

EFFECTIVENESS OF NON-CASH FOOD ASSISTANCE PROGRAMME (BPNT) DISTRIBUTION 2024 BASED ON PRESIDENTIAL REGULATION NO. 63 OF 2017 CONCERNING NON-CASH SOCIAL ASSISTANCE DISTRIBUTION IN DUREN SAWIT SUBDISTRICT

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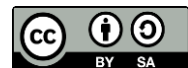
Article Info

Received:
Revised:
Accepted:
Online Version:

Abstract

Social programs are one of the government's solutions in alleviating poverty in Indonesia, one of which is the Non-Cash Food Assistance program. The target of this program is to help Beneficiary Families meet their daily food needs. However, in the process of channeling funds, several things were found that were considered ineffective. This is the background for researchers to conduct research on the effectiveness of the distribution of the BPNT Program in Duren Sawit District. This research uses a descriptive qualitative approach with data collection techniques through in-depth interviews, field observations, and documentation studies. There were 7 informants in this study, namely 6 Beneficiary Families and 1 Coordinator of the Family Hope Program and BPNT in Duren Sawit District. The analysis was conducted by referring to the effectiveness indicators according to Duncan and M. Richard Steers, namely program understanding, on target, on time, goals achieved and real changes. The results showed that the distribution of the BPNT program still found several problems such as delays in the distribution process, and updating the National Socio-Economic Single Data (DTSEN) there is a possibility that the data has not been verified properly or has not been covered completely, as well as levies that occur, especially for the elderly and candidates. Therefore, adaptation is needed in adjusting DTSEN and special attention to the elderly.

Keywords: Non-Cash Food Assistance, Effectiveness, Distribution, Beneficiary Families



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| Journal Homepage | https://journal.nahra.id/index.php/jlgls |
| How to cite: | Mardiansyah, H. Z. A., Hermansyah, B., Zaenal, D., (2025). Effectiveness of Non-Cash Food Assistance Programme (BPNT) Distribution 2024 Based on Presidential Regulation No. 63 of 2017 concerning Non-Cash Social Assistance Distribution in Duren Sawit Subdistrict. <i>Journal of Local Government and Law Studies (JLGLs)</i> , 1(1), 24–34. https://doi.org/XX.XXXXXX/ijie.v1i1.1420 |
| Published by: | Yayasan Nahdhah Husnifra AlHurriya |

INTRODUCTION

Poverty is a multidimensional and chronic problem that poses a major challenge to Indonesia's development (Saputri et al., 2025). The National Development Planning Agency (BAPPENAS) (2025) defines poverty through various indicators, such as lack of food and clothing, limited access to education and health care, socio-economic vulnerability, and low bargaining power. This problem has a direct impact on the quality of life of the community, where thousands of children lose access to proper education, good health, and a clean environment (Saimah et al., 2025).

In this context, social policy serves as a strategic instrument for the government to alleviate socio-economic problems and improve the welfare of the community (Sarjito, 2023). In essence, social policy is results-oriented public policy that prioritises the public interest. (Purbaningrum & Adinugraha, 2023). As emphasised by Muhammad (2025) and Nelly (2024), Policies are a crucial element of government because they have a direct impact on the lives of citizens. Therefore, they must be implemented optimally and systematically.

One tangible manifestation of social policy is the effort to combat food insecurity, which is a direct consequence of poverty (Rahmatika et al., 2024). The reality is that some people are still unable to meet their basic food needs (Rusdiana & Maesya, 2017). This is exacerbated by unstable food productivity and rising commodity prices that erode people's purchasing power, especially among the poor (Angraeni & Saiful, 2025). Damanik et al (2025) highlighting that inflation has reduced the real income of the community, contributing to an increase in the number of poor people in both urban and rural areas. The fact that the expenditure of poor households in Indonesia is still allocated to food, especially rice and eggs (Wulandari et al., 2025), emphasising how vulnerable this group is to food price volatility.

In response, the government launched the Non-Cash Food Assistance Programme (BPNT), which is regulated by Presidential Regulation (Perpres) No. 63 of (2017). This programme is asocial assistance reform that aims to reduce the burden of food expenditureon Beneficiary Families (KPM), meet balanced nutritional needs, andprovide flexibility and control to KPM in choosing food items (Laurentcia & Yusran, 2021). The legal basis for this programme has been strengthened by its inclusion in Permensos No. 4 of (2023) Regarding the implementation of the Basic Food Programme, which is supported by the Constitution that guarantees the fulfilment of basic needs for the poor. Operationally, BPNT has undergone an evolution in its distribution system. Initially through e-warong agents, the programme was reformed in January 2021 to distribute funds directly to the Family Welfare Card (KKS) accounts at Himbara banks, making it easier for KPM to withdraw and spend the assistance funds more flexibly.

However, behind this progressive policy design, implementation in the field still faces various challenges. In Duren Sawit Subdistrict, East Jakarta, which has the second largest population in East Jakarta (457,241 people) with a positive growth rate, various problems have arisen. These problems include illegal levies by irresponsible individuals targeting elderly KPM, as well as the existence of eligible families who have not yet received assistance due to administrative constraints. In addition, the transition from the Integrated Social Welfare Data (DTKS) to the National Single Social and Economic Data (DTSEN) has caused disruptions in

distribution. Another challenge is the lack of public awareness regarding policy socialisation and the declining role of e-warongs as distribution partners (Wulandari et al., 2025).

Based on the background described above, the research questions in this study are as follows: first, to determine the effectiveness of the Non-Cash Food Assistance Programme (BPNT) in improving the socio-economic conditions of the community or beneficiary families in Duren Sawit Subdistrict, East Jakarta. Second, to analyse the accuracy of the BPNT programme distribution based on the provisions of Presidential Regulation No. 63 of 2017 concerning Non-Cash Social Assistance Distribution in the same location. In line with these issues, the objectives of this study are to measure the effectiveness of the BPNT programme in helping the underprivileged communities in Duren Sawit Subdistrict and to analyse the extent to which the beneficiary communities in the subdistrict have been helped socio-economically by this non-cash food assistance programme. Based on the above description, the discrepancy between policy and implementation in the field has the potential to reduce the effectiveness of the programme. Therefore, this research is important to measure the extent of the effectiveness of the BPNT Programme distribution based on Presidential Regulation No. 63 of 2017 in helping the socio-economic conditions of the community in Duren Sawit Subdistrict, East Jakarta.

LITERATURE REVIEW

Programme Effectiveness

Effectiveness is essentially a measure of a programme's success in achieving its stated objectives (Erwinda & Firdaus, 2025). In the context of public policy, effectiveness is not only about achieving outputs, but also the extent to which the outcomes of the programme have the desired impact on beneficiaries (Widjaja & Dhanudibroto, 2025). Chaerudin (2025) emphasises that effectiveness can be measured through various dimensions, including goal achievement, integration in implementation, adaptation to challenges, and stakeholder satisfaction.

Based on these theories, relevant effectiveness indicators for assessing the Non-Cash Food Assistance Programme (BPNT) include: 1) Target Accuracy, which is the extent to which assistance is received by the target group (Beneficiary Families/KPM); 2) Timeliness of assistance distribution; 3) Achievement of the programme's objective to alleviate the burden of food expenditure; and 4) KPM's understanding of the programme mechanism.

Social Policy and BPNT Program

Social policy is a state instrument to improve the welfare of its citizens through the provision of various benefits and social services (Tamba et al., 2024). In line with Saragih's (2024) definition, social policy is a government action that has a direct impact on the welfare of citizens, for example through financial or food assistance. The Non-Cash Food Assistance Program (BPNT) is a concrete manifestation of this social policy (2024). As a transformation of the Rastra/prosperous rice programme, BPNT aims to reduce the burden of food expenditure on poor and vulnerable families, while promoting financial inclusion (Ministry of Social Affairs)) (Erwinda & Firdaus, 2025). This programme is regulated by Presidential Regulation No. 63 of (2017) concerning the Distribution of Non-Cash Social Assistance, with a mechanism for distributing funds through bank accounts at the State Bank Association (Himbara) that can be withdrawn and spent by KPM.

Conceptual Framework

Based on a review of the literature, the research framework was developed to analyse the effectiveness of the BPNT programme. The independent variable is the implementation of the BPNT programme, which is operationalised through indicators of effectiveness: accuracy of targeting, timeliness, achievement of objectives, and understanding of KPM. The dependent variable is the socio-economic impact on KPM, namely a reduction in food expenditure and an

increase in family food security. This study will analyse the extent to which the implementation of the programme complies with regulations (Presidential Regulation No. 63 of (2017) and how this affects the socio-economic conditions of KPM in the field.

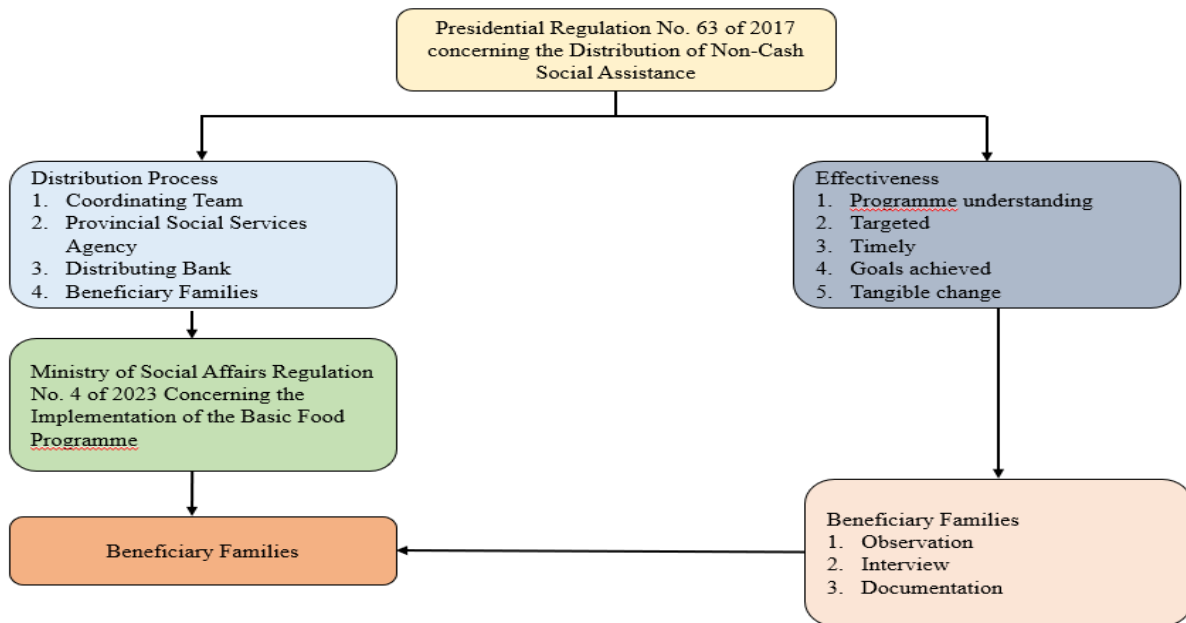


Figure 1. Research Framework
Source: Processed by Researchers (2025)

RESEARCH METHOD

This study utilised a qualitative approach with a descriptive method (Raco, 2010), to gain an in-depth understanding of the effectiveness of the Non-Cash Food Assistance Programme (BPNT) from the perspective of direct participants. The study was conducted in the Duren Sawit sub-district of East Jakarta, as this area has the second highest population density in East Jakarta and complex socio-economic dynamics, making it representative for assessing the implementation of the BPNT programme.

Data collection was conducted using triangulation techniques to ensure data validity. Purposive sampling and exponential discriminative snowball sampling techniques were used to determine informants consisting of one BPNT/PKH Programme Coordinator at the East Jakarta Social Agency and six Beneficiary Families (KPM) in Duren Sawit Subdistrict with specific criteria. Data was collected through semi-structured in-depth interviews, non-participant observation at relevant locations such as Klender Market, and document studies of BPNT programme guidelines, laws and regulations, and other secondary data.

Data analysis utilised Miles and Huberman's interactive model, which comprises three simultaneous stages: data reduction by selecting and focusing on raw data, presenting data in the form of systematic descriptive narratives, and drawing conclusions and conducting repeated verifications to ensure the validity of the findings. Through this approach, the study seeks to provide a comprehensive understanding of the effectiveness of the BPNT programme distribution at the research location.

RESULTS

Research findings reveal that the effectiveness of the Non-Cash Food Assistance Programme (BPNT) in Duren Sawit Subdistrict has shown mixed results. On the one hand, the reform of the distribution system from e-wallets to bank accounts in 2021 is considered to have

successfully increased flexibility for most Beneficiary Families (KPM). They can withdraw funds in cash through ATMs and buy foodstuffs according to their needs in traditional markets, thereby helping to ease the burden of household expenses, especially for children's educational needs. However, this digital transformation has created an access gap for elderly KPM who face limitations in technological literacy and physical mobility. This vulnerable group often relies on neighbours to withdraw funds, which in some cases has led to the emergence of unofficial illegal fees in the form of 'transport money' or 'administrative fees' by certain individuals.

On the other hand, targeting accuracy is a major challenge that undermines the effectiveness of the programme (Ramadyna & Oktariyanda, 2025). The transition from the Integrated Social Welfare Data (DTKS) to the National Socio-Economic Single Data (DTSEN) has caused data instability, where some eligible KPMs have had their assistance delayed or diverted (Aini et al., 2025). The data update process, which is carried out every three months, has not been fully able to address real population dynamics, such as discrepancies in the domicile listed on the Family Card (KK) and high population mobility. As a result, although the distribution of funds is generally on time, the inclusiveness of the programme for all eligible target groups is still not optimal, so that the main objective of the programme to provide equitable and sustainable food security has not been fully achieved.

Based on research conducted in Duren Sawit Subdistrict, the implementation of the Non-Cash Food Assistance Programme (BPNT) has shown varying levels of effectiveness in various aspects. In general, this programme has succeeded in having a positive impact on the socio-economic conditions of Beneficiary Families (KPM), particularly in alleviating the burden of household expenditure on basic food needs. The majority of KPM stated that the change in the distribution mechanism from e-wallets to bank accounts since 2021 has provided significant ease of access, allowing them to withdraw funds in cash through ATMs and spend them according to their daily needs. This flexibility is considered more practical than the previous system, which required purchases to be made through certain e-warongs.

However, the findings of the study reveal several challenges in the implementation of the programme. The main problem lies in the accuracy of the targets, where there are still families who meet the criteria but are not yet registered as beneficiaries due to administrative constraints such as discrepancies in the domicile listed on their Family Card. On the other hand, the transition from the Integrated Social Welfare Data (DTKS) to the National Socio-Economic Single Data (DTSEN) has caused delays in distribution of up to 1-2 months in early 2025. Another issue that has emerged is the practice of unofficial fees being charged to elderly KPM who have difficulty accessing ATMs, as well as low participation in socialisation activities, which has resulted in limited understanding of the programme mechanism.

This study reveals that the effectiveness of the distribution of the Non-Cash Food Assistance Programme (BPNT) in Duren Sawit Subdistrict shows mixed results. On the one hand, the 2021 policy reform that changed the distribution mechanism from e-wallets to bank accounts/Family Welfare Cards (KKS) is considered to have greatly increased flexibility for most Beneficiary Families (KPM). This change allows KPM to independently withdraw cash through ATMs and spend it according to their needs, thereby addressing the issues of limited choices and poor quality of food items that were previously complained about when the e-warong system was in place. The majority of KPM stated that this assistance was very significant in alleviating the burden of household expenditure on basic food needs, and even opened up fiscal space to meet other needs, such as children's education costs.

However, on the other hand, this study identified several critical challenges that undermine the effectiveness of the programme. First, the accuracy of the target group is still hampered by data inaccuracy. The transition from the Integrated Social Welfare Data (DTKS) to the National Socio-Economic Single Data (DTSEN) caused delays in distribution of up to 1-2 months in early 2025, and there are still eligible families who have not been reached due to

administrative constraints such as discrepancies in domicile in the Family Card (KK). Second, although the new mechanism is easier, vulnerable groups such as elderly people who do not have companions and are not tech-savvy have difficulty accessing funds. This condition has given rise to a new vulnerability, whereby irresponsible individuals take advantage of the situation by imposing illegal fees (such as “transportation fees” or “administration fees”) on elderly KPM who need assistance to withdraw funds. Thirdly, the government's socialisation and education efforts are considered to be still not fully effective in reaching all KPM, as indicated by the low participation in the Family Capacity Building Forum (P2K2).

DISCUSSION

Research on the effectiveness of the distribution of the 2024 Non-Cash Food Assistance Programme (BPNT) based on Presidential Regulation No. 63 of (2017) in Duren Sawit Subdistrict revealed three main findings. First, the reform of the distribution mechanism from e-wallets to bank transfers through Diva & Anshori (2024) has increased flexibility for KPM in utilising aid funds (Rahman et al., 2024). but on the other hand, it has created new challenges for elderly KPM who have difficulty accessing the banking system and are vulnerable to illegal fees (Jannah et al., 2024). Second, the transition from the Integrated Social Welfare Data (DTKS) to the National Socio-Economic Single Data (DTSEN) has created challenges in data accuracy, which has implications for delays in distribution and the continued existence of eligible communities that have not yet received assistance, even though this system was designed to improve targeting accuracy (Aini et al., 2025). Third, the implementation of the programme has not been fully in line with the non-cash principle as mandated by Presidential Regulation No. 63 of (2017), where the rampant practice of cash withdrawals has the potential to reduce the transparency and accountability of the programme. The research conclusion shows that although the BPNT programme has had a positive impact in alleviating the economic burden on KPM, the effectiveness of its distribution still faces implementation challenges at the technical level that require improvements in the data collection system, strengthening of the monitoring mechanism, and more intensive assistance.

The results of this study reveal the manifold implications of the implementation of the Non-Cash Food Assistance Programme (BPNT). On the one hand, this programme functions effectively as a social protection instrument with tangible positive impacts, particularly in increasing flexibility and ease of access for beneficiary families (KPM). However, on the other hand, the study also identifies a number of significant dysfunctions, such as the vulnerability of elderly groups to illegal levies, incomplete data transformation and updating from DTKS to DTSEN, resulting in delays in distribution and the continued existence of eligible communities that are not yet reached, as well as low participation in socialisation, which results in suboptimal understanding among KPM. These findings reflect a critical reality that the effectiveness of a progressive policy does not only depend on the policy design itself, but is also largely determined by the adaptive capacity of the bureaucratic system, the robustness of the data infrastructure, and the quality of coordination between stakeholders in addressing dynamics and vulnerabilities at the grassroots level. Therefore, the practical implications of this study emphasise the urgency of strengthening assistance for vulnerable KPM, accelerating and improving the accuracy of social data integration, and designing more inclusive and participatory communication strategies to ensure that the benefits of the programme can be realised more evenly.

This research finding reveals that the effectiveness of the Non-Cash Food Assistance Programme (BPNT) in Duren Sawit Subdistrict is essentially a product of the tension between centralised technocratic policy design and the socio-structural reality at the grassroots level. The reform of distribution from the e-warong mechanism to bank transfers, driven by the logic of efficiency, transparency, and expanded financial inclusion, has actually created a paradox. On the one hand, this policy has succeeded in empowering most KPM by providing financial

flexibility. However, on the other hand, the same policy structurally marginalises vulnerable groups such as the elderly and people with disabilities who experience barriers to digital literacy (Permini & Ariana, 2025) and physical access to banks, thus creating space for illegal levies that exploit this vulnerability. Furthermore, the transition from DTKS to DTSEN, although intended to create a more accurate database, has instead revealed a structural disconnect between the central bureaucracy and the highly fluid dynamics of the local population. The system's inability to nimbly accommodate population mobility and the completeness of residents' administrative documents has led to new inefficiencies (Junaidi, 2015), where assistance is delayed or misdirected. Thus, the effectiveness of BPNT cannot be assessed solely on the basis of macro indicators, but must be viewed in terms of the extent to which rigid and uniform policy structures are able to adapt to the complexity and diversity of community capacities at the local level. Without fundamental transformation towards a more participatory and contextual approach to governance, BPNT risks becoming merely an aid instrument that is effective on paper yet fragile in fulfilling the promise of social justice in practice.

Based on the research findings, an action plan was formulated to improve the responsiveness of the Non-Cash Food Assistance Programme (BPNT) policy through three main strategies. First, strengthening the data collection system by optimising the implementation of the National Socio-Economic Single Data (DTSEN) through real-time data integration and periodic updates every three months to minimise the social exclusion of vulnerable groups (RI, 2017). Second, innovation in distribution mechanisms through the development of a hybrid model that combines non-cash transfers with special assistance services for elderly and disabled KPM (Riswantoro, 2019), accompanied by strengthened supervision of cash withdrawals to prevent illegal levies (Iwan et al., 2021). Third, transforming communication strategies through a multimodal approach that integrates digital platforms with community meetings based on local wisdom (Jati, 2023), as well as the development of educational content that is adaptive to the digital literacy characteristics of the beneficiaries (Jati et al., 2025). The implementation of this action plan requires strengthening collaborative governance through triple helix synergy between the government, academia, and local communities, as well as developing a real-time feedback system to ensure programme accountability in accordance with the principles of good governance. Andriyan et al. (2024), and the achievement of SDG targets (Bappenas, 2021).

The results of this study show both similarities and important differences with the findings of previous studies on the implementation of the BPNT Programme. Consistent with the studies by Mustafida (2019) and Ma'ruf (2022), this study confirms that the issues of targeting accuracy and the effectiveness of socialisation remain major challenges. However, our findings provide a deeper perspective by revealing that the root of the problem lies not only in the intensity of socialisation, but also in the behavioural resistance of beneficiaries and the technical complexity of data transition. As stated by the Programme Coordinator, 'it is the mindset of the KPM that must be changed. "I come, I don't come, it's still the same",' which indicates psychological barriers to the acceptance of information.

Unlike Septiriana's (2022) findings, which reported significant inaccuracies in terms of targets and timing, this study found that at the Duren Sawit sub-district level, particularly in the Klender neighbourhood, distribution was generally relatively timely and on target. As stated by one of the KPM, 'Alhamdulillah, every year, children's needs such as uniforms, bags, and books have become more adequate,' indicating the positive impact of the programme. However, this study reveals new issues that have not been widely addressed in previous studies, namely the vulnerability of the elderly in the digital system and the issue of unofficial fees. As expressed by a KPM, 'some of my neighbours still have difficulty collecting their money because they are elderly' and 'there are transport fees,' which indicates gaps in the system that are exploited by certain individuals.

Based on this comparison, it can be concluded that the effectiveness of the BPNT programme is greatly influenced by the local context and demographic characteristics of the beneficiaries. While previous studies tended to look at implementation issues at the macro level, this study successfully identified variations in problems at the micro level and revealed new issues related to the psychosocial impact of system changes and the vulnerability of specific groups in the digital system.

Based on the research findings, an action plan was formulated to improve the responsiveness of the BPNT Programme policy. First, it is necessary to strengthen the data collection system by accelerating the integration and validation of the National Socio-Economic Single Data (DTSEN) by involving the village apparatus in periodic field verification, particularly in handling cases of incorrect domicile and highly mobile residents. Second, an inclusive mechanism for vulnerable groups should be developed by providing special assistance services for the elderly in fund disbursement and registration, as well as opening mobile administrative service posts at the neighbourhood association (RW) level. Third, transparency and accountability should be improved through more intensive dissemination of information on the rights and obligations of KPM, accompanied by the establishment of easily accessible complaint channels for the community. Fourth, optimising coordination among stakeholders by establishing a regular forum between PKH/BPNT facilitators, sub-district officials, and KPM representatives to monitor implementation. This action plan is expected to address administrative gaps, reduce illegal fees, and ensure that assistance is targeted appropriately in accordance with the principle of social justice.

CONCLUSION

This study reveals that the reform of the BPNT distribution system from e-wallets to bank accounts in 2021 significantly improved the effectiveness of the programme. The main lesson to be learned is that digital transformation in the distribution of social assistance can improve accountability and flexibility for beneficiaries. The important lessons learned show that although the policy design was adequate, the success of implementation depended heavily on three key factors: first, the accuracy of target data through the DTSEN system; second, the adaptive capacity of beneficiaries, especially the elderly; and third, strict supervision of potential irregularities by certain individuals.

This study contributes a new perspective to the study of social policy effectiveness by developing an analytical framework that integrates technocratic dimensions (distribution systems) with sociological dimensions (recipients' adaptive capacity). Theoretically, this study enriches the concept of public policy effectiveness by adding the variable of 'digital capability gap' as a determining factor for successful policy implementation in the digital era. The research findings also contribute in the form of a policy evaluation model that combines a top-down approach (evaluation by the BPK/BPKP) with a bottom-up approach (beneficiary perceptions), as well as identifying a new variable, 'population mobility,' as a critical factor in the accuracy of social assistance targeting in urban areas.

This study has several limitations, including the limited number of samples (7 informants) that do not fully represent the demographic variation in Duren Sawit Subdistrict. In addition, this study does not accommodate differences in perception based on gender, education level, and variation in the livelihoods of beneficiaries. The qualitative research method used also limits the generalisability of the findings. For future research, it is recommended to conduct studies with a broader and more diverse sample coverage, integrate quantitative approaches to measure the impact of the programme more comprehensively, and conduct comparative studies between regions with different demographic characteristics to test the consistency of the findings.

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