

Analysis of the Implementation and Impact of the Free Nutritious Food Policy in IV Jurai, Pesisir Selatan, West Sumatra, Indonesia

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Abstract: This study aims to analyze the policy implementation and the impact of the Free Nutritious Food (MBG) Program managed by SPPG Sago on community empowerment in IV Jurai District, Pesisir Selatan Regency. A descriptive quantitative approach was employed, with data collected through a Likert-scale questionnaire. Data analysis utilized George C. Edward III's policy implementation model—comprising communication, resources, disposition, and bureaucratic structure—alongside a program impact analysis based on nutritional fulfillment, community satisfaction, and program sustainability. The findings indicate that the communication variable fell into the "good" category with an approval rate of 75%. The resources variable was in the "high" category with an average of 68.18%, disposition was in the "high" category with an average of 80.30%, and the bureaucratic structure achieved a "very high" category at 82.58%. These results demonstrate that the program implementation has been executed well from the implementers' perspective. Regarding the impact, the MBG Program exerted a positive influence on direct beneficiaries, specifically students and teachers. Nutritional fulfillment fell into the "high" category, community satisfaction was notably high, and the sustainability of the program received positive support. This indicates that the MBG Program has delivered tangible benefits.

Keywords: Policy Implementation, Free Nutritious Food, Edward III Model, Program Impact, IV Jurai.

I. INTRODUCTION

The development of high-quality Human Resources (HR) serves as the primary pillar in achieving the *Indonesia Emas 2045* (Golden Indonesia 2045) vision. At the national level, the Indonesian government faces significant challenges regarding the health quality and nutritional adequacy of the younger generation. Based on national data, the prevalence of stunting and malnutrition remains a serious obstacle that potentially threatens a "lost generation" if left unaddressed without massive and structured interventions. In response to these challenges, the Central Government launched a nationwide strategic policy: the Free Nutritious Food (MBG) Program. The implementation of this program was formalized through Presidential Regulation (Perpres) No. 83 of 2024 concerning the National Nutrition Agency (BGN). The mission of the National Nutrition Agency toward achieving *Indonesia Emas* is embodied in this comprehensive program, which is designed to ensure that every individual receives optimal nutritional intake, thereby supporting a healthy and competitive generation.

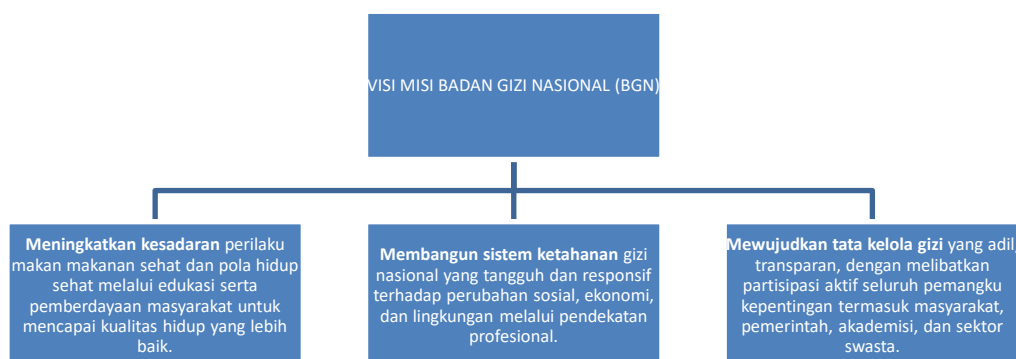


Diagram 1. The Vision and Mission of the National Nutrition Agency (BGN) (Source: National Nutrition Agency of Indonesia)

The National Nutrition Agency (BGN) is a strategic initiative of the Indonesian government tasked with ensuring that the nutritional needs of the entire population are met. This agency focuses on improving the quality of life through structured, measurable, and data-driven programs. Presidential Regulation (Perpres) No. 83 of 2024 marks a historical milestone, as it establishes a specialized institution fully responsible for the coordination, execution, and supervision of the nutritious food program nationwide. This policy is further supported by Law (UU) No. 18 of 2012 concerning Food, which mandates that the state is obligated to realize food availability, affordability, and the fulfillment of sufficient, safe, and nutritious food consumption for individuals. At the regency level, particularly in Pesisir Selatan Regency, this program is reinforced by a Regent's Regulation (Perbup) on Food Security. This policy mandates local government agencies to optimize marine potential (fisheries) and agricultural land in areas such as IV Jurai as the primary protein sources for the MBG program. Officially, data from the National Nutrition Agency shows that there are 379 Nutritional Adequacy Service Units (SPPG) across West Sumatra Province, 66 of which are located in Pesisir Selatan Regency. One of these pioneering units is SPPG Sago, located in IV Jurai District. This program is not merely a conventional social food assistance initiative; rather, it functions as a dual-purpose fiscal and social policy instrument aimed at improving students' nutritional status while simultaneously stimulating local economic growth. Nationally, the program is directed toward creating a circular ecosystem where school food demands are supplied directly by local resources.

Within its operational framework, the government established specialized grassroots units known as the Nutritional Adequacy Service Units (SPPG). The SPPG serves as a technical implementation unit ensuring that nutritional standards, hygiene, and target accuracy are strictly met. In Pesisir Selatan Regency, SPPG Sago in IV Jurai District has become a pioneer in executing this national mandate, following the operational workflow designated by the National Nutrition Agency (Figure 1).



Figure 1. Operational Workflow of the National Nutrition Agency (Source: Liputan 6)

Based on the National Nutrition Agency's workflow illustrated in Figure 1, the raw material supply chain for the MBG program actively involves local farmers, livestock herders, and fishermen. In Pesisir Selatan Regency, particularly in IV Jurai District, SPPG Sago has emerged as an implementing instrument that does not merely distribute food but also acts as a driving force for community empowerment. The implementation of the MBG program through SPPG Sago leverages local potential, ranging from absorbing community agricultural products to employing local labor in the food production process.

Investing in human resource quality is crucial to overcoming regional challenges, particularly the nutritional fulfillment of school-aged children. Pesisir Selatan Regency, specifically IV Jurai District, possesses diverse geographical characteristics spanning from coastal zones to highlands, where accessibility to balanced nutritious food still suffers from socio-geographical disparities [7]. Consequently, the Free Nutritious Food (MBG) policy serves as a direct intervention by the central government, delegated to local governments through the latest institutional regulations [5]. This policy is a complex public policy instrument involving multiple sectors, including education, health, and local food security [6], [8].

However, the success of a policy is not solely determined by the idealism of its blueprint; it depends heavily on its field execution [4], [9]. To dissect the dynamics of this execution, George C. Edward III's implementation model provides a comprehensive analytical framework through four critical indicators: communication, resources, disposition, and bureaucratic structure [1]. Field execution in practice faces various dynamics, including logistical challenges, nutritional standardization, and community participation readiness, which ultimately determine whether this program genuinely empowers the community or merely becomes a consumptive aid. Therefore, this study aims to map how these four dimensions operate in IV Jurai District and analyze the tangible impacts felt by the beneficiaries through an "Analysis of the Implementation and Impact of the Free Nutritious Food Policy in IV Jurai, Pesisir Selatan."

II. POLICY IMPLEMENTATION FRAMEWORK

Policy implementation refers to the activities carried out following the enactment of a specific policy. It encompasses efforts to control inputs in order to generate and achieve desired outputs or outcomes for society. The implementation process initiates from established goals and objectives, followed by the formulation of activity programs and budget plans, ensuring that the execution phase can effectively reach the intended policy targets. According to Edward III (as cited in Subarsono, 2011: 90-92), policy implementation is fundamentally influenced by four critical variables:

- **Communication:** A major determinant of successful policy implementation is whether implementers clearly understand what needs to be executed, as well as when and where the policy objectives and targets should be transmitted to the target groups. Proper communication significantly minimizes deviations during field execution.
- **Resources:** Implementation cannot proceed effectively if it relies solely on communication; thus, adequate resources are indispensable. These resources include human resources (such as the competence of the implementers) and financial resources.
- **Disposition:** This variable represents the traits and characteristics possessed by the implementers, such as commitment, honesty, and a democratic attitude. When implementers exhibit a positive disposition, they tend to execute the policy in alignment with its original intent. Conversely, when implementers hold divergent views or attitudes from policy-makers, the implementation process becomes ineffective.
- **Bureaucratic Structure:** The organizational structure tasked with policy implementation exerts a significant influence on the overall outcome. This structure primarily involves Standard Operating Procedures (SOPs) and fragmentation. An overly complex and lengthy organizational structure tends to weaken supervision, create red tape, and establish convoluted bureaucratic procedures, ultimately rendering organizational activities rigid.
- **Implementation Dynamics and Impact Analysis**

In a closely related perspective, Edwards (as cited in Budi Winarno, 2008: 181) emphasizes that vital resources include adequate personnel with the requisite skills to perform tasks, alongside the necessary authority and facilities to translate on-paper proposals into effective public services.

To supplement this framework, Pressman and Wildavsky conceptualize policy implementation as a continuous process that links policy statements (goals) with action (execution). From their viewpoint, implementation is not a singular event but rather a highly interconnected sequence of decisions and actions. This model introduces two core concepts:

1. **Complexity of Joint Action:** Public policy inherently involves a multitude of distinct actors, institutions, and interests. The greater the number of parties involved—such as the Health Office, schools, local farmers, Nutritional Adequacy Service Unit (SPPG) managers, and the general community—the higher the risk of implementation failure. Therefore, mutual agreement and commitment among all stakeholders are strictly required.
2. **Clearance Points:** This concept represents specific decision-making or approval nodes. Pressman and Wildavsky argue that every progressive step in policy implementation requires "clearance" or "coordination" from other participating entities.

If a single clearance point or coordination node experiences a bottleneck—such as budget delays, bureaucratic procurement of raw materials, or the unreadiness of kitchen staff—the entire chain of implementation can be disrupted or entirely broken. In the context of the Free Nutritious Food (MBG) Program in IV Jurai District, Pressman and Wildavsky's theory is utilized to analyze how SPPG Sago navigates the clearance points within its supply chain and operational workflows. Policy implementation here is viewed not merely as a top-down instruction from the central government to the region, but as a continuous chain of "joint action." This involves intense interactions between SPPG managers and local farmers as raw material suppliers, as well as schools and beneficiaries as consumers. Although the Pressman and Wildavsky model is traditionally technocratic and hierarchical, in this study, the theory serves to examine whether the centralized policy design successfully provides adequate room for local participation when operationalized by SPPG Sago in IV Jurai District.

III. THE FREE NUTRITIOUS FOOD (MBG) PROGRAM

The Free Nutritious Food (Makanan Bergizi Gratis / MBG) Program is a universal and structured public policy intervention designed to provide balanced nutritional intake to specific target groups, particularly school students, Islamic boarding school students (*santri*), pregnant women, and toddlers. Theoretically, the MBG program is rooted in the concept of **Human Capital Investment**. The provision of nutritious food is not merely a conventional social welfare assistance, but rather a strategic effort aimed at:

- **Breaking the Cycle of Stunting:** Delivering critical nutritional interventions during growth periods to prevent physical and cognitive development impairments.
- **Enhancing Cognitive Capacity:** Providing adequate nutrition that directly correlates with students' concentration levels, focus, and academic achievements in school.
- **Ensuring Food Security:** Guaranteeing individuals' continuous access to sufficient, safe, and nutritious food.
- **Technical Dimensions and Nutritional Standardization**

Technically, the operational framework of the MBG program adheres to national nutritional standards encompassing a precise balance of macronutrients and micronutrients. In its localized implementation by the SPPG, these standards are translated into the following components:

Table 1. Nutritional Component

Nutritional Component	Operational Source & Function
Carbohydrates	Serves as the primary energy source, utilizing rice, corn, or local tubers.
Animal & Plant-Based Proteins	Facilitates cellular growth and repair, acquired from eggs, fish, meat, tempeh, and tofu.
Vitamins & Minerals	Sourced directly from fresh vegetables and local fruits.
Food Safety	Enforces strict hygiene and sanitation standards throughout the processing, cooking, and serving stages to prevent contamination.

Sources Of Research Data Analysis

- **Socio-Economic Innovation: The Multiplier Effect**

A distinct novelty of the MBG program concept in Indonesia is the strategic integration of nutritional enhancement programs with grassroots economic empowerment. The underlying theoretical foundation relies on the **Multiplier Effect**. This concept asserts that every monetary unit expended by the government for the MBG program must circulate within the local economy. Within the operational scope of SPPG Sago, this effect is actualized through:

1. Local Supply Chain Integration

The institutional obligation of the SPPG to directly absorb agricultural, livestock, and fishery yields from the surrounding communities within the IV Jurai District.

2. MSME Empowerment

The active involvement of local Micro, Small, and Medium Enterprises (MSMEs) in providing logistics, distribution, and catering/food processing services.

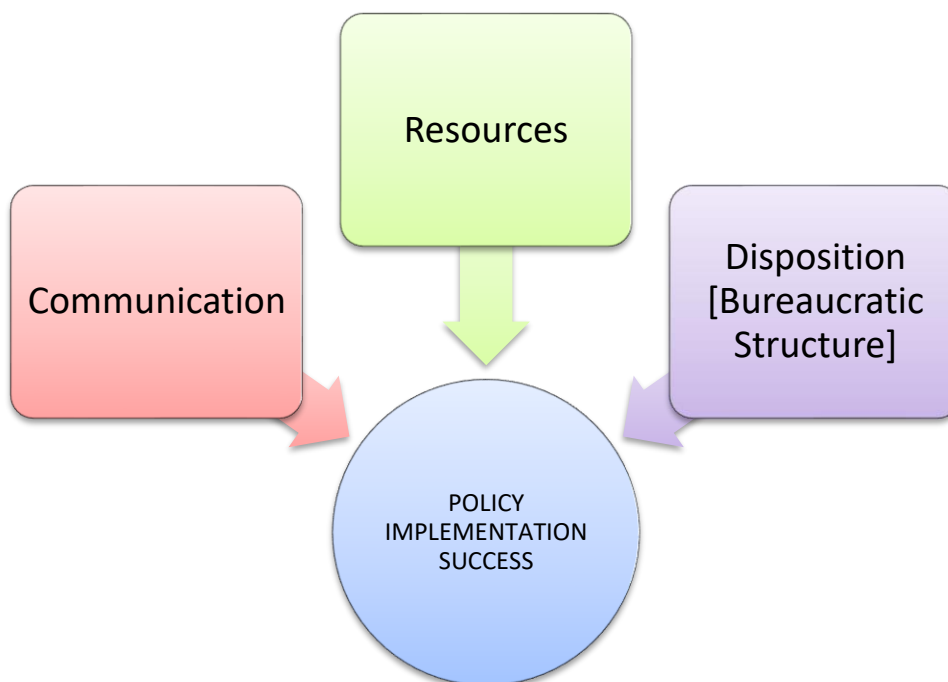
IV. NUTRITIONAL ADEQUACY SERVICE UNITS (SPPG) AS AN OPERATIONAL UNIT

In public policy literature, the Nutritional Adequacy Service Unit (Satuan Pelayanan Pemenuhan Gizi / SPPG) is categorized as a Street-Level Bureaucracy. As frontline agencies, these units serve as the vanguard that translates abstract nutritional concepts into tangible food portions. The core operational roles of the SPPG encompass:

- **Production Management:** Executing food processing and preparation in strict compliance with predefined nutritional standards.
- **Distribution Management:** Guaranteeing that meals reach the targeted beneficiaries in optimal, consumable conditions and within precise timelines.
- **Educational Function:** Operating as a centralized hub for nutritional information and advocacy for the community in Sago and its surrounding areas.

V. GEORGE C. EDWARDS III'S POLICY IMPLEMENTATION MODEL

According to George C. Edwards III, successful policy implementation is shaped by the dynamic interaction of four critical factors [1]:



1. Communication

This factor concerns the clarity, consistency, and accuracy of information transmitted from policy-makers to frontline implementers. In the absence of effective communication, field implementers encounter ambiguity when translating overarching policy objectives into practice [2], [11].

2. Resources

This dimension involves the availability of competent personnel, budgetary adequacy, essential physical facilities (such as specialized cooking equipment and proper storage facilities), and sufficient administrative authority [1], [13].

3. Disposition

This indicator reflects the attitudes, operational commitment, and integrity of implementers in accepting and executing the mandated policy. A weak disposition among field staff frequently triggers disguised resistance or compliance issues during field execution [3], [10].

4. Bureaucratic Structure

This structural aspect encompasses the existence of explicit Standard Operating Procedures (SOPs) and an effective division of labor (fragmentation) among various institutions. A well-designed structure prevents jurisdictional overlaps and streamlines organizational processes [1], [9].

5. Integration of Implementation and Impact Analysis

While facing several structural constraints, the positive outcomes of the MBG program have become significantly visible in the field. Consequently, this study purposefully integrates these four classic implementation variables with Program Impact Analysis. This approach aims to uncover the causal relationship between the quality of the policy management process and the empirical sociological changes taking place within the community [4], [14].

V. RESEARCH METHODOLOGY

This study employed a descriptive quantitative approach, which aims to systematically illustrate and describe field phenomena based on numerical data obtained from questionnaire distributions. The gathered data were analyzed using percentage calculations and descriptive statistics via Microsoft Excel and SPSS software.

Research Setting and Informant Selection

The study was conducted at the Nutritional Adequacy Service Unit (Satuan Pelayanan Pemenuhan Gizi / SPPG) Sago, located in IV Jurai District, Pesisir Selatan Regency.

Table 1. Analysis Respondents

Research Element	Operational Details
Research Location	SPPG Sago, IV Jurai District, Pesisir Selatan Regency, West Sumatra.
Total Respondents (SNS)	44 respondents (comprising SPPG Sago operational managers, teachers, and students).
Data Analysis Software	Microsoft Excel & SPSS.

Source: Primary data processed, 2026.

The purposive selection of this specific research site was driven by two primary considerations:

implies that information transmission, message clarity, and institutional goal alignment have been executed effectively across all occupational categories.

Nevertheless, a minor segment of respondents remains in the neutral or disagree spectrum, indicating that optimal comprehension has not yet been universally achieved. Collectively, however, all three indicators exhibit a strong dominance of "Agree" and "Strongly Agree" responses.

In the framework of George C. Edwards III's policy implementation theory, these findings demonstrate that the information dissemination process has operated with a high degree of efficacy. This robust communication network serves as a foundational driver, significantly minimizing operational ambiguity and directly supporting the overall success of the program's implementation in the field.

2. Resources

According to George C. Edwards III, the success of policy implementation is fundamentally driven by resource availability. This dimension encompasses critical indicators such as the availability of implementing personnel, budgetary allocations, physical facilities, and programmatic supporting equipment. The empirical findings demonstrate that the resource dimension falls into the "high" category, achieving an average approval rate of **68.18%**. This indicates that the majority of respondents perceive the available resources as highly supportive of the program's execution. Specifically, the indicator assessing the sufficiency of implementing personnel received a highly favorable response, as illustrated in Figure 2.

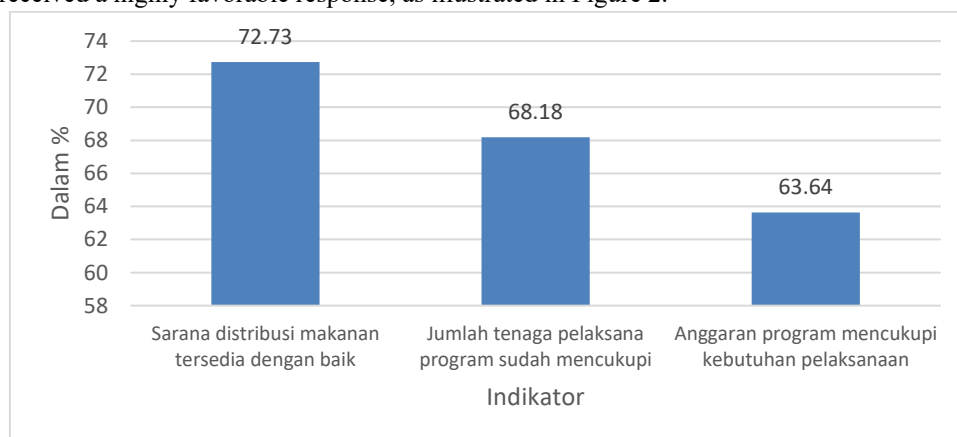


Figure 2. Respondents' Approval Ratings for Resource Variable Indicators

Based on the quantitative data in Figure 2, the human resources mobilized for the program are deemed relatively adequate to execute their designated tasks and responsibilities. On the other hand, the indicator evaluating whether the program budget sufficiently covers operational needs reached an approval rate of **63.64%**. Although this still falls within the "high" category, it represents the lowest score among all resource indicators. This discrepancy reveals that budgetary allocations remain a critical area requiring institutional reinforcement to optimize future policy outcomes.

In terms of quantity, the personnel involved in the MBG Program are sufficiently distributed across various operational phases—ranging from initial planning and food preparation to distribution and quality monitoring. This workforce adequacy ensures that field execution does not encounter significant bottlenecks regarding staff numbers, allowing activities to proceed in a structured and sustainable manner.

Consequently, the fieldwork highlights that the human resource aspect actively reinforces the implementation framework at SPPG Sago. As a result, the execution of the Free Nutritious Food (MBG) Program in IV Jurai District, Pesisir Selatan Regency, operates effectively, although continuous quality improvement and capacity-building for staff remain essential to achieving optimal program outcomes.

1. Disposition

Disposition serves as an essential factor influencing the success of public policy implementation. It reflects the willingness, attitudes, and operational commitment of implementers to execute a policy in alignment with its predetermined objectives. A positive disposition among implementers drives effective policy execution, whereas a negative attitude frequently creates friction and hinders the attainment of institutional goals. Within the operational scope of SPPG Sago, disposition is empirically measured through indicators of responsibility, commitment, and active support toward the Free Nutritious Food (MBG) Program.

The empirical findings reveal that the disposition dimension achieves an average approval rate of **80.30%**, positioning it firmly within the **"high" category**. This substantial score demonstrates that field implementers maintain a highly positive attitude toward executing the MBG Program managed by SPPG Sago. Consequently, the personnel not only comprehend the overarching goals of the program but also exhibit a strong organizational willingness to perform their duties in accordance with the prevailing regulations. The detailed breakdown of the disposition variable indicators is presented in Table 2.

Table 3. Recapitulation of the Disposition Variable Indicators

No.	Indicator	Approval Percentage (%)	Category
1	Implementers execute the program with a high sense of responsibility.	79.54%	High
2	Implementers demonstrate strong commitment to running the program.	75.00%	High
3	Implementers maintain a friendly and courteous attitude toward the beneficiary community.	86.36%	Very High
	Average	80.30%	High

Source: Primary data processed, 2026.

I. Discussion and Data Analysis

Based on the quantitative data in Table 2, the disposition of the program implementers ranges from good to excellent. The high scores across responsibility, commitment, and courtesy indicate that the frontline personnel possess supportive behavioral traits that reinforce the general success of the policy implementation.

The notably high score in courtesy toward the beneficiary community (**86.36%**) highlights that the street-level bureaucrats at SPPG Sago have successfully fostered positive public relations during daily distributions. Consequently, the disposition variable can be concluded to have contributed positively to the smooth execution of the program and the subsequent attainment of policy objectives in IV Jurai District, Pesisir Selatan Regency.

2. Bureaucratic Structure

The bureaucratic structure serves as a pivotal determinant shaping the ultimate success of public policy implementation. Within this study, the bureaucratic structure is empirically evaluated through three main indicators: clarity of division of duties, execution of coordination among implementers, and the availability of easily understood operational procedures. These three indicators are utilized to operationalize the organizational structure within the MBG program. The underlying theoretical assumption posits that a well-structured bureaucracy streamlines field operations, enhances task efficacy, and significantly minimizes potential operational friction.

The empirical findings indicate that the bureaucratic structure dimension achieves a **"very high" cumulative score of 82.58%**. This substantial rating implies that the institutional framework governing the MBG Program at SPPG Sago is highly optimized and powerfully reinforces policy implementation within the IV Jurai District, Pesisir Selatan Regency (see Table 3).

Table 4. Empirical Results of the Bureaucratic Structure Dimension

No.	Indicator	Category
1	The division of duties within the program is explicitly clear.	Very High
2	Coordination among implementers is executed seamlessly.	Very High
3	The operational procedures of the program are easily understood.	High
	Cumulative Average	Very High (82.58%)

Source: Primary data processed, 2026.

1. Discussion and Data Analysis

Based on the quantitative data in Table 3, the indicators mapping the bureaucratic structure consistently fall within the high to very high spectrum. This institutional optimization—characterized by clear task delegation, robust cross-sectoral coordination, and accessible operational protocols—serves as a primary driver supporting successful policy delivery.

Consequently, this structural efficiency reinforces the role of SPPG Sago in community empowerment. By establishing a highly organized working system, the unit is capable of maximizing public participation and stimulating involvement from diverse grassroots communities in the execution of the Free Nutritious Food (MBG) Program. Therefore, an effective bureaucratic structure acts not only as a critical pillar for policy success but also as a catalyst that amplifies the broader impact of local empowerment.

2. Impact Analysis of the MBG Program in IV Jurai District

To comprehensively map the outcomes of the policy, the impact of the MBG Program in this study is operationalized through three critical dimensions: nutritional fulfillment, community satisfaction, and future program sustainability. The impact analysis focuses directly on primary beneficiaries, specifically students, teachers, and program managers. Based on the empirical fieldwork, the evaluations from direct beneficiaries (students and teachers) reveal the following insights:

MBG PROGRAM IMPACT DIMENSIONS

[Nutritional Fulfillment] —► Achieved primary policy targets (High)

[Community Satisfaction] —► Positive but limited by menu variations (Moderate)

[Program Sustainability] —► Strong grassroots demand for continuation (High)

3. Nutritional Fulfillment:

The empirical data demonstrates that the vast majority of students and teachers, as direct beneficiaries of the MBG program, perceive the meals as highly capable of meeting their daily nutritional demands. This indicates that the tangible policy output strictly aligns with the primary institutional objective: elevating the nutritional quality of the target groups.

4. Beneficiary Satisfaction:

The satisfaction level among students and teachers toward the MBG Program is categorized as moderately high. Notably, the data reveals a slight variance or "gap" between field execution and beneficiary expectations. While the program delivers undeniable nutritional benefits, overall satisfaction has not yet peaked, which is primarily attributed to practical constraints such as limited variations in the daily menu.

5. Program Sustainability:

An overwhelming majority of students and teachers strongly endorse the long-term sustainability of the MBG Program. This widespread grassroots support underscores the profound relevance and utility of the program for students. Ultimately, this positive advocacy indicates that the MBG Program delivers concrete, real-world benefits, making its continuation highly justified, provided that continuous quality improvements are integrated into future implementation phases.

VIII. CONCLUSION

When evaluated through George C. Edwards III's framework, the implementation of the Free Nutritious Food (MBG) Policy in IV Jurai District, Pesisir Selatan Regency, falls into the category of "**Moderately Successful with Specific Notes.**" The primary driving factors accelerating this policy delivery include robust communication channels, sufficient human resource distribution, a high degree of implementer commitment (**disposition**), and an optimized bureaucratic structure at the field level. Beyond these institutional drivers, the empirical data demonstrates tangible, positive programmatic impacts. These outcomes are explicitly reflected in the successful fulfillment of students' and teachers' nutritional needs, a high level of beneficiary satisfaction, and strong public support for the long-term sustainability of the MBG Program in Pesisir Selatan Regency.

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