



Implementation of Non-Cash Food Assistance Policy in Karangmulya Village, Kadungora Sub-District, Garut District

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Abstract

The implementation of the Non-Cash Food Assistance Program (BPNT) in Karangmulya Village, Kadungora District, Garut Regency, still faces several challenges that hinder its overall effectiveness. One major problem is the lack of coordination between implementing officers and Beneficiary Families (KPM), which leads to an increase in the number of recipients each year without proper verification. Furthermore, some officers do not fully understand their responsibilities in managing the program, resulting in frequent errors in targeting assistance. This study aims to analyze how BPNT is implemented at the village level. This study uses a descriptive qualitative approach with George C. Edward III's implementation theory (in Subarsono, 2011: 90–92) as its analytical tool, focusing on four indicators: communication, resources, disposition, and bureaucratic structure. Data were collected through observation, interviews with relevant stakeholders, and documentation. The findings indicate that implementation in Karangmulya Village is not optimal and remains inconsistent with the established policy objectives. Many residents still do not know how to access or benefit from this program. Therefore, systematic and widespread community outreach is urgently needed. Through consistent outreach and interagency coordination, the village government can gradually improve program understanding, targeting accuracy, and overall service delivery.

Keywords: Non-Cash Food Assistance, Policy Implementation, Karangmulya Village, Village Government.

1. INTRODUCTION

One of the most important issues that every country must address is poverty. Poverty reduction efforts require the support of accurate and targeted poverty data. Reliable poverty measurement data can serve as an effective tool for policy makers in focusing attention on the living conditions of the underprivileged. In addition, the data can be used to assess government policies in addressing poverty and set goals to improve the living conditions of the poor. Therefore, the Indonesian government developed various programs and activities in various sectors of life to accelerate poverty reduction and social protection policy development. Some of these programs include School Operational Assistance (BOS), Poor Student Assistance (BSM), Community Health Insurance (Jamkesmas), Rice for the Poor (RASKIN), Family Hope Program (PKH), and Non-Cash Food Assistance (BPNT).

Based on the Presidential Regulation of the Republic of Indonesia No. 63/2017 on the Distribution of Social Assistance in Non-Cash, BPNT is part of a poverty reduction program in the first cluster that includes family-based social protection efforts in order to meet the basic food needs of underprivileged communities. One of the objectives of the Non-Cash Food Assistance Program (BPNT) is to ease the burden on people in the first cluster of poverty. However, there are a number of obstacles that still hinder the implementation of the Non-Cash Food Assistance Program (BPNT) in Karangmulya Village, Kadungora District, Garut Regency. For example, the lack of coordination has caused the receipt to not match the target, the cards given still contain errors, such as the wrong name or the wrong NIK KPM, and there is no standard operating procedure (SOP) to run BPNT in Karangmulya Village, Kadungora District.



One of the studies that have been conducted on Non-Cash Food Assistance (BPNT) is a study conducted by (Fadlurrohman et al., 2020) entitled "Implementation of the Non-Cash Program (Cimahi City Case Study) which focuses on how the BPNT program is run. In addition, research by (Rachman et al., 2018) entitled "Effectiveness and Perspectives on the Implementation of the Prosperous Rice Program (RASTRA) and Non-Cash Food Assistance (BPNT)". Evaluates how effective the two programs are as tools to fight poverty in Indonesia, especially for the low-income poor. This research emphasizes the need for improvements in the implementation of BPNT and RASTRA so that the social assistance is more effective, well-targeted, and able to improve the welfare of the poor in a sustainable manner.

The implementation of the Non-Cash Food Assistance policy plays a crucial role in supporting food security for poor households while enhancing the effectiveness and transparency of aid distribution. However, the success of this program heavily depends on the readiness and capacity of local-level implementers, including villages. Therefore, studying the implementation of this policy at the village level is essential as a form of field evaluation and a basis for future improvements (Faried, 2019). Karangmulya Village, located in Kadungora Sub-district, Garut Regency, is one of the areas receiving the BPNT program. As a village with diverse socio-economic characteristics, the implementation of the program in Karangmulya is worth further research, particularly regarding distribution mechanisms, the role of local actors, and community responses to the policy. Through this study, it is hoped that a comprehensive picture of how the BPNT is implemented in Karangmulya Village can be obtained, as well as identifying challenges, successes, and opportunities for improvement in its implementation.

2. METHOD

This research applies a qualitative approach in an effort to solve various problems that are the focus of the study. Researchers try to explore issues that are dynamic and related to social aspects. The qualitative method was chosen because it was considered appropriate for tracing, collecting, processing, and analyzing information obtained during the research process. Bogdan and Taylor, as cited by Moleong (2013: 4), suggest that qualitative methods are research procedures that produce descriptive data in the form of words, both oral and written, from the subjects studied and observable behavior. This view is in line with Sugiyono's opinion (2009: 15), which states that qualitative research methods aim to investigate, reveal, describe, and explain the quality or characteristics of a social influence that cannot be explained, measured, or described through a quantitative approach.

3. RESULT AND DISCUSSION

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a. The Communication

The implementation of the BPNT policy in Karangmulya Village faces serious challenges, although communication indicators are generally considered adequate. Communication, which was only conducted in the initial stages through structural channels from the sub-district to the village to the neighborhood association (RT/RW), has not been able to reach all levels of society, resulting in many underprivileged families being unaware of the program. This one-way and bureaucratic communication pattern also prevents constructive feedback between policy implementers and beneficiaries. This is consistent with (Pratiwi et al., 2022) findings in Balai Harapan Village that "communication did not run well due to unclear information and miscommunication between implementers and beneficiary families," resulting in the program not being fully understood by the target group (Pratiwi et al., 2022).



Weak communication during the implementation phase also leads to low community participation in conveying complaints or obstacles they encounter. Edward III (1980) stated that communication is one of four key variables in the policy implementation model, determining whether policy messages are received in their entirety, are on target, and are not distorted during the delivery process. If communication is ineffective, information regarding policy objectives, implementation procedures, and beneficiary rights and obligations will be misunderstandings, jeopardizing successful implementation Edward III in (Nugroho, 2014). This is further supported by a study by (Kusuma et al. 2023), which states that weaknesses in vertical communication within the BPNT program contribute to a lack of understanding among beneficiaries of program procedures and mechanisms, as well as unequal access to policy information, particularly in rural areas with minimal digital access (Kusuma et al., 2023).

Therefore, good communication requires not only technical information delivery but also a participatory, interactive, and inclusive approach. Village governments need to develop community-based communication strategies, such as citizen forums, direct outreach to underprivileged households, utilization of local digital media, and the involvement of community leaders and village volunteers in disseminating program information. Thus, communication becomes not only a tool for transferring information but also a means to build trust, strengthen participation, and enhance program accountability at the local level.

b. Resources

In terms of resources, the limited number of e-warong agents and the lack of qualified human resources (HR) pose significant obstacles to the implementation of the Non-Cash Food Assistance Program (BPNT) in Karangmulya Village. The presence of only one e-warong in the village is disproportionate to the number of beneficiary families (KPM) it must serve, resulting in frequent long queues, service delays, and even stockouts of staple foods. Furthermore, supporting infrastructure such as internet access, Electronic Data Capture (EDC) machines, and the availability of logistics transportation are also deemed inadequate, ultimately hampering the efficient and timely distribution of aid.

Furthermore, the technical and administrative capabilities of implementing officers at the village level are also limited. Many have not received adequate training on the BPNT system, the use of digital technology, and cross-agency coordination mechanisms. This situation leads to data errors, inaccurate aid distribution, and weak oversight of e-warong agents. A study by Pratiwi et al. (2022) also highlighted similar issues in Balai Harapan Village, where "a lack of human resources, funding, and facilities hampered the optimal implementation of BPNT" (Pratiwi et al., 2022).

This view aligns with the theory of public policy implementation put forward by Edward III, who places resources—both human and physical facilities—as one of four key variables in the success of a policy's implementation. According to him, without sufficient resource support, policy messages cannot be effectively translated by technical implementers in the field, making policy objectives difficult to achieve (Edward III in Nugroho, 2014). This is especially relevant in the context of implementing the Non-Cash Food Assistance (BPNT) program in rural areas like Karangmulya Village, where resource limitations are evident, both in the number of e-warong agents, the quality of field officers, and other supporting facilities.

This situation suggests that increasing resource capacity must be a top priority in strategies to improve BPNT implementation. One concrete step that can be taken is to conduct regular technical training for program implementers so they understand the procedures and mechanisms of aid distribution comprehensively. Furthermore, it is necessary to procure additional facilities such as EDC machines, stable internet connections at e-warongs, and increase the number of geographically dispersed agents to ensure more equitable and decentralized access to aid for the community. In the long term, village governments also need to allocate specific funds through the



Village Budget (APBDes) to strengthen the infrastructure for distributing social assistance. This approach will not only support program sustainability but also improve the quality of social services at the grassroots level.

c. Disposition

The success of a policy's implementation is largely determined by the disposition or attitude of the implementers in the field. Implementers with integrity, strong commitment, and a democratic attitude have the potential to implement policies more effectively and accountably. Integrity and commitment encourage consistent program implementation in accordance with applicable guidelines, while a democratic attitude creates an open dialogue between implementers and the community, thus facilitating acceptance and active participation from beneficiaries.

However, in the implementation of the Non-Cash Food Assistance Program (BPNT) in Karangmulya Village, Kadungora District, Garut Regency, the disposition aspect has not been optimal. There is still poor coordination between program implementers and Beneficiary Families (KPM), resulting in inaccurate target data. Irregular data updates lead to inaccurate aid distribution and community dissatisfaction. The weak proactive attitude of implementers reflects a lack of commitment and integrity in ensuring the program runs fairly and equitably.

A similar phenomenon was also observed in research by (Rakhmadani et al., 2023), which found that out of 221 beneficiaries in Rantau Jaya Udik Village, 39 recipients did not meet the criteria due to poor data integration and minimal coordination between implementers and beneficiaries. Meanwhile, a study by (Saputri et al., 2023) revealed that the implementation of BPNT (Non-Cash Cash Assistance) in Barengkok Village also faced technical and administrative obstacles, such as errors in EDC devices, long distances to e-warongs, and distribution delays, all of which stemmed from the low readiness and commitment of program implementers.

These findings indicate that dispositional factors are not merely a matter of individual implementers' attitudes, but also involve structural readiness and work ethics in public service. Without implementers with high integrity, moral responsibility, and a willingness to build communicative relationships with the community, a policy as large as BPNT will struggle to achieve optimal results.

d. Bureaucratic Structure

Bureaucratic structure is a crucial component in supporting the successful implementation of public policy. Two key elements within a bureaucratic structure are work mechanisms and organizational structure. These mechanisms are generally outlined in the form of Standard Operating Procedures (SOPs), which serve as technical guidance for implementers. A good SOP should have a systematic workflow, be easy to understand, and be applicable in various situations. Furthermore, the organizational structure should ideally be designed as simply as possible to facilitate rapid coordination and decision-making, especially in emergencies or other pressing needs.

However, in the implementation of the Non-Cash Food Assistance Program (BPNT) in Karangmulya Village, Kadungora District, Garut Regency, the bureaucratic structure has not performed optimally. One of the main obstacles encountered is the lack of a specific technical SOP at the village level that specifically regulates the BPNT distribution process. To date, program implementation still relies on Garut Regent Regulation Number 20 of 2019, which tends to be general in nature and does not accommodate local technical needs.

The absence of technical SOPs and the complexity of the organizational structure can hinder the effectiveness of policy implementation. Research by Pratiwi et al. (2022) revealed that a weak bureaucratic structure, including the absence of standard operating procedures (SOP) and



overlapping duties, can reduce accountability and slow down the public service process. A similar finding was found by (Saputra et al. 2020), who explained that the existence of standard operating procedures (SOP) and a clear organizational structure significantly influenced the success of BPNT (Non-Cash Assistance) distribution in Semarang City. An inefficient bureaucratic structure increases the opportunity for miscommunication, technical errors, and inaccurate targeting. Furthermore, research by Feny (Sahara et al. 2023) also emphasized that inconsistently implemented SOPs are a major cause of delays in aid distribution in the field. From these various studies, it can be concluded that the performance of the bureaucratic structure, particularly in terms of work mechanisms and clarity of institutional roles, is the main foundation for the effective and targeted implementation of social assistance programs.

Inhibiting Factors in the Implementation of BPNT Policy in Karangmulya Village, Kadungora District, Garut Regency

The implementation of the Non-Cash Food Assistance Program (BPNT) in Karangmulya Village, Kadungora District, Garut Regency still faces several obstacles:

a. Communication

A The process of disseminating information regarding the Non-Cash Food Assistance Program (BPNT) in Karangmulya Village has not been comprehensive and effective. Residents are still found to be lacking complete information regarding the program's existence and mechanisms. The outreach conducted by the village government appears to be a formality, occurring only at the beginning of the program and then gradually continuing from the sub-district to the village level, before finally being passed on to the community by the local RT (Neighborhood Association) or RW (Community Unit) head. This communication model relies heavily on the effectiveness of the RT/RW (Regional Unit), which in practice is not always able to reach all levels of society. As a result, many residents do not understand their rights and procedures as Beneficiary Families (KPM) and experience confusion during program implementation (Sa'adah et al., 2024). The lack of a direct and ongoing communication approach results in the policy's implementation being incompletely communicated and results in a lack of community participation.

b. Resources

Limited resources are a significant inhibiting factor in the implementation of the Non-Cash Food Assistance Program (BPNT) in Karangmulya Village. Based on field findings, currently only one e-warong unit is operating to serve all Beneficiary Families (KPM) spread across various hamlets. This situation results in long queues and a food supply that is disproportionate to the number of recipients. As a result, many KPMs have to delay aid disbursement until staple food stocks are restocked. This phenomenon reflects low distribution efficiency and weak service capacity, which should be able to reach all recipients equitably and in a timely manner.

Furthermore, supporting facilities such as transportation, storage facilities, and road access to the e-warong are still far from adequate. Furthermore, the technical skills of implementing officers in understanding program implementation procedures particularly those related to the data collection system, beneficiary validation, and distribution governance are still suboptimal. This limited understanding often leads to technical errors in the field, resulting in service delays and inaccurate targeting of recipients.

Furthermore, (Forensa et al., 2024) explained that aid distribution was less than optimal due to geographic factors and minimal local community involvement in supporting the continuity of e-warong services. The location's considerable distance from most beneficiary families (KPM) and the lack of supporting facilities worsened the program's effectiveness at the village level. In other words, the currently available human and physical resources were inadequate to accommodate complex and evolving operational needs. This aligns with the findings of (Pratiwi et al., 2023),



which showed that the low quality of resources, both in terms of implementer competency and supporting infrastructure, directly impacted the successful implementation of the BPNT policy.

c. Disposition

The disposition or attitude of implementers towards the Non-Cash Food Assistance Program (BPNT) in Karangmulya Village remains a major obstacle to ensuring program effectiveness. The attitudes and commitment of implementers in the field appear to be less than fully supportive of the program's success, as evidenced by the weak coordination between program implementers and Beneficiary Families (KPM). This inadequate coordination impacts the accuracy of recipient data, with recurring issues arising year after year, including outdated data, lack of regular verification, and unconfirmed accuracy.

This weak data verification and updating process has led to various technical issues that hinder KPM access to assistance. Some frequently encountered issues include inoperable Family Cards (KKS), errors in identity records such as names or National Identification Numbers (NIK), and recipient identification that does not reflect the actual community situation. This demonstrates that implementers are not only less active in data validation but also lack the initiative to improve problematic administrative processes.

Furthermore, the centralized reporting and decision-making system leaves field officers with limited authority to promptly address technical issues. For example, when problems arise with card data or recipient status, banks and village officials can only advise residents to wait or refer the matter to a higher level, without any certainty about a resolution time. This situation demonstrates not only technical issues but also the disposition of implementers, who are less responsive to residents' needs.

(Pratiwi et al., 2022) revealed that implementers' low level of understanding of program mechanisms and a lack of responsibility and ownership for their tasks are the main causes of inaccurate targeting of aid. This low level of professionalism contributes significantly to inequities in benefit distribution, as eligible residents are not recorded, while ineligible recipients receive assistance. Therefore, capacity building and ongoing coaching are needed for implementers so that they not only understand administrative aspects but also develop an empathetic and professional attitude in carrying out their duties.

d. Bureaucratic Structure

In the implementation of the Non-Cash Food Assistance Program (BPNT) in Karangmulya Village, the bureaucratic structure still faces significant challenges. To date, there is no technical Standard Operating Procedure (SOP) at the village level that explicitly regulates the program's implementation process. As a result, the implementation of the BPNT policy only refers to Garut Regent Regulation Number 20 of 2019, which is general in nature and does not provide sufficient technical direction at the operational level. This procedural ambiguity has led to confusion in the division of roles among officers and weakened coordination between the village government, e-warungs, and distributing banks. This situation opens up the potential for inefficiencies in aid distribution, including distribution delays, inconsistent reporting, and the possibility of overlapping roles. Suboptimal coordination has led to delays in addressing technical challenges in the field, such as issues with Community Service Cards (KKS) or recipient data validation, which require cross-agency handling.

Research by Pratiwi et al. (2022) showed that implementers' weak understanding of bureaucratic technicalities and the absence of specific SOPs at the village level led to the BPNT implementation proceeding without a clear direction, making it prone to procedural errors. Meanwhile, Nurafia et al. (2020) emphasized that the absence of a solid bureaucratic structure and a lack of understanding of the division of tasks also weakened the accountability of policy implementation



at the local level. Therefore, the development of technical SOPs based on local needs is urgent. These SOPs should include coordination between implementers, a clear division of tasks, and technical guidance for addressing various potential issues that arise in the field. With a more systematic bureaucratic structure, the implementation of the BPNT program can be more effective, efficient, and accountable.

Solutions in Overcoming Problems in the Implementation of BPNT Policy in Karangmulya Village, Kadungora District, Garut Regency

in the process of implementing the Non-Cash Food Assistance Program (BPNT), there are still various obstacles or barriers. In order for the policy to run optimally, efforts or solutions are needed, including:

a. Communication

Village governments should develop a more inclusive and structured communication approach so that all levels of society gain a comprehensive understanding of the mechanisms, objectives, and benefits of the Non-Cash Food Assistance Program (BPNT). In addition to conventional methods such as direct outreach at community meetings, village governments can utilize various visual communication tools, such as the installation of informative banners, billboards, notice boards in village halls, and the distribution of leaflets or brochures in public places like markets, mosques, schools, and integrated health posts (Posyandu). This strategy is especially important for reaching vulnerable groups such as the elderly, those less socially active, or those with limited access to digital media.

Furthermore, regular publicity through mosque loudspeakers or community radio can also serve as alternative media to expand communication reach, particularly in rural areas. By implementing varied, consistent, and easily understood communication methods, information dissemination becomes more equitable, information gaps are avoided, and the risk of misunderstandings is minimized during program implementation. An effective communication strategy not only increases community participation but also strengthens accountability and builds public trust in program organizers (Forensa et al., 2024).

b. Resources

To improve the effectiveness of the Non-Cash Food Assistance (BPNT) program at the village level, concrete steps can be taken to provide regular training and technical assistance to all village officials involved. These activities not only improve knowledge of procedural aspects, such as the data collection and validation mechanisms for aid recipients, but also emphasize mastery of the information systems used in BPNT management. A good understanding of these systems will help minimize technical errors and expedite the aid distribution process.

Capacity-building programs should not be one-off projects, but rather be implemented continuously with a local needs-based approach. Good practices from several villages demonstrate that training coupled with regular coaching, mentoring by more experienced parties, and cross-agency collaboration can foster a more professional and responsive work pattern to address issues in the field. This training model can raise officer awareness of the importance of data accuracy and service accountability (Ardani, 2015).

Furthermore, capacity building also contributes to improving the overall quality of administrative services. When village officials possess adequate skills in data management and inter-agency coordination, the potential for administrative errors can be significantly reduced. Ultimately, this will ensure that social assistance is properly targeted and received by those who truly need it (Nurafia et al., 2020). Increased officer capacity is also directly correlated with increased community satisfaction with the aid distribution process, particularly in terms of timeliness, clarity



of procedures, and responsiveness to complaints (Forensa et al., 2024).

c. Disposition

To strengthen the effectiveness of the Non-Cash Food Assistance Program (BPNT) at the village level, it is crucial to transform attitudes and improve cooperation between the institutions involved. The Karangmulya Village Government needs to build a synergistic relationship with the Social Services Agency, Family Hope Program (PKH) facilitators, e-warongs, and distributing banks. This collaboration should not be merely administrative or incidental, but should be realized in the form of a permanent institutional structure, such as the establishment of a cross-sectoral working team tasked with overall program coordination.

This cross-sectoral team can meet regularly, either weekly or monthly, to submit progress reports, agree on strategic steps, and resolve any challenges that arise in the field. Regular evaluations—at least once a month—can serve as a means to measure the program's achievement of its objectives, map complaints from Beneficiary Families (KPM), and evaluate the speed and accuracy of responses to data or distribution issues.

Regular evaluations also help foster a more professional and accountable work culture among implementers, as they are required to actively analyze achievements and address any identified deficiencies. Over time, this evaluative practice will foster shared accountability and increase consistency in program implementation.

According to Forensa et al. (2024), a systematic, evaluation-based, coordinative approach can reduce inequalities in policy implementation and improve the quality of services to beneficiaries. Furthermore, a work culture driven by collaborative values and regular reflection has been shown to strengthen the integrity of implementers and the alignment of programs with community needs.

d. Bureaucratic Structure

The Karangmulya Village Government needs to immediately design and establish technical Standard Operating Procedures (SOPs) that are not only general in nature but also tailored to local dynamics and the unique challenges faced by the village. These SOPs should comprehensively cover all stages of the Non-Cash Food Assistance (BPNT) program implementation, starting with the identification and validation of Beneficiary Family (KPM) data, through aid distribution procedures, implementation monitoring, and reporting and complaint handling mechanisms. Developing such SOPs is crucial for creating a clear work structure and avoiding policy fragmentation that could hinder effective implementation.

With a well-organized workflow, all program implementing elements can understand the boundaries of their respective roles and responsibilities, thereby minimizing overlapping authority or confusion in coordination between parties. SOPs not only clarify the hierarchy and working relationships between implementing units, but also serve as practical guidelines that support consistency in decision-making in the field.

According to (Nurafia et al., 2020), the existence of clear and applicable SOPs has been proven to accelerate the aid distribution process and prevent administrative errors that often arise from weak coordination and procedural irregularities. Meanwhile, (Pratiwi et al., 2022) emphasized that structured work procedures will increase program accountability and make responses to field constraints faster and more measurable. Thus, the existence of adaptive and participatory technical SOPs not only supports the efficiency of village bureaucracy but also strengthens public trust in the long-term sustainability of social assistance programs.



4. CONCLUSION

The results of this study indicate that the primary focus is on the role of village officials in implementing the Non-Cash Food Assistance (BPNT) distribution policy in Karangmulya Village, Kadungora District, Garut Regency. The program implementation process was evaluated using four main indicators: communication, resources, implementer disposition, and bureaucratic structure. However, these four aspects have not demonstrated optimal performance. This is reflected in the continued lack of understanding by many residents of the program's substance and procedures, limited human resources and an inadequate number of e-warongs, inaccurate recipient data, and the lack of a specific Standard Operating Procedure (SOP) for BPNT implementation at the village level.

To address these various issues, several strategic solutions can be implemented. First, direct and comprehensive information dissemination to the community is necessary through ongoing outreach using various communication approaches, both conventional and digital. Second, efforts should be made to improve the competency of village officials through technical training and mentoring programs, so they can carry out their duties professionally and efficiently. Third, strengthening synergy between village governments and relevant agencies, such as the Social Services Agency, Family Hope Program (PKH) facilitators, and distribution agencies, is necessary to strengthen coordination in aid distribution. Fourth, developing comprehensive and contextual technical SOPs is crucial to ensure the implementation of the BPNT program is more focused, measurable, and able to achieve optimal results in line with the policy's initial objectives.

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