

THE EFFECTIVENESS OF THE NON-CASH FOOD ASSISTANCE (BPNT) PROGRAM IN THE TIME OF COVID-19 IN BIREUEN DISTRICT

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ABSTRACT

Non-Cash Food Assistance (BPNT) aims to reduce the burden of public spending in meeting basic needs. However, there are some problems with distribution. This research focuses on indicators of the effectiveness of the distribution of the BPNT assistance program, namely target accuracy, choice accuracy, and timeliness, as well as the benefits of the BPNT program for the community. This study uses a qualitative approach with a descriptive method. The types of data used are primary and secondary data. Data collection techniques through observation, interviews and documentation. The results of the study illustrate that the effectiveness of the distribution of non-cash food assistance in Bireuen Regency has not been fully running well because BPNT recipients are not on target. Meanwhile, KPM is not given the freedom to choose aid materials according to their needs, so it is not the right choice. In addition, the schedule for assisting is still not following the provisions so that it is not on time. The benefits of the program can be directly felt by the poor in improving food security and improving the economy for SMEs (e-Warung). Overall, the distribution of Non-Cash Food Assistance (BPNT) to KPM is still less effective.

Keywords: *Effectiveness, Non-Cash Food Assistance (BPNT), Bireuen Regency*

ABSTRAK

Bantuan Pangan Non Tunai (BPNT) bertujuan mengurangi beban pengeluaran masyarakat dalam pemenuhan kebutuhan pokok. Namun dalam penyaluran terdapat beberapa permasalahan. Penelitian ini berfokus pada indikator efektivitas penyaluran program bantuan BPNT yaitu ketepatan sasaran, ketepatan pilihan, dan ketepatan waktu, serta manfaat program BPNT bagi masyarakat. Penelitian ini menggunakan pendekatan kualitatif dengan metode deskriptif. Jenis data yang digunakan adalah data primer dan sekunder. Teknik pengumpulan data melalui observasi, wawancara dan dokumentasi. Hasil penelitian menggambarkan bahwa efektivitas penyaluran bantuan pangan non tunai di Kabupaten Bireuen belum sepenuhnya berjalan dengan baik karena penerima BPNT tidak tepat sasaran. Sementara KPM tidak diberikan kebebasan dalam pemilihan bahan bantuan sesuai dengan kebutuhan sehingga tidak tepat pilihan. Selain itu, jadwal pemberian bantuan masih belum sesuai dengan ketentuan sehingga tidak tepat waktu. Adapun manfaat program langsung dapat dirasakan oleh masyarakat kurang mampu dalam meningkatkan ketahanan pangan dan meningkatkan ekonomi bagi pelaku UKM (e-Warung). Secara keseluruhan penyaluran Bantuan Pangan Non Tunai (BPNT) kepada KPM masih kurang efektif.

Kata Kunci: Efektivitas, Bantuan Pangan Non Tunai (BPNT), Kabupaten Bireuen

PRELIMINARY

The Covid-19 pandemic has affected various aspects of life. That impacts health aspects to social and economic conditions at the global level. This condition resulted in a decline in domestic economic activity and the level of public welfare. The poverty rate in Indonesia before the Covid-19 hit was 9.5%. The poverty rate increased by 10.19% in September 2020 (Badan Pusat Statistik, 2020).

The government of Indonesia made several policy breakthroughs in dealing with the economic impact of Covid-19, such as the distribution of social assistance and non-cash food assistance (BPNT) to the community. The government also increased the status of social assistance, PKH, and BPNT into social protection programs (kompas.com 1/9/2020). Other policies include micro-enterprise subsidies, issuing job seeker cards, cash social assistance (BST), direct cash assistance (BLT-DD), cutting electricity tariff bills, and so on (Mufida, *et al.*, 2020). Of course, that assistance aimed to reduce the burden on the community during the Covid-19 pandemic so that they can meet their daily needs.

One of the government's aid programs to help meet the needs of the community during the pandemic is the Non-Cash Food Assistance Program (BPNT). The President of the Republic of Indonesia has stipulated the Presidential Regulation Number 63 of 2017 concerning the Distribution of Non-Cash Social Assistance. Initially, the BPNT program was a transformation program from the Prosperous Rice program. The goal of the BPNT program is to improve the people's economy by empowering existing kiosks/warung. It can encourage people's productive behavior. The goal is to increase economic activity (Kementerian Sosial, 2018).

The Non-Cash Food Assistance Program (BPNT) has been implemented in Bireuen Regency since June 2019. Based on data taken in 2021, the number of families receiving the BPNT program is 38,153 KPM, with 166 e-Warung distributing food. This study aims to determine the effectiveness of the distribution of the Non-Cash Food Assistance Program (BPNT) during the Covid-19 Pandemic in Bireuen Regency with indicators of targeting accuracy, the accuracy of choice, and timeliness, as well as the impact of program benefits on the community.

This study was conducted to complement several studies that have been carried out previously by several researchers. Some of these studies include the comparison of satisfaction between the poor rice program and the non-cash food assistance program (Junaidi *et al.*, 2017), the implementation of the non-cash food assistance program in Kerinci Regency (Julianto, 2020), the analysis of the welfare of the beneficiaries of the non-cash food assistance program (Hasimi, 2020), and communication aspects of the non-cash food assistance program (Engkus, 2020). This study

focuses on the effectiveness of the BPNT program during the Covid-19 pandemic and the benefits of the program for the community. The scope of this study is different from some of the studies we have mentioned so that it is still relevant to be carried out.

The Effectiveness of Program Implementation

The word effective came from English which means successful or something that is done successfully. According to popular scientific dictionaries, effectiveness is the accuracy of use or support for goals. Experts also explain effectiveness as to how far a predetermined target has been achieved by management such as quality, quantity, and time (Hidayat cited by Hermawan, 2017). In the Indonesian Dictionary, effectiveness is usability, activeness, and the existence of compatibility in activity between someone who carries out a task and the goal to be achieved.

Effectiveness is one of the elements that must be achieved in an organization. A policy is said to be effective if the stated goals and objectives are achieved. Effectiveness is a measure of how far the level of output, policies, and procedures of the organization can be achieved. If an organization achieves predetermined goals, then the organization has been running effectively (Pekei, 2016). Similarly, Mahmudi (2010) states that effectiveness is the relationship between output and goals. The greater the contribution of output to the achievement of goals, the more effective the organization, program, or activity. According to Hidayat (1986), effectiveness is a measure that states how far the target (quality, quantity, and time) has been achieved. The higher the level of target achievement or the higher the size achieved, the higher the effectiveness. According to Kurniawan (2005) several measures of effectiveness include: a) Clarity of goals to be achieved, b) Clarity of strategy, c) Achievement of objectives d) A solid analysis and policy formulation process related to the objectives to be achieved, e) Careful planning, f) Preparation of appropriate programs, g) Availability of infrastructure, h) Effective and efficient implementation, and i) Monitoring and control system.

Meanwhile, the program can also be referred to as a form of policy. A program exists after a policy is defined. According to Terry in Tachjan (2008: 31), the program is a comprehensive plan that already describes the resources used and is integrated into one unit. The program describes objectives, policies, procedures, methods, standards, and budgets. According to Korten quoted by Akib (2010) a program will be successfully implemented if there is a match between the three elements of program implementation. The three elements of program implementation according to Korten (1981) are the program itself, the implementing organization, and the target group.

RESEARCH METHODS

This research was conducted in Bireuen Regency with the consideration that the Non-Cash Food Assistance (BPNT) program has been implemented since 2019 but has not run optimally. In the implementation of the distribution of the BPNT program, there are still problems both in the distribution of aid, the target recipient, and the unavailability of funds in the KPM account, causing public complaints. The approach used in this study is a qualitative approach with a descriptive method. Qualitative research is research that uses a scientific background to interpret phenomena that occur and is carried out by involving various existing methods (Denzin & Lincoln in Moleong, 2013). In determining the informants using the purposive sampling technique. The informants in this study were the Head of the Social Protection Rehabilitation Division at the Bireuen Regency Social Service, the BSP Coordinator, assistants, village officials, operators, e-warung agents, and beneficiary families. In data analysis used primary data and secondary data. Data collection techniques related to the problems studied were through observation, interviews, and documentation. The data analysis techniques used in this study are a) data reduction (b) data presentation (c) concluding.

RESULTS AND DISCUSSION

1. Non-Cash Food Assistance Program

The Non-Cash Food Assistance Program (BPNT) in Indonesia is implemented in stages starting in 2017. The assistance is channeled through the banking system with the hope of encouraging people's productive behavior and developing the local economy. The first step is the establishment of an e-Warung. The channeling bank together with the Bireuen Regency Government and implementing social food assistance staff in the regions identify bank agents or traders who are prospective e-Warung managers by taking into account the number and distribution of KPM in the village. The determination of e-Warung is entirely the authority of the channeling bank by considering the established criteria (namely ability, reputation, credibility, reliability, and commitment). Every individual or legal entity is allowed to become an e-Warung serving the BPNT program, except for State-Owned Enterprises (BUMN), Village-Owned Enterprises (BUMDes), and their business units, Indonesian Farmers Shop, ASN, HIMBARA employees, and food social assistance implementers. (BPNT Guidelines, 2017).

The implementation of the Non-Cash Food Assistance (BPNT) program in Bireuen Regency began in June 2019. The total quota of BPNT program beneficiary families (KPM) received from the Ministry of Social Affairs was 38,153 KPM. For KPMs who already have a

prosperous family card (KKS) can use it to get assistance, while KPM who do not yet have a KKS are accompanied by sub-district social welfare workers (TKSK) to register at their respective sub-district offices and get KKS (Technical Guidelines, 2018).

The KPM data is obtained from the Ministry of Social Affairs, which sends the notification format for KPM candidates to the coordinating team for district food social assistance, which is none other than the Bireuen District Social Service. The office then sends a notification format to the Keuchik and forwards it to the Hamlet Heads and then forwards it to the prospective KPM. Verification and validation of data are carried out in determining KPM. When carrying out this process, the TKSK and the head of the hamlet immediately checked the homes of prospective KPM candidates who had previously been given a list of names by the Social Service. To verify and validate data, prospective KPM must fill out a form containing information on housing, asset ownership, program participation, and household social information. After verifying and validating the data, the SIKS-NG officer will input the data for the prospective KPM according to the data verification and validation form that has been filled out. Specifically for Bireuen Regency, the number of KPM can be seen in the following table:

Table 1. List of Number of Recipients of Non-Cash Food Assistance (BPNT) in 2021 in Bireuen Regency

| No | District | Amount of Village | Poor Families | BPNT Aid Recipients | June Expansion Beneficiary Families | Amount of E-Warung |
|--------------|------------------------|-------------------|---------------|---------------------|-------------------------------------|--------------------|
| 1 | Samalanga | 46 | 3.758 | 2.069 | 111 | 10 |
| 2 | Simpang Mamplam | 41 | 4.725 | 2.693 | 98 | 9 |
| 3 | Pandrah | 19 | 1.789 | 1.040 | 45 | 5 |
| 4 | Jeunieb | 43 | 4.545 | 2.656 | 135 | 8 |
| 5 | Peulimbang | 22 | 2.238 | 1.200 | 28 | 5 |
| 6 | Peudada | 52 | 5.019 | 3.523 | 183 | 15 |
| 7 | Juli | 36 | 5.606 | 3.103 | 138 | 14 |
| 8 | Jeumpa | 42 | 6.461 | 3.138 | 132 | 13 |
| 9 | Kota Juang | 23 | 4.344 | 1.890 | 81 | 11 |
| 10 | Kuala | 20 | 2.974 | 1.552 | 72 | 5 |
| 11 | Jangka | 46 | 5.369 | 2.867 | 109 | 13 |
| 12 | Peusangan | 69 | 7.822 | 3.109 | 80 | 17 |
| 13 | Peusangan Selatan | 21 | 3.775 | 1.636 | 46 | 6 |
| 14 | Peusangan Siblah Krung | 21 | 2.565 | 1.571 | 62 | 4 |
| 15 | Makmur | 27 | 2.918 | 1.982 | 70 | 12 |
| 16 | Gandapura | 40 | 4.280 | 2.355 | 80 | 10 |
| 17 | Kuta Blang | 41 | 4.154 | 1.769 | 81 | 9 |
| Total | | 609 | 72.342 | 38.153 | 1.551 | 166 |

Source: Bireuen Regency Social Service, 2021.

Then the Social Service will check and finalize the data which will be sent to the Ministry of Social Affairs. Furthermore, the Ministry of Social Affairs provides the results of data verification and validation to the Handling of the Poor. The Poor Handling Division ratifies and provides data to the bank. After that, the account opening and BPNT distribution are ready to be carried out.

2. The Effectiveness of BPNT Program Distribution

a. Target Accuracy

A program carried out by the objectives is effective. A program is also effective if the target has been achieved as previously planned. Based on the General Guidelines for the 2020 BPNT Program, assistance is given to the poor family who is selected based on criteria where their names are registered as Beneficiary Families (KPM). However, information from informants from the sub-district social welfare staff stated that in the distribution of assistance there were also problems as explained:

“There are still people who are underprivileged but have not received BPNT assistance, and there are still KPM that cannot be disbursed because the data is not valid, including the data on the ID card is different from what is listed on the family card. So far, from the implementation of the BPNT program during this pandemic, there are several KPMs whose KKS cards have been deactivated, and there are KPMs whose aid funds do not go into their accounts.” (Interview, 17 June 2021)

Based on the problems above, it is necessary to be careful in data input so that there are no errors (invalid data) at the Ministry of Social Affairs. Based on the explanation of one of the village heads:

“... for the condition to receive assistance, only collect KK and KTP from the community. Errors can occur when the operator inputs KPM data. The KPM data is selected by the Ministry of Social Affairs.” (Interview, 18 June 2021)

Based on the interview above, it can be explained that there are beneficiaries who are not on target, namely there are still middle-income families who receive assistance. Furthermore, the report from the e-Warung agent strengthens these findings:

“To be right on target, I think the BPNT program is not right because I saw that one KPM family received this assistance double, which means that husband and wife received this assistance, although for now they no longer come to my shop.” (Interview, 5 June 2021)

Based on the results of the interviews above, it can be illustrated that the BPNT program has not been fully targeted. This program is given to the poor. But in reality, there are still people who can receive such assistance. Unfortunately, some poor people do not receive BPNT assistance.

Another problem is that there are multiple KPMs (husband and wife) who both benefit. That's because during the data input process an error occurred, causing the data to be invalid.

b. Precise Choice

PNT program assistance is under the provisions, namely Rp. 200,000, - per family which should be received by KPM per month. The funds were spent through the e-Warung agent in the form of food items in the form of 10 kg of rice and eggs, fruits, vegetables, and nuts as desired by KPM. The selection of rice and egg commodities in the BPNT program is based on the aim of maintaining the nutritional adequacy of KPM. The addition of other types of commodities containing sources of carbohydrates, protein, as well as vitamins and minerals is an effort from the government to provide beneficiary families access to basic ingredients with other nutritional content. That was also conveyed by the following informants from the e-Warung agent:

“The aid distributed to the community is of course rice and eggs, but now that there are additional goods, I as an e-Warung provide peanuts... there are also green beans, carrots, tempeh, and apples. Sometimes during Ramadhan, I provide dates.” (Interview, 6 June 2021)

Then several responses were submitted by KPM, such as Mrs. Nurul who said that:

“Alhamdulillah, the assistance I received was in the form of 10 kg of rice, one board of eggs, 1 kg of fruit and also green beans all of that was already packaged by the e-Warung so I just took it.” (Interview, 8 June 2021)

Furthermore, the same thing was also conveyed by Mrs. Wardiah as the beneficiary:

“I receive assistance every month Rp. 200,000,- which is exchanged for 10 kg of rice and 2 egg boards, but I think the eggs are very small.” (Interview, 7 June 2021)

Based on observations, the food items distributed by e-Warung have been packaged in each item. This was reinforced by information from informants who complained about the poor quality of some foodstuffs.

c. Punctuality

The time for distributing BPNT assistance according to general guidelines is once a month. In the distribution of aid, the distribution date was not set. But it is usually done every tenth. But the problem is that in 2021 the BPNT assistance will be disbursed every two months. That is following the explanation given by Mr. Toga as an e-Warung agent:

“The timing of the distribution of this assistance depends on the funds that enter the KPM account, usually every 11th and above.” (interview, 5 June 2021)

Furthermore, the same thing was also conveyed by Mr. Saiful Bahri as an e-Warung agent:

“The distribution of necessities should be distributed every tenth, we as e-Warung agents from the fifth or already have to provide the food, but we can't distribute it directly to KPM because the funds in KPM's account haven't arrived yet.” (Interview, 6 June 2021)

The same thing was also conveyed by Mrs. Magfirah as a social welfare worker for the District. It says:

“The distribution of the BPNT program has been running on time, by the provisions, namely that every month the community receives this assistance, it's just that the problem in the field is that the community experiences delays in distribution. This happened because the funds from the center had not yet been entered into the KPM account. The assistance is given usually goes to the KPM account from the tenth to the fifteenth, but during 2021, due to data correction at the Central Government, I see that the distribution is done every two months. KPM will take the food ingredients and will double it at the e-Warung.” (Interview, 11 June 2021)

From several interviews, it can be concluded that in the previous year the distribution was carried out once a month and there was no definite date set. Mr. Ilyas's statement as KPM:

“In my opinion, the assistance that was distributed was not on time, I've experienced the balance in an empty account (funds don't go into the account) for 3 months, the e-Warung asked me to bring a photocopy of my ID card, a photocopy of KK, and a photocopy of the KKS card to be reported to the sub-district assistant.” (Interview, 8 June 2021)

Furthermore, the presentation by Mr. Safwan as the coordinator of the Regency BSP, said that:

“Aid is distributed according to government regulations, which is once a month, so far I have seen that there are several KPM who report directly to the Social Service that the funds have not entered their account for several months, this is because the KPM NIK on the channeling bank is invalid so that KPM experienced delays in the entry of funds into their account.” (Interview, 10 June 2021)

d. Benefits of the Program for the Community

The purpose of the BPNT program is to provide great benefits for underprivileged families as described in the 2017 guidelines, among others, to increase food security for KPMs and increase regional economic growth, especially for micro-enterprises.

Achievement of program benefits needs to be improved in implementation. To find out the success of achieving program benefits, the following is an explanation from Mr. Safwan as Coordinator of Food Social Assistance (BSP). Here's the presentation:

“This BPNT program is an assistance given to the community to ease the burden of daily food expenditure through the distribution of rice provided by the government, given directly to the community, now it has been developed by giving money which can then be

exchanged for food items provided by e-Warung. . The interests that are affected by the BPNT program are, of course, the underprivileged people”. (Interview, June 10, 2021)

Then Mr. Faisal Kamal as Head of Social Security and Social Protection at the Social Service of Bireuen Regency stated:

“The interests of the people of the BPNT program are prioritized in this program. We as Social Service only facilitate in services and complaints.” (Interview, 10 June 2021)

“I think this program is very appropriate when compared to the program that used to be called Raskin Rice, because it provides many choices and good benefits for me so that my family's economy is helped.” (Interview, 8 June 2021)

Based on the descriptions of these informants, it can be concluded that in the BPNT program the poor are the main targets. The community directly benefited from the assistance provided by the government through the BPNT program. Mrs. Magfirah as a District TKS gave the following explanation:

“The benefits of this BPNT program are many, such as, poor people can enjoy rice, eggs, fruits and vegetables every month to meet their daily needs. In addition, the distribution is more efficient, directly through ATMs that are spent at e-Warung.” (Interview, 9 June 2021)

Furthermore, the explanation from Mr. Taufan as the owner of e-Warung said that:

“The BPNT program has many benefits, one of which is for us as e-Warung agents because there are more and more buyers in our stalls. Likewise, the poor family enjoys this BPNT. They can consume premium rice for free as well as other food items that we have packaged well.” (Interview, 5 June 2021)

Then a similar explanation by Mrs. Darmawati as an e-Warung agent said that:

“With this BPNT program, my stall has become crowded, especially during this pandemic, many people who receive BPNT assistance buy their food items at my stall.” (Interview, 5 June 2021)

3. Analysis

The criteria for beneficiaries in this program are poor people with low income, families with dependent children, the elderly, and women who are widows. However, its implementation in Bireuen Regency has not been effective. Until now, there are still poor people who have not been registered as beneficiaries of the BPNT program. So it is very important to evaluate the correct and accurate data reporting process from the village. The data submitted to each sub-district assistant should be accurate before entering the Ministry of Social's database. Operators should input correct and accurate data so that invalid data does not occur again. Thus the role of the village is very significant in the success of the BPNT program. The village party also has the right to submit a list

of BPNT recipients through their respective sub-district assistants who will later submit it to the Ministry of Social Affairs. Then the Ministry of Social Affairs re-selects BPNT recipients based on the data registered in the DTKS. Integrated Data on Social Welfare (DTKS) are people who have been registered with the Ministry of Social Affairs as poor or old poor people who have received assistance from the government.

The amount of assistance received in this BPNT program is 200,000/KPM which is stored in the KKS card. The KKS Card is a payment instrument that features electronic money and savings that can be used as a medium for distributing social assistance. Transactions can only be made with the e-warung agent every month that is spent in the form of food ingredients. The food ingredients obtained from each e-Warung are different, such as 10 kg of rice, 1 egg board, 1/4 kg of green beans, 8 ounces of grapes, and 2 kg of potatoes. The e-Warung does not give the beneficiaries the freedom to choose food ingredients according to their needs. The food ingredients have been packaged (packaged) unilaterally by the e-Warung. Meanwhile, the determination of the price of assistance is adjusted to the market price. If the price of commodities in the market rises, the price of food in this assistance will also increase.

Another note is that the BPNT program should be distributed to beneficiaries every month. However, in 2021 the distribution will be done every two months due to late funds entering the beneficiary's account. Based on the findings, there is no set date for the distribution of aid. The distribution of assistance is based on the money coming into the beneficiary's account. Then there were several complaints that the community assistance funds were late in entering their accounts and some even did not receive aid funds for several months. This happened because the data on the beneficiary at the bank was invalid, such as the NIK of the beneficiary was incorrect, causing the funds not to be disbursed into the beneficiary's account.

The implementation of the Bireuen Regency BPNT program, in general, is under the guidelines set by the Central Government food aid coordination team. However, the distribution of aid has not been effective. When viewed from the aspect of target accuracy, there are still problems. Meanwhile, in terms of accuracy of choice, there is no freedom on the part of the beneficiary. So far, the decision has been taken unilaterally by the agent (e-warung). In terms of timeliness, it is also not by the provisions. Distribution is not done regularly every month. The aid distributor does not have a clear exact date for the distribution of aid. Overall, the BPNT program is beneficial for the community. Poor family groups have been able to improve food security and help improve the economy for micro-enterprises (e-warung) during the pandemic.

CONCLUSION AND RECOMMENDATION

The effectiveness of the distribution of the Non-Cash Food Assistance Program (BPNT) has not been successful. This can be seen from (1) target accuracy; where there are still well-off families who receive assistance and there are still poor families who have not been recorded in DTKS as KPM, (2) The accuracy of the choice is not under the provisions, where the e-Warung has made a unilateral decision by packing aid first without giving the KPM freedom to choose foodstuffs that suit their needs, (3) Timeliness is not following the provisions. The distribution of aid is carried out every two months due to delays in funds entering the KPM account and invalid data. In general, this program is beneficial for the beneficiary families. The benefits of the program can already be felt directly by underprivileged families to improve food security/nutrition for poor families and improve the economy of micro-enterprises during the Covid-19 pandemic.

We suggest to the Government to increase the effectiveness of the distribution of BPNT program assistance, especially increasing the determination of the target beneficiaries, the determination of the choice of construction materials, and timeliness. The government needs to provide guidance and supervision to the e-Warung. Coordination with banks and e-Warung agents also needs to be improved to collect accurate data. In addition, it is very important to carry out tiered reporting from the village to the assistant to be forwarded to the ministry.

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