

The Effectiveness Of Non-Cash Food Assistance Program (Bpnt) Management: A Case Study Of Community Perception In Wasior District, Teluk Wondama Regency, West Papua

Noak Karubuy¹, Farida Yuliaty², Kosasih³, Vip Paramarta⁴

¹²³⁴Master of Management Program, Postgraduate Program, Sangga Buana University YPKP, Bandung, Indonesia

*Email: nockykarubuy@gmail.com¹; farida.yuliaty@usbypkp.ac.id²; kosasih@usbypkp.ac.id³; Vip@usbypkp.ac.id⁴

Abstract

Keywords:

Effectiveness, Program Management, Non-Cash Food Assistance (BPNT), Community Perception, Teluk Wondama, West Papua

This study aims to analyze the effectiveness of the Non-Cash Food Assistance Program (BPNT) management in Wasior District, Teluk Wondama Regency, West Papua, based on community beneficiaries' perceptions. Poverty and limited food access in this remote coastal area necessitate a rigorous evaluation of social program implementation. A qualitative case study approach was applied through in-depth interviews with five key informants beneficiary families, social facilitators, e-Warong agents, local government officials, and village heads alongside participatory observation. Thematic analysis following Miles and Huberman's model was used to process the data. The findings reveal that program effectiveness is shaped by four managerial dimensions: planning, implementation, monitoring and evaluation, and cross-stakeholder coordination. Beneficiaries acknowledged the program's contribution to food security and household budget relief; however, recurring issues such as inaccurate beneficiary data, inconsistent commodity quality, transportation constraints, and EDC machine failures hindered optimal outcomes. Coordination among Dinas Sosial, facilitators, and e-Warong agents was functional, yet village authorities remained marginalized. The study recommends periodic DTKS data updates with village-level involvement, strengthened e-Warong infrastructure, more inclusive socialization strategies, and field-based rather than merely administrative monitoring to enhance program impact in geographically challenging areas.

INTRODUCTION

Poverty and food insecurity remain critical issues across Indonesia, particularly in Papua Barat Province. Data from BPS Papua Barat (2024) indicate that as of September 2024, the poverty rate in Papua Barat reached 21.09%, far exceeding the national average of 9.36%. Teluk Wondama Regency, situated in a coastal and hilly geography, is among the most vulnerable areas where food access is severely constrained by infrastructure limitations. Wasior District, the administrative center of the regency, hosts the largest concentration of Non-Cash Food Assistance (BPNT) beneficiaries in the region, totaling 961 Recipient Family Units (KPM) out of the regency-wide 3,522 KPM.

The Non-Cash Food Assistance Program (BPNT) is a flagship national social protection initiative designed to replace the previous subsidized rice program (Raskin/Rastra) with a more modern electronic mechanism. Through the use of an electronic card (KKS), beneficiary families receive a monthly subsidy of IDR 200,000 to purchase staple food commodities primarily rice and eggs at designated e-Warong (electronic kiosks) that partner with the state bank (Kemensos RI,

2020; TNP2K, 2020). The shift from in-kind to electronic distribution was intended to improve targeting accuracy, timeliness, transparency, and beneficiary autonomy.

Despite its reformist design, BPNT faces substantial implementation challenges, especially in remote areas. Nugroho & Handayani (2022) note that technological infrastructure constraints and low digital literacy remain primary barriers in rural regions. Aditama & Putri (2023) highlight persistent inaccuracies in the Social Welfare Data (DTKS), leading to both inclusion and exclusion errors. Prasetyo & Indriani (2023) document beneficiary dissatisfaction caused by distant e-Warong locations and substandard commodity quality. Wardhana & Lestari (2022) further emphasize that transportation access in eastern Indonesia constitutes a fundamental barrier to effective social program distribution.

Previous studies on BPNT effectiveness predominantly adopt quantitative or administrative evaluation perspectives, with limited attention to beneficiary perceptions particularly in geographically remote communities with distinctive socio-cultural characteristics. Studies in Yogyakarta (Hermawan et al., 2021), Manggarai (Pramono & Ogot, 2024), and urban settings (Meidiana & Helmi, 2024) provide valuable reference points but do not capture the specificities of coastal and mountainous Papua Barat contexts. This gap motivates a qualitative case study focused on Wasior District, which presents a compelling combination of high beneficiary concentration, severe geographic constraints, and limited published evidence.

The present study addresses the following research questions: (1) How do BPNT beneficiaries in Wasior District perceive the management of the program across its planning, implementation, monitoring, and coordination dimensions? (2) How do beneficiaries assess the program's contribution to their household welfare specifically food security, budget relief, food access, and quality of life? (3) What is the relationship between perceived program management quality and perceived welfare outcomes?

LITERATURE REVIEW

Management Theory and the POAC Framework

Management is broadly defined as the process of planning, organizing, actuating, and controlling resources human, financial, and material to achieve organizational objectives efficiently and effectively (Terry, 1997; Robbins & Coulter, 2021). George R. Terry's POAC framework (Planning, Organizing, Actuating, Controlling) provides the theoretical backbone of this study. Planning involves defining organizational goals and formulating strategies to achieve them (Robbins & Coulter, 2021). Organizing entails structuring roles, tasks, authority, and coordination mechanisms (Aditama, 2020). Actuating drives the implementation of plans through leadership, motivation, and directive communication. Controlling ensures performance measurement, feedback, and corrective action (Daft, 2020).

Non-Cash Food Assistance Program (BPNT)

BPNT was introduced as part of Indonesia's social protection reform agenda, succeeding the Rastra program with a non-cash electronic transfer mechanism to improve accountability and beneficiary choice (Kemensos RI, 2018). Holzmann & Jørgensen (2001) conceptualize social risk management as the foundational principle for programs like BPNT, aimed at reducing household vulnerability and promoting welfare. Bryson (2018) emphasizes that program effectiveness in

public organizations depends on the quality of strategic planning, stakeholder coordination, and adaptive management.

Empirical studies confirm mixed effectiveness across regions. Effiyaldi & Rahmadani (2019) identified data management challenges at the Dinas Sosial level; Fauzan et al. (2025) found implementation gaps in rural Kalimantan; Khoiriyah (2022) documented distribution inefficiencies in East Java. Notably, Suryapuspita & Wijaya (2024) underscored the importance of collaborative governance among state actors in urban Palembang a finding particularly relevant to multi-stakeholder rural settings like Wasior.

Community Perception and Program Effectiveness

Perception is the cognitive process through which individuals interpret environmental information (Fiske & Taylor, 2017). In the context of social programs, community perception functions as a proxy for program legitimacy and effectiveness (Williams, 2012). Setiawan & Rachman (2021) demonstrate that beneficiary perceptions of BPNT are shaped by access experience, service quality, and distribution transparency. Coady et al. (2004) identify targeting accuracy and timeliness as critical effectiveness indicators in developing country transfer programs. These dimensions align with the six-T effectiveness criteria widely used in Indonesian program evaluation (Aditama, 2020): Tepat Sasaran (correct targeting), Tepat Waktu (timely), Tepat Jumlah (correct amount), Tepat Harga (fair price), Tepat Kualitas (quality standards), and Tepat Administrasi (correct administration).

METHODS

This study employs a qualitative case study design (Yin, 2018), selected because the research objective is to develop a rich, context-specific understanding of BPNT management effectiveness from the lived experiences of community members in Wasior District. The case study enables the researcher to capture multidimensional perspectives that quantitative approaches cannot adequately represent (Wulandari & Utami, 2022).

Data were collected from January to March 2025 through three primary methods: (1) Semi-structured in-depth interviews with five purposively selected key informants: a BPNT beneficiary family (KPM), a program facilitator (pendamping sosial), an e-Warong agent, a Dinas Sosial official (Head of Social Empowerment Division), and a village head (kepala kampung). These roles collectively represent the full spectrum of BPNT stakeholders. (2) Participatory observation at e-Warong distribution sites, PT Pos Indonesia offices, and community gathering points during distribution cycles. (3) Secondary document analysis of national BPNT guidelines, Dinas Sosial reports, and DTKS data for Wasior District.

Data analysis followed Miles & Huberman's (1994) three-stage model: data reduction (selecting and condensing raw data relevant to the study's focus), data display (organizing findings into thematic matrices aligned with the POAC framework), and conclusion drawing with ongoing verification. Trustworthiness was established through data triangulation across informant types, member-checking with key informants, and thick descriptive documentation of the Wasior context to support transferability (Guba & Lincoln, 1994). Ethical protocols included informed consent, anonymity assurance, and voluntary participation.

RESULTS AND DISCUSSION

Program Context: BPNT in Wasior District

Wasior District, the administrative hub of Teluk Wondama Regency, covers 1,158.20 km² of coastal and hilly terrain at an average altitude of 13.7 meters above sea level. The district comprises nine villages (kampung) and one urban ward (kelurahan). Its topographic isolation bounded by sea and hills with limited road and maritime access creates systemic challenges for logistics and public service delivery. At the time of research, Wasior hosted 961 KPM, the highest concentration in Teluk Wondama Regency, reflecting its status as the primary distribution hub. Assistance was primarily channeled through PT Pos Indonesia outlets and two designated e-Warong agents, with commodity distribution relying on sea and land routes from regional suppliers.

Planning Dimension: Targeting and Socialization

Findings reveal significant limitations in the planning stage. The KPM informant noted a persistent targeting discrepancy: households considered economically capable were included in BPNT rolls, while genuinely vulnerable families remained unregistered. This corroborates Aditama & Putri (2023), who documented DTKS inaccuracies in marginalized areas. The village head confirmed that local authorities are restricted to verifying centrally-supplied data and cannot independently nominate eligible households, a structural limitation that perpetuates targeting errors.

Program socialization was also found to be inadequate. As expressed by a KPM informant:

"Namun, ada beberapa hal yang awalnya membingungkan, seperti cara penggunaan kartu di agen atau e-warung. Setelah dijelaskan ulang, barulah saya lebih mengerti."

The facilitator acknowledged that geographic barriers particularly the dispersal of kampung across difficult terrain impede systematic outreach: limited community understanding of program mechanisms reduced beneficiary sense of ownership, diminishing their capacity to monitor or provide feedback on program performance. The village head reported being informed of distribution schedules only by facilitators, with no formal role in program socialization. These findings align with Sudaryanto & Hidayat (2021), who showed that uneven socialization produces beneficiary confusion and reduces program legitimacy.

Implementation Dimension: Distribution, Quality, and Transaction

Distribution smoothness was repeatedly compromised by external factors. The facilitator described: transportation bottlenecks caused by extreme weather and limited maritime access regularly delayed commodity arrivals. The e-Warong agent corroborated: supplier delivery failures during bad weather were the primary cause of stock shortages. This aligns with Wardhana & Lestari (2022) and Suryanto & Rahayu (2024), who characterize geographic isolation in eastern Indonesia as a systemic barrier to social program logistics.

Commodity quality was generally acceptable, with rice and eggs meeting consumption standards, though inconsistency was noted. The KPM informant stated:

"Kualitas bahan pangan yang diterima umumnya baik, seperti beras dan telur yang masih layak konsumsi... Namun, terkadang kualitas beras tidak selalu sama, ada yang bagus, ada juga yang agak kurang."

While Dinas Sosial officials confirmed routine quality monitoring, the facilitator acknowledged that e-Warong capacity to ensure consistent quality was constrained when supplier deliveries were delayed. Hermawati et al. (2022) identify commodity quality consistency as a critical performance indicator for food assistance programs.

Transaction processes were disrupted by recurring EDC machine failures and network connectivity issues, a persistent problem in the district's low-connectivity environment. This resulted in queuing, transaction postponements, and beneficiary frustration. The facilitator recommended expanding EDC infrastructure: limited machine availability and network instability reduced the efficiency gains that the non-cash mechanism was designed to deliver.

Geographic inequity in e-Warong access was a notable concern. Beneficiaries residing in distant kampung incurred additional transportation costs to reach distribution points, effectively reducing the net value of assistance. Sari et al. (2023) document this cost-absorption effect as a significant equity concern in remote-area BPNT implementation.

Monitoring, Evaluation and Accountability

Formal monitoring mechanisms were operational, with Dinas Sosial coordinating regular field reports from facilitators and e-Warong agents, covering KPM counts, distribution timing, and commodity quality. The facilitator described a tiered oversight structure involving both district and regency-level monitoring personnel. Beneficiary complaints were formally routed to facilitators; however, the KPM informant noted slow response times, indicating a gap between the design and responsiveness of the complaint mechanism.

Critically, monitoring practices were predominantly administrative rather than evaluative: emphasis was placed on data validation and periodic reporting rather than on-site assessment of distribution quality and beneficiary experience. This orientation limited the system's ability to detect field-level discrepancies in real time. Village authorities, who possess proximate knowledge of community conditions, were largely excluded from formal oversight roles a structural gap that reduced monitoring comprehensiveness.

Coordination Among Stakeholders

Coordination among the core program actors Dinas Sosial, facilitators, and e-Warong agents was functional and routinely executed. The Dinas Sosial official confirmed that DTKS updating involved a central-to-local validation loop: regional government proposes, central government validates. Facilitators served as the critical communication bridge between government authorities, e-Warong agents, and beneficiaries, managing multiple roles simultaneously data verification, beneficiary accompaniment, technical guidance, and complaint reception.

However, village heads ideally positioned to liaise between administrative and community levels remained peripheral to coordination structures. Their exclusion limits the program's capacity for contextual responsiveness and community-based accountability. This finding resonates with Suryapuspita & Wijaya (2024), who identify inclusive stakeholder coordination as a determinant of BPNT governance quality.

Welfare Impact: Beneficiary Perspectives

BPNT demonstrably contributed to household food security and budget relief. The KPM informant confirmed: the program enabled reallocation of household expenditure from food to education and other needs. The Dinas Sosial official characterized the program as a strategic social protection instrument at the local level. These findings are consistent with the broader literature on food transfer program welfare effects (Holzmann & Jørgensen, 2001; Coady et al., 2004).

However, limitations were apparent. Assistance quantities were perceived as supplementary rather than sufficient to meet total household food needs. Nutritional adequacy, particularly dietary diversity beyond rice and eggs, remained a concern: the facilitator observed that while food staples were addressed, balanced nutrition goals had not yet been fully achieved. These findings align with Nugroho & Handayani (2022), who note that commodity range restrictions limit BPNT's nutritional impact.

POAC Analysis: Managerial Effectiveness Assessment

Applying the POAC framework to the findings yields a structured assessment of program management quality in Wasior District. In the Planning dimension, two critical shortcomings emerge: DTKS data inaccuracy generating targeting errors, and insufficient beneficiary education about program objectives beyond the immediate food transfer. These limit community ownership and participatory oversight. In the Organizing dimension, the facilitator's multi-role burden data verification, accompaniment, technical support, complaint management reflects structural overload that risks systemic inefficiency. Village authorities' exclusion from formal roles creates coordination gaps.

In the Actuating dimension, assistance reached beneficiaries and provided measurable welfare contributions, representing a baseline implementation success. Nevertheless, infrastructure-driven delays and EDC failures constitute recurring operational failures that undermine program reliability. In the Controlling dimension, monitoring was implemented but remained predominantly administrative, lacking robust field-based evaluation and community feedback integration. Together, these dimensions indicate that BPNT in Wasior achieved its basic distributional mandate but operated below its potential effectiveness, particularly on dimensions of equity, quality consistency, and adaptive governance.

CONCLUSION

This study demonstrates that BPNT management in Wasior District, Teluk Wondama Regency, has achieved its core objective of providing food assistance to low-income households, generating positive beneficiary perceptions regarding food security and household expenditure relief. However, four systemic challenges constrain program effectiveness: (1) DTKS data inaccuracies producing both inclusion and exclusion errors; (2) inadequate socialization limiting beneficiary understanding of program objectives and mechanisms; (3) infrastructure deficits poor transportation access, EDC network failures, and limited e-Warong coverage hampering distribution smoothness and equitable access; and (4) predominantly administrative monitoring that fails to capture field-level quality and equity issues. Coordination among core actors was functional but excluded village authorities, reducing community-level responsiveness.

The POAC analysis reveals that while actuating functions broadly succeeded, planning, organizing, and controlling dimensions require targeted strengthening. These findings contribute to the literature on social program management in remote geographic contexts by demonstrating that effectiveness is conditioned not only by program design but by contextual infrastructure, stakeholder inclusion architecture, and adaptive governance capacity.

Policy recommendations include: periodic DTKS updates with formal village authority involvement; adoption of adapted socialization strategies for geographically dispersed populations; expansion of e-Warong network and EDC infrastructure reinforcement; transition to mixed administrative-field monitoring with community feedback integration; and formal inclusion of

village heads in coordination and oversight structures. Future research should incorporate comparative multi-district designs and mixed-methods approaches to generate more generalizable evidence on BPNT effectiveness across remote Eastern Indonesian contexts.

REFERENCE

- Aditama, R. (2020). *Pengantar manajemen: Teori dan aplikasi*. AE Publishing.
- Aditama, R., & Putri, D. S. (2023). Akurasi data penerima manfaat program BPNT di daerah tertinggal. *Jurnal Administrasi Publik*, 14(2), 112–128.
- Badan Pusat Statistik (BPS) Papua Barat. (2024). *Profil kemiskinan Provinsi Papua Barat September 2024*. BPS Provinsi Papua Barat.
- Bryson, J. M. (2018). *Strategic planning for public and nonprofit organizations* (5th ed.). Wiley.
- Coady, D., Grosh, M., & Hoddinott, J. (2004). *Targeting of transfers in developing countries: Review of lessons and experience*. World Bank.
- Daft, R. L. (2020). *Management* (14th ed.). South-Western Cengage Learning.
- Dai, S., Rahmawati, N., & Kurniadi, A. (2024). Pengaruh kelancaran distribusi bantuan sosial terhadap pengentasan kemiskinan. *Jurnal Ekonomi dan Kebijakan Publik*, 15(1), 33–50.
- Drucker, P. F. (1990). *Managing the non-profit organization: Principles and practices*. Harper Collins.
- Effiyaldi, & Rahmadani, M. I. (2019). Sistem informasi pendataan KPM BPNT di Dinsos Kota Jambi. *Jurnal Manajemen Sistem Informasi*, 4(4), 987–998.
- Fauzan, M. K., Budiman, A., & Noorrahman, M. F. (2025). Efektivitas program BPNT di Desa Banua Lawas. *Jurnal Kebijakan Publik*, 2(2), 924–935.
- Guba, E. G., & Lincoln, Y. S. (1994). Competing paradigms in qualitative research. In N. K. Denzin & Y. S. Lincoln (Eds.), *Handbook of qualitative research* (pp. 105–117). Sage.
- Hermawan, I., Saputra, D., Wulandari, T., & Prabowo, A. (2021). Efektivitas program BPNT di Yogyakarta. *Jurnal Ekonomi dan Kebijakan Publik*, 12(2), 211–229.
- Holzmann, R., & Jørgensen, S. (2001). Social risk management: A new conceptual framework for social protection. *International Tax and Public Finance*, 8(4), 529–556.
- Jurida, E. (2023). *Efektivitas BPNT dalam penanggulangan stunting di Aceh Jaya [Skripsi]*. UIN Ar-Raniry.
- Kementerian Sosial Republik Indonesia. (2020). *Program Bantuan Pangan Non Tunai (BPNT): Petunjuk teknis penyaluran*. Kemensos RI.
- Khoiriyah, U. (2022). *Efektivitas penyaluran BPNT di Ponorogo [Skripsi]*. IAIN Ponorogo.
- Kurniawan, A. (2020). *Efektivitas PKH dan BPNT dalam pengentasan kemiskinan [Tesis]*. Universitas Bosowa.
- Meidiana, & Helmi. (2024). Implementasi BPNT dalam perubahan sosial ekonomi. *Jurnal Pemberdayaan Ekonomi dan Masyarakat*, 5(1), 34–49.
- Miles, M. B., & Huberman, A. M. (1994). *Qualitative data analysis: An expanded sourcebook* (2nd ed.). Sage.
- Nugroho, R., & Handayani, T. (2022). Kendala infrastruktur teknologi dan literasi digital KPM. *Jurnal Teknologi Informasi dan Pembangunan*, 7(1), 55–70.
- Prasetyo, D., & Indriani, R. (2023). Keluhan jarak e-Warong dan kualitas beras: Faktor penurunan kepuasan KPM. *Jurnal Kesejahteraan Sosial*, 20(1), 67–84.

- Pramono, & Ogot. (2024). Efektivitas pelaksanaan program BPNT di Manggarai. *Jurnal Mahasiswa Soetomo Administrasi Publik*, 2(1), 45–61.
- Robbins, S. P., & Coulter, M. (2021). *Management* (15th ed.). Pearson.
- Sari, D. N., Handoko, B., & Wulandari, S. (2023). Jarak lokasi penyaluran bantuan dan implikasinya terhadap efektivitas BPNT. *Jurnal Ilmu Sosial dan Ilmu Politik*, 17(2), 155–172.
- Setiawan, R., & Rachman, A. (2021). Persepsi masyarakat terhadap program BPNT. *Jurnal Administrasi dan Kebijakan Publik*, 8(2), 89–106.
- Suryanto, B., & Rahayu, D. (2024). Kondisi geografis di wilayah timur Indonesia: Implikasi untuk manajemen program bantuan sosial. *Jurnal Pembangunan Wilayah dan Kota*, 20(1), 12–30.
- Suryapuspita, & Wijaya. (2024). Collaborative governance BPNT di Palembang [Tesis]. Institut Pemerintahan Dalam Negeri.
- Terry, G. R. (1997). *Principles of management* (8th ed.). Richard D. Irwin.
- Tim Nasional Percepatan Penanggulangan Kemiskinan (TNP2K). (2020). *Panduan program Bantuan Pangan Non Tunai*. TNP2K.
- Wardhana, A., & Lestari, D. (2022). Akses transportasi dan hambatan distribusi program sosial di daerah terpencil. *Jurnal Transportasi dan Pembangunan*, 9(1), 45–61.