

Effectiveness of Sembako Program Management for Poor Beneficiary Families (KPM) (Case Study in Banyumanik District of Semarang City)

Munawar Noor

Universitas 17 Agustus 1945 Semarang, Indonesia

mn10120@gmail.com

Abstract

This research aims to describe and analyze the effectiveness of Sembako program management in improving the welfare of KPM in Banyumanik District of Semarang City. The type of research used in this research is descriptive research with a qualitative approach. Informants in this study include: Social Companion of Bansos Pangan Banyumanik Subdistrict, e-Warung Administrator, Banyumanik Subdistrict Social Welfare Kasie and Family Beneficiaries of Sembako program. The conclusion of the study that all stages of the program aspects of management (planning, organizing, commanding, controlling and coordinating), there are weaknesses such as taking KKS mustnya KPM but often represented by the village, there is a KKS that is no longer active, e-warung owners sell higher prices. From the aspect of effectiveness (punctuality, goal accuracy and the accuracy of the program's objectives) have not been effective, it still occurs for example too many are involved, especially in the aspect of education and socialization, taking KKS must be KPM but often represented by the village,. The existence of KPM that is no longer active, higher prices in e-warung burden the target program. Recommendation: Sembako program for poor beneficiaries (KPM) greatly helps the poor to improve welfare by improving weaknesses from management aspects and effectiveness. It is necessary to develop a sembako program model that is simple, understandable and can be implemented by poor people target programs.

Keywords

sembako program;
effectiveness; management;
KPM, model



I. Introduction

The problem of poverty faced by developing countries is used as a benchmark for development by looking at the increase and decrease in poverty rates. Poverty is a condition of the inability of individuals or groups of people to meet the needs of their daily lives in terms of physical and economic. Muttaqien (2006), stated that in general the consequences that will arise from the problem of poverty is the loss of welfare for the poor, namely the unmet basic needs that include clothing, food and board needs, education, health. The complexity of the problem of poverty in overcoming it needs to involve all parties to work together and coordinate optimally.

The poverty rate in Indonesia based on data from the Central Statistics Agency (BPS), the poverty line rose by 3.20 percent, per month in September 2019 and per month in March 2020. In March 2020, the number of poor people (residents with per capita expenditure per

month below the Poverty Line) in Central Java also increased, reaching 11.41 percent compared to the poor population in September 2019 of 10.58 percent, (BPS. July 15, 2020)

Institutional various poverty alleviation programs, starting through Presidential Regulation No. 15 of 2016, on Accelerating Poverty Reduction, namely that in efforts to accelerate poverty reduction, integrated coordination measures need to be taken in the preparation of formulation and implementation of poverty reduction policies. One of them is the inertia of the Sembako Program which is a transformation of the Non-Cash Food Assistance Program which is further called BNPT.

The transformation of BNPT into a Sembako Program was carried out in order to realize strengthening social protection and increasing the effectiveness of food social assistance programs to Beneficiary Families (KPM). The goal is expected that the 6T principle can be more achieved, namely on target, right amount, on time, right price, right quality, and proper administration. The assistance index in the Sembako Program is improved and the types of commodities that can be purchased are expanded so that not only in the form of rice and eggs as in the BPNT program, but also for sources of carbohydrates, proteins and other vitamins such as corn, chicken, beef, nuts, vegetables or fruit that can be obtained in the local market. This is as an effort by the Government to provide KPM access to staples with other nutritional content. In addition, in 2020 the BPNT index will be raised from Rp. 110,000 / KPM / month, to Rp. 150,000 / KPM / month.

The Institutional Sembako Program is intended to reduce the burden of KPM expenditure through partial fulfillment of food needs, providing more balanced nutrition to KPM to improve the accuracy of targets and the time of receipt of Food Assistance. Based on data from the Central Statistics Agency (BPS), the Food Poverty Line (GKM) has a major contribution to the establishment of the Poverty Line (GK). The role of food commodities on the Poverty Line is much greater than the role of non-food commodities. In March 2020, food commodities accounted for 73.86 percent of the poverty line (BPS, July 15, 2020).

Table 1. The Role of Food Commodities on the Poverty Line

Year	Poverty Line (Rp/Kap/Month)			Poverty Line Contributions		
	Food	Not food	Total	Food	Not Food	Total
March 2019	313.232	112.018	425.250	73,66	26,34	100,00
Sept 2019	324.911	115.627	440.538	73,75	26,25	100,00
March 2020	335.793	118.859	454.652	73,86	26,14	100,00
Change Mar'19 – Mar'20 (%)	7,20	6,11	6,91	-	-	-
Change Sep'19 – Mar'20 (%)	3,35	2,79	3,20	-	-	-

Source: BPS July 15, 2020

The distribution of Sembako Program funds is done through an electronic money mechanism with a means of payment in the form of a Prosperous Family Card (KKS). The funds are used only to buy food commodities that have been determined for the Sembako Program at Elektronik Warung Gotong Royong (E-Warong) and cannot be taken in cash.

Banyumanik District of Semarang City there are 1,852 KPM with 19 e-warong, but in practice there are only 4 (four) active e-warong which is a Joint Business Group (KUBE)

built from the Family Hope Program (PKH) (Observation and interview, May 2021) This situation becomes a problem when e-warong is not a business that runs every day by providing sembako commodities expected from the institutional purpose of the Sembako Program as originally aimed. Another problem of the institutional Sembako Program is the accuracy of targets, including the accuracy of beneficiary data which includes the quality of recipient data, data transparency, and data updates. Kpk found that the Integrated Social Welfare Data (DTKS) did not match the NIK data. The results of DTKS pepeyediaan with NIK data at the Directorate General of Dukcapil in June 2020 there are still about 16 million who are not in NIK due to the data collection process that is not designed based on NIK from the beginning, so there are still many double data found in sembako aid recipients (CNN Indonesia, January 2021). The problem in this study is how effective the institutional effectiveness of sembako programs for poor beneficiaries (KPM) in Banyumanik Subdistrict.

II. Review of Literature

2.1 Management

Etymologically the word management comes from the Old French *ménagement*, which means the art of implementing and organizing, while in terminology experts define management variously, including: Nugroho (2003) suggests that management is a term used in management science. So management is a management science that deals with the process of taking care of and handling something to realize certain goals to be achieved.

2.2 Control Theory

Control is very important because it is the last link in the management process series. With control, it can be known whether the work that has been done is in accordance with what should be done. Control is needed to see the extent of the results that have been achieved, whether it has been in accordance with the plan made or deviated from the plan made.

2.3 Program Sembako

The Sembako program is a development of the Non-Cash Food Assistance Program (BPNT) as a food aid transformation program to ensure the program becomes more targeted, precise, on time, right price, right quality, and proper administration. The food social assistance program which was previously Raskin Subsidy began to be transformed into Non-Cash Food Assistance (BPNT) in 2017 in 44 selected cities. At the end of 2019, the Food Social Assistance program in all districts / cities was implemented with a cashless scheme or through the BPNT program with the use of electronic cards given directly to KPM. BPNT is distributed to KPM using the banking system, which can then be used to obtain rice and/or eggs in E-Warong, so that KPM also obtains more balanced nutrition.

2.4. Program Effectiveness

Fremont E. Kas (in Sugiyono, 2013), effectiveness with regard to the degree of achievement of goals both explicitly and implicitly, namely how far the plan can be implemented and how far the goal is achieved. William N. Dunn (2000), effectiveness is a criterion for selecting various alternatives to be made a recommendation based on consideration of whether the recommended alternative provides maximum results, regardless of efficiency considerations. Effectiveness is a condition that contains an understanding of the occurrence of a desired effect or effect. Effectiveness means that a pre-planned goal can be achieved or in other words the goal achieved due to the activity process.

III. Research Method

The type of research used in this study is qualitative descriptive research that aims to understand phenomena about what is experienced by research objects such as behavior, perception, motivation, actions holistically and by uncovering hidden data related to research problems. (Moleong, 2011).

Research informants are determined by purposive sampling, on the parties related to the institutional sembako program. Data collection is assisted together with students of the Master of Public Administration Program through in-depth interviews (In-dept interviews), observations and documents.

IV. Result and Discussion

4.1. Program Management Stages

Management of the Sembako Program is carried out through several withstands and each stage is studied from the aspect of management (planning, organizing, commending and coordinating).

a. Program Preparation Stage

1. Aspects of Planning (Planning)

This aspect is the initial stage of activities after the Ministry of Social Affairs sets the Sembako program ceiling, district / city areas and implementation mechanisms, as well as the Channeling Bank. This stage is done planning about the goals and targets and strategies used in the achievement using existing resources.

We can be selected as one of the e-Warong who are supporters of government programs to help underprivileged citizens. The conditions are not easy, there are criteria that we must meet, and alhamdulillah we can get through all that. The goal is to smooth the implementation of this Sembako program in the future. In addition, the City Government also provides facilities and infrastructure support, education and socialization, ease of licensing, exemption or waiver of licensing fees and tax facilities to us e-Warong. (Interview dated June 23, 2021 e-Warung owner).

2. Aspects of Organizing (Organizing)

Organizing is defined as the activity of applying all activities that must be carried out between working groups and establishing certain authorities and responsibilities so that business unity is realized in achieving the goals that have been set. In this stage of preparation there are parties who are directly involved and have the authority and responsibility for the success of the program.

3. Aspects of Directing (Commanding)

A directing activity in management is to give instructions, orders, instructions to others or parties involved so that the goal can be achieved. To the best of my knowledge, at this stage of preparation we are usually directed by the Semarang City Social Service in coordination meetings held at the Dinsos office 4 times a year. Parties that need to be directed include himbara, e-Warong / agents and supervisors, if in the preparation stage of more briefings about who is entitled to assistance and where to take assistance, (Interview, July 9, 2021 Program Companion).

1. Name of KPM Manager (account owner);
2. NIK KPM Manager;

3. KTP-el KPM Manager or Certificate (Suket) replacement of temporary KTP-el;
4. Place of birth of KPM Manager;
5. Date of birth of KPM Manager;
6. The name of the biological mother's maiden of the KPM Manager;
7. Full address of KPM Manager along with regional code up to village level.

4. Coordinating Aspects

Coordination in this preparatory stage includes: coordination at the central level, coordination at the provincial level, coordination at the city government level, while at the subdistrict level. At the sub-district level, the parties involved in this preparation stage are the Bansos Pangan Subdistrict Coordination Team, while the implementation in the villages is supported by local village devices and Bansos Pangan Social Companion (Interview, June 20, 2021 Plt Kasie Kesos).

b. Education and Socialization Stage

1. Aspects of Planning (Planning)

Education and socialization of the Sembako program is a joint task between the Central Government, Local Government, The Channeling Bank and the Implementing Personnel of Bansos Pangan. But in terms of planning from the implementation of this stage of education and socialization, the authority is in the Central Government, namely the Ministry of Social Affairs.

The implementation of the education and socialization stage in the sub-district, we refer to the direction given by the center, where the guidance we use the Guidelines for the Implementation of the Sembako Program in 2020. The budget issued from the State Budget but there is sharing funds from the APBD / region in accordance with the provisions of the Law in this case is the authority of the Social Service (Interview, July 22, 2021 Plt Kasie Kesos)

2. Aspects of Organizing (Organizing)

Organizing is defined as the activity of applying all activities that must be carried out between working groups and establishing certain authorities and responsibilities so that business unity is realized in achieving the goals that have been set. In this stage of education and socialization there are parties who are directly involved and have the authority and responsibility for the success of the program.

This stage of education and socialization is actually a joint task between the central government, local governments, distribution banks and food bansos implementers. Each has its own authority, for example the government carries out socialization in a tiered manner according to its duties, functions and authorities. Socialization and education from the central government to the provincial government, then to the city government, and so on regarding the purpose of the program, policies, principles and mechanisms of implementation, as well as complaints. The channeling bank has the task to provide training on the mechanism of distribution to e-Warong, provide education to e-Warong to carry out food commodity supervision, and so on. (Interview, July 20, 2021 Plt. Kssie Kesos).

3. Aspects of Directing (Commanding)

Directing activities in program management is to provide instructions, orders, instructions to others or parties involved so that the goals can be achieved. This stage of education and socialization we are usually directed by the Semarang City Social Service in a coordination meeting conducted at the Dinsos office every 3 months once the target of the

briefing is given to kasie kesos throughout the sub-district to be able to be continued to the village and to the level of rt / rw. Directions given regarding socialization and education materials that must be disseminated to the community. (Interview, July 9, 2021 Program Companion).

4. Aspects of Controlling

Control is a process to measure performance and ensure that the program is run in accordance with the provisions, thus controlling the occurrence of deviations. Control in the socialization and education stage is carried out in the management of Sembako programs in Banyumanik Subdistrict.

Based on the results of the interview, it can be said that the control of the socialization and education stage of the Sembako program in Banyumanik District has been carried out in accordance with the flow that has been set.

5. Coordinating Aspects

Coordination contributes to the success of a goal. Coordination at the socialization and education stage includes: coordination at the central level, coordination at the provincial level, coordination at the district / city government level, while at the sub-district level, In terms of socialization and education at the sub-district level, we always coordinate for the smooth running of these activities, the sub-district facilitates a place for the implementation of coordination involving kasie kesos kelurahan, Bank distributor, and Bansos Pangan Implementing Power. In that coordination we usually discuss starting from the beginning of the implementation of activities such as materials, facilities and infrastructure, socialization targets, implementation schedules, locations up to the evaluation of implementation, obstacles and obstacles faced in the field. (Interview, July 20, 2021 PLT Kasie Kesos)

Analysis of interview results with informants from the management aspect can be said in accordance with existing provisions, not from the aspect of effectiveness of each less because too much is involved, especially on the aspect of edication and socialization.

c. KKS Registration and Distribution Stage

1. Aspects of Planning (Planning)

Based on the guidelines of the Sembako program, KKS is a payment instrument that has electronic money and / or savings features that can be used as a medium for distributing various Social Assistance, including the Sambako Program. The registration / distribution process of KKS for the implementation of the Sembako program is implemented for the newly designated KPM as the recipient of the Bansos Pangan program in 2020. KKS that have been owned by KPM from BPNT and /or PKH programs are still used to obtain and utilize Sembako program assistance funds.

Preparation or plan is one of the activities in the management of good activities. Planning at the registration and distribution stage of KKS is done after the KPM data has been determined. The parties who play an important role here include: Bansos Food City Coordination Team, Channeling Bank, Bansos Food Social Companion and village devices. The schedule and location of the implementation of KKS distribution to KPM has been determined by the District/ City Food Bansos Coordination Team and The Channeling Bank.

2. Aspects of Organizing (Organizing)

Organizing is defined as the activity of applying all activities that must be carried out between working groups and establishing certain authorities and responsibilities so that business unity is realized in achieving the goals that have been set. In the stage of the

demonstration and distribution of KKS there are parties who are directly involved and have the authority.

Each executor here already has its own duties on the deck, in accordance with the Decree of the City Social Service. Suppose the Bansos Pangan Kota Coordinating Team, village devices and Bansos Pangan Social Depositors are tasked with accompanying the Channeling Bank during the KKS distribution process to KPM, while providing education and socialization also simultaneously at the time of KKS distribution process, about how to use it. If the task of the Dealer Bank when distributing is to check the suitability of the data on KKS with the KTP carried by KPM. After the distribution is completed, the Dealer Bank in the region has the task to report the results of KKS distribution to the City Food Bansos Coordination Team and the Distribution Bank in the center regarding the list and number of KPM that have obtained KKS and its completeness, as well as the list and number of KPM that failed to be distributed KKS and its caniness and its reasons. (Interview July 20, 2021 Plt Kasi Kesos) ty and responsibility for the success of the program.

3. Aspects of Directing (Commanding)

At this stage of registration and distribution of KKS we are directed by the Semarang City Social Service in a coordination meeting conducted at the Dinsos office once regarding the readiness of KPM data and the distribution of KKS cards. The coordination was attended by the Bansos Food City Coordination Team, kasie kesos kelurahan and Bansos Pangan Social Companion. The direction given about the distribution flow, be ready to be involved and their duties and responsibilities, as well as the delivery of schedules and distribution locations in each sub-district. (Interview July 9, 2021 Program Companion).

4. Aspects of Controlling

The study of this aspect measures performance and ensures that the program is carried out in accordance with the provisions, thus controlling the occurrence of deviations. Control at the registration and distribution stage of KKS is carried out in the management of the Sembako program in Banyumanik Subdistrict.

For the smooth registration and distribution stage of KKS, we carry out our duties according to the flow so that the control is in accordance with the rules. Some of the cases that we encounter in the field include: for example for the collection of KKS that must be present is the KPM administrator whose name is listed as the owner of a food assistance account, if that is not present during distribution in KKS then the village device must check the existence of the concerned. If anyone is not present either because of illness, elderly, people with disabilities, died, etc. then it can be replaced by referring to the mechanism of replacement of KPM administrators in the General Guidelines of the Sembako Program in 2020. During the KKS distribution process, the bank officer must also check the exact data on the KKS with identity documents carried by KPM such as KTP, Suket, KK and other documents that can show the true identity of the person concerned. KKS and PIN will not be submitted to KPM if KPM cannot show identity documents, KPM does not complete and sign the account opening form, there is a difference in data that cannot be confirmed and KPM already has KKS from PKH. In order not to be misused KKS that are not distributed is disabled and stored by the Channeling Bank until one year of budget or completion of inspection by the audit team. (Interview July 9, 2021 Program Companion).

5. Coordinating Aspects

In this aspect to study the harmony, integration of all activities carried out by subordinates. This is so that all activities can be directed with one direction.

Before the implementation of the registration and distribution stage of KKS, we usually coordinate at the sub-district level by inviting kasie - kasie kesos kelurahan. In this coordination meeting we convey the material given at the city government level coordination meeting, the implementation is in the field according to the flow set by the city government in this case the City Social Service. The briefings we convey included the distribution flow, anyone involved and their duties and responsibilities, as well as the delivery of schedules and distribution locations in each village. (Interview July 21, 2021 Plt Kasie Kesos)

Analysis of interview results with informants from the management aspect can be said to be still weak because those who take KKS must be KPM but often represented by the village so that it is less effective from the control aspect.

d. Channeling Stage

1. Aspects of Planning (Planning)

The process of distributing the Sembako program is carried out by the Channeling Bank and is provided without the imposition of fees by moving Sembako program assistance funds from the Ministry of Social Affairs (KPA) account at the Channeling Bank to the KPM's food aid account/ sub-electronic aung account.

This distribution process is carried out after the channeling bank distributes and activates KKS to KPM. The planning process is fully implemented by the Channeling Bank yes mba.. so this channeling is the process of moving funds from the center to the HIMBARA account designated as the Channeling Bank. So that the planning activities are also carried out by the center that disburses budget funds to the Dealer Bank. The transfer of Sembako program assistance funds to KPM electronic accounts / sub-accounts is carried out no later than 30 calendar days since the funds are transferred from the State Treasury to the Ministry of Social Affairs account at the Channeling Bank. The time of distribution of Sembako program assistance funds to KPM electronic money accounts / sub-accounts is adjusted to the regular mechanism, which is every month and is done no later than the 10th (ten) of the current month. (interview July 9, 2021, Program Companion)

2. Organizing Aspel (Organizing)

Organizing activities at this channeling stage are carried out by the Channeling Bank. This stage of distribution is entirely the responsibility of the Channeling Bank yes deck. His task is to distribute program assistance funds to KPM accounts, besides that to my knowledge there is a report that must be made by the Channeling Bank, namely a report on the realization of the distribution of funds and assistance transactions in real time to the Directorate General of Management of Poor Fakir in the Ministry of Social Affairs which can be accessed by the Control Team. So for the composition of the organization is on the side of the Direct Dealer Bank yes deck. its duties and authority are determined internally by the Channeling Bank. (Interview July 21, 2021, Plt Kasie Kesos).

3. Directing (Commanding)

Directing activities in management is to give instructions, orders, instructions to others or parties involved so that the goal can be achieved. :

The process of distributing the Sembako program is carried out in accordance with the provisions of the laws and regulations on Social Assistance spending set by the minister who organizes government affairs in the financial sector. Its implementation becomes the

authority of the designated Dealer Bank. The Channeling Bank provides equipment in the implementation of BPNT distribution in e-warung which includes: electronic data capture (edc) machine; and receipt printed paper, where previously socialization and education to the owner of e-Warung about how to use the machine. (Interview July 9, 2021, Program Companion)

4. Aspects of Controlling

Control is a process to measure performance and ensure that the program is run in accordance with the provisions, thus controlling the occurrence of deviations. Control at the stage of disbursing Sembako program assistance funds is carried out by the Channeling Bank.

In terms of control at this stage of distribution, the Channeling Bank already has its own standards and procedures where the distribution process is carried out in accordance with the provisions of the laws and regulations. To avoid irregularities and misuse of aid funds, the Channeling Bank must ensure data carefully at the KKS registration stage, ensuring that the recipient's KPM is still active status. In addition, it is also set a grace period no later than ten months running to minimize the possibility of funds settling too long in the dealer's bank. (Interview July 9, 2021, Plt Kasie Kesos)

5. Coordinating Aspects

This coordination is one of the efforts made by the leadership to organize, unify, harmonize, integrate all activities carried out by subordinates. This is so that all activities can be directed with one direction. Coordination is also carried out at this channeling stage carried out in the internal Channeling Bank.

At this stage of distribution, The Channeling Bank certainly coordinates with the Ministry of Social Affairs in the field of finance related to the provision of Sembako program assistance funds whether funds are available in the Ministry of Social Affairs account at the Channeling Bank or not, if it is available then the Channeling Bank can already distribute the funds to each KPM electronic money sub-account. After being distributed to KPM, the Channeling Bank coordinates with e-Warung to be able to provide the commodities needed by KPM in accordance with existing.

V. Conclusion

1. From all stages of the program aspects of management (planning, organizing, commanding, controlling and coordinating), there are disadvantages such as taking KKS must be KPM but often represented by the village, there is a KKS that is no longer active, e-warung owners sell higher prices
2. From the aspect of effectiveness (punctuality, goal accuracy and the accuracy of the program objectives) has not been effective, it still occurs for example too many are involved, especially in the aspect of edictation and socialization, taking KKS must be KPM but often represented by the village, . There is kpm which is no longer active, higher prices in e-warung burden the target program

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