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Governance Transformation of the Free Nutritious Meal (MBG) Program:

Analysis of the Implications of BGN's Post-Corruption Policy on the SPPG Business Ecosystem and the National Nutrition Supply Chain

Heri Setiawan [1], Nuri Kartini [2], Bastoni [2], Andri Hermawan [2]
[1] Department of Industrial Engineering, Musi Charitas Catholic University, Palembang
[2] Faculty of Industrial Engineering, University of Muhammadiyah Cirebon, West Java
Email correspondence: bastoni@umc.ac.id

Abstract
Background. The Free Nutritious Meal (MBG) program launched by the government of President Prabowo Subianto experienced an institutional shock in June 2026, when the Head of the National Nutrition Agency (BGN), Dadan Hindayana, and two of his deputies were designated as suspects in a corruption case by the Attorney General's Office of the Republic of Indonesia. Corruption in the form of fictitious procurement and mark-ups worth Rp 1 trillion forced a change of leadership and a comprehensive policy restructuring. The new head of BGN, Nanik S. Deyang, introduced a new paradigm: a moratorium on the construction of new SPPGs, a maximum limit of 6 SPPGs per sub-district, refocusing beneficiaries to vulnerable groups and 3T areas, as well as the discourse on the use of school canteens as an alternative to MBG kitchens.
Methods. This study uses a descriptive-qualitative policy analysis approach by examining BGN policy documents, media reports, and official statements from officials.
Results. The results of the analysis show that the paradigm shift from a centralized model (large SPPG) to a school-based decentralized model has significant potential for budget efficiency, but faces regulatory obstacles because Presidential Decree No. 115 of 2025 has not yet recognized school canteens as legitimate SPPGs.
Conclusion. This article maps the strategic implications for three groups of business actors: SPPGs that are suspended, SPPG buildings whose moratoriums are pending, and potential new investors. In addition, opportunities for new, more resilient supply chains in the post-reform MBG ecosystem are identified.

Keywords: Free Nutritious Meals, SPPG, BGN corruption, school canteens, nutrition supply chain, national food policy

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INTRODUCTION

The Free Nutritious Meal Program (MBG) is one of the flagship programs of President Prabowo Subianto's government which will be launched nationwide starting January 2025. This program is designed to reach 82.9 million beneficiaries including students from early childhood to high school, pregnant women, breastfeeding mothers, and toddlers, with the strategic goal of

reducing the national stunting rate and improving the quality of Indonesia's human resources (National Nutrition Agency, 2025). The main infrastructure of this program is the Nutrition Fulfillment Service Unit (SPPG) — a centralized kitchen with an average production capacity of 3,000 servings per day that distributes food to several schools within a certain service radius. As of mid-2026, more than 27,000 SPPGs have been recorded operating throughout Indonesia, with a total infrastructure investment of trillions of rupiah from the combined state budget and private investment (BGN, 2026). However, on June 3, 2026, the Attorney General's Office of the Republic of Indonesia named the Head of BGN Dadan Hindayana and his two deputies — Sony Sanjaya and Lodewyk Pusung — as suspects in corruption in MBG governance irregularities for the 2025-2026 fiscal year. The alleged criminal acts include mark-ups in the procurement of goods worth around Rp 1 trillion, including 21,801 units of electric motorcycles, tens of thousands of pairs of shoes, tens of thousands of units of tablets, and thousands of units of 75-inch televisions that have no direct relevance to the operation of nutrition programs (Attorney General's Office of the Republic of Indonesia, 2026).

This institutional shock triggered a thorough restructuring. President Prabowo Subianto removed Dadan Hindayana and appointed Nanik S. Deyang — previously serving as Deputy Head of BGN — as the new Head of BGN. Shortly after his official inauguration on June 8, 2026, Nanik introduced a series of policies that fundamentally changed the direction of the MBG program: a moratorium on the construction of new SPPGs, restrictions on the number of SPPGs per sub-district, refocusing beneficiaries, and the discourse on the use of school canteens as an alternative kitchen. This rapid and drastic policy change created uncertainty for thousands of business actors who had invested in the SPPG ecosystem. Nationally, 8,182 SPPGs or equivalent to 30 percent of the total active SPPGs were suspended during the 2025-2026 period (Kompas, 2026). On the other hand, hundreds to thousands of SPPG candidate buildings that have been completed with loan funds cannot operate due to the moratorium.

This article aims to (1) analyze the transformation of the MBG policy after BGN corruption from the perspective of public program governance; (2) compare the central SPPG model with the school canteen model that is being developed; and (3) map the strategic implications and business opportunities for various groups of actors in the transforming MBG ecosystem.

This research offers novelty through an integrative approach that connects the governance reform of the Free Nutritious Meal Program (MBG), investment risk, service institutional transformation, and food supply chain resilience. By integrating *principal-agent theory*,

transaction cost economics, and *business ecosystem*, this study analyzes how policy changes affect the operational sustainability of SPPG and the adaptation strategies of various business actors. In addition, this study compares the centralized SPPG model and the alternative school canteen as a conceptual basis for the development of nutritional services that are adaptive to geographical and institutional characteristics. The contribution of the research lies in the preparation of an analysis framework for the transformation of the MBG ecosystem that links policy accountability, investment risk mitigation, diversification of service models, and strengthening local supply chains to support the sustainability of national nutrition programs.

LITERATURE REVIEW

School-Based Nutrition Programs: A Global Perspective

School feeding programs have become a globally recognized public nutrition policy instrument. The World Food Programme (2023) notes that more than 418 million children worldwide benefit from various school feeding schemes. Developing countries that have successfully implemented similar programs show a common pattern: starting with a centralized model, then evolving towards school-based decentralization as local institutional capacity increases.

Japan is the main reference for mature school feeding models. The kyushoku program, which has been running since 1954, implements a school kitchen model in which each school has its own kitchen managed by a licensed nutritionist. This model has proven effective not only in nutritional fulfillment, but also in food education and local economic development through the use of local agricultural raw materials (Tanaka et al., 2019).

Brazil through the Programa Nacional de Alimentação Escolar (PNAE) implements a hybrid model that is relevant to the Indonesian context: there are strict national standards, but their implementation is delegated to local schools and farmer cooperatives. A minimum of 30 percent of PNAE's budget is required to use local agricultural products from small-family farmers (Sidaner et al., 2013). This model has succeeded in creating a link between school nutrition programs and local farmer empowerment.

Public Program Governance and Procurement Corruption

Corruption in the procurement of public goods and services is a phenomenon that is consistently found in large-scale programs in developing countries. Rose-Ackerman and Palifka (2016) identified that programs with large budget flows, tight political deadlines, and weak

oversight capacity are inherently susceptible to irregularities. The MBG program has all of these characteristics: a budget of Rp 268 trillion by 2026, pressure to pursue a target of 82.9 million beneficiaries, and a proven partner verification mechanism that can be manipulated.

The principal-agent theory in public policy (Moe, 1984) explains why governance irregularities can occur even in well-intentioned programs. When agents (BGN leaders) have much greater asymmetric information than principals (government and public), the opportunity for moral hazard becomes greater. The case of BGN shows a classic pattern: procurement of goods that are not arranged according to the needs of the field, price mark-ups, and control of SPPG points that are used as commodities.

Business Ecosystem in Public Nutrition Programs

The concept of a business ecosystem (Moore, 1993) is relevant to understand the complexity of the MBG program involving thousands of actors: SPPG managers, raw material suppliers, logistics distributors, kitchen equipment providers, and supporting technologies. A survey by the National Energy Council (2026) found that on average one SPPG collaborates with three MSMEs as raw material suppliers, with 64-65 percent of MSME suppliers coming from the same district. This figure shows that the MBG program de facto creates a significant local economic ecosystem. When there is a shock to the core components of the ecosystem (in this case the SPPG policy), the entire ecosystem experiences adaptation pressure. Williamson (1985) in the transaction cost theory states that investment in specific assets (such as SPPG kitchen buildings) creates bilateral dependencies that can trap investors in a lock-in situation. This is what thousands of SPPG entrepreneurs throughout Indonesia are now facing.

Based on the literature discussed in the manuscript, there are three research gaps that can be formulated:

1. Theoretical gap: Insufficient integration in the literature review between public governance theory, transaction costs, and business ecosystems to analyze changes in nutrition program policies.
2. Analytical gap: It has not been studied in an integrated literature on the impact of policy restructuring on groups of business actors with different investment and risk characteristics.
3. Policy gap: An analytical framework is still needed to determine the suitability of the centralized SPPG model and alternative school canteens based on geographical conditions, operational capacity, and regulatory readiness.

METHODS

This study uses a descriptive-qualitative policy analysis approach (Dunn, 2018). Primary data is sourced from official statements by BGN officials in the press conference for the period 3–17 June 2026, as well as official policy documents of the National Nutrition Agency. Secondary data is sourced from accredited national mass media reports (Kompas, Tempo, Antara, CNN Indonesia, CNBC Indonesia) covering the period May-June 2026.

The analysis was carried out through three stages. First, content analysis of policy statements to identify paradigm shifts from the Dadan Hindayana era to the Nanik S. Deyang era. Second, comparative analysis between the central SPPG model and the school canteen model based on the dimensions of capacity, efficiency, risk, and regulatory foundation. Third, strategic implications mapping using a stakeholder analysis framework that identifies policy impacts for various groups of business actors in the MBG ecosystem.

The validity of the data is guaranteed through source triangulation: each factual claim is confirmed from at least two independent sources. The limitations of this study lie in its nature of being sourced from secondary data and the ongoing policy dynamics at the time of writing, so there may be recent developments that have not been accommodated.

RESULTS AND DISCUSSION

The Anatomy of BGN Corruption and Systemic Impact

The BGN corruption case that was revealed in June 2026 has several layers that need to be understood systematically. First, at the procurement level, the suspects allegedly intervened with the Commitment Making Officer (PPK) so that the preparation of the Framework of Reference (KAK) was not in accordance with the real needs in the field. The problematic procurement worth around Rp 1 trillion includes 21,801 units of electric motorcycles, tens of thousands of pairs of shoes, tens of thousands of units of tablets, and thousands of units of 75-inch televisions — items that have no direct relevance to the operation of nutritious food distribution (Attorney General's Office of the Republic of Indonesia, 2026).

Second, at the SPPG governance level, the practice of buying and selling SPPG points or locations was revealed. The determination of SPPG points that should be based on nutritional distribution needs is allegedly manipulated for the benefit of certain parties. This creates an uneven concentration of SPPGs — the majority are concentrated in urban areas and Javanese

agglomerations, while the 3T areas that are most in need of nutritional intervention are still underserved.

The systemic impact of this corruption goes beyond the state's financial losses. Public trust in the MBG program has experienced significant erosion. Thousands of SPPG entrepreneurs who have been operating with integrity face uncertainty due to the moratorium policy and mass evaluation that cannot distinguish problematic SPPGs from SPPGs that operate according to standards. This is a form of negative externality of corruption that is rarely discussed in the literature: the costs borne by compliant business actors.

The New Paradigm of the BGN Era of Nanik S. Deyang

The leadership of Nanik S. Deyang marks a fundamental paradigm shift in MBG governance. There are at least six main policies announced in the range of June 4-17, 2026.

First, the moratorium on the construction of new SPPGs. BGN temporarily halted the registration and construction of new SPPGs while evaluating more than 27,000 SPPGs that have been operational. This moratorium is not permanent; it will be lifted if the evaluation shows that an area still needs additional capacity. Second, a maximum limit of six SPPGs per sub-district as an instrument for equitable distribution, considering that the existing SPPGs are currently still concentrated in the Java region.

Third, refocusing beneficiaries. The target of 82.9 million beneficiaries is stated to no longer be a top priority by 2026. The focus is shifted to the most vulnerable groups (pregnant women, breastfeeding mothers, toddlers — group '3B') and the 3T area. Nanik even explicitly stated that he would evaluate whether expensive schools in urban areas still need to receive MBG services, and shift the allocation to disadvantaged areas. Fourth, the prohibition of SPPG ownership for BGN employees who have decision-making authority, as a measure to prevent conflicts of interest.

Fifth, diversifying the kitchen model through the discourse on the use of school canteens as an alternative to SPPG, especially in remote areas with a small number of students. Sixth, diversification of financing sources through corporate CSR schemes, grants from friendly countries, and private investment for 3T areas, reducing dependence on the state budget.

This paradigm shift reflects a transition from quantity orientation (how many SPPGs are built, how many beneficiaries are reached) to quality orientation (how nutritious food is provided, how targeted the program is in reaching vulnerable groups). From a public program governance perspective, this quality orientation is more aligned with the substantive goals of the program,

although it is politically more difficult to communicate because it does not produce numbers that can be easily claimed as achievements.

Comparative Analysis: SPPG Sentral vs. School Canteen

The discourse on the use of school canteens as an alternative to SPPG is one of the most significant changes proposed in the Nanik era. The following table 1 presents a comprehensive comparison between the two models.

Table 1. Comparison of Central SPPG Model and School Canteen Model

Aspects	Central SPPG Model	School Canteen Model
Production capacity	±3,000 servings/day	100–500 servings/day
Scope of service	Multi-school (specific radius)	One school
Initial investment	IDR 500 million – IDR 2 billion	Very low (existing)
Risk of poisoning	High (remote distribution)	Lower (cook on the spot)
Quality control	Hard (long-distance delivery)	Easy (direct supervision)
Region match	Cities/agglomerations, large schools	District 3T, small school (<200 students)
Legal basis	Presidential Regulation No. 115 of 2025	There is no official legal umbrella yet
Financing	Pure State Budget	State Budget + CSR + Grants (alternative)

Source: Processed from various sources (BGN, 2026; Attorney General's Office of the Republic of Indonesia, 2026; Kompas, 2026)

From the table above, it can be seen that the two models have different comparative advantages according to the context of the region. The central SPPG model is more efficient for urban areas with a concentration of high schools, where a single SPPG can serve dozens of schools at once and achieve economies of scale in food production. In contrast, the school canteen model is more appropriate for 3T regions where the distance between schools is far, road infrastructure is poor, and the student population per school is small.

The biggest obstacle to the school canteen model is the regulatory aspect. As identified by Kompasiana (2026), Presidential Regulation No. 115 of 2025 does not recognize school canteens or public kitchens as legally valid SPPGs. This means that the implementation of the school canteen model requires a revision of regulations first — a process that takes time and has political uncertainty. Without this legal certainty, canteen managers who seek to become partners of BGN face legal risks and difficulties in disbursing funds.

Nutrition experts from Gadjah Mada University (2026) assessed that the school canteen model has advantages in terms of food safety: food cooked and consumed in the same location has a much lower risk of contamination than food cooked in a centralized SPPG and distributed by vehicle for 1-2 hours. This is relevant considering that Indonesia has recorded more than 37,000 cases of poisoning suspected to be related to MBG since the program was running.

Strategic Implications for Business Actors

Rapid and fundamental policy changes are creating a very different business landscape from previous conditions. The following table 2 maps the conditions, risks, and recommended strategies for the four main groups of business actors in the MBG ecosystem.

Table 2. Strategy Mapping for Business Actors in the Post-Reform MBG Ecosystem

Groups of Actors	Current Conditions	Key Risks	Recommendation Strategy
SPPG active (operating)	Evaluation & potential suspension by BGN	Not passing the new standards (WWTP, human resources, food safety)	Immediately upgrade facilities, recruit nutritionists, verify sub-district quotas
SPPG not yet operational (building completed)	Halted due to moratorium	Investment installments without income	Switch to cloud kitchen/temporary catering; official BGN queue list; consider relocation to 3T
Potential new investors	The SPPG door is temporarily closed	Wrong entry point	Enter the supply chain ecosystem: suppliers of raw materials, logistics, kitchen utensils, digital nutrition platforms
School canteen manager	Opportunity to become a BGN partner	There is no legal framework & technical standards yet	Upgrade kitchen facilities to food safety standards, build partnerships with nutritionists, monitor new BGN regulations

Source: Author's analysis based on BGN policy (2026)

For SPPGs that are currently in suspended status, the main priority is to meet operational technical standards that are now stricter. BGN sets standards including wastewater treatment plants (WWTP) that comply with the provisions, food-grade stainless steel kitchen facilities, adequate ventilation, and the obligation to have a certified nutritionist and head of operations. SPPGs that cannot meet these standards in the evaluation period risk having their operational licenses permanently revoked.

For SPPG building owners who are held back by the moratorium, the most important strategy is to avoid idle assets. Food-grade kitchen buildings have significant alternative value: they can be rented out as a cloud kitchen for catering businesses, used for the production of halal-certified food MSMEs and BPOM, or used as production kitchens for food delivery platforms. This strategy allows owners to cover investment installments while waiting for the moratorium to be lifted.

For potential new investors, the key message is: don't wait for SPPGs, enter through the supply chain. With 27,000+ active SPPGs that require raw materials every day, the opportunity to be a food supplier is much more accessible and less regulatory risk than building a new SPPG. The DEN survey (2026) shows that each SPPG collaborates with three MSME suppliers on average, meaning that the market potential reaches more than 81,000 supplier slots throughout Indonesia.

New Supply Chain Opportunities in the MBG Ecosystem

The transformation of the MBG policy opens up supply chain opportunities that were previously clogged by centralized models. First, local contract agriculture based on demand forecasting. The central SPPG model has faced inconsistent supply challenges because farmers tend to sell to middlemen when prices are high. The new policy encourages MSMEs to supply locally (64-65 percent from the same district) provides a strong business argument for building long-term farmer-SPPG contracts at pre-agreed prices and volumes.

Second, logistics and cold chains for the 3T region. Nanik S. Deyang explicitly stated that the expansion of MBG into the 3T region does not have to rely on the State Budget, but can be through CSR and private investment. This opens up opportunities for logistics companies that are able to solve the challenge of last-mile distribution to remote areas — small islands, mountains, and the interior. Actors who successfully build this capability will become long-term strategic partners of BGN.

Third, the nutrition management technology platform. BGN's new policy that emphasizes food quality and compliance with nutrition standards requires a more sophisticated system of recording, menu monitoring, and compliance audits than the current one. This opportunity is open to technology players who can develop mobile-based nutrition management solutions that can be operated by SPPG managers and school canteens with limited human resource capacity.

Fourth, school canteen upgrade services. If the discourse of school canteens as MBG partners is realized, there will be a massive need to upgrade thousands of school canteens to BGN food safety standards. This includes replacing kitchen equipment, HR training, nutritionist

consultations, and setting up a reporting system. Franchise or social franchise business models that offer a complete package of canteen upgrades have enormous scale potential.

Bastoni et al. (2026). These occurrences cannot be attributed exclusively to the inadequate educational background of the implementers. The fundamental issue lies in a disjointed competency framework, characterized by competency disparities, kitchen capacity that fails to align with production demands, time constraints, inadequate supplier validation, disregard for time-temperature regulations, distribution setbacks, and supervision lacking comprehensive data reliance. The MBG SAFE model is introduced via nine foundational elements: supplier assurance, position-specific competency certification, SPPG capacity accreditation, HACCP per menu, digital food passport, time-temperature regulation, independent food safety inspectors, early warning and swift response, and multi-tiered audits and enforcement.

The reliability and consistency of Sambal Sauce Raw Materials supply to the Factory, fluctuating quality of raw materials, and numerous additional issues. Certainly, this issue requires prompt resolution, as it could significantly impact product returns if it persists. This document provides an in-depth examination of the causes and implications of this phenomenon, strategies for resolution, and specific analytical approaches to address the issue through the Enterprise Architecture Design methodology, leveraging Hybrid Technology in the context of the Fourth Industrial Revolution (Hermawan et al., 2024).

The Koperasi Merah Putih possesses the capability to function as a supply chain coordinator by means of production aggregation, logistics oversight, and information administration. Technological assistance, governmental regulations, and logistical frameworks enhance the cooperative's capacity to elevate FSCM efficacy (Widyani et al., 2026). Highlighting production intervals without modifying structural capacity results in system instability and the shifting of bottlenecks, but an adaptable strategy grounded in Rubber Ball Theory can sustainably enhance production capacity. Moreover, this methodology has demonstrated enhancements in the dependability, agility, and efficacy of asset management within the supply chain, while also aiding in the mitigation of production flow fluctuation that instigates the bullwhip effect (Kartini et al., 2026).

Five Dimensions of Research Novelty

Dimensions	Contribution of novelty
Conceptual novelty	Integration of principal–agent theory, transaction costs, and business ecosystem to explain the impact of MBG policy restructuring.

The novelty of the approach	Analysis of policy changes is not only from the government's side, but also from the side of risk and adaptation of business actors.
Institutional novelty	The comparison of centralized SPPG with school canteen alternatives as the basis for the development of a hybrid service model.
Economic novelty	Identify the risk of idle assets, investment uncertainty, and business diversification strategies due to regulatory changes.
Policy novelty	Formulation of an adaptation framework that links accountability, service equity, and resilience of local food supply chains.

The novelty of this research lies in the development of an integrative analysis approach that links the transformation of the governance of the national nutrition program, changes in the institutional model of service, investment risks, and the adaptation of the business ecosystem in the context of the restructuring of the Free Nutritious Meal Program (MBG). In contrast to the study of school feeding programs which generally focus on the effectiveness of nutrition fulfillment, the efficiency of food distribution, or socio-economic impact, this study places policy changes due to governance shocks as factors that affect the operational sustainability of the Nutrition Fulfillment Service Unit (SPPG) and the resilience of the national food supply chain.

Conceptually, this study integrates *principal–agent theory*, *transaction cost economics*, and *business ecosystem* to explain the relationship between institutional supervision weaknesses, regulatory uncertainty, specific asset risks, and business actors' adaptation needs. The integration resulted in an analytical framework that identified four groups of business actors based on the level of exposure to policy changes, namely active SPPG managers, owners of SPPG facilities that are not yet operating, potential new investors, and school canteen managers.

This research also offers a perspective on the transformation of the nutrition service model from a centralized kitchen approach to the possibility of implementing a hybrid model based on geographical characteristics, institutional capacity, and beneficiary needs. Through the comparison of the two service models, the research identifies regulatory implications, potential operational efficiencies, and opportunities to strengthen local supply chains.

The main contribution of the research is the preparation of a conceptual framework for the adaptation of the MBG ecosystem that links governance reform, differentiation of service models, mitigation of investment risks, and strengthening of local food supply chains. This framework provides an analytical basis for the formulation of policies that are more adaptive, accountable, and oriented towards the sustainability of national nutrition services.

CONCLUSION

The corruption that ensnared the BGN leadership in June 2026 is not just an individual criminal case, but a reflection of systemic weaknesses in the governance design of the MBG program: excessive centralization, reliance on massive state budgets, manipulative partner verification mechanisms, and pressure to pursue target numbers without regard to substantial quality. The policy transformations introduced by Nanik S. Deyang — moratoriums, refocusing to vulnerable groups, school canteen discourse, and diversification of financing — are a response that is conceptually more in line with the principles of evidence-based school nutrition programs from global experience. However, its implementation faces regulatory obstacles that cannot be ignored, especially the absence of a legal umbrella for the school canteen model in Presidential Regulation No. 115 of 2025. For business actors, these changes require rapid strategic adaptation. The SPPGs that survive are those that are able to meet stricter operational technical standards, not the largest in terms of production capacity. New investors who enter through the supply chain — not through the establishment of new SPPGs — have a much better risk profile in the current regulatory uncertainty situation. And in the medium term, if the school canteen discourse gets a legal basis, a new market will open up in the form of school canteen upgrade services that have the potential to reach hundreds of thousands of educational units throughout Indonesia.

Suggestions

Further research is suggested to examine the impact of the moratorium on the financial condition of SPPG managers in a more measurable manner, as well as model the optimal scenario of the mix between the central SPPG and the school canteen based on the demographic and geographical characteristics of the region. Evaluation of the effectiveness of the new BGN policy in improving the nutritional quality of beneficiaries also needs to be carried out longitudinally after the program runs for at least a full year under the new paradigm.

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