://news.detik.com/berita/d-8170877/polri-minta-1-polres-bangun-3-dapur-mbg-target-1-500-di-seluruh-indonesia>
- Trikanaputri, E. (2025). *Sederet Isi Rapat DPR dan Pemerintah Bahas KLB Makan Bergizi Gratis*. <https://www.tempo.co/politik/sederet-isi-rapat-dpr-dan-pemerintah-bahas-klb-makan-bergizi-gratis-2075434>
- TVRI. (2025). *Program MBG, Ide Prabowo Sejak 2006 untuk Masa Depan Anak Indonesia*. TVRI News. <https://nasional.tvrinews.com/berita/tgyegls-program-mbg-ide-prabowo-sejak-2006-untuk-masa-depan-anak-indonesia>
- Warwick, D. P. (1982). *Bitter Pills: Population Policies and Their Implementation in Eight Developing Countries*. Cambridge University Press.
- Wu, X., Ramesh, M., S Howlett, M. (2015). Policy Capacity: A Conceptual Framework for Understanding Policy Competences and Capabilities. *Policy and Society*, 34(3-4), 165-171.
- Yudha, T. (2025). *Zulhas Ditunjuk Jadi Ketua Tim Koordinasi Program MBG, Bakal Perbaiki Tata Kelola*. <https://www.idxchannel.com/economics/zulhas-ditunjuk-jadi-ketua-tim-koordinasi-program-mbg-bakal-perbaiki-tata-kelola>
- Yul. (2025). *Kementerian PU Komitmen Percepat Pembangunan SPPG, Dukung Program Makan Bergizi Gratis*. <https://sahabat.pu.go.id/eppid/berita/detail/kementerian-pu-komitmen-percepat-pembangunan-sppg-dukung-program-makan-bergizi-gratis>