

Model of the Rastra Program in the Context of the Pre-prosperous Society's Social Protection in Kendal, Gerih and Kwadungan Districts, Ngawi Regency

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SUMMARY

Poverty is a problem of human life that has been global and until now is still a global issue. In addition to being latent and actual, poverty is a socio-economic disease of society that is not only experienced by developing countries but also developed countries. Poverty reduction must be a mandatory agenda for the government and it is expected that the role of the community in handling poverty problems is very necessary, especially in providing input and carrying out strategic planning to be used as a development policy. The Rastra Program Policy is part of the National Food Security System, which is implemented in a series of efforts to achieve food independence and sovereignty. Because food is one of human rights and as a strategic commodity that is protected by the 1945 Constitution of the Republic of Indonesia. The Indonesian government gives great priority to the national food security policy. The results of the research are: 1) Implementation of the Rice Program for the Prosperous Society (Rastra). The village / kelurahan government in the proposed list of RTS-PM names must be based on BPS data, however, if there are names of RTS-PM BPS data that are considered not in accordance with the real conditions in the village / kelurahan, village / kelurahan meetings can be conducted to verify the data of the RTS-PM recipient. 2) Evaluation of Rice Program Implementation for the Prosperous Society (Rastra) From the results of the evaluation of the implementation of the prosperous rice program in 3 (three) subdistricts, Ngawi Regency shows that most RTS-PM expect an increase in the number of distribution the literature he received, in order to meet the need for rice food for one month and this program was not only to ease the burden on the RTS-PM family but to encourage the stability of the price of rice on the market, so that society in general did not arise social upheaval. 3) Resistance factors in the program Rastra. a) Factor level of public trust in the Proposal of RTS-PM list. Must recognize that the level of trust in government institutions in Indonesia is not yet in the ideal stage. The public tends to only trust government policies if they are profitable or neutral in the sense that they do not harm their interests.

Keywords: literature, social protection and poverty alleviation

BACKGROUND AND PROBLEMS

Poverty is a problem of human life that has been global and until now is still a global issue. In addition to being latent and actual, poverty is a socio-economic disease of society that is not only experienced by developing countries but also developed countries. Poverty reduction must be a mandatory agenda for the government and it is expected that the role of the community in handling poverty problems is very necessary, especially in providing input and carrying out strategic planning to be used as a development policy. Development is a continuous process and requires a long time. Therefore, a quick output is needed that can be used as an example and reference for the community about the direction of the ongoing development, as well as to increase community motivation and participation. The development of leading sectors is being carried out by the Government, with priority on Food Sovereignty, Energy Sovereignty and Electricity, Maritime and Maritime Affairs, and Tourism and Industry. While the priorities related to Human and Community Development are the development of the Education, Health, Housing and Mental / Character sectors. The 2015-2019 National Medium Term Development Plan (RPJMN) is determined through Presidential Regulation Number 2 of 2015 in support of the implementation of the 3rd, 5th and 7th Nawacita, namely building Indonesia from the periphery by strengthening regions and villages, increasing the quality of human life in Indonesia, as well as realizing economic independence by moving the strategic sector of the domestic economy with a food sovereignty sub-agenda. Increasing food sovereignty as the 7th outline of Nawacita in the 2015-2019 RPJMN emphasizes the need to strengthen food security through increasing staple food production, stability in food prices, ensuring safe and quality food with increasing nutritional value, and increasing the welfare of food businesses. . The objectives and targets of food (Rastra) subsidies are placed on the agenda by the Government. national development so that in the future Rastra will become nutritious food aid. The Coordinating Ministry for Human Development and Culture is responsible for coordinating, synchronizing and controlling the implementation of the Social Protection Program, where the Rastra Program Policy is included. Because philosophically and juridically, the State is responsible for fulfilling basic needs as human rights. Social protection for the poor / poor who have been determined is the population with the lowest 25% income level that gets Rastra. In accordance with the general guidelines of rastra subsidies, the Rastra Program Policy is also part of the National Food Security System, which is implemented in a series of efforts to achieve food independence and

sovereignty. Because food is one of human rights and as a strategic commodity that is protected by the 1945 Constitution of the Republic of Indonesia. The Indonesian government gives great priority to the national food security policy. Indonesia also signs international food-related agreements, namely: Rome Declaration on the World Food Security and World Food Summit 1996, and Sustainable Development Goals (SDGs).

Most Indonesians consume rice as their main food. Thus, rice becomes a very strategic national commodity. National rice instability can lead to turmoil in various aspects of life both social, political and economic. The role of food commodities to the poverty line is far greater than that of non-food commodities such as housing, clothing, education and health. Food commodities that have the most influence on the value of the poverty line are rice. Thus, rice is a very important commodity especially for low-income people. The Rastra Program is an implementation of the Presidential Instruction concerning national rice policy. The President instructed the Minister and the Heads of certain non-Ministry Government Agencies, as well as Governors and Regents / Mayors throughout Indonesia to make efforts to increase farmer income, food security, rural economic development and national economic stability. In particular, the National Logistics Agency is instructed to provide and distribute subsidized rice to low-income groups, whose provision prioritizes the procurement of grain / rice from domestic farmers. The distribution of subsidized rice for low-income groups aims to reduce the burden of spending on the Target Families of Beneficiaries (KPM) in meeting food needs. In addition, it is also to increase access to low-income people in meeting basic food needs as one of their basic rights.

RESEARCH METHODS

1. Achievements and Stages of Research This study uses the method of Participatory Action Research (PAR), according to Agus Afandi (2014) research that actively involves all relevant parties (stakeholders) in assessing ongoing actions (where their own experience is a problem) in order to make changes and improvement to a better direction. So to describe and compile the Rastra program must actively involve research objects and relevant stakeholders and are related to their own experience so that they can make changes and improvements better. For this reason they must reflect on the history, culture, politics, economy, geography and other related contexts. In designing a Rastra program model based on data that was successfully collected, processed and analyzed until the interpretation was made and drawing conclusions, strengthened / supplemented with various other information that was obtained during the research. 2. Location and Object of Research As for the understanding of the object of research according to Sugiyono (2012: 13), is as follows: "The object of research is a scientific goal to obtain data with certain goals and uses about something objective, valid, and reliable about a matter (certain variables)". The location and object of research in the area of Ngawi Regency as an area that represents / reflects the western part of East Java society in terms of the community with traditional and industrial culture, agriculture and plantations. 3. Sample and Research Respondents. Gay and Diehl's (1992) opinion assumes that the more samples taken, the more representative and the results can be derived. But the sample size received will depend on the type of research. Sampling uses a multi stage sampling technique, and the research subjects are Government and society in Ngawi District, East Java, represented by government officials and the community in Kendal District, Gerih District and Kwadungan District, Ngawi Regency. Furthermore, a portion was taken to be used as a sample / research respondents in "purposive sampling". The definition of purposive sampling technique according to Arikunto is the technique of taking samples not based on random, regional or strata, but based on the existence of considerations that focus on specific goals. (Arikunto: 2006). 4. Data Collection Techniques. Data collection techniques are a way of collecting data needed to answer the formulation of research problems. Juliansyah Noor (2011: 138). Data collection techniques used in this study are interviews (interviews), observations (observations), and documents (documentation). Whereas to test the validity of the data is using Triangulation of data sources. For this reason, in checking the validity of the data, it is done by: a. Comparing observational data with data from interviews from several data sources, b. Compare the results of interviews with the contents of a related document. 5. Research Analysis Methods Data analysis methods use interactive models. According to Matthew B. Miles and Michael Huberman in Moleong (2000), explained that in carrying out the analysis process the main components that need to be considered after data collection are: a. Data reduction, namely the process of selecting, simplifying, abstracting and transforming rough data from written records in the field until a complete final report is arranged. b. Presentation of data, which is a set of information arranged so as to give the possibility of drawing conclusions. In presenting this data, it is done after reducing the data that will be used as report material. c. Draw conclusions or verification, namely in the form of the essence of the presentation of data which is the result of the analysis carried out in the study.

RESULTS AND DISCUSSION

1. Rastra 2017 proposing stage. the village / kelurahan government in the context of proposing a list of Target Households Beneficiary (RTS-PM) must be based on the Central Statistics Agency (BPS) data, however, if there are names of RTS-PM BPS data that are considered not in accordance with real conditions in the Village / Village, it can be done Village / Village meetings to verify the data of the RTS-PM recipient. In the Village /

Kelurahan deliberation attended by Village / Kelurahan government officials, community leaders and representatives of RTS which were declared inappropriate. RTS-PM data that can be proposed for changes in the receipt of prosperous rice distribution include: (1) RTS moving outside the village / kelurahan, and (2) RTS who are not eligible as beneficiaries (increased to able households). Whereas the name of the head of the RTS who has passed away and is still considered eligible to receive Rastra is replaced by the household member according to BPS RTS data. The Village / Village Consultation verification result agreement is determined as RTS-PM and included in the DPM-1 signed by the Village / Lurah Head and authorized by the Camat. RTS-PM who have been registered in the List of Beneficiaries -1 (DPM-1) are given a Rastra Card as Household identities who are entitled to receive Rastra. the list of Rastra recipients of RTS-PM often leads to a complex and even triggers conflict between the community and the implementing apparatus at the village / kelurahan level. Meanwhile, the community members who felt that they were more entitled to get turned out were not recorded in the rastra recipient list, causing riots during the reception of Rastra in the village / village. The results of the research in the Three (3) Districts of Ngawi District, showed no significant problems related to the determination of the list of Rastra recipients. This has been anticipated by the implementing apparatus at the sub-district and village / village level respectively to provide a clear understanding to the community that the Rastra recipient list is based on data from BPS, so that the implementing apparatus at the sub-district and village / village level are only executors

2. The 2017 Literature Distribution Preparation Phase In preparation for the distribution of rastra rice in Ngawi District in 2017, the 2017 Nastra Rastra Regency Coordination Team was formed and the Subdistrict Rastra Coordination Team in 2017. While in charge of the Ngawi Regency Rastra program was the Head of Ngawi District, and the person in charge of the Rastra program in the Subdistrict was the Camat, and the person in charge in the village / kelurahan is the village head. The general guidelines for rice subsidies for low-income communities 2017 article (2) regulates the management and organization of rice subsidies for low-income people taken from the district level: the rice subsidy coordination team for low-income communities district; a. The rice subsidy coordination team for low-income sub-districts; b. Implementing the distribution of rice subsidies for low-income people in the village / kelurahan / government level. From the results of the study showed that in order to prepare for the implementation of Rastra in Ngawi Regency, the Ngawi Regency Rastra Technical Guidance was compiled in 2017. Technical guidelines can be used as guidelines in the implementation of Rastra starting from the district level to the village / kelurahan level. The Regent of Ngawi has determined the organizational structure of the Rastra Coordination Team as well as technical guidelines
3. The 2017 Literature Distribution Mechanism. In the distribution of prosperous rice in 2017, there are stages that must be carried out up to the distribution of literature to low-income citizens. The stages in the distribution process are intended to have a clear path and certainty that the distribution of Rastra can be right on target. As for the implementation of Rastra distribution in Ngawi Regency, 2017, beginning with the Regent of Ngawi submitting a Request for Allocation (SPA) to the head of the Regional Bureau of Bulog Regional Division based on the allocation of the Rastra ceiling and the target households of beneficiaries in each District / Village / Kelurahan. Based on the SPA, the Sub Divre issues a rice order / delivery order (SPPB / DO) for each subdistrict / village / kelurahan to the Rastra executor. If there is arrears in the Rice Sales Price (HPB) in the previous period, the SPPB DO issuance for the next period will be suspended until payment is made. But in Kendal in the process of obtaining SPPB DO from Bulog there was no problem, because it had paid off the Rice Sales Price (HPB) in the previous period.
4. Payment Mechanism and Rastra Administration 2017. In payment of the sale price of Rastra rice (HPB) in 2017 from the RTS-PM to the Village / Village Rastra Coordination Team as the Executor of Distribution in cash of Rp. 1,600 / kg net, as well as the Rastra HPB payment to the Rastra Village / Outahan Coordination Team after receiving the Rastra HPB from the RTS-PM. The Rastra HPB money received by the Village / Village Rastra Coordination Team was handed over or deposited directly to the BULOG HPB account through the local Bank.
5. Rastra 2017 monitoring and evaluation. The implementation in monitoring the Rastra Program aims to determine the suitability of the process of implementing the Rastra Program with its plans. Monitoring is carried out by the Central, Provincial, District and District Rastra Coordination Team or other parties appointed as needed. The time for monitoring the Rastra Program is carried out periodically and / or adjusted to the needs. The results of monitoring are discussed in stages in the Central, Provincial, District and District Rastra Coordination Team Meetings in accordance with the scope and weight of the issues to be followed up. While the monitoring activities for the implementation of the rastra program in Ngawi Regency were carried out by the District / District / Village / Village Rastra Coordination Team. The form of monitoring activities is carried out through checking the results of the report administratively, and if found things that are deemed necessary to verify the citizens of low-income communities. From the results of the research in 3 (three) sub-districts, Ngawi Regency showed that: the results of monitoring the implementation of literature did not find things that were deemed inappropriate for the purposes of literature.

6. Resistance factor in the 2017 Rastra program. The conception of public policy at the moment is no longer just what the government will do or does not do, but more broadly, that public policy is an official government decision on something that has an influence on the life of the public or the public itself. In one country, there is no institution other than a bureaucracy that has the authority to regulate the lives of society at large. Its existence is that public policy is always needed because government institutions are basically non-profit institutions that are authorized to regulate human resources proportionally. Rastra policy is one of the government's efforts in overcoming social poverty through social protection / protection programs. Food is one of the strategic commodities for the community, therefore the government has an interest in maintaining price stability so as not to cause social upheaval. The role of food commodities to the poverty line is very large compared to other commodities. Rice is one of the food commodities that affect the poverty line. The Rastra program is a form of government policy to make efforts to increase farmer income, food security, rural economic development and national economic stability. Particularly to the National Logistics Agency to provide and distribute subsidized rice to low-income groups, and food insecurity that provides priority to the procurement of grain / rice from domestic farmers. The distribution of subsidized rice for low-income groups aims to reduce the expenditure burden of the RTS-PM in meeting food needs. In addition, it is also to increase access to low-income people in meeting basic food needs, as one of their basic rights. Given the aspect of the importance of the success of the Rastra program for efforts to maintain food security, it is necessary to support all parties (stakeholders) so that the implementation can run in accordance with the objectives of the policy. However, from various strategic aspects in the stage of carrying out the distribution of literature, it always contains a factor of resistance to the occurrence of errors / irregularities in the distribution of Rastra. From the perspective of public administration, there are at least 3 (three) factors suspected of being the cause:
- a. Factor level of public trust in the Proposal of RTS-PM list. Must recognize that the level of trust in government institutions in Indonesia is not yet in the ideal stage. The public tends to only trust government policies if they are profitable or neutral in the sense that they do not harm their interests. This is due to the public's view that the government is still unable to guarantee the fulfillment of their rights as citizens. Proposing a list of RTS-PM in each village / kelurahan contains potential conflicts, because it is based on data from the Central Statistics Agency which is considered to be less valid which does not reflect the real conditions of the poor.
 - b. Factors of public ignorance of the rastra program policy process. The policy process here means the rational and sociological basis of policy. A good public policy is a policy that comes from real problems in the public. With so many problems, the government must make a priority scale which then becomes a policy agenda (agenda setting). It's just that this process is not well understood by the public due to a non-optimal policy socialization model. Policy socialization is often seen as a temporary job by the bureaucratic institution so that it does not get priority and poverty in the work method creativity, whereas in the context of Indonesian society that is still not evenly distributed in terms of access to information technology, it is necessary to diversify policy socialization methods so as to be able to dismiss the notion that public policy is only for the benefit of the government itself. Most of the target groups, namely the RTS-PM, did not understand the purpose of the Rastra policy, which they understood was the government's assistance in selling cheap rice. As a result, the Rastra program does not show the benefit of the target group (RTS-PM) in general
 - c. The accuracy factor of the RTS-PM in the distribution of Rastra. The target of the benefits of the Rastra program is not right on target, which is to help poor families in meeting the family's food needs, but in reality the list of RTS-PM recorded in the BPS data does not reflect the real situation in the field. To anticipate the potential resistance of Rastra policy, it is necessary to change the policy approach model and even change the literature program model that has been implemented at this time. The point is policy communication by raising public support. Before implementing a literary program with a new model in one budget year, in the previous fiscal year the government must conduct surveys and raise public opinion. This process aims to gain sociological legitimacy on the policy plan that will be carried out by the government. Input from the community which is then processed and the results can be accessed openly. If it turns out that the public response to the new literature model policy plan turns out to be negative, then the government will not hesitate to change the plan and not just be fixated on the existing policy program. The results of this fundraising work are then disseminated to be identified by all levels of society so that it is clear which parties support the policy plan in this case the literary program model that is most suitable for the community. Thus the Indonesian government should allocate its resources so that the new Rastra policy program has been socialized by the target community. It is possible that in practice, government institutions will not be able to work alone, so the government can collaborate with higher education institutions or other credible institutions. Optimization of cooperation with mass media and the use of social media must also be done. This is a policy communication diversification that must be carried out by government officials to truly bring together real public needs with the policy plan. From here the

government will be able to mobilize support for itself so that it can carry out its main tasks and functions effectively. If this is not done, the government will be drained of energy to face policy resistance to its work plan.

CONCLUSION.

From the research findings of the Rastra Program Model in the context of social protection for the Pra Sejahtera community in Kendal, Gerih and Kwadungan Districts of Ngawi Regency for underprivileged families in Ngawi District, at least some of the main research results can be recorded as follows:

1. The implementation of the Rice Program for the Prosperous Society (Rastra). The village / kelurahan government in the proposed list of RTS-PM names must be based on BPS data, however, if there are names of RTS-PM BPS data that are considered not in accordance with the real conditions in the village / kelurahan, village / kelurahan meetings can be conducted to verify the data of the RTS-PM recipient. The results of the research in Three (3) Kabupaten Ngawi sub-districts showed that there were no significant problems related to the determination of the list of Rastra recipients because it was anticipated by the implementing apparatus at the sub-district and village / village level to give a clear understanding to the community members that the list of rastra recipients based on data from BPS, so that the implementing apparatus at the sub-district and village / village level are only the executors and have compiled the Ngawi Regency Rastra Technical Guidelines (Juknis), 2017. 2. Evaluation of Rice Program Implementation for Prosperous Communities (Rastra) From the results of the evaluation of the implementation of the prosperous rice program in 3 (three) sub-districts, Ngawi District showed that most of the RTS-PM expected an increase in the amount of rastra distribution they received, so that they could meet the need for rice food for one month and this program was not only to ease the burden on the family RTS-PM only, but to encourage the stability of rice prices on the market, so that society in general does not arise social upheaval

2. Evaluation of Rice Program Implementation for Prosperous Communities (Rastra)

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3. Resistance factor in the Rastra program.

a. Factor level of public confidence in the Proposed RTS-PM list. Must recognize that the level of trust in government institutions in Indonesia is not yet in the ideal stage. The public tends to only trust government policies if they are profitable or neutral in the sense that they do not harm their interests. This is due to the public's view that the government is still unable to guarantee the fulfillment of their rights as citizens. Proposing a list of RTS-PM in each village / kelurahan contains potential conflicts, because it is based on data from the Central Statistics Agency which is considered to be less valid which does not reflect the real conditions of the poor.

b. Factors of ignorance of the community over the rastra program policy process. The policy process here means the rational and sociological basis of policy. A good public policy is a policy that comes from real problems in the public. With so many problems, the government must make a priority scale which then becomes a policy agenda (agenda setting). It's just that this process is not well understood by the public due to a non-optimal policy socialization model. Most of the target groups, namely the RTS-PM, did not understand the purpose of the Rastra policy, which they understood was the government's assistance in selling cheap rice. As a result, the Rastra program does not show the benefit of the target group (RTS-PM) in general.

c. The accuracy factor of the RTS-PM in the distribution of Rastra. The target of the benefits of the Rastra program is not right on target, which is to help poor families in meeting the family's food needs, but in reality the list of RTS-PM recorded in the BPS data does not reflect the real situation in the field.

d. Based on the results of this study, we provide a policy model of the Non-Food Cash Transfer program in place of the Rasta program in Ngawi District.

MODEL KEBIJAKAN PROGRAM BPNT PENGGANTI RASTRA



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