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The Influence of Motivation and Work Discipline on the Performance of Civil Servants at the Department of Public Housing and Residential Areas of Padang City

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Abstract

Food assistance policies constitute an important social protection instrument for low-income households, particularly in regions where access to staple foods remains vulnerable. This study analyzed the implementation of the Government Rice Reserve (*Cadangan Beras Pemerintah* [CBP]) Rice Food Assistance Program for low-income households in Padang Pariaman Regency. A qualitative approach with a descriptive case-based design was employed. Informants were selected through purposive and snowball sampling and included representatives from Perum BULOG, the Social Affairs Office of Padang Pariaman Regency, village governments, subdistrict social welfare workers, an academic expert, beneficiaries, and non-beneficiaries. Data were collected through interviews, field observations, and documentation and analyzed using an interactive qualitative model comprising data collection, data condensation, data display, and conclusion drawing. The findings indicate that the program was implemented through structured planning, task allocation, monitoring, and evaluation. Although the program supported low-income households in meeting their basic food needs, its implementation remained suboptimal because of

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inaccurate beneficiary data, limited access to the distribution application, insufficient field supervision personnel, and coordination mechanisms that continued to rely heavily on WhatsApp groups. The study concludes that the effectiveness, accuracy, and equity of rice assistance distribution depend on reliable beneficiary data, accessible digital infrastructure, adequate supervisory capacity, and integrated interinstitutional coordination. These findings contribute to the literature on public policy implementation and extend understanding of food assistance governance at the local level. The study provides practical implications for strengthening beneficiary data updating, expanding digital access for local officers, increasing field supervision capacity, and developing a more integrated coordination system to ensure that rice assistance reaches eligible households more accurately, fairly, and humanely.

Keywords: Food Assistance; Government Rice Reserve; Local Governance; Low-Income Households; Policy Implementation

INTRODUCTION

Food is one of the most fundamental human needs because it is closely related to survival, dignity, welfare, and the quality of human life. At the global level, food security remains a serious concern, particularly among low-income households that are highly vulnerable to food price increases, economic instability, climate change, and unequal access to basic resources. The issue of food insecurity is not only about the availability of food, but also about whether poor and vulnerable communities are able to access sufficient, safe, and nutritious food in a fair and sustainable manner. The *State of Food Security and Nutrition in the World* report emphasizes that food price inflation and economic vulnerability can reduce the purchasing power of poor households and increase their risk of food insecurity (FAO et al., 2025). Therefore, food assistance policies are an important part of social protection because they help ensure that disadvantaged communities are not left behind in fulfilling their basic needs.

In Indonesia, the fulfillment of food needs is part of the state's responsibility as mandated by Law Number 18 of 2012 concerning Food. The government is required to ensure food availability, affordability, and accessibility for all citizens, especially poor and vulnerable groups. One of the policy instruments used to support this responsibility is the Government Rice Reserve, known as *Cadangan Beras Pemerintah* (CBP). The CBP is designed to maintain rice availability, stabilize food prices, respond to emergencies, and support food

assistance programs for communities in need. The implementation of the Government Rice Reserve is regulated through national food policies and technical regulations issued by the National Food Agency, which emphasize the importance of planning, procurement, storage, distribution, monitoring, and reporting in the management of government rice reserves (Badan Pangan Nasional, 2023; Republic of Indonesia, 2012).

The Rice Food Assistance Program from the Government Rice Reserve is a concrete form of government intervention to help poor households meet their basic food needs. In practice, this program involves several actors, including the National Food Agency as the policy maker, Perum Bulog as the institution responsible for rice supply and management, local governments as coordinators, and district, subdistrict, and village-level authorities as implementing actors closest to the community. The success of the program depends not only on the availability of rice stocks, but also on accurate beneficiary data, effective institutional coordination, transparent distribution mechanisms, and easy access for poor households. Edward III (1980) explains that policy implementation is influenced by four main factors: communication, resources, disposition, and bureaucratic structure. These factors are relevant in examining the implementation of the CBP rice assistance program because the policy requires strong coordination from the central government to the local level.

The researcher views that the implementation of the CBP Rice Food Assistance Program should not only be understood as an administrative process of distributing rice to beneficiaries. More importantly, it should be seen as a social policy that reflects the government's commitment to justice, humanity, and public welfare. Food assistance should reach those who truly need it, be distributed in a timely manner, and be received without creating additional burdens for poor households. Rawls (1971) argues that justice requires greater attention to the most disadvantaged groups in society. In the context of food assistance, this principle means that poor households should have equal opportunities to receive public assistance without being hindered by inaccurate data, limited information, long distances, transportation costs, or technical problems in digital systems.

Previous studies have shown that the implementation of food assistance and social assistance programs in Indonesia still faces various challenges. Mamoriska and Cahyaningsih (2024) state that the management of government rice reserves requires accurate data, good rice quality, timely distribution, and effective supervision to ensure that assistance reaches the right beneficiaries. Gunawan et al. (2024) found that mistargeting remains a common

problem in social assistance programs, where some economically capable households still receive assistance, while poor households are excluded from the beneficiary list. Similarly, Yuliansyah et al. (2025) revealed that data accuracy, distribution barriers, and infrastructure limitations continue to affect the effectiveness of government food reserve programs in several regions. These findings indicate that the implementation of food assistance programs still requires serious improvement, particularly at the local level where policy is directly experienced by the community.

Although previous studies have discussed social assistance and food assistance programs, there is still a research gap that needs to be addressed. Most previous studies have focused on social assistance programs in general, non-cash food assistance, or government food reserve policies in other regional contexts. There are still limited studies that specifically examine the implementation of the Rice Food Assistance Program from the Government Rice Reserve for poor households in Padang Pariaman Regency. In addition, few studies have connected the implementation of CBP with issues of social justice, local institutional coordination, beneficiary data accuracy, digital system constraints, and geographical challenges in rice distribution. Therefore, this study offers novelty by examining the CBP program not only as a food policy, but also as a form of social protection whose success depends on fairness, accuracy, and the capacity of local implementation.

Padang Pariaman Regency is one of the regions that has implemented the Rice Food Assistance Program from the Government Rice Reserve to support poor households in meeting their basic food needs. Based on data from the Social Affairs Office of Padang Pariaman Regency, in 2025 the total amount of CBP rice distributed reached 256.05 tons across 17 subdistricts. The highest allocation was received by VII Sungai Sarik Subdistrict with 23.29 tons, followed by Sungai Limau with 20.48 tons and Sungai Garingging with 20.11 tons. In terms of beneficiaries, the program reached 25,605 beneficiary households across the regency. These figures show that the program has a significant role in supporting food access for poor communities in Padang Pariaman Regency. However, the large scale of distribution also requires careful attention to implementation quality, especially in ensuring that rice assistance is received by the right households in a fair and accountable manner.

Field findings indicate that the implementation of the CBP Rice Food Assistance Program in Padang Pariaman Regency has not fully achieved its expected goals. Based on initial observations and interviews, there are still mismatches between the administrative

beneficiary data and the actual socio-economic conditions of the community. Some households that are relatively economically capable are still recorded as beneficiaries, while several poor households who truly need assistance are not included in the beneficiary list. In addition, the distribution process also faces challenges related to distance, road infrastructure, and transportation costs. In some cases, beneficiaries have to spend around IDR 50,000 for transportation only to collect 10 kilograms of rice assistance. This situation reduces the real benefit of the assistance, especially for poor families living in remote areas. Technical problems in the digital data system, such as application errors, unstable internet connections, and missing beneficiary data, also cause delays and uncertainty in the distribution process.

These problems show that the implementation of the CBP Rice Food Assistance Program in Padang Pariaman Regency needs to be studied more deeply from the perspective of public policy implementation. Referring to Edward III (1980) and Van Meter and Van Horn (1975), policy implementation is influenced by communication, resources, implementer attitudes, bureaucratic structure, policy standards, organizational characteristics, and the socio-economic environment. In the case of Padang Pariaman Regency, these aspects are important to explain why a program that has been administratively prepared with rice allocation and beneficiary data still faces problems of mistargeting, unequal distribution, technical barriers, and coordination challenges among local actors. Therefore, this study does not only examine whether the assistance has been distributed, but also how the implementation process takes place and to what extent the program reflects effectiveness, fairness, and accuracy in reaching poor households.

Based on the explanation above, this study focuses on the implementation of the Rice Food Assistance Program from the Government Rice Reserve for poor households in Padang Pariaman Regency. This study aims to analyze the implementation of the program in terms of communication, resources, disposition of implementers, bureaucratic structure, beneficiary targeting, distribution mechanisms, and the obstacles faced during the data collection and distribution process. Through this study, it is expected that a more comprehensive understanding can be obtained regarding the effectiveness of the CBP program at the local level. The findings are also expected to provide constructive recommendations for the local government, the Social Affairs Office of Padang Pariaman Regency, Perum Bulog, subdistrict governments, and village authorities in improving beneficiary data, strengthening coordination, increasing transparency, and ensuring that rice assistance truly reaches poor households in a fair, humane, and well-targeted manner.

METHODS

This study employed a qualitative approach with a descriptive research design. This approach was chosen because the study aimed to understand in depth how the Government Rice Reserve (*Cadangan Beras Pemerintah*/CBP) Rice Food Assistance Program was implemented in Padang Pariaman Regency, particularly in relation to rice provision, beneficiary data collection, institutional coordination, distribution mechanisms, and obstacles encountered in the field. Qualitative research is appropriate when researchers seek to explore social phenomena based on participants' experiences, meanings, and real-life contexts (Creswell, 2014). The descriptive design was used to present a clear and systematic explanation of the actual implementation process, rather than to test statistical relationships. The research was conducted at several relevant locations, including Perum BULOG West Sumatra Branch Office, the Social Affairs Office of Padang Pariaman Regency, selected village offices involved in rice distribution, communities receiving and not receiving assistance, and Universitas Andalas as a supporting academic source. The informants were selected using purposive sampling and snowball sampling. Purposive sampling was applied to select key informants who had direct knowledge and involvement in the program, such as representatives of Perum BULOG, the Social Affairs Office, village heads, subdistrict social welfare workers, and an academic expert. Snowball sampling was used to identify community informants, including beneficiaries and non-beneficiaries, based on recommendations from previous informants. This technique is suitable for qualitative studies because it helps researchers obtain rich and relevant information from people who understand the phenomenon being studied (Sugiyono, 2019).

Data were collected through interviews, field observation, and documentation. Interviews were conducted with government officers, program implementers, village authorities, social welfare workers, beneficiaries, non-beneficiaries, and an academic informant to obtain a balanced understanding of how the program was implemented and experienced by the community. Observation was used to examine the actual conditions of rice distribution, while documentation was used to support the interview findings through official records, beneficiary data, rice distribution documents, rice quality reports, photos of distribution activities, and other relevant institutional documents. The validity of the data was strengthened through source triangulation by comparing information from Perum BULOG, the Social Affairs Office, village authorities, community members, and supporting documents. The collected data were analyzed using an interactive qualitative analysis model

consisting of data collection, data condensation, data display, and conclusion drawing or verification, as suggested by Miles et al. (2014). Through this process, the researcher grouped the data based on the main focus of the study, including communication among implementing actors, availability of resources, implementers' disposition, bureaucratic structure, accuracy of beneficiary targeting, distribution barriers, and technical constraints in the digital data system. The findings were then interpreted descriptively to provide a humane and contextual explanation of the implementation of the CBP Rice Food Assistance Program and its implications for poor households in Padang Pariaman Regency.

RESULTS

The results of this study show that the implementation of the Government Rice Reserve (*Cadangan Beras Pemerintah*/CBP) Rice Food Assistance Program in Padang Pariaman Regency was carried out through a multi-actor coordination process involving the National Food Agency, Perum BULOG, the Social Affairs Office of Padang Pariaman Regency, subdistrict governments, village governments, subdistrict social welfare workers, field officers, and beneficiary households. The program was intended to support poor and economically vulnerable households in fulfilling their basic food needs. The findings indicate that the implementation process did not only involve the physical distribution of rice, but also included beneficiary determination, inter-institutional coordination, digital verification, field supervision, and post-distribution evaluation. Based on the implementation framework used in this study, the findings are presented through four main implementation aspects: detailed planning, division of tasks, monitoring, and review.

1. Detailed Planning

The first finding shows that detailed planning was conducted through coordination among policy makers, technical implementers, and local authorities. The planning process included determining the number of beneficiaries, calculating the amount of rice to be distributed, setting the distribution schedule, preparing distribution locations, and arranging the technical mechanism for rice delivery to beneficiary households. In Padang Pariaman Regency, the distribution schedule was determined by the National Food Agency, while Perum BULOG implemented the technical distribution process based on the schedule provided. Field coordination was also supported by digital communication through the BULOG distribution application and WhatsApp groups involving BULOG, the Social Affairs Office, subdistrict coordinators, village governments, and field officers.

The use of the BULOG application helped support administrative reporting and beneficiary verification. However, field findings show that access to the application was limited. Village officers could only access the application shortly before distribution, usually one day before the distribution process. After the distribution was completed, the application could no longer be accessed by village officers. This condition created practical difficulties for local implementers because they could not continuously check or update beneficiary data. As a result, coordination still depended heavily on WhatsApp groups and direct communication among field actors.



Figure 1. BULOG Rice Assistance Distribution Application

Figure 1 shows the use of the BULOG application in the administrative and reporting process of CBP rice assistance distribution. The application was used to access beneficiary data, distribution assignment letters, and field reporting documents. Although the application contributed to administrative control, the temporary access system limited the ability of local officers to conduct continuous data verification.

The planning process was also reflected in the allocation of rice assistance across subdistricts. The program reached 25,605 beneficiary households across Padang Pariaman Regency, with a total rice distribution of 256.05 tons. The distribution volume was generally proportional to the number of beneficiary households in each subdistrict. VII Koto Sungai Sariak received the highest allocation, with 2,329 beneficiary households and 23.29 tons of

rice, while Padang Sago received the lowest allocation, with 797 beneficiary households and 7.97 tons of rice.

Table 1. Number of Beneficiary Households and Rice Allocation in Padang Pariaman Regency in 2025

Subdistrict	Beneficiary Households	Rice Allocation
VII Koto Sungai Sariak	2,329	23.29 tons
Sungai Limau	2,048	20.48 tons
Sungai Garingging	2,011	20.11 tons
Batang Anai	1,899	18.99 tons
Lubuk Alung	1,801	18.01 tons
Nan Sabaris	1,783	17.83 tons
IV Koto Aur Malintang	1,624	16.24 tons
Patamuan	1,624	16.24 tons
Ulakan Tapakis	1,470	14.70 tons
V Koto Kampung Dalam	1,394	13.94 tons
Sintuk Toboh Gadang	1,317	13.17 tons
V Koto Timur	1,319	13.19 tons
Batang Gasan	971	9.71 tons
2x11 Enam Lingkung	814	8.14 tons
Padang Sago	797	7.97 tons
Total	25,605	256.05 tons

The data in Table 1 indicate that the rice allocation was calculated based on the number of beneficiary households. Each beneficiary household received 10 kilograms of rice. Therefore, the rice allocation can be described using the following equation:

$$\text{Rice allocation} = \text{Number of beneficiary households} \times 10 \text{ kg} / 1{,}000 \text{ kg} \quad (1)$$

This equation explains why the total number of 25,605 beneficiary households resulted in 256.05 tons of rice assistance. The calculation shows that, administratively, the planning process had followed a proportional distribution pattern. However, field findings indicate that proportional allocation at the administrative level did not automatically guarantee accuracy at the beneficiary level. Several poor households were still excluded from the beneficiary list, while some households considered economically capable were still recorded as recipients.

The distribution schedule was arranged in several stages throughout 2025. The staged distribution was intended to maintain the continuity of food assistance and ensure that the program could reach the community periodically. However, the implementation also experienced technical delays, including delays caused by the unavailability of rice packaging.

This finding shows that detailed planning was not only influenced by beneficiary data and distribution schedules, but also by logistical readiness.

Table 2. Distribution Schedule of CBP Rice Assistance in 2025

No.	Distribution Period	Distribution Time
1	Initial period	January–February 2025
2	Mid-year period	June–July 2025
3	Final period, first wave	Late September 2025
4	Final period, second wave	Early November 2025
5	End-year period	December 2025

Table 2 shows that the CBP rice assistance was distributed in several stages. This staged pattern helped maintain continuity in food assistance. However, delays in supporting facilities, such as rice packaging, became one of the technical obstacles affecting distribution readiness.

2. Division of Tasks

The second finding shows that the division of tasks among implementing actors was generally clear. Perum BULOG was responsible for preparing rice stocks, arranging technical distribution, operating the distribution application, verifying distribution through the system, and ensuring that rice assistance reached distribution points in each village. The Social Affairs Office of Padang Pariaman Regency acted mainly as a coordinator and supervisor at the local level. It coordinated with subdistrict governments, village governments, TKSK, and BULOG to ensure that the distribution process followed the program mechanism. Meanwhile, village governments and local officers played an important role in informing the community, preparing distribution locations, organizing queues, checking beneficiary identities, and assisting the distribution process.

Field findings show that the technical distribution process relied heavily on village governments and TKSK because the number of BULOG officers was limited. BULOG used additional field officers or contract workers to help supervise the distribution process. This condition indicates that although the institutional division of tasks was formally clear, the implementation still faced limitations in human resources. In practice, some responsibilities had to be supported by additional field actors to ensure that the assistance could be distributed smoothly.



Figure 2. Field Supervision of CBP Rice Assistance Distribution

Figure 2 illustrates the involvement of field officers in supervising the rice distribution process. The documentation shows that field supervision was needed to ensure that rice assistance reached village distribution points and was received by the intended beneficiaries.

The findings also show that the community recognized the presence of task division during the distribution process. Beneficiaries observed that some officers were responsible for checking data, some managed queues, and others distributed rice. This indicates that at the operational level, the division of tasks helped create a more orderly distribution process. However, challenges remained, particularly in relation to limited human resources, dependence on WhatsApp-based coordination, and unresolved beneficiary data problems.

3. Monitoring

The third finding shows that monitoring was carried out before and during the distribution process. Monitoring involved the Social Affairs Office, BULOG, subdistrict governments, village governments, TKSK, and field officers. The purpose of monitoring was to ensure that rice assistance was distributed according to the beneficiary data, that the amount of rice matched the allocation, and that the distribution process followed the established mechanism.

Monitoring was conducted through several mechanisms. First, BULOG and related agencies checked the quality and quantity of rice before distribution. This included checking the physical condition of rice, packaging, cleanliness, odor, moisture content, broken grain level, and total tonnage. The inspection documents indicated that the rice met the required standards and was suitable for distribution. Second, monitoring was conducted during

distribution through beneficiary verification using the BULOG application. Third, local monitoring was carried out by village governments and TKSK, who helped check beneficiary identities and respond to problems during distribution.



Figure 3. Quality Inspection Document of CBP Rice Assistance

Figure 3 shows the food inspection document used to verify the quality of rice assistance before distribution. The inspection process ensured that the rice distributed to the community was safe, proper, and suitable for consumption.



Figure 4. Monitoring and Supervision of Rice Assistance Distribution at the Village Level

Figure 4 shows field monitoring during the distribution process. Officers were involved in checking beneficiary data, organizing the distribution flow, and supervising the handover of rice assistance to beneficiary households.

Although monitoring was implemented, the findings show that it was not fully optimal. Some beneficiary data had not been updated. In several cases, people who had passed away or migrated were still listed as beneficiaries. There were also community complaints that some economically capable households still received assistance, while some poor households were excluded. These findings indicate that monitoring during distribution was able to identify problems, but it had not fully solved the structural issue of beneficiary data accuracy.

The fourth finding shows that review or evaluation was conducted after the distribution process. The review involved the Social Affairs Office, BULOG, village governments, and TKSK. The purpose of the review was to evaluate distribution smoothness, identify field obstacles, assess the suitability of beneficiary data, and provide input for future distribution. Reports from village governments and TKSK became important sources of evaluation because these actors directly interacted with beneficiaries and understood the actual conditions in the community.

The review process revealed several recurring problems. First, beneficiary data had not been fully updated. Some households that were no longer eligible still appeared in the beneficiary list, while some poor households were not included. Second, the follow-up process for correcting data was still limited because local governments depended on data from the central system. Third, evaluation coordination was mostly conducted through WhatsApp groups, which helped communication but did not yet provide an integrated and systematic evaluation mechanism. These findings show that review activities had been conducted, but the results had not been fully translated into effective data improvement and program refinement.

4. Factors Affecting Program Implementation

The implementation of the CBP Rice Food Assistance Program in Padang Pariaman Regency was influenced by four main factors: communication, resources, disposition, and bureaucratic structure. These factors affected the extent to which the program could be implemented effectively, fairly, and accurately.

The first factor was communication. Communication was carried out among the central government, BULOG, the Social Affairs Office, subdistrict governments, village governments, TKSK, local officers, and beneficiary households. Information about distribution schedules and locations was usually delivered through WhatsApp groups, village

governments, and local community leaders. At the community level, this communication helped beneficiaries know when and where rice assistance would be distributed. However, communication problems occurred in relation to beneficiary data updates. Changes in beneficiary data from the central system were not always received quickly by local implementers. As a result, local officers often faced differences between administrative data and the actual socio-economic conditions of the community.

The second factor was resources. The program was supported by rice stocks, distribution documents, the BULOG application, field officers, village governments, TKSK, and local facilities. However, resource limitations were still found in the field. BULOG had limited human resources to supervise many distribution points, so additional contract workers were needed. The digital application also had limited access because it could only be opened shortly before distribution and could not be accessed after the distribution was completed. In addition, the beneficiary database was still a major resource problem because it did not always reflect the real condition of the community.

The third factor was the disposition of implementers. In general, the implementers showed commitment to ensuring that the rice assistance reached the community. BULOG, the Social Affairs Office, village governments, TKSK, and field officers carried out their respective duties and tried to solve problems during distribution. Village governments and TKSK also helped respond to community complaints, especially when beneficiary data did not match the real conditions in the field. However, the willingness of implementers alone was not enough to solve systemic problems, particularly because local actors had limited authority to change beneficiary data that came from the central system.

The fourth factor was bureaucratic structure. The implementation structure involved several levels of authority, from the central government to local institutions. The National Food Agency determined policy direction and distribution schedules, BULOG provided and distributed rice, the Social Affairs Office coordinated and supervised program implementation at the local level, and village governments assisted the technical distribution process. This structure provided a formal division of authority. However, the multi-level bureaucratic structure also created challenges, especially when data corrections, schedule changes, and technical problems required quick responses. The dependence on central beneficiary data limited the ability of local governments to immediately adjust the program to real community conditions.

Overall, the results show that the CBP Rice Food Assistance Program in Padang Pariaman Regency has been implemented through a structured process involving planning, task division, monitoring, and review. The program has provided food support to 25,605 beneficiary households with a total distribution of 256.05 tons of rice. However, the implementation has not been fully optimal because several problems remain, including inaccurate beneficiary data, limited access to the distribution application, dependence on WhatsApp-based coordination, limited field human resources, logistical delays, and community complaints about mistargeting. These findings indicate that the program has contributed to food assistance for low-income households, but its effectiveness and fairness still need to be strengthened through better data updating, stronger institutional coordination, more accessible digital systems, and more responsive local-level verification.

DISCUSSION

1. Main Discussion Points

The findings of this study highlight several important points. First, the implementation of the Government Rice Reserve (*Cadangan Beras Pemerintah*/CBP) Rice Food Assistance Program in Padang Pariaman Regency has been carried out through a structured administrative mechanism, including planning, task division, monitoring, and review. Second, although the program has reached a large number of beneficiary households, its implementation has not fully achieved the expected level of accuracy and fairness because several poor households remain excluded from the beneficiary list, while some economically capable households are still recorded as recipients. Third, the use of digital systems, such as the BULOG application and WhatsApp coordination groups, has supported the distribution process, but limited access to the application and dependence on informal communication have created new challenges in data verification and coordination. Fourth, the commitment of implementers, including the Social Affairs Office, Perum BULOG, village governments, and social welfare workers, has been relatively strong, but this commitment has not been fully supported by adequate human resources, updated data, and integrated bureaucratic mechanisms. Fifth, the findings indicate that the main issue in the implementation of the CBP program is not merely the availability of rice assistance, but the ability of the system to ensure that assistance reaches the right households in a timely, fair, and humane manner.

The results of this study show that the implementation of the CBP Rice Food Assistance Program in Padang Pariaman Regency has generally followed the main stages of program implementation as explained by Siagian (1985), namely detailed planning, division of tasks, monitoring, and review. In terms of detailed planning, the program has been implemented through the determination of beneficiary households, rice allocation, distribution schedules, distribution mechanisms, and coordination among relevant institutions. The allocation of 256.05 tons of rice for 25,605 beneficiary households shows that the program has been administratively planned based on the number of recipients in each subdistrict. This indicates that the local implementation process already has a formal and measurable planning structure.

However, the findings also reveal that administrative planning does not automatically guarantee substantive accuracy in the field. Although the rice allocation was calculated proportionally according to the number of registered beneficiary households, the study found that some poor households were not included in the beneficiary list, while some households whose economic condition had improved were still recorded as recipients. This finding shows a gap between administrative data and the real socio-economic conditions of the community. In this sense, the effectiveness of planning depends not only on the availability of distribution schedules and rice tonnage, but also on the accuracy and regular updating of beneficiary data.

The division of tasks among implementing actors has also been carried out quite clearly. Perum BULOG is responsible for preparing rice stocks, managing technical distribution, and supporting verification through the distribution application. The Social Affairs Office of Padang Pariaman Regency functions as a coordinator and supervisor at the local level. Village governments, subdistrict social welfare workers, and local officers help inform the community, prepare distribution locations, verify beneficiaries, and manage the distribution process. This finding is in line with Siagian's (1985) view that task division is essential to ensure that each actor understands their duties and responsibilities in implementing a program.

Nevertheless, the division of tasks in this program still faces operational challenges. The limited number of BULOG officers requires the involvement of contract workers and additional field officers to supervise the distribution process. This condition shows that the formal division of roles has not been fully supported by sufficient human resources. In

addition, coordination among actors still relies heavily on WhatsApp groups. Although this communication method helps deliver information quickly, it also indicates that coordination has not yet been fully supported by an integrated and formal information system. Therefore, clear task division needs to be strengthened by adequate staffing, reliable communication channels, and a more systematic coordination mechanism.

Monitoring is another important aspect of the program implementation. The study found that monitoring was carried out through rice quality inspection, beneficiary verification, field supervision, and reporting. The involvement of BULOG, the Social Affairs Office, village governments, and social welfare workers shows that the program has attempted to ensure that the rice assistance is delivered properly and received by registered beneficiaries. The inspection of rice quality before distribution also indicates that the program does not only focus on the quantity of assistance, but also on the quality and safety of food received by the community.

However, monitoring has not fully addressed the problem of beneficiary accuracy. The findings show that some beneficiaries listed in the data had passed away, migrated, or were no longer economically eligible, while some poor households were still excluded. This indicates that monitoring has been more focused on the distribution process than on continuous data validation. In other words, the program has been monitored at the operational level, but not yet optimally at the data accuracy level. This condition suggests that monitoring should not stop at checking whether rice has been distributed, but should also include regular verification of whether the listed recipients still meet the eligibility criteria.

The review process has been conducted after distribution through reports from village governments, social welfare workers, BULOG, and the Social Affairs Office. This review helps identify field obstacles, community complaints, distribution problems, and data mismatches. In principle, this reflects the function of review as explained by Siagian (1985), namely to evaluate the implementation process and provide recommendations for future improvement. The involvement of local actors in the review process is important because they directly understand the social conditions of the community.

However, the findings indicate that the review process has not yet resulted in strong follow-up mechanisms. Several problems, particularly related to inaccurate beneficiary data, continue to appear in different distribution periods. This means that the review process has

been able to identify problems, but has not fully transformed those findings into effective corrective action. A review process should not only document field obstacles, but also produce concrete improvements, such as beneficiary data updating, stronger inter-agency coordination, and clearer mechanisms for responding to community complaints.

When analyzed using Edward III's implementation theory, the findings show that the implementation of the CBP Rice Food Assistance Program is influenced by communication, resources, disposition, and bureaucratic structure. Communication has been carried out through coordination among the central government, BULOG, the Social Affairs Office, village governments, field officers, and the community. Information about distribution schedules and locations has generally reached beneficiaries through village governments and local community leaders. This shows that the transmission aspect of communication has worked relatively well.

However, the clarity and consistency of communication remain problematic. Changes in beneficiary data are not always received quickly by local governments and village officers. The BULOG application can only be accessed shortly before distribution, and the password changes in each distribution period. These conditions make it difficult for local implementers to verify data earlier and respond quickly to community concerns. From Edward III's perspective, unclear and inconsistent communication may reduce the effectiveness of policy implementation because field actors do not have sufficient and stable information to carry out their duties.

The resource factor also strongly affects program implementation. The program is supported by rice stocks, distribution documents, the BULOG application, field officers, and local government involvement. However, these resources are not yet fully adequate. The limited number of BULOG officers, limited access to the digital application, and the use of beneficiary data that has not been fully updated are key obstacles. This finding supports Edward III's argument that policy implementation cannot run effectively without sufficient human resources, information, authority, and supporting facilities.

The disposition of implementers is generally positive. The Social Affairs Office, BULOG, village governments, and social welfare workers show commitment to carrying out the program and solving problems in the field. They coordinate with one another, assist beneficiaries, supervise distribution, and respond to complaints. This shows that the implementers have a supportive attitude toward the program. However, good disposition

alone is not enough to ensure successful implementation when the system is still constrained by inaccurate data, limited human resources, and weak follow-up mechanisms. This finding shows that implementer commitment must be supported by a reliable administrative and institutional system.

The bureaucratic structure of the program is formally clear because each institution has its own role and authority. The National Food Agency determines policy direction and distribution schedules, BULOG provides and distributes rice, the Social Affairs Office coordinates implementation at the local level, and village governments assist the technical distribution process. This structure reflects the fragmentation aspect of bureaucracy as described by Edward III. However, the study also found that the multi-level bureaucratic structure creates challenges when fast data correction and quick problem-solving are needed. Local governments and village authorities often understand the real condition of the community, but they have limited authority to immediately change beneficiary data that comes from the central system.

The findings of this study are consistent with previous studies that found data accuracy, distribution barriers, and coordination problems as recurring issues in food and social assistance programs. Mamoriska and Cahyaningsih (2024) emphasized that government rice reserve management requires accurate data, proper supervision, timely distribution, and good rice quality. This study supports that view by showing that rice quality inspection and distribution monitoring have been carried out, but data accuracy remains a serious challenge. Gunawan et al. (2024) also found mistargeting in social assistance programs, where some households that were no longer eligible still received assistance, while some poor households were excluded. Similar patterns were also found in Padang Pariaman Regency. Furthermore, Yuliansyah et al. (2025) reported that data problems, distribution barriers, and infrastructure constraints affect the implementation of government food reserve programs in several regions. This study strengthens those findings by showing that distance, transportation costs, and digital access limitations also affect the real benefit received by beneficiary households.

Theoretically, this study contributes to the discussion of policy implementation by showing that successful implementation cannot be measured only by whether a program has been distributed administratively. A program may appear successful in terms of distribution volume and number of beneficiaries, but it may still face problems in fairness, accuracy,

accessibility, and community trust. By combining Siagian's program implementation framework and Edward III's policy implementation factors, this study shows that planning, task division, monitoring, and review must be supported by clear communication, adequate resources, strong implementer commitment, and an effective bureaucratic structure.

Practically, the findings provide important implications for local governments and program implementers. The Social Affairs Office, Perum BULOG, village governments, and related institutions need to strengthen beneficiary data updating through more participatory and continuous verification involving local officers and community representatives. The digital system should also be improved so that village governments and field officers can access beneficiary data earlier and more flexibly, not only one day before distribution. In addition, coordination should be supported by a more formal and integrated reporting mechanism so that evaluation results can be followed up more effectively. These improvements are important to ensure that rice assistance is not only distributed, but truly reaches poor households that need it most.

From a humanitarian perspective, the implementation of the CBP Rice Food Assistance Program should be understood as more than a technical distribution activity. For poor households, 10 kilograms of rice is not only a commodity; it represents relief, dignity, and the state's presence in difficult economic conditions. Therefore, mistargeting is not merely an administrative problem, but also a matter of social justice. When poor households are excluded while economically capable households still receive assistance, the program may create disappointment and reduce public trust. For this reason, improving data accuracy and distribution fairness is essential to protect the dignity of vulnerable communities.

This study has several limitations. First, the study used a qualitative approach, so the findings provide an in-depth understanding of implementation processes but do not measure the statistical impact of the program on household food security or poverty reduction. Second, the study was conducted in Padang Pariaman Regency, so the findings may not fully represent the implementation of the CBP program in other regions with different geographical, social, and institutional conditions. Third, the data were obtained through interviews, observation, and documentation, which means that the findings depend on the openness and accuracy of information provided by informants. Fourth, the study did not conduct a longitudinal analysis across multiple years, so it cannot fully explain changes in implementation performance over time. Future studies may combine qualitative and

quantitative approaches to measure the impact of rice assistance on household expenditure, food security, and beneficiary welfare more comprehensively.

Overall, the discussion shows that the CBP Rice Food Assistance Program in Padang Pariaman Regency has been implemented through a structured policy mechanism and has provided meaningful support for many low-income households. However, the implementation still needs improvement in beneficiary data accuracy, human resources, digital access, coordination, and follow-up evaluation. Strengthening these aspects is necessary so that the program can become more effective, fair, transparent, and humane in supporting the food needs of poor households.

CONCLUSION

This study concludes that the implementation of the Government Rice Reserve (*Cadangan Beras Pemerintah*/CBP) Rice Food Assistance Program in Padang Pariaman Regency has been carried out through several main stages, namely detailed planning, division of tasks, monitoring, and review, as reflected in Siagian's implementation framework. The program has been supported by technical guidelines, distribution procedures, institutional coordination, and the involvement of key actors, including the Social Affairs Office, Perum BULOG, subdistrict governments, village governments, and subdistrict social welfare workers. The rice assistance has also been distributed to beneficiary households as an effort to help low-income communities meet their basic food needs and strengthen food security among vulnerable groups. However, the implementation has not been fully optimal because several problems remain, such as beneficiary data that have not been fully updated, the inclusion of households that are no longer eligible, limited access to distribution information, and coordination that still relies heavily on WhatsApp groups. These conditions indicate that the program has provided meaningful support for the community, but its accuracy, effectiveness, and fairness still need to be strengthened.

The factors influencing the implementation of the CBP Rice Food Assistance Program in Padang Pariaman Regency consist of both supporting and inhibiting factors. The supporting factors include the commitment and responsibility of program implementers, the availability of technical guidelines and standard operating procedures, inter-institutional coordination, the use of the BULOG application for beneficiary verification, and the active involvement of village governments and social welfare workers in supporting field

distribution. Meanwhile, the inhibiting factors include delays in receiving updated beneficiary information, limited field supervision officers, restricted access to the distribution application, weak validation and updating of beneficiary data, and bureaucratic coordination that still depends on informal digital communication. These findings show that the success of the program is not only determined by the commitment of implementers, but also by the quality of communication, the adequacy of resources, the disposition of implementers, and the effectiveness of the bureaucratic structure. Therefore, future program implementation should strengthen beneficiary data updating, improve digital access for local officers, increase field supervision capacity, and develop a more integrated coordination system so that rice assistance can reach poor households more accurately, fairly, and humanely.

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