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Evaluation of the Affordable Food Program in Bandung City Using the CIPP Model

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Abstract
Objectives: This study aims to evaluate the Affordable Food Movement (Gerakan Pangan Murah, GPM) program in Bandung City, which seeks to stabilize food supply and prices by providing food at prices below the market rate, making it affordable for low- and middle-income communities despite their dependence on external food sources.
Research Methodology: This research was conducted using a qualitative descriptive approach based on the CIPP (Context, Input, Process, Product) evaluation model developed by Stufflebeam (1985). Data were gathered through document analysis, observations, and interviews with local government officials and community representatives
Results: The findings reveal several challenges: uneven implementation across districts, limited execution in areas affected by stunting and low socioeconomic status, protracted coordination processes, inadequate budgeting, ineffective public communication, and flawed operational mechanisms. These constraints hinder the program's objective of ensuring access to affordable food for vulnerable populations.
Conclusion: The evaluation reveals that the Affordable Food Movement (Gerakan Pangan Murah, GPM) program in Bandung faces challenges in consistent implementation, coordination, and outreach, limiting its effectiveness in assisting vulnerable populations. Comprehensive improvements in program design and management are essential to enhance its impact on food supply stability and community welfare.
Limitations: The study's limitations include reliance on qualitative data from a single region, which may affect the generalizability of the findings to other cities.
Contributions: This research provides strategic recommendations to enhance food security programs, supporting policymakers and stakeholders in improving urban food systems and poverty reduction. Implementing these can stabilize food prices and expand access for underserved communities in Bandung.

Keywords: *Affordable Food Movement, CIPP Model Evaluation, Program Design Scheme, Program Evaluation.*

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1. Introduction

Food refers to all products derived from biological sources, including agriculture, plantations, forestry, fisheries, livestock, aquatic resources, and water, whether processed or unprocessed, intended as food or drink for human consumption (*Undang-Undang Nomor 18 Tahun 2012*, n.d.). The fulfillment of food needs is a fundamental foundation for human life to develop quality human resources (Pérez-

Escamilla, 2024). A smooth procurement and distribution process plays a crucial role in meeting community needs according to the required quantity, fairly and affordably, including shortening distribution chains, strengthening local relationships, and utilizing information technology for coordination and transparency (Wang et al., 2024). Furthermore, policy interventions that combine supply stabilization, producer income protection, and social programs help maintain availability as well as access for food-vulnerable groups. Therefore, policy focus should encompass both availability and accessibility and affordability aspects to achieve inclusive food security (Davis, Downs, & Gephart, 2020).

As the second-largest metropolitan city in Indonesia after the Jabodetabek area, Bandung plays a strategic role as the center of economic, educational, and cultural activities in West Java Province. Rapid growth in the trade, tourism, creative industry, and service sectors has made Bandung a migration magnet for people from various regions seeking employment opportunities and improved quality of life *(Miftah, Widianingsih, Muhtar, & Sutriadi, 2023)*. This urbanization phenomenon drives an annual increase in population, which further triggers physical expansion of the city and its surrounding peri-urban areas (Pravitasari et al., 2024). These changes impact socio-economic transformations, land conversion, and increased population density, thereby posing challenges for local governments in providing infrastructure, public services, and sustainable spatial planning *(Budiyantini & Alviany), 2022)*.

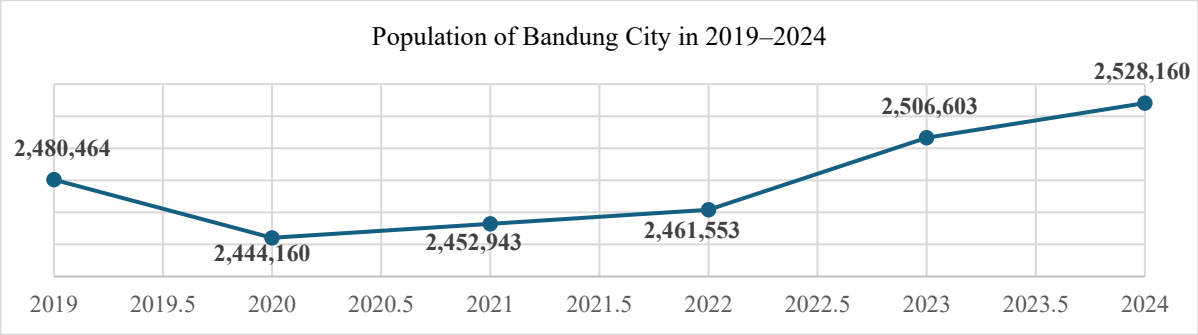


Figure 1. Population of Bandung City, 2019–2024
Source: Bandung City Statistics Bureau (BPS) (2024)

Figure 1 illustrates that the population of Bandung City has been increasing annually, in line with the urbanization phenomenon described earlier. This population growth not only reinforces Bandung's status as a migration hub but also intensifies pressure on food demand. Alongside urbanization, the conversion of agricultural land into built-up areas has risen significantly, as observed in the northern coast of West Java (Pantura), where approximately 650,000 hectares of productive land were lost between 2017 and 2018, threatening local food production capacity and regional food security (Gandharum et al., 2024). Therefore, the Bandung City government needs to integrate food security strategies with spatial planning and logistics infrastructure development, as well as support local community initiatives to ensure sustainable and equitable food availability and distribution in the long term.

Bandung City is a consumer area that is unable to meet its food needs independently. The 2023 Food Balance Sheet Analysis report for Bandung City, prepared by the Bandung City Government in collaboration with academics from Pasundan University, notes that Bandung City can only supply approximately 5.59% of its food needs, while the remaining 94.05% must be imported from outside the city(Pemerintah Kota Bandung, 2023). This illustrates that the availability and price of food in Bandung are highly dependent on the availability and prices in the production centers that act as supplier regions. Furthermore, the smooth distribution of food to Bandung plays a crucial role in maintaining the availability and price stability of food. Similar conditions are also experienced by other cities such as Jakarta, Surabaya, and Makassar, which geographically are not food production centers but have large populations and high consumption levels.

The National Food Agency issued a mandate that must be implemented by all central regencies and cities to carry out the Affordable Food Movement Program. This mandate is enshrined in Law Number 18 of 2012 Article 55 concerning Food, which stipulates that the government is obliged to stabilize the supply and prices of staple foods at both producer and consumer levels (*Undang-Undang Republik Indonesia Nomor 18 Tahun 2012 Tentang Pangan*, 2012). The implementation of this mandate aims not only to protect the purchasing power of the community, especially low-income groups, but also to maintain national food security comprehensively.

As part of the mandate's implementation, through the Mayor of Bandung's Decree Number 500/Kep.058-Bag Ek/2022 concerning the Inflation Control Roadmap, the Bandung City Government also executes this mandate (Pemerintah Kota Bandung, 2022). This policy integrates the GPM program as a strategy to control inflation and fulfill the food needs of the community sustainably. According (Gilbert & Morgan, 2010), stabilization of food supply and prices is key to controlling food price volatility, which directly affects the national inflation rate. Therefore, the active role of local governments in implementing this national mandate is crucial to ensure the program's success and support socio-economic stability in their regions. Consequently, regardless of a region's condition, governors and regents/mayors are obligated to implement the GPM program, including Bandung City. To optimize the program's implementation, the National Food Agency subsequently developed the GPM Implementation Guidelines titled the General Guidelines for Stabilizing Food Supply and Prices. The target of the Affordable Food Movement Program encompasses all communities affected by rising food prices, with priority given to areas distant from markets, stunting loci, poverty-vulnerable regions as identified by the Food Security and Vulnerability Atlas (FSVA), and regions requiring special interventions. Local governments narrow these targets to focus on areas with the greatest need, ensuring more effective resource allocation. However, the implementation of GPM in Bandung City over the past two years has not been optimal, as evidenced by various challenges in distribution and uneven coverage. This situation highlights the critical need to improve the program's effectiveness and equitable reach moving forward.

1. The GPM program is intended to be implemented in areas distant from markets; however, its execution has resulted in uneven coverage. This is illustrated in Figure 2, which shows a comparison between the number of markets and the frequency of GPM implementation in each district.

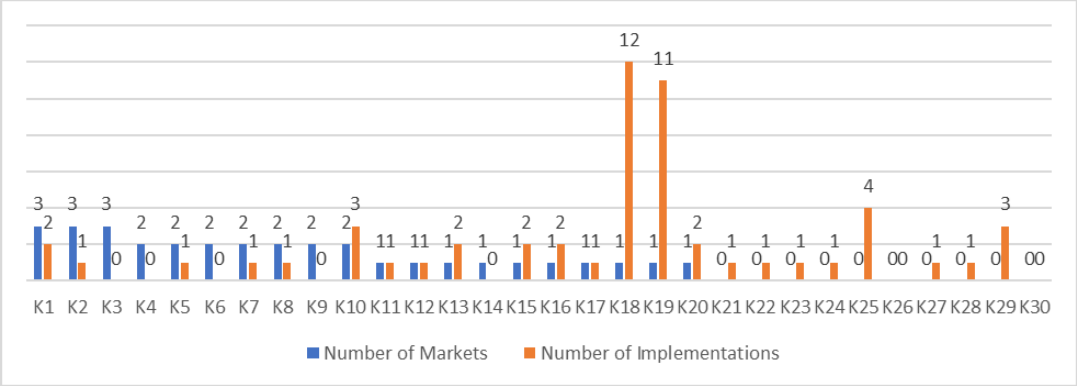


Figure 2. Comparison of the Number of Markets and GPM Program Implementation in Bandung City by District, 2023–2024
Source: Internal documents of DKPP Bandung City, processed by the researcher (unpublished)

Figure 2 illustrates that the implementation of the GPM program is uneven across districts, despite most districts having a similar number of markets, approximately two to three each. This unevenness is evident from the concentration of GPM activities in districts K18 and K19, with 12 and 11 occurrences respectively. Meanwhile, many other districts such as K3, K4, K6, K9, K14, K26, and K30 have not received any GPM implementation. This indicates that the GPM program has yet to effectively target areas distant from markets as originally intended, resulting in unequal access to affordable food for communities in several districts.

2. The GPM program is one of the government's efforts to achieve zero stunting, thus its implementation is intended for areas with high stunting rates. However, the GPM has been

conducted more frequently in locations with low stunting rates, such as districts K18 and K19. In contrast, as shown in Figure 2, district K7 has the highest stunting rate compared to other areas.

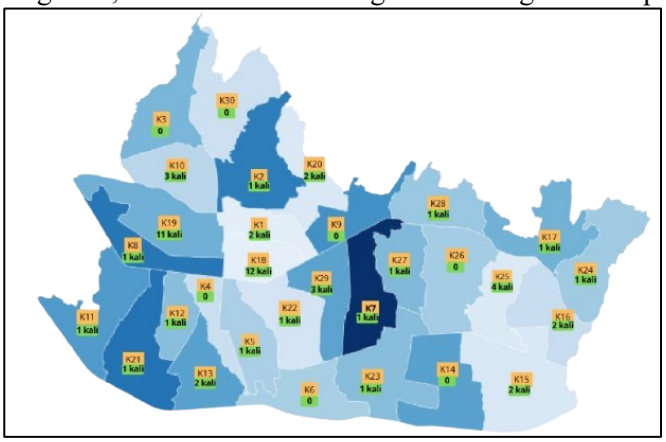
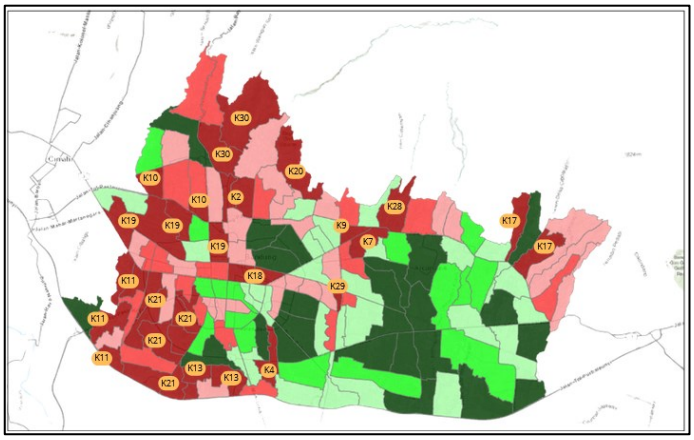


Figure 3. Distribution Map of Stunting and the Number of Affordable Food Movement Program (GPM) Implementations by District in Bandung City, 2023–2024
Source: Processed by the researcher based on maps from E-Penting Bandung City and Internal GPM Implementation Report 2023–2024 (unpublished), 2025

The stunting distribution map in Figure 3 shows that districts shaded in dark blue represent areas requiring immediate attention and intervention due to high stunting rates. The lighter the blue shade on the map, the lower the stunting rate in the area. Among all districts, K7 is marked in dark blue, indicating a very high stunting rate. However, GPM implementation in this district occurred only once in two years. According to data from opendata.bandung.go.id, the number of toddlers in Bandung City is recorded at 85,963, distributed across 30 districts. Of the 4,972 toddlers in K7, 3,667 have undergone health examinations, with 690 diagnosed with stunting. Besides K7, several other districts with high stunting rates include K8, K21, K2, and K20.

3. The GPM program is intended for poverty-vulnerable communities whose areas are delineated in the Food Security and Vulnerability Atlas (FSVA) map. The FSVA map is used to geographically depict conditions of food security and vulnerability. This map employs a color gradient to indicate the ratio of the population with the lowest welfare levels. Red areas signify regions requiring greater attention compared to other areas shaded in green.



Gambar 1. Peta Rasio Kelurahan Dengan Tingkat Kesejahteraan Terendah di Kota Bandung Tahun 2024
Sumber: Website SFVA diolah peneliti (2025)

Based on Figure 3, dark red areas are predominantly found in the northern and western parts of Bandung. However, when considering the number of GPM program implementations, only two districts, K18 and K19, frequently receive the program. Although these two districts still exhibit low welfare levels, this situation results in many other areas with similarly low welfare levels being rarely

or never reached by the GPM program. Quantitatively, districts K21 and K20 have the highest percentages of low welfare populations, each reaching 6% (Dinas Ketahanan Pangan dan Pertanian Kota Bandung, 2024).Out of a total population of 146,724 in K21, 8,491 individuals have low welfare levels. Meanwhile, K20 has a population of 71,669, with 4,096 individuals classified as having low welfare. District K30 accounts for 5% of its total population of 55,560, with 2,908 individuals experiencing low welfare.

The outlined phenomena indicate the critical importance of conducting an evaluation study of the GPM Program. This research not only provides an overview of the actual food supply conditions in major cities such as Bandung but also offers insights into the effectiveness of local policies in addressing food security issues (Rusliyadi, 2023). The findings of this study are expected to serve as a reference for local governments in formulating future food management strategies to ensure that the community's food needs are met sustainably and affordably. Therefore, this evaluation aims to elucidate the program's implementation process, as well as the obstacles and challenges encountered, enabling the optimization of GPM's role within the food security system to enhance the welfare of the broader community, particularly the lower-middle economic groups (Davis et al., 2020).

2. Literature Review and Hypothesis Development

Food security remains a critical national issue, particularly in facing global economic dynamics and rising staple food prices. The Indonesian government, through various policies, strives to maintain food stability, one of which is the implementation of the Affordable Food Movement Program (GPM) This program aims to provide the community with access to staple foods at more affordable prices, especially for low-income groups. In Bandung City, the implementation of GPM represents a concrete effort by the local government to safeguard food accessibility amid rising living costs and inflationary pressures on food in urban areas.

Furthermore, the concept of food security, consisting of four pillars, availability, access, quality, and stability, has become the primary framework for sustainable food development. A study by the Food Security and Agriculture Service of Bandung City (2024) confirms that high food availability can suppress food prices due to market competition. However, when demand significantly increases, such as during National Religious Holidays (HBKN), food prices tend to fluctuate and rise, disrupting the economic stability of the community. Food access is determined not only by availability but also by price affordability and equitable distribution.

Food security remains a strategic national issue, particularly in the face of global economic dynamics and rising staple food prices. The Indonesian government, through various policies, seeks to maintain food stability, one of which is the implementation of the Affordable Food Movement (GPM) This program aims to provide the public with access to staple foods at more affordable prices, especially for low-income populations. In Bandung City, the implementation of GPM represents a concrete effort by the local government to maintain food accessibility amid rising living costs and inflationary pressures on food in urban areas.

Previous studies have shown that affordable food programs play a crucial role in stabilizing staple food prices. (Ruspayandi, Bantacut, Arifin, & Fahmi, 2022) ound that the market share and operational stock of Bulog significantly influence rice prices at the consumer level and recommended market interventions. Similarly (Indraswari, Ria Resti Anjani, & Adam Jamal, 2024) supported these findings by demonstrating that affordable markets in Surabaya are not only effective in suppressing prices but also efficient, responsive, and targeted in their implementation timing.

Food security program evaluations have also been conducted in other regions. (Freddy, Entang Adhy Muhtar, & Heri Wahyudi, 2024) examined the Government Food Reserves (Cadangan Pangan Pemerintah, CPP) program in Malinau Regency and identified significant gaps between program targets and outcomes. Their study emphasizes the importance of specific, measurable, and contextual evaluation indicators. Their study underscores the importance of establishing specific, measurable, and contextually relevant evaluative indicators. Similarly, (Dwiartama, Chandra Tresnadi, Alhilal Furqon,

& Mochamad Fikry Pratama, 2020) investigated local food initiatives in Bandung City, revealing that food security cannot rely solely on government interventions but must actively involve local actors and communities. In line with this, (Abidin et al., 2022) demonstrated that community empowerment through village-owned enterprises (BUMDes) serving as hubs for corn- and cashew-based food products can be an effective community-based economic model to strengthen local support. Astuti et al. (2023) further supported the integration of social value by promoting village empowerment initiatives that combine sustainable agriculture with health education, aligning with the social mission of the Cheap Food Program (Gerakan Pangan Murah/GPM). (Zulkarnain, Said, & Amitasari, 2022) contributed an additional perspective by highlighting the importance of technical, allocative, and economic efficiency in food production, which is essential for enhancing local supply capacity. Additionally, (Dwiartama et al., 2020) on local food initiatives in Bandung City highlights that food security cannot rely solely on government interventions but must involve local actors and communities. In the context of program evaluation, the CIPP model (Context, Input, Process, Product) developed by Stufflebeam has proven to be a comprehensive tool. This model was applied Rama et al. (2023) in evaluating vocational high school curricula and by Juri et al. (2021) in assessing the effectiveness of fieldwork practices. Both studies demonstrated that the CIPP approach effectively reveals the strengths and weaknesses of programs across various dimensions. However, this approach has yet to be widely implemented in evaluating regional food security programs such as GPM, including in Bandung City. Other studies have also highlighted challenges in implementing affordable food programs at the local level. (Ruvi, Hadi Sutrisno, Ekky Noviar, & Akhmad Yani, 2024) stated that the involvement of non-government actors, such as university students, can expand program reach and raise public awareness. Nevertheless, the program still faces obstacles such as uneven distribution and environmental risks. (Kusdiana, Mochammad Ridwan, & Sasa Saefulrohman Suratman, 2024) using a Participatory Action Research (PAR) approach in Cimahi City, emphasized the importance of regional regulations in strengthening the sustainability of staple food subsidies.

In terms of institutional aspects, although food supply is adequate, the Food Security Agency needs to strengthen cross-actor coordination and institutional oversight to ensure the effectiveness of local food distribution systems, in line with the principles of food alliances and local supply chains described by (Anggraeni, Handayati, & Novani, 2022). Meanwhile, (Hasanah, Mahra Arari Heryanto, Hepi Hapsari, & Trisna Insan Noor, 2021) found that poor households in Ciroyom Subdistrict, Bandung City, experienced declines in both quality and quantity of food consumption due to the pandemic. The community's coping strategy involved seeking inexpensive food sources, underscoring the urgency of sustaining programs like GPM.

The literature review also reveals that most previous studies have predominantly focused on distribution aspects or the macro-level impacts of affordable food programs. Comprehensive evaluations of the implementation of affordable food programs using evaluative approaches such as Stufflebeam's CIPP model (2003), remain scarce, particularly in local contexts like Bandung City. According to (Hasanah et al., 2021), the CIPP evaluation model enables a more comprehensive analysis of public programs by examining aspects ranging from policy context to program outputs or outcomes. However, the application of this model remains very limited in food policy research in Indonesia. Based on the literature review, research gaps can be identified in the following areas: the lack of comprehensive evaluation of affordable food programs using evaluative models like CIPP; insufficient focus on local contexts such as Bandung City, which faces unique food distribution challenges; and the absence of studies on public perceptions regarding the effectiveness of affordable food pricing.

The research gap addressed by this study is a comprehensive evaluation of the implementation of the Affordable Food Movement Program (GPM) in Bandung City, focusing on supply control, price stability, and equitable access to food, particularly for vulnerable groups. This study also aims to identify operational and geographical constraints in program implementation that affect its effectiveness and equitable benefits. Accordingly, the research hypothesis posits that a well-distributed and effective GPM can stabilize prices and enhance access to affordable food across Bandung City, especially for low-income populations and areas with high stunting rates. This research is expected to provide

recommendations for improving food management policies and increasing program distribution effectiveness to support food security and the welfare of urban communities.

3. Methodology

This study employs a qualitative research method with a descriptive approach. Qualitative research is an approach used to describe and understand the meanings related to social issues. One of the main characteristics of qualitative research is its descriptive nature. According to Whitney (dalam (Nazir, 2003)) the descriptive method is the search for facts with appropriate interpretation. Data collected are then presented narratively, (Lim, 2025) states that qualitative research is conducted through observation. Therefore, this study begins with observation, followed by data collection, reporting, and conclusion stages. The research findings are then narrated. The analysis of the instruments used in this study is validated by experts based on established indicators.

The primary data source in qualitative research consists of words and actions obtained from informants through interviews. Meanwhile, secondary data sources include documents and other relevant materials (H. Ramdhani, 2019). In qualitative research, data are collected using various techniques such as interviews, document analysis, and observation. The data sources consist of both primary and secondary data (Sugiyono, 2011:225).

Primary data refers to information obtained directly from the original source without undergoing any statistical treatment. This data is considered highly accurate because it is presented in detail. To acquire primary data, researchers must collect it firsthand through techniques such as observation and interviews. Primary data is deemed more precise due to its detailed nature. In this study, primary data were obtained from interviews with informants who hold authority or are capable of providing detailed information related to the phenomena under investigation. Interviews were conducted with 16 informants, comprising key informants, main informants, and supporting informants. Key informants are individuals with strategic authority in program implementation, such as supervision, decision-making, and regulation of cheap food distribution. Main informants are responsible for data collection, program formulation, and coordination across activities and regions related to the GPM. Supporting informants include beneficiaries from various economic backgrounds, ranging from poor and vulnerable groups to those approaching middle-class status. Perspectives from this group are essential to assess the extent to which the GPM program reaches its targets and fulfills the basic food needs of the community in an equitable and fair manner.

Secondary data refers to data that is already available in various forms and often consists of statistical data or processed data ready for use (Moehar, 2002:113). Secondary data may include documentation, photographs, images, literature, or verbal information related to the research context. In this study, the secondary data collected serves as supporting information related to the implementation of the GPM program in Bandung City. The secondary data used consists of regulations, activity reports, scientific publications, and organizational documents.

4. Results and Discussions

Presidential Regulation Number 66 of 2021 concerning the National Food Agency states that one of the duties and functions of the National Food Agency is to coordinate the implementation of policies related to the availability, distribution, and stabilization of food supply and prices (Presiden Republik Indonesia, 2021). This policy is designed to prevent price volatility that could unsettle the public while controlling inflation. Additionally, it aims to protect the income and purchasing power of farmers, fishermen, fish cultivators, and micro and small food business actors. As an effort to implement SPHP, the National Food Agency has initiated several strategic programs, one of which is the Affordable Food Movement Program (GPM), implemented comprehensively by provincial and district/city governments. Through close collaboration with farmers, livestock breeders, and business actors, the GPM program has successfully shortened the food distribution chain significantly, thereby providing food at more affordable prices and with better quality for the community. This program is specifically designed to meet food needs at prices below the market rate, making it accessible to all social strata,

especially low- to middle-income groups (Muliandari & Nasrudin, 2025; Purnamasari, Huang, & Priyanto, 2023). The Bandung City Government has been implementing this program since 2022 and continues to do so. The program's sustainability is based on the ongoing instability of food prices, which often burdens the community.

In the public policy process, Thomas R. Dye outlines six stages, namely: problem identification, agenda setting, policy formulation, policy enactment, policy implementation, and policy evaluation. Policy evaluation is considered the most crucial stage in public policy implementation as it serves as a means to assess the success of programs or activities derived from the policy (*Improving Governance with Policy Evaluation*, 2020). Through the evaluation process, policymakers can measure the extent to which policy objectives have been achieved and identify obstacles or challenges encountered during implementation. Stufflebeam defines evaluation as the process of delineating, obtaining, and providing useful information to assess decision-making alternatives. In line with the implementation of the Affordable Food Movement Program (GPM), which has been ongoing for approximately two years, this study aims to assess the program's success. Using the CIPP evaluation model (Context, Input, Process, Product), the implementation of the GPM program is evaluated by examining these four dimensions. The following is a detailed description of the evaluation of the GPM program using the CIPP model:

The context evaluation developed by Stufflebeam focuses on identifying the underlying needs that form the basis for designing a program. This stage is conducted to understand the background and objectives of the program as well as to determine the strategies and requirements necessary for the implementation of the Affordable Food Movement Program (GPM). Therefore, the evaluation stage within the public policy process is essential to measure the extent of the program's success and achievement. To delve deeper into the foundational aspects of the program, Stufflebeam's CIPP evaluation model further breaks down the context dimension into sub-dimensions that provide more detailed insights. These sub-dimensions include background, environment, beneficiaries, needs, resources, and problems (Kurniawati, 2020). This approach expands the context evaluation dimension by emphasizing the importance of a thorough analysis of who the program beneficiaries are, the actual needs of the community, and the resources available to support program implementation (Zhang et al., 2011). he context evaluation results indicate that the Affordable Food Movement Program (GPM) was designed to address the needs of Bandung's population regarding the stabilization of staple food supply and prices, especially ahead of major religious holidays. The primary issue faced by the community is the high prices of staple foods. However, GPM implementation has not been evenly distributed across all districts. Based on the research findings, in terms of human resources, the available implementing personnel are adequate to support the program. Not only in quantity but also in quality, the personnel possess a solid understanding of the program's operation and their roles within it. Nevertheless, from the problem sub-dimension, several obstacles frequently encountered in the field were identified. These include the staple food prices being not significantly lower than market prices, program implementation often occurring at the end of the month, and information dissemination happening too abruptly, causing the community to be unprepared to fully utilize the GPM program. These issues were commonly expressed by community members from various socioeconomic backgrounds. Similar challenges have been noted in evaluations of complex interventions, including difficulties in timing adjustments and participant responsiveness (Ginsburg et al., 2021), as well as the need for training and preparation to ensure effective implementation (Beinert, Røed, & Vik, 2024).

Input evaluation according to Stufflebeam is a stage that focuses on assessing the readiness of various aspects in program planning. Input evaluation serves as a tool to assist decision-makers in determining whether the program has been effectively designed and whether available resources have been optimally utilized. Furthermore, this evaluation is intended to improve the program rather than to prove a particular truth (the purpose of evaluation is not to prove but to improve; Stuffleabeam, 1997 dalam (Arikunto, 2006). Based on this, Stufflebeam highlights five key aspects that become focal points in input evaluation: stakeholders, strategy, budget, coverage, and research supporting the achievement of program goals (Vali, Ataollahi, Amiresmaili, & Nakhaee, 2021). The application of comprehensive input evaluation based on these five aspects forms the foundation for decision-makers to make

improvements and innovations in implementation strategies. The results of the input evaluation indicate that the implementation of the Affordable Food Movement Program (GPM) involves various stakeholders, ranging from the National Food Agency and local government institutions, security agencies, to food suppliers. The complexity of this multi-stakeholder coordination often leads to challenges such as lengthy communication chains, differing priorities, and limited shared information, all of which impact the program's effectiveness (Susanty et al., 2022). Moreover, budget constraints frequently become a limiting factor that restricts the frequency and coverage of GPM activities, resulting in the program's focus being placed on priority areas such as regions far from markets, stunting loci, and areas with low welfare levels (Pakravan-Charvadeh, 2024). This situation causes disparities in access to affordable food between districts and generates uneven distribution of program benefits. Therefore, a comprehensive evaluation of funding mechanisms, enhancement of strategic partnerships, and simplification of governance among stakeholders are necessary to ensure that GPM's goal of stabilizing food supply and prices can be achieved equitably. Although program strategies have been established, including the designation of priority areas based on data such as food-insecure zones and stunting loci, field surveys, and socialization through Musrenbang to increase community participation, the implementation has yet to fully realize these objectives.

Process evaluation, according to Stufflebeam, aims to identify or predict the smoothness of procedural design and its implementation, provide information for pre-program decision-making, as well as record and assess activities occurring during program execution.; This evaluation also examines the alignment between planned activities and actual practice, the effectiveness of resource utilization, and implementation constraints. This approach remains relevant and is supported by contemporary evaluation literature, which emphasizes the role of process evaluation in monitoring fidelity, dose, reach, and implementation context to ensure that program outcome interpretations are valid and actionable (Rogers & Woolcock, 2023). Recent empirical studies underscore the importance of formative and embedded process evaluations, which are conducted throughout the implementation cycle to capture operational barriers, provide timely feedback, and enable adjustments before the final evaluation, thereby enhancing program sustainability and effectiveness (Ouyang et al., 2022a; Sweeney et al., 2024a). Therefore, process evaluation is a critical step to ensure that the GPM Program operates according to plan and achieves its intended goals, as well as to identify aspects of implementation that require improvement or policy adjustment.

Process evaluation also aims to identify the government's role in ensuring that interventions such as shortening the distribution chain, determining vulnerable areas based on food insecurity maps, and adjusting implementation timing according to food price fluctuations are carried out effectively and responsively to community needs. Stufflebeam emphasizes five main aspects in process evaluation, including development, implementation, monitoring, and feedback from the communit (Zhang et al., 2011). Based on the process evaluation results, the development phase of the Affordable Food Movement (GPM) program in Bandung involved careful strategic planning, including distribution innovations such as the "GPM on the road" initiative to overcome land limitations and expand access to affordable food, particularly in peripheral and food-insecure areas. This innovation is a strategic step that enables the distribution of staple foods to be conducted in a mobile manner, thus reaching areas where on-site GPM implementation is not feasible. During the implementation phase, the program is carried out based on requests from respective regions and planning set by the relevant agency, with scheduling adjusted to the readiness of those regions. Consequently, if a region does not submit a request, it potentially will not receive the GPM program. This condition underlies the uneven implementation of the program across districts. A review of the GPM implementation documents for 2023–2024 also reveals variations in the number of activities conducted during each period.

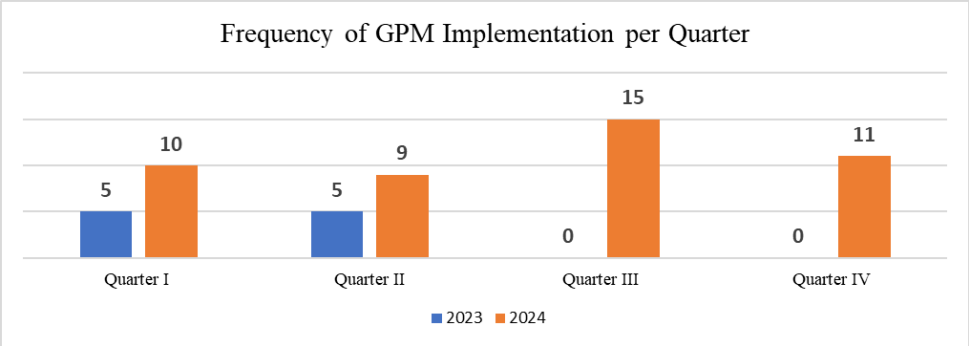
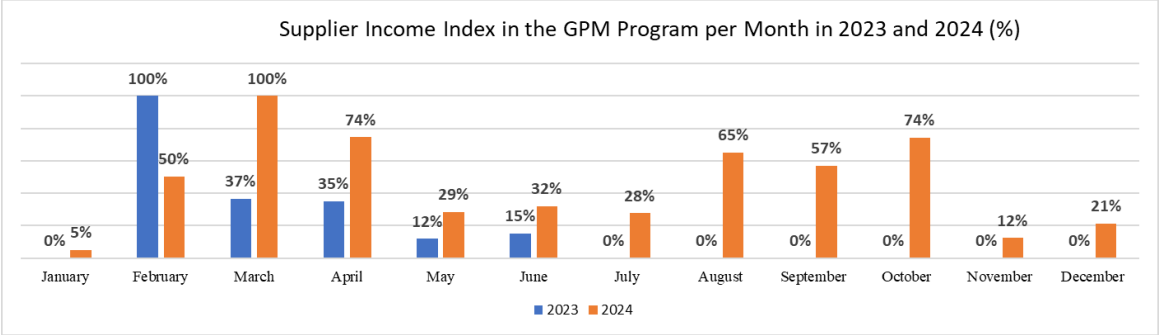


Figure 5. Frequency of GPM Implementation per Quarter
Source: GPM Program Implementation Report 2023–2024

Overall, Figure 5 shows that the frequency of GPM implementation tends to increase during the period leading up to National Religious Holidays. When viewed by quarter, the highest number of implementations in 2023 occurred in the first quarter, while in 2024 the peak was in the third quarter. The variation in the schedule of the Affordable Food Movement (GPM) indicates the influence of specific moments, regional demand dynamics, and internal local government policies. This difference in implementation patterns shows that besides considering indicators such as food prices and supply, the scheduling of GPM is also affected by external factors such as the timing of religious holidays, regional market conditions, and the level of local food vulnerability (Juliannisa, Rahma, Mulatsih, & Fauzi, 2025). This aligns with the findings of (Ruspayandi et al., 2022) which explain that the effectiveness of market interventions, including BULOG market operations, is greatly influenced by local supply and demand conditions. Furthermore, the study by (Sekhar & Thapa, 2024) emphasizes that external factors such as local policies, price shocks, and supply chain disruptions can alter the pattern of food stabilization program implementation. These findings highlight the need to adjust implementation strategies to remain aligned with the original program objective, which is to maintain the stabilization of food supply and prices for the community.

Monitoring of the program is routinely conducted by DKPP and local authorities to ensure smooth implementation. Feedback collected through field observations and interviews, especially with housewives, confirms that the program tends to have a greater impact when the frequency of implementation is increased and information is communicated in a more clear and contextual manner to the beneficiaries. Such field findings are consistent with evidence that routine and responsive process evaluations or formative monitoring (open feedback loops) enhance the dose, fidelity, and reach of interventions, thus enabling rapid adjustments in implementation (Metcalfe, McCaffrey, Schumacher, Kownacki, & Prescott, 2022; Sweeney et al., 2024b). Overall, these monitoring stages underscore the importance of developing program innovations, fostering active community participation in operational activities and feedback mechanisms, and improving coordination and resource utilization (including the integration of territorial monitoring) to enhance the effectiveness and equitable distribution of GPM benefits across districts. Such participatory approaches and structured monitoring mechanisms have been recommended in the formulation of national action plans and cross-sector interventions to ensure implementation that is adaptive to local needs (Sebong et al., 2025). As evidenced in the TPID Klungkung study, the coordination of strategic market interventions by local authorities has effectively stabilized staple food prices and strengthened regional food security (Padmayoni, Widanti, & Dewi, 2025). Likewise, participatory approaches and food innovations at the village level—such as community service initiatives in Timbuolo Village—demonstrate the significance of local education and community adaptation in maintaining food access (Olilingo & Santoso, 2022).

Product evaluation according to Stufflebeam is the stage of assessment that focuses on the final outcomes of a program, including both planned and unplanned outputs, as well as the short-term and long-term impacts produced. This evaluation aims to measure the program's success in meeting the needs of its target audience and achieving the established objectives. In the context of public policy and intervention programs, the product evaluation approach has been widely used to assess the extent to which a program produces relevant, measurable, and beneficial impacts for its beneficiaries (Ouyang et al., 2022b). Product evaluation also provides an overview of the real impact of the program on the socio-economic conditions of the community, thus serving as a basis for future program improvement and development. Recent studies emphasize that outcome-based assessments are crucial to ensuring program sustainability and designing development strategies that are more responsive to local needs (Sweeney et al., 2024c). Therefore, product evaluation becomes an essential instrument for future program refinement and development. To better focus the evaluation, Stufflebeam highlights several key points that need to be discussed within the product evaluation, including impact, effectiveness, transferability, sustainability, and adaptation (Zhang et al., 2011). hrough product evaluation, relevant stakeholders can assess the sustainability and relevance of the program in the context of the evolving needs of the community, ensuring that resources utilized have successfully delivered optimal results with positive impacts The results of the product evaluation indicate significant positive impacts on the stability of food supply and prices, as well as increased income for distributors and farmers through a direct distribution approach that shortens the marketing chain. Below is the supplier income index within the GPM program over a two-year period.



Gambar 2. Supplier Income Index in the GPM Program per Month in 2023 and 2024
Sumber: GPM Program Implementation Report 2023–2024

The high utilization rate of the GPM program during certain months indicates that the program has been able to attract significant public interest. This pattern aligns with the income received by suppliers, where months with higher frequencies of GPM implementation tend to be followed by increased supplier income. This phenomenon indicates a positive correlation between the intensity of GPM activities and the high absorption capacity of the community for the offered food products. It confirms the strategic role of GPM in expanding food access and supporting the welfare of business actors involved in the program.

However, there remain gaps in benefits for low-income communities due to limited purchasing power and uneven information dissemination. The program's effectiveness is hindered by mismatched coverage areas and insufficient filtering of beneficiaries; the program tends to focus on areas that are the most vocal or active in requesting assistance, thus not reaching all priority targets. Innovations such as "GPM on the road" have high transferability potential to be adapted in other regions with similar conditions, supporting the development of scalable and flexible programs. Program sustainability still depends on the dynamics of food prices and inflation, with a need for improvements in budget management, coordination, and program integration. The adjustment aspect highlights the need to increase flexibility and adaptation, especially in coordination systems, socialization, and the selection of timing and locations for implementation. Up to now, follow-up on feedback and evaluation has not been optimal, which impacts low public participation and overall program effectiveness.

5. Conclusions and Recommendations

5.1 Conclusions

The Cheap Food Movement Program (GPM) in Bandung City is designed as a strategic measure to maintain the stability of staple food supply and prices while increasing affordable food access for the wider community, particularly low-income groups vulnerable to price fluctuations. This program plays a crucial role in the local government's efforts to ensure food security and promote socio-economic welfare amid market dynamics and inflationary challenges. However, despite its clear and important objectives, the implementation of GPM faces various operational and structural challenges that hinder its effectiveness. This situation necessitates a comprehensive evaluation to deeply identify existing obstacles and develop appropriate solutions so that the program can deliver maximum and equitable benefits to all target groups.

The evaluation results, using the CIPP model (Context, Input, Process, Product), reveal that the implementation of the GPM program in Bandung City has not been carried out evenly and consistently across the target areas. Several critical aspects, such as coverage area, frequency of activities, as well as coordination and communication among stakeholders, still show significant weaknesses. Incomplete implementation causes priority targets, particularly low-income communities and vulnerable areas such as stunting loci, to not be effectively reached. Moreover, discrepancies between existing technical guidelines and field realities create barriers to implementation. Therefore, program improvements should focus on developing a more flexible and adaptive implementation scheme that can respond to the actual needs of the community in a timely and efficient manner. Concrete steps to be taken include simplifying the coordination system for greater effectiveness, enhancing communication and socialization mechanisms to broaden program information outreach, and scheduling activities regularly and systematically without overburdening implementing resources. With this optimization, the GPM program is expected to increase the coverage and consistency of implementation, thereby having a tangible impact on stabilizing food supply and prices and strengthening the welfare of the community, especially those who are the program’s main targets.

5.2 Recommendations

Based on the findings of this study, several recommendations can be proposed to improve the effectiveness of the Affordable Food Movement (GPM) program in Bandung City. First, cross-agency coordination needs to be strengthened to accelerate decision-making processes and avoid overlapping responsibilities. Second, public communication and outreach mechanisms should be enhanced so that information regarding the schedule and location of GPM activities can be more easily accessed by the target communities. Third, establishing a more regular and continuous schedule is crucial to allow beneficiaries to prepare properly and gain optimal benefits. In addition, the use of digital technology and integrated information systems is highly necessary to support monitoring, evaluation, and transparent dissemination of information. The program should also prioritize vulnerable areas, particularly districts with high stunting rates and low welfare levels, to ensure that the objectives are achieved effectively. Finally, diversifying funding sources and fostering collaboration with private actors and local communities are strategic steps to expand program coverage and ensure its long-term sustainability. By implementing these recommendations, the GPM program is expected to generate more equitable and sustainable impacts while contributing significantly to food security and community welfare.

Limitations and Future Research

This study has several limitations that need to be acknowledged. First, some of the data used were sourced from internal documents of relevant agencies and therefore cannot be fully disclosed in this manuscript to maintain confidentiality. Second, the spatial data processing used for analyzing the distribution of GPM implementation was conducted with anonymization of regional identities, preventing explicit disclosure of specific details at the sub-district level. Third, interviews with sub-district officials were conducted only with one sub-district, not all sub-districts involved.

Future research is expected to access more comprehensive and publicly available data to enable deeper analytical insights. Long-term observations over a broader time span would provide a more accurate depiction of GPM implementation trends. Additionally, subsequent studies could integrate economic impact analyses with social approaches, such as community perceptions of program effectiveness, beneficiary satisfaction levels, and program sustainability amid fluctuating food prices. The use of more detailed spatial analysis methods and involvement of cross-sector stakeholders are also anticipated to strengthen the policy recommendations produced.

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