

IMPLEMENTATION OF THE DISTRIBUTION OF NON-CASH FOOD ASSISTANCE PROGRAM THROUGH CISAAT POST OFFICE IN 2022

Rismayanti Amalia

Public Administration Department
University of Muhammadiyah Sukabumi
rismyantiaml08@gmail.com;

Rijal Amirulloh

Public Administration Department
University of Muhammadiyah Sukabumi
mrijalamirulloh@ummi.ac.id;

Rizki Hegia Sampurna

Public Administration Department
University of Muhammadiyah Sukabumi
rizkicdn@ummi.ac.id;

ABSTRACT

The purpose of this study was to determine the implementation of the distribution of the Non-Cash Food Assistance Program through the Cisaat Post Office in 2022. The method used is a qualitative research method with a descriptive approach. Data collection techniques include observation, interview, and documentation. Data analysis uses an interactive model, namely data reduction, data presentation and verification. Data validation uses technical triangulation and source triangulation. This research uses four policy implementation variables according to George Edward III, namely Communication, Resources, Disposition, and Bureaucratic Structure. The results showed that the implementation of the distribution of non-cash food assistance programs through the Cisaat Post Office in 2022, shows that the distribution of the program has been carried out well, but in its implementation there are still obstacles. In the resource dimension, namely the lack of human resources at the Cisaat post office. So that the Cisaat post office recruits a jubar or paymaster to help the process of distributing Non-Cash Food Assistance.

Keywords: *Implementation, Non-cash Food Assistance, Post Office*

A. INTRODUCTION

Poverty is a very complex problem, both from the factors that cause it and the impact it has. This must receive special attention from the government to find solutions to reduce poverty and in overcoming the problem of poverty, the government considers it necessary to provide assistance to the poor. Increasing social protection and welfare is one of the priorities of social development, especially the protection of people who are included in the poor population group. Social protection and welfare in Indonesia is realized in the form of social assistance and social security.

The Sukabumi District Central Bureau of Statistics recorded an increase in the poverty rate in Sukabumi District in 2017-2021. The following table shows the number of poor people in Sukabumi District according to *BPS* Sukabumi District data:

Table 1. Number of Poor People in Sukabumi District in 2017-2021

Year	Number of Poor People (thousand)	Percentage (%)
2017	197,1	8,04%
2018	166,3	6,76%
2019	153,3	6,22%
2020	175,10	7,09%
2021	194,35	7.70%

Sources: BPS Sukabumi District, 2022

Based on table 1, the number of poor people in Sukabumi District from 2017-2019 has decreased. The decline in the poverty rate is inseparable from the government's role in tackling poverty through the programs launched. In 2020 the number of poor people increased to 7.09% from the previous 6.22%. And in 2021 it will increase to 7.70%. In reducing poverty, the role of the government is very important considering that government policies are a reference for tackling the problem of poverty. Therefore, the Ministry of Social Affairs of the Republic of Indonesia issued various social assistance programs.

According to the *Undang-Undang Nomor 14 Tahun 2019*, Social Assistance is assistance in the form of goods, money or services to individuals, families, groups or communities who are less capable, incapable or vulnerable to social risks. The expected goal through the social assistance program policy is to be able to answer the problem of poverty in Indonesia, as a result of all the changes that have occurred, both nationally and globally. One of the social assistance programs included in the government budget is Non-Cash Food Assistance (*BPNT*).

Non-Cash Food Assistance (*BPNT*) is one type of social assistance provided by the government. The Non-Cash Food Assistance (*BPNT*) program began to be realized in 2017 gradually as a transformation of the Rice for Prosperous Families (*Rastra*) program which was considered necessary to be improved. The changes that occurred were not only from the pattern of food subsidies (rice) to the pattern of food social assistance, but also the distribution pattern which became cashless through electronic cards using the banking system to be exchanged for foodstuffs given directly to Beneficiary Families (*KPM*) who are people with the lowest 25% economic conditions.

In 2022 in order to accelerate social assistance including the Non-Cash Food Assistance (*BPNT*) program, the Government of Indonesia through the Ministry of Social Affairs made a new policy by cooperating with *PT Pos Indonesia* as one of the social assistance channeling agencies. *PT Pos Indonesia* can play a role in distributing Non-Cash Food Assistance (*BPNT*) in cash to Beneficiary Families (*KPM*). *PT Pos Indonesia's* disbursement mechanism for Beneficiary Families (*KPM*) is not through the Prosperous Family Card, so this is expected to increase the speed of aid distribution.

The distribution of Non-Cash Food Assistance (*BPNT*) in cash is carried out because the Minister of Social Affairs admits that until now there are still many complaints from beneficiaries who receive food with poor quality. Not only related to the goods, but also the mechanism in the field does not favor the Beneficiary Family (*KPM*). So beneficiaries can get assistance according to the needs and desires of each Beneficiary Family (*KPM*). So that the Ministry of Social Affairs issued technical guidelines (*juknis*).

Based on Central Government regulations, the 2022 Non-Cash Food Assistance (*BPNT*) Program is distributed in cash of Rp. 200,000 thousand per month. In the first period of distribution of Non-Cash Food Assistance (*BPNT*), the amount distributed to Beneficiary Families (*KPM*) directly for 3 months is IDR 600,000. Beneficiary Families (*KPM*) are welcome to shop anywhere either at traditional markets or food stalls.

Cisaat Post Office in 2022 distributed as much as three social assistance at once, namely Direct Fuel Cash Assistance, Family Hope Program Assistance (*PKH*), and Basic Food Assistance or Non-Cash Food Assistance (*BPNT*). Cisaat Post Office distributes social assistance to 4 sub-districts consisting of Cisaat District, Gunungguruh District, Kadudampit District and Cicantayan District with a total of 21,325 Beneficiary Families (*KPM*). The total number of Beneficiary Families (*KPM*) distributed by the Cisaat Post Office for each village is as follows:

Table 2 Data on the Number of Beneficiary Families (*KPM*) through the Cisaat Post Office in 2022

	District	Village	Amount <i>KPM</i>	Total <i>KPM</i>
Post Office Cisaat	Cisaat	Babakan	431	7,197
		Cibatu	395	
		Cibolang Kaler	638	
		Cisaat	444	
		Gunung jaya	433	
		Kutasirna	602	
		Nagrak	351	
		Padaasih	576	
		Selajambe	573	
		Sukamanah	429	
		Sukamantri	561	
		Sukaresmi	1,195	
		Sukasari	569	
	Gunung guruh	Cibentang	446	3,508
		Cibolang	586	
		Cikujang	568	
		Gunung guruh	546	
		Kebon manggu	445	
		Mangkalaya	442	

		Sirnaresmi	475	
Kadudampit		Cikahuripan	635	6,135
		Cipetir	453	
		Citamiang	681	
		Gede pangrango	749	
		Kadudampit	534	
		Muaradua	996	
		Sukamaju	757	
		Sukamanis	775	
		Undrus binangun	555	
Cicantayan		Cicantayan	550	4,485
		Cijalingan	796	
		Cimahi	604	
		Cimanggis	285	
		Cisande	344	
		Hegarmanah	728	
		Lembursawah	724	
		Sikadamai	454	
		Sikadamai	454	
				21,325

Sources: Post Office Cisaat, 2022

Based on table 2 above, it is explained that Cisaat Sub-district consists of 13 villages with a total of 7,197 Beneficiary Families (*KPM*), Gunung Guruh Sub-district consists of 7 villages with a total of 3,508 Beneficiary Families (*KPM*), Kadudampit Sub-district consists of 9 villages with a total of 6,135 Beneficiary Families (*KPM*), and Cicantayan Sub-district consists of 4,485 Beneficiary Families (*KPM*). The total number of recipients of Social Assistance for Non-Cash Food Assistance (*BPNT*), Direct Cash Transfer for Fuel and Family Hope Program (*PKH*) by the Cisaat Post Office is 21,325 Beneficiary Families (*KPM*). Cisaat sub-district has the highest number of beneficiaries out of a total of 4 sub-districts distributed by the Cisaat Post Office with a total of 7,197 Beneficiary Families (*KPM*).

Based on the above problems, there is a problem phenomenon that is an obstacle for the Cisaat Post Office in distributing the Non-Cash Food Assistance Program (*BPNT*) in 2022. Namely, limited human resources at the Cisaat post office. The number of employees at the Cisaat Post Office only consists of 4 people, namely, 2 counter staff and 2 delivery staff. While the Cisaat Post Office distributes social assistance to 4 sub-districts consisting of Cisaat District, Gunungguruh District, Kadudampit District and Cicantayan District with a total of 21,325 beneficiary families (*KPM*). So that there is an imbalance in human resources, with the number of beneficiary families or *KPM* and there are still complaints from beneficiaries who receive groceries of poor quality. So in this

case the researcher took the research title Implementation of the Non-Cash Food Assistance Program Distribution through the Cisaat Post Office in 2022.

B. LITERATURE REVIEW

Public Policy

Public policy is the legal or forced allocation of values to the entire community. According to Carl J. Friedrich in Agustino (2016:7) public policy is a series of actions proposed by someone, obstacles and opportunities for the implementation of these policy proposals for certain purposes.

According to Dye (2016:16-17)) public policy is anything that the government chooses to do or not to do. The center of attention of public policy is not only what the government does, but what the government does not do. Anything that is not done by the government that has a significant impact on society.

Purwanto (2012: 64) provides his view regarding public policy, namely that public policy is made to realize values such as justice, equality, and openness which are made to solve problems faced by society, for example: problems of poverty, unemployment, crime, and poor public services.

Implementation

The word implementation comes from the English "to implement" which means to implement. According to the Big Indonesian Dictionary, implementation is the implementation and application, where both of these intend to find a form about things that are agreed upon first. Implementation is synonymous with a step to be able to succeed the policy decisions that have been made by the government. Implementation is the implementation of basic policies. According to Wahab (2017: 133) implementation, namely:

"In a broad sense, implementation is also often considered as a form of activity or organization of activities that have been determined by law and have become a mutual agreement between various actors (related parties) and stakeholder organizations (public or private) to work together to implement policies in certain desired directions".

Agustino (2016:138) in his book says that implementation studies are a study of policies that lead to the process of implementing a policy, but policy implementation itself is a complex and lengthy process that even politically often involves various interests ". According to Purwanto & Sulistyastuti (2012:64) implementation is a phase that is considered important because this stage is a bridge between the conceptual world and the real world.

Policy Implementation

According to Daniel Mamanian and Paul Sabatier in his book Implementation and Public Policy (1983:61) defines Policy Implementation as:

"The implementation of basic policy decisions, usually in the form of laws, but can be in the form of orders or important executive decisions or decisions of judicial bodies. Typically, the decision identifies the problem to be addressed, states explicitly the goals or objectives to be achieved, and various ways to structure or organize the implementation process".

According to Tachjan in his book entitled *Public Policy Implementation* (2006:25), policy implementation is a process of administrative activities that take place after a policy is made / approved. So, it can be understood that policy implementation will not begin once the decision is made.

Edward III's Implementation Model

According to Edward III (2003:12-14) the implementation of any policy is a dynamic process that includes the interaction of various variables. By knowing several models and approaches, it is expected to gain a deeper understanding of the complex relationships of the various factors involved in public policy implementation. There are four variables that can determine the success of implementing a policy, namely:

1. Communication
2. Resources
3. Disposition
4. Bureaucratic Structure

C. METHOD

In this study, researchers used qualitative research methods. According to Creswell (2016:4-5) in his book entitled *Research Design* defines qualitative research methods as follows:

"Qualitative research is a method for exploring and understanding the meaning that - by a number of individuals or groups of people ascribed to social or human problems. The qualitative research process involves important efforts, such as asking questions and procedures, collecting specific data from participants, analyzing data inductively from specific to general themes and interpreting the meaning of the data. Anyone involved in this form of qualitative research should adopt an inductive style of research, focus on individual meaning, and interpret the complexity of a problem".

To assess the extent and measure the level of success and failure in implementing public policy, it can be seen from the 4 indicators put forward by George C Edward III, namely (1) Communication, (2) Resources, (3) Disposition, (4) Bureaucratic Structure. Sugiyono (2019:120) states that indicators are variables that can be used in evaluating conditions and possibilities that are measured against changes experienced over time.

Data collection techniques in this study used several data collection techniques, such as: Observation, Interview and Documentation. To test the validity of the data, data validation is carried out. Testing the validity of the data is done by testing the credibility of the data or trust in the data from qualitative research Sugiyono (2019:270-274) In this research, everything starts from the data obtained and must be valid. As for this research plan, to validate the data under study, namely by using the triangulation technique. Moleong (2017: 330) triangulation is a data validity checking technique that utilizes something else outside the data for the purpose of checking or comparing the data. Triangulation in this credibility test is defined as checking data from various sources in various ways, and various times (Sugiyono, 2019:274)

In this research, data obtained from various sources using various data collection techniques (triangulation) is carried out continuously until the data collected becomes saturated or is deemed sufficient by the researcher. In this study, the data analysis used refers to the Miles and Huberman model (2014:16-19), which is as follows: 1. Data Reduction 2. Data Presentation; and 3. Drawing Conclusions.

D. EXPLANATION

According to Tachjan in his book entitled Public Policy Implementation (2006:25) says that policy implementation is a process of administrative activities that take place after a policy is made / approved. From this description, researchers can interpret that policy implementation is the implementation of a policy that has been planned to be carried out by the government or the private sector in order to achieve the objectives of a predetermined policy. We need to know together that each stage of the public policy process begins with policy formulation, policy formulation, policy adoption, policy implementation, and policy assessment (Edward III, 2003:24-29) With the implementation of policies, we can find out the obstacles and obstacles in implementation, find the unintended consequences of program policies, as well as the hopes and goals to be achieved in implementing these policies.

This research discusses the Implementation of the Non-Cash Food Assistance (*BPNT*) Program Distribution through the Cisaat Post Office in 2022. Non-Cash Food Assistance, abbreviated as *BPNT*, is assistance that is distributed non-cash from the government which is distributed non-cash from the government which is given to Beneficiary Families (*KPM*) through a bank account and can then be used to buy the food needs needed.

The Edward III policy implementation model is the implementation model that researchers use to be a data analysis material in this study, the theory explains that implementation can be successful if it pays attention to 4 dimensions including communication, resources, disposition, and bureaucratic structure. The four dimensions in the policy implementation theory that are the results of this research will be explained in more depth below:

Communication

Communication is a benchmark in the implementation of a policy, because with communication we can find out what a policy implementer must do, and what achievements must be received by policy targets. According to Tresiana & Duadji (2019:31) to ensure implementation can run, before the activity of delivering policy outputs to the target group begins, first by delivering information to the target group in the form of socialization or public consultation. In this research, based on the explanation above, information is obtained from the research results obtained through interviews, that the communication carried out by the policy implementer or in this case the Cisaat Post Office by conducting socialization related to the distribution of the Non-Cash Food Assistance (*BPNT*) program through the Cisaat Post Office in 2022. This socialization is always carried out by the Cisaat Post Office to kecamatan officials, village officials, and *PUSKESOS* in each village. The Cisaat Post Office definitely conducts

socialization, including in the 2022 distribution by using the Post Office Giro Cash (PGC) Application.

Furthermore, in an implementation of communication in the form of socialization, the information provided must include a complete explanation of the policy objectives, benefits and benefits that will be felt by the target group, stakeholders involved, and the mechanism of a policy/program (Tresiana & Duadji, 2019: 31). From this explanation, in practice, the Cisaat Post Office has conducted socialization related to the distribution of the Non-Cash Food Assistance (*BPNT*) program. This can be proven by obtaining information from informant group 1 consisting of informants 1A and 1B who stated that in the implementation of the distribution of the Non-Cash Food Assistance (*BPNT*) program, the communication carried out by the Cisaat Post Office is by coordinating with sub-district officials, village officials, *PUSKESOS* of each village, and the Paymaster. Thus, the existence of communication and coordination between stakeholders can have a positive impact on the fulfillment of information provision to policy implementers. So that it is in line with the statements of group II informants, namely informants IIA and IIB, who stated that the policy implementer, in this case the Cisaat Post Office, has conducted socialization to policy implementers, namely the Bailiff.

Edward III, (2003:20) also explains that a common problem that occurs during the communication process is that the information provided passes through several layers in the bureaucratic hierarchy, the use of indirect communication tools, so that the reception of communication may be disturbed by different perspectives. In practice in the field, in the distribution of the Non-Cash Food Assistance (*BPNT*) program, the socialization provided by the Cisaat Post Office to policy implementers has gone well.

In implementing a policy program, there must be good communication and coordination between various elements, so that we must understand together that the socialization must be carried out thoroughly, both from the policy implementers and the target targets, namely the Beneficiary Families (*KPM*).

Resources

The resources referred to in this case are related to human resources, budget resources, and supporting resources. In any policy that is carried out, it will never be carried out properly without these three resources, all three are interrelated, related and continuous so that they cannot be separated. With a policy program, human resources are needed as a driving force in policy implementation, but if budget resources and supporting resources do not exist, any program will never run properly, and vice versa if budget resources and supporting resources are sufficient but the human resources are not there, then no one will ever be able to carry out or implement the policy program, but it should be underlined that the addition of human resources is not enough, because the most important thing is competent expertise or ability in implementing a policy in order to achieve the desired goals.

Based on the information obtained, it states that the human resources at the Cisaat Post Office are still not enough so it can be said that they do not meet the standardization. this can be seen in the table below:

Table 3 Number of Post Office Employees

No	Position	Name
1	Branch Head	Asep Heryandi
2	Counter Staff	Keisya Vanesia Tianaputri
3	Counter Staff	Sahra Aulisia
4	Delivery Staff	Cahya Nurfirdaus
5	Delivery Staff	Imam

Sources: Post Office Cisaat

So that the Cisaat Post Office recruits Freelance Daily Employees (*PHL*) who are commonly referred to as Paymasters. Because the Cisaat Post Office only has 4 employees while the Cisaat Post Office must distribute social assistance to 4 sub-districts consisting of 31 villages with a total of 21,325 Beneficiary Families or (*KPM*) so it is impossible for only 4 employees to do. So the Cisaat Post Office must direct Daily Freelance Employees (*PHL*) or Paymasters consisting of students and or who can assist in the process of distributing Non-Cash Food Assistance (*BPNT*).

Budget resources are inputs from the government that will be processed or converted into policy outputs, which can be interpreted as "policy instruments" to be able to realize the stated policy objectives.

Supporting resources in this case according to Agustino (2006: 159) explain that supporting resources in the form of facilities are an important factor in policy implementation, implementors may have sufficient staff, understand what to do, and have the authority to carry out their duties, but without supporting facilities (facilities and infrastructure), the policy implementation will not be successful. Based on the explanation above, the researcher obtained information that the facilities and infrastructure in the distribution of the Non-Cash Food Assistance (*BPNT*) program are adequate. Because before distributing good assistance from the Bailiff officer, it has been prepared such as quotas, applications and distribution places.

From the explanation above, it can be seen that the resources consisting of human resources, budget resources, and supporting resources at the Cisaat Post Office are still not optimal. This is caused by, first, the lack of human resources at the Cisaat Post Office. So that the Cisaat Post Office recruits casual employees or paymasters to assist in the process of distributing Non-Cash Food Assistance.

Disposition

The disposition or attitude of policy implementers is an important factor in approaching the implementation of a public policy. If the implementation of a policy is to be effective, then policy implementers must not only know what to do but also have the ability to carry it out (Agustino, 2006: 36). In this study, according to the information obtained from informant group I consisting of informants IA and IB in the distribution of the Non-Cash Food Assistance (*BPNT*) program, the division of tasks carried out is fully involving the Village and *PUSKESOS*, and the Paymaster. The village provides a place for the distribution

of this social assistance, while *PUSKESOS* helps by distributing invitations to Beneficiary Families (*KPM*), and the Cisaat Post Office provides Casual Workers or Bailiffs so that the distribution of the Non-Cash Food Assistance (*BPNT*) program runs quickly and accurately. The local government also fully supports the program from the central government because this program grows the economy of the Beneficiary Family (*KPM*) community.

From the explanation above, it can be seen that the disposition by the Cisaat Post Office has been carried out optimally, by providing maximum service, so that the program can be implemented properly in accordance with the role of policy implementers.

Bureaucratic Structure

In bureaucracy, there are two main characteristics consisting of standard operating procedures (SOPs) which aim to make various decisions and fragmentation which is the division of responsibility for a policy area between organizational units (Edward III, 2002: 127-137).

In practice, in the field, the Cisaat Post Office in distributing the Non-Cash Food Assistance (*BPNT*) program is in accordance with the SOP listed in the Standard Operating Procedure (SOP) of *PT Pos Indonesia* Year 2022. Meanwhile, the implementation guidelines for the Non-Cash Food Assistance (*BPNT*) distribution program are adjusted to the regulations listed in the *Keputusan Direktur Jenderal Penanganan Fakir Miskin Nomor 29/6/SK/HK/01/02/2022* regarding the Technical Instructions for the Acceleration of Distribution of Social Assistance for the Staple Food Program.

Based on the information obtained, the mechanism in distributing this program is that the Cisaat Post Office works with the village to prepare the distribution day if the village is ready, the Cisaat Post Office prepares the finances. In addition, in distributing this program, the Cisaat Post Office and Bailiffs always use the Standard Operating Procedure (SOP) set by *PT Pos Indonesia* because this is very important and is needed by the Cisaat Post Office and Bailiffs as distributors. Because do not let the distribution process of the Non-Cash Food Assistance (*BPNT*) program incorrectly distribute to other people who are not entitled. Therefore, the Post Office and Bailiffs always apply the Standard Operating Procedure (SOP) in the process of distributing this program.

E. CONCLSION

Based on the results of the research and discussion above, that the Implementation of the Non-Cash Food Assistance (*BPNT*) Program Distribution through the Cisaat Post Office in 2022, shows that the distribution of the program has been implemented properly, but in its implementation there are still obstacles as analyzed based on the dimensions of communication, resources, disposition, and bureaucratic structure proposed by Edward III, namely as follows:

1. Judging from the communication dimension, the Cisaat Post Office has conducted socialization related to the distribution of the Non-Cash Food Assistance program through sub-district officials, village officials, and the Paymaster or Jubar.

2. Judging from the resource dimension, which consists of human resources and budget resources, it is still not optimal. This is due to the first lack of human resources at the Cisaat post office so that the Cisaat post office recruits jubaras or payers to assist in the process of distributing Non-Cash Food Assistance (*BPNT*). For budget resources, the post office only has to wait to be submitted by the Ministry of Social Affairs directly.
3. Judging from the disposition dimension, the policy implementers, in this case the Cisaat Post Office and the Paymaster, have provided services by having a dedication to the distribution of the Non-Cash Food Assistance (*BPNT*) program properly. As well as in the distribution of tasks involving village officials and sub-district officials.

Judging from the dimension of bureaucratic structure, the Cisaat post office has implemented each distribution program in accordance with the Standard Operating Procedure (SOP) which has been determined in the *PT Pos Indonesia* Standard Operating Procedure (SOP) in 2022. The suggestion of this research is that it can be used as a development of knowledge in the realm of policy that focuses on the implementation of public policy. Researchers recommend further research related to the Non-Cash Food Assistance (*BPNT*) program using other theoretical perspectives to expand scientific studies on the Distribution of Non-Cash Food Assistance Programs and input to the Cisaat Post Office to be able to increase existing human resources. In particular, the Cisaat post office staff so that distribution can run more optimally. It is needed in non-cash transactions because cooperation between the government and all stakeholders continuously still needs to be improved to realize the implementation of non-cash transactions better and widely and the readiness of human resources is a determining factor in the implementation of public services and the implementation of non-cash transactions so that it is necessary to continuously provide guidance and increase knowledge (Ariadi et al., 2019).

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