

Evaluation of Non-Cash Food Assistance Program in Improving Community Welfare in Serut Village, Panti District, Jember Regency

Siti Naimatul Masruroh^{1*}, Imam Sunarto² Asmuni³

Email: naimatulmasruroh2330@gmail.com¹, imamsunarto@gmail.com², asmuni.mumun01@gmail.com³

^{1,2,3} Ilmu Administrasi Publik, STIA Pembangunan Jember

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Abstract

This study aims to determine the results of the evaluation of the Non-Cash Food Assistance Program (BPNT) in improving community welfare in Serut Village, Panti District. The research method used is qualitative, which will produce descriptive data in the form of words and describe phenomena related to the program. The data collection techniques used are observation, interviews, and documentation. The number of informants used is seven people. The data analysis techniques used are data collection, data condensation, data presentation, and drawing conclusions.. The results of the study showed several criteria, namely: effectiveness in the Non-Cash Food Assistance Program (BPNT) in Serut Village, Panti District, is considered less effective because the recipients of the assistance still use old data, while the current community economy has changed. Efficiency is present because, in this case, the mechanism for receiving assistance is made flexible—aid can be taken anywhere—which makes it easier and remains within the concept of utilizing existing resources. Adequacy is achieved because the program can already meet food needs by reducing expenses. Uniformity is shown in the equal amount of assistance received by all recipients. Responsiveness is demonstrated by the good response to handling community complaints, and the Non-Cash Food Assistance Program (BPNT) implemented by the government can meet or respond to the real needs of the community.

Keywords: Evaluation, BPNT Program, Community Welfare.

1. Introduction

The issue of welfare is important to discuss because it refers to efforts to improve the quality of life and social conditions of individuals and society as a whole. In general, the importance of welfare includes efforts to ensure that individuals and community groups have adequate access to basic needs such as food. Welfare is a condition of life that is surrounded by a sense of peace, both physically and mentally, and a feeling of safety (Sunarti, 2012). Meanwhile, according to (Suharto, 2006) social welfare is a process that has been planned by social institutions to improve community welfare by providing maximum services in social benefits. Based on the results of research conducted by (Sultan et al., 2023) regarding the analysis of welfare measurements in Indonesia, community welfare can be measured by the availability of food, educational facilities, and social interactions as the three main needs that must be met by Indonesian society to achieve happiness and welfare. In this case, social welfare is a condition that must be realized for all citizens in meeting the needs of life and social conditions, so that society can experience a decent life and be able to carry out its functions in the social sphere.



The Indonesian government has an important role in improving the welfare of its people. As a public servant, the government has a significant responsibility for the well-being of its citizens. The government has various functions, one of which is the secondary function, namely the development function and the empowerment function. Through these functions, the government carries out various assistance programs. To reduce the burden of poverty, the Indonesian government has introduced several programs aimed at further improving community welfare. One of the government programs implemented to reduce poverty—and expected to have a direct impact on the community—is the Non-Cash Food Assistance Program (BPNT).

Based on (BPNT Guidelines, 2019), Non-Cash Food Assistance (BPNT) is a form of social assistance distributed in non-cash form by the government to Beneficiary Families (KPM) through electronic money, which is then used to purchase food items specified at designated e-warung outlets. This BPNT program is distributed as part of efforts to improve community welfare. The Non-Cash Food Assistance (BPNT) program is implemented in several selected cities/regencies that have been designated as distribution targets. According to the guidelines, the BPNT program provides monthly non-cash assistance from the government. The mechanism involves the use of an ATM card that can be accessed through designated e-warung agents, allowing KPM recipients to directly spend the assistance on their food needs.

Serut Village is a village located in Panti District. The people of Serut Village have varying socio-economic conditions, with agriculture being the main source of livelihood, alongside involvement in the trade and service sectors. Since the majority of the population relies on agricultural products—which are heavily influenced by factors such as weather and water availability—the income of some families remains relatively low. As a result, they require social assistance such as the BPNT (Non-Cash Food Assistance) program.

Table 1. BPNT Recipient Data Detailed by Village

No.	Subdistrict	Village	Number of KPM
1.	Panti	Glagaweroh	574
2.	Panti	Kemiri	996
3.	Panti	Kemuning Sari	685
4.	Panti	Pakis	834
5.	Panti	Panti	1.174
6.	Panti	Serut	1.139
7.	Panti	Suci	1.281

Source: Interview Results with Social Assistance Companions

Based on these data, it can be explained that Serut Village has 1,139 Beneficiary Families (KPM), making it one of the villages with a high number of BPNT recipients in Panti District. This number is almost equal to that of Panti Village (1,174 KPM) and only slightly lower than Suci Village (1,281 KPM), indicating that the evaluation results can reflect the effectiveness of the program on a large scale. Serut Village has a population with varying socio-economic conditions, including agriculture as the main source of livelihood, along with involvement in the trade and service sectors. With these diverse economic characteristics, the evaluation in



Serut Village can provide broader insight into the impact of BPNT on community groups with different levels of welfare. The high number of aid recipients can pose challenges in the distribution, utilization, and overall effectiveness of BPNT. This may lead to obstacles such as delays in distribution, inconsistencies in the amount of aid, or problems in the use of BPNT cards, making this village a relevant subject for evaluation. With a large number of recipients, socio-economic diversity, implementation challenges, and easy access to data, Serut Village is a strategic and representative location for evaluating the effectiveness of the BPNT program in Panti District. The results of the study in this village can serve as a basis for improving program implementation in other villages with similar conditions.

In discussing the welfare of society, the issue of poverty cannot be overlooked. Poverty is a problem faced by several countries, particularly in developing nations. It has numerous impacts, which is why it needs to be addressed seriously and overcome in order to reduce the burden of poverty in the country (Fatmawati, 2015). One of the policies issued by the government to mitigate the effects of poverty is the provision of assistance programs for individuals, families, and community groups who are less fortunate, especially those without a source of income (Sulaiman, 2019). Poverty in Jember Regency is a complex issue, influenced by various factors such as limited employment opportunities, low levels of education, and limited access to health facilities and infrastructure. The following is data on the number of poor people in Jember Regency from March 2021 to 2024:

Table 2. Number and Percentage of Poor Population in Jember Regency 2021-2024

Year	Number of Poor People	Presentation
2021	257,09 Soul	10,41
2022	232,73 Soul	9,39
2023	236,46 Soul	9,51
2024	224,77 Soul	9,01

Source: (BPS Kabupaten Jember, 2024)

Based on the data, Jember Regency has a relatively large number of poor people, with fluctuations from year to year. In 2021, the number of poor people in Jember Regency was 257.09 thousand. In 2022, this number dropped to 232.73 thousand, but in 2023 it increased again to 236.46 thousand. By March 2024, the number of poor people recorded in Jember Regency was 224.77 thousand.

Factors that influence the poverty rate in Jember include macroeconomic conditions, unemployment rates, and the effectiveness of social assistance programs, as stated by (BPS Kabupaten Jember, 2024). In addition, based on research conducted by (Pamungkas et al., 2024) that changes in the poverty line standards set by the central government also affect the number of people categorized as poor. As a result, the Non-Cash Food Assistance Program run by the government cannot be said to have fully addressed the poverty problem. The number of poor people in Jember Regency remains unpredictable, and it could increase drastically in the following years. Therefore, the government, as the authority responsible for determining and issuing policies, is expected to find solutions to address these issues.



According to the researcher's observation of the Non-Cash Food Assistance (BPNT) program in Serut Village, Panti District, the community is able to meet their basic needs, and the food consumed has become more nutritious. This program helps improve community welfare by reducing the expenditure burden on Beneficiary Families (KPM) by fulfilling some of their food needs, providing food with balanced nutrition, and ensuring that the food reaches the right target, is delivered on time, in the right amount, with the right quality, at the right price, and with proper administration. However, despite these efforts, the program has not been able to fully improve the welfare of the community. In reality, as observed by the author in the field, there are still families who should be receiving assistance but are not recorded as recipients. Conversely, there are families who are not entitled to receive assistance but are, in fact, listed as recipients of the Non-Cash Food Assistance (BPNT).

Based on the research conducted by Lorena K. Siregar et al. (2023) regarding the evaluation of the implementation of BPNT, it was found that the Non-Cash Food Assistance (BPNT) program in Teluk Ambon District has not been fully effective due to the failure to meet the established targets, which include the 6T criteria (targeted, the right amount, the right price, the right quality, and proper administration). As a result, the program has not been able to improve the welfare of the community. In reality, as observed by the author in the field, in Serut Village, Panti District, Jember Regency, there are still families who should be receiving assistance but are not registered as recipients. On the other hand, there are families who are not entitled to receive assistance but are, in fact, recorded as recipients of the Non-Cash Food Assistance (BPNT).

Based on the phenomenon described above, it is evident that the Non-Cash Food Assistance (BPNT) program in Serut Village requires an evaluation to assess how effectively the program is contributing to improving community welfare. Therefore, the author aims to explain how to evaluate the implementation of the Non-Cash Food Assistance Program (BPNT) in Serut Village, Panti District.

2. Methods

This study uses a qualitative method that will produce descriptive data in the form of words and describe existing phenomena (Citriadin, 2020). This means that the data analyzed is descriptive and the data obtained is as it is, the results of which emphasize meaning. In this study, data was collected through observation, interviews, and documentation (Hardani, et. al., 2020). Based on the theory (Dunn, 2003), the criteria chosen based on field conditions to carry out the evaluation are: 1) Effectiveness, 2) Efficiency, 3) Adequacy, 4) Similarity, 5) Responsiveness, 6) Accuracy.

Primary data in this study were obtained through interviews and observation with informants related to the implementation of BPNT in Serut Village, Panti District. These informants included the Village Head of Serut Village, Panti District, Jember Regency; Social Assistance Companions; E-Warong Agents; and Sub-district Social Welfare Workers (TKSK). Secondary data collected so far include BPNT guidelines, data on the poor population in Jember Regency sourced from BPS Jember Regency, as well as data from previous research. The data analysis technique in this study uses qualitative data analysis according to the theory



of Miles, Huberman & Saldana (Sugiyono, 2013) consisting of data collection, data condensation, data presentation, and drawing conclusions.

3. Results and Discussion

The Non-Cash Food Assistance Program (BPNT) is a program that has the potential to improve community welfare (Pedoman BPNT, 2017). The BPNT program helps beneficiary families (KPM) or underprivileged residents meet their needs, especially by fulfilling their nutritional requirements and reducing the burden of KPM expenditure by covering some of their food needs (Agustina, 2022), information obtained by the researchers from direct informants, including one of the KPM recipients, reveals that they feel supported by the BPNT program, as it enables them to access better and more nutritious food (statement from Mrs. Suliha). In general, the task of implementing an evaluation is to connect public policy objectives with government performance, including providing insights into the policy delivery system. In this case, the use of specific designs is expected to achieve the objectives of the program (Kurniati et al., 2022). Evaluation plays a key role in policy analysis by providing valid and reliable information about policy performance—namely, to what extent values, needs, and opportunities have been addressed through public actions (Abdal, 2015).

The assessment of a policy evaluation will be more effective if the evaluator understands the factors that influence it. Therefore, a policy model is needed to simplify the understanding of the concept of Public Policy Evaluation. Most models used to investigate policy evaluation, in accordance with the theory proposed by William N. Dunn, can explain how the evaluation of the Non-Cash Food Assistance (BPNT) program in Serut Village, Panti District, is carried out, namely :

1. Effectiveness

Effectiveness is concerned with whether an alternative that is used achieves the expected success, and meets the target of implementing a technique (Dunn, 2003). It refers to the extent to which an alternative can produce the expected results or achieve the set goals of an action. According to (Endang Poerwanti, 2020) effectiveness refers to the degree to which a program successfully achieves its desired goals. Therefore, effectiveness can be understood as an indicator to measure the level of success of a policy that has been designed and implemented, such as the Non-Cash Food Assistance Program (BPNT).

Based on the information obtained by the researcher regarding the effectiveness of the Non-Cash Food Assistance (BPNT) program, measured by several aspects such as target accuracy, program socialization, and program monitoring, there are still several areas that do not align with the established provisions. These issues are related to the program's socialization, which has been carried out in the community by the village, as indicated in the research findings above, as well as the monitoring of the BPNT program's implementation. However, in terms of target accuracy, according to interview data from the Social Assistance Companion, there are still individuals who should be eligible to receive assistance because they meet the criteria, but they do not receive BPNT. Conversely, some individuals who are not eligible are listed as recipients. According to the Social Assistance Companion, the community's economic situation has likely changed over time. In the past, when they received BPNT, the economic condition was insufficient, but now it may have improved. This discrepancy is due to the fact that the data used for



identifying BPNT recipients still relies on outdated information from the initial data collection for the program.

Table 1. Serut Village KPM Data

No.	RW	KPM	NO.	RW	KPM
1.	001	93 Orang	11.	011	45 Orang
2.	002	65 Orang	12.	012	44 Orang
3.	003	75 Orang	13.	013	42 Orang
4.	004	43 Orang	14.	014	45 Orang
5.	005	71 Orang	15.	015	71 Orang
6.	006	57 Orang	16.	016	44 Orang
7.	007	51 Orang	17.	017	61 Orang
8.	008	65 Orang	18.	018	40 Orang
9.	009	65 Orang	19.	019	68 Orang
10.	010	53 Orang	20.	020	41 Orang

Source: Interview Results with Social Assistance Companions

Meanwhile, in the monitoring aspect of the program, it was concluded from a statement by the Social Assistance Companion that there were challenges faced by the parties responsible for monitoring the community. They were unaware of where the community members actually spent their assistance once it was disbursed and could not confirm whether the assistance was used for food or if the recipients simply withdrew the money. This was different from when the community members received assistance through the e-warong agents, where the social assistance companions could monitor each disbursement. Therefore, there is a need for an evaluation of the monitoring aspect of the BPNT program.

2. Efficiency

Efficiency is related to the amount of effort required to achieve a certain level of effectiveness. Efficiency describes the relationship between effectiveness and effort (Dunn, 2003) as a synonym for economic rationality, efficiency reflects the relationship between the results achieved and the resources used. Efficiency refers to the optimal use of resources in a program, policy, or organization, aiming to produce maximum output while considering the limitations of available resources (Irwandy, 2019).

Based on the research results obtained, the efficiency criteria of the Non-Cash Food Assistance (BPNT) program are quite good. Currently, KPM recipients of the BPNT program have the freedom to collect their assistance from various locations, making it easier for the community. While some people may still face constraints due to the distance from the designated e-warong agent, the flexibility to access the assistance from any nearby ATM or participating shop agent has been a positive change. This flexibility not only facilitates access for assistance recipients but also allows for the utilization of additional human resources. For example, people who operate larger shops or those who are located closer to recipients can serve as additional agents for KPM to collect their assistance.



Table 1. E-warong agent officer data

NO.	Name	Hamlet
1.	Abdul Hadi	Karang Anom
2.	Humairotul H	Kasian
3.	Ibu Linda	Kasian
4.	Ibu Roni	Karang Anom
5.	M. Zainul Arifin	Serut Selatan
6.	Bapak Sukarso	Mencek
7.	Bapak Fendi	Badean Timur

Source: Interview Results with Social Assistance Companions

Efficiency is a concept that emphasizes the optimization of the use of available resources to achieve desired results without waste (Abdullah, 2020). In this efficiency criterion, it is also explained what goods are purchased by KPM, which are adjusted to the needs of the community and are indeed useful to them. The aim is to optimally utilize resources, allowing the community to use their agricultural products or other food ingredients they already have and spend the assistance on other food items according to their respective needs. Based on the information above, it can be clearly concluded that people who receive Non-Cash Food Assistance (BPNT) can still use the food they already have, and the assistance they receive can be spent on other food items they require. Therefore, in this case, the level of efficiency is considered good, as it aligns with the criteria that have been explained.



Figure 1: Collecting BPNT assistance at e-warong agents

3. Adequacy

The adequacy criterion relates to the extent to which the level of effectiveness meets existing needs. This criterion emphasizes how closely the relationship is between the policy alternatives chosen and the expected results. Adequacy refers to the degree to which effectiveness can address the needs, values, or opportunities that led to the emergence of a problem. In the context of evaluating the Non-Cash Food Assistance (BPNT) program, this criterion refers to whether the amount of assistance distributed to the community is sufficient, not only for the current assistance period but also until the next assistance is received the following month. In other words, the assistance must meet the community's needs effectively. Therefore, it can be concluded that the Non-Cash Food



Assistance (BPNT) received by the community is not only intended to help address their immediate needs but also to sufficiently meet their overall food requirements.

In the context of evaluating the Non-Cash Food Assistance Program (BPNT), adequacy is a key criterion used to assess the extent to which the program is able to meet the basic needs of its beneficiaries (Sutanto et al., n.d.). This criterion emphasizes the program's ability to provide sufficient assistance to improve the welfare and quality of life of Beneficiary Families (KPM). According to research published in *Dinamika: Scientific Journal of State Administration* by (Sihombing et al., 2024), Evaluating adequacy in the context of BPNT also involves assessing several aspects, including the suitability of the amount of assistance, the quality of foodstuffs, availability and accessibility, and the frequency of distribution.

Based on the researcher's interview with Mrs. Rokama, a Beneficiary Family (KPM), regarding the quality of the food they receive, she stated that everything is in accordance with the expected quality. This means that the food they receive is always good as long as they get the assistance, and they have never received food that is inappropriate or damaged. In terms of the location for collecting the assistance or the e-warong agent, the community generally finds it accessible. Most people can reach it, and they don't find it too far. Even when the assistance is disbursed, the e-warong agent informs the community if they are passing by the shop. This indicates that the e-warong agent's location is easy to reach and often passed by the community.

4. Similarity

Equality or equity in public policy is a justice that is given and obtained by the target of public policy (Tohardi, 2023). The criterion of equality is closely related to the competing concept, namely adequate justice to distribute resources in society, according to (Dunn, 2003) In the context of BPNT, this means assessing whether non-cash food assistance is distributed fairly to all eligible KPMs, regardless of their social, economic, or geographic background. Equality, in this case, refers to the benefits and costs derived from activities related to the program, and whether the assistance has been distributed equally among the groups involved.

In this similarity criterion, the researcher found a statement from one of the KPMs regarding the amount of non-cash food assistance (BPNT). The KPM mentioned that the amount received is equal between one KPM and another, even though their economic and living conditions differ. They questioned whether there were any provisions regarding the conditions of the community members receiving non-cash food assistance (BPNT).

According to the information above, regarding the equality of the amount of assistance received by each community, one community member expressed the opinion that the equality of the assistance should take into account the living conditions of the recipients. They argued that the conditions of each KPM are different; some are truly unable to meet their needs, while others still have jobs but only earn enough for daily expenses. From this statement, it was clear that there was a difference of opinion between the two informants with KPM status. This difference highlights the need to review and consider the amount of non-cash food assistance (BPNT) distributed to KPMs, taking into account their living conditions, which are important and should receive more attention.



5. Responsiveness

Concerning the extent to which a policy can meet and satisfy the needs, preferences, or values of certain community groups (Dunn, 2003). This responsiveness criterion is important because it can satisfy all other criteria. Responsiveness refers to the extent to which a policy can address the needs, preferences, or values of specific community groups. In the context of BPNT, this means assessing whether the program has been designed and implemented by taking into account the real needs of KPMs, and how effective the existing mechanisms are in responding to their feedback. Meanwhile, according to Nawi, (2017), responsiveness is the government's ability to identify community needs, prioritize those needs, and develop them into various services. The evaluation of responsiveness in BPNT involves several aspects, namely: complaint mechanisms and follow-up actions, as well as program adjustments based on feedback.

In this responsiveness criterion, it also concerns the extent to which the non-cash food assistance (BPNT) program policy issued by the government responds to the real needs of the groups that should benefit. Based on the research results obtained, the non-cash food assistance (BPNT) program implemented by the government has greatly helped the community in meeting their food needs so that the food can be consumed properly. The BPNT program has been able to meet and address the real needs that are genuinely required by the community.

6. Accuracy

Accuracy in this case refers to a value and program objective that has been determined (Dunn, 2003), accuracy is a criterion closely related to substantive rationality, as its assessment is not based on a single criterion but involves two or more simultaneously. Accuracy reflects the value or significance of a program's objective and the strength of the assumptions underlying that objective.

According to the provisions in Permensos No. 20 of 2019 concerning the distribution of Non-Cash Food Assistance (BPNT), the main target of the BPNT program is families with the lowest socio-economic conditions, specifically the bottom 25% of the population in the implementation area. Based on the research results obtained, in the initial planning phase of the BPNT program implementation, the village authorities and social assistance companions only calculated the PKM data they received and identified the locations of prospective BPNT recipients. This data was then submitted to the designated E-Warong agent based on location. Once the planning process was completed, it proceeded to the next stage.

4. Conclusion

The results of the research on the evaluation of the Non-Cash Food Assistance Program (BPNT) in improving community welfare in Serut Village, Panti District, based on the evaluation criteria previously described, can be concluded as follows:

1. The determination and selection of KPM (Beneficiary Families) are carried out solely by the Central Government, specifically the Ministry of Social Affairs. The village authorities or social assistance assistants are not involved in the selection process; they only input community data that meet the criteria for aid recipients. However, there are still cases where community members who meet the eligibility criteria do not receive non-cash



food assistance (BPNT), and conversely, some individuals who do not meet the criteria are recorded as recipients.

2. The purpose of the Non-Cash Food Assistance Program (BPNT) is to reduce the burden of food expenses for the community and to enable them to consume quality, healthy, and nutritious food. Through the BPNT program, the community has felt the benefits, as it helps reduce their food expenditure and brings about positive changes namely, the ability to consume healthier and more nutritious food.
3. The mechanism for accessing the Non-Cash Food Assistance Program (BPNT) has become more convenient for the community, as they are now free to collect their assistance from any location. This allows beneficiaries to receive their assistance from the nearest available agents, making the process more accessible and efficient.
4. The amount of non-cash food assistance received by each KPM is the same, regardless of individual needs. However, this uniformity should take into account the varying living conditions of each KPM, as their situations differ—some families are truly in need, while others may be relatively better off. Therefore, the similarity in the amount of assistance should be reconsidered based on the actual economic conditions of each recipient.
5. The Non-Cash Food Assistance Program (BPNT) issued by the government effectively responds to the real needs of the benefiting groups. The program addresses and meets the actual needs of the community, ensuring that it provides the necessary support for their well-being.

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