The Effectiveness of the Prosperous Rice Social Assistance Implementation Program (Bansos Rastra) on Food Security in Tanjung Pura District, Langkat Regency.

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Abstract: *Food security is the availability of food and the ability of a person to access it. A household is said to have food security if the occupants are not in a state of hunger or are haunted by the threat of hunger. The Rastra Social Assistance Program is part of the National Food Security system, which is carried out in a series of efforts to achieve food independence and sovereignty. The Indonesian government gives great priority to national food security policies, this is because the majority of Indonesia's population consumes rice as the main food so that rice is a very strategic national commodity, the goals and objectives of this program are to reduce expenditure burdens and be able to meet some of the basic needs food for the poor. Tanjung Pura District with a population of 68,464 people and a population of Langkat Regency reached 1,028,309 million people in 2017 and 6,863 families receiving the benefits of Social Assistance Rastra. This analysis uses descriptive qualitative data with survey data types. Then a sample of 44 participants received Rastra Social Assistance was taken. The sampling technique in this study used incidental sampling techniques. Based on the results of research conducted in Tanjung Pura District, the Social Assistance Rastra program aimed at the poor has been effective in helping to reduce the expenditure burden on beneficiary families and increasing family food security.*

Keywords: *Welfare Rice Social Assistance (Bansos Rastra), Food Security*

Introduction

Poverty is essentially a classic problem that has existed since humanity existed. Until now there has not been found a formulation or formula for handling poverty that is considered the most accurate and perfect (Sifari, 2014: 11). The problem of poverty is a social problem that is always relevant to be studied continuously.

Poverty is a complex and multidimensional problem related to social, economic, cultural and other aspects. The problem of poverty generally occurs in developing countries, including Indonesia. With the problem of poverty, development in a country will be hampered so that the goals and ideals of a country are not implemented properly. The Ministry of Social Affairs of the Republic of Indonesia in 2017 stated that the biggest problem of poverty occurred in rural areas. The further and more remote the location of a village from the city, the more difficult it will be for the villagers to obtain goods at low prices. Meanwhile, the economic resources in that area are also very limited. This causes the level of welfare in rural or outskirt areas to not increase (Sumariyah, 2017).

One indicator of poverty according to the BPS is only consuming meat, milk or chicken once a week and only being able to eat once or twice a day, in other words one of the indicators of poverty according to the BPS is food shortages.

The 2012 BPS set a poverty line based on data on consumption and expenditure of food and non-food commodities and the amount of rupiah spent per capita per month to meet minimum food needs using a benchmark of 2,100 calories per day. Selected food commodities consist of 52 types, while non-food commodities consist of 27 types for cities and 26 types for villages. The poverty line that has been set by BPS has changed from year to year. According to the Indonesian Nutritoin Network (INN) in 2009, it was Rp. 96,956 for urban areas and Rp. 72,780 for rural areas. Then the Minister of Social Affairs said that based on the BPS indicator, the poverty line he applied was for families with an income below Rp. 150,000 per month. Even Bappenas, which also refers to BPS indicators in 2005, states that the poverty line for families is those with an income below Rp. 180,000 per month.

The number of poor people in Indonesia is increasing from year to year, this proves that there are still many poor people who need assistance from the government.
The Raskin program has now changed its name to Rastra (prosperous rice) in August 2015. Social Welfare Assistance (Bansos Rastra) is the same program as Raskin, only the name for the program and distribution of rice is different. Bansos Rastra is food assistance in the form of rice provided by the government to be distributed monthly to Beneficiary Families (KPM) without being subject to redemption fees/prices. The distributed rice is 10 kg of medium quality rice.

The rastra program is a poverty alleviation program that aims to help the poor and food insecure so that they can get rice for their household needs and can help ease the burden on the poor. This program is carried out under the responsibility of the Ministry of Home Affairs and Perum BULOG in accordance with the SKB (Joint Decree) of the Minister of Home Affairs with the Main Director of Perum BULOG Number: 25 of 2003 and Number: PKK-12/07/2003, involving related agencies, the Government area and society.

The target in this Rastra program is people whose per capita income is still below the average so that it is difficult to support their daily life, this means that not all people in Indonesia are entitled to get rice assistance through this Rastra program, but so far many Rastra programs unfavorable attention by the public due to growing news about the poor management of this program, both technically and non-technically.

There are several factors that cause the targeting of this program to be inaccurate, one of which is that the existing data in a sub-district or kelurahan has not been updated or has not been verified again so that it is not accurate with the current state of the community, for example people who are prosperous but still receive assistance through the Rastra program, and vice versa. people who are truly in the poor category but do not get Rastra assistance. He also said the lack of socialization carried out by the Social Service was related to the implementation of Rastra Bansos. He also added that there were residents who were entitled to the Social Assistance but were not registered in the beneficiary's family, because the beneficiary's family was decided directly through the Social Service. (Pre-writing interview with the Head of Teluk Bakung Village on 19 December 2018).

As experienced by an informant who is one of the residents in Teluk Bakung Village, Tanjung Pura District with a large number of families, he feels that Rastra, which is only 10 kg per month, cannot fulfill his basic needs in one month. (Pre-writing interview with the informant) on December 6, 2018).

In accordance with law no. 7 of 1996, concerning food, Government Regulation no. 68 of 2002 concerning Food Security and Government Regulation No. 7 of 2005 concerning the 2004-2009 National Medium-Term Development Plan (RPJM), and continued Presidential Regulation

No. 5 of 2010 concerning the 2010-2014 National Medium-Term Development Plan (RPJM), It was stated that one of the national development agendas is to improve people's welfare.

Food is a basic need and a strategic commodity in human life to maintain a healthy and productive life. However, in reality not everyone can fulfill their food needs due to several reasons so that they experience hunger and face food insecurity conditions.

Efforts to meet food needs involve many actors, namely the government, the community, and the private sector. The involvement of the community and the private sector as government partners reflects a process of sustainable development.

Food security according to Law No. 7 of 1996 is defined as a condition of fulfilling food for households which is reflected in the availability of sufficient food both in quantity and quality, safe, equitable and affordable. From this understanding it can be seen that food security requires the fulfillment of two sides simultaneously, namely availability and consumption.

The number of poor people in North Sumatra province based on Central Statistics Data for 2015 is 1,508,100 people. In 2016 it decreased to 1,455,900 people. Langkat Regency as one of the regencies in North Sumatra also faces the same problem, namely the problem of poverty.

Based on data from the Central Bureau of Statistics (BPS) for Langkat Regency in 2016, the number of poor people in Langkat Regency varied from 2014 to 2017 until it increased in 2015.

Poverty according to the National Family Planning Coordinating Board or BKKBN (2003) is a condition where a person is unable to maintain himself with the standard of living he has and is also unable to utilize his energy, mental and physical to meet his needs. Poor or less prosperous in the sense of Prosperous Family Development is determined by the following family conditions:

1. Pre-prosperous, are families who have not been able to meet their basic needs at a minimum, such as spiritual needs, food, clothing, shelter, health and family planning.
2. Prosperous family I, is a family that has been able to meet their basic needs at a minimum, but has not been able to meet social and psychological needs such as educational needs, interaction within the family, interaction with the living environment and transportation.

There are several factors that cause families to fall into the category of Pre-Prosperous Families and Prosperous Families I, namely:

1. Internal factors, which include: (a) illness (b) stupidity (c) ignorance (d) unskilled (e) technological backwardness and (f) lack of capital.
2. External factors, which include:
   a. Socio-economic structure that hinders opportunities to do business and increase income.
   b. Values and cultural elements that do not support efforts to improve family quality.
   c. Lack of access to be able to take advantage of development facilities.

Tanjung Pura District is one of the Districts in Langkat Regency, North Sumatra, with an area of 17,961 Ha (179.61 Km2) and a population of 68,464 people. Based on the available data, the researcher chose Tanjung Pura District as the research location because Tanjung Pura is the largest recipient of Rasta among other Districts in Langkat Regency.

Distribution of rice for the poor in Langkat Regency, North Sumatra was intended for 82,052 targeted households in 21 sub-districts, namely Bahorok 3,454 RTS, Sirapit 1,534 RTS, Salapian 2,076 RTS, Kutambaru 793 RTS, Sei Bingei 2,882 RTS, Kuala 2,280 RTS, Completed

5,206 RTS, Binjai 2,066 RTS, Stabat 5,968 RTS, Wampu 2,861 RTS, Batang Serangan 1,979 RTS, Sawit Seberang 1,515 RTS, while Secanggang sub-district 6,806 RTS, Tanjung Pura 6,863 RTS, Gebang 4,459 RTS, Babalan 5,892 RTS, Sei Lepan 1,169 RTS, Brandan Barat 2,762 RTS, Besitang 5,059 RTS, Pangkalan Susu 3,676 RTS, and Pematang Jaya 1,443 RTS. From the data above it is clear that the largest area receiving this Rastra was Tanjung Pura sub-district 6,863 Target Households (RTS).

Literature Review

Poverty is defined as a condition in which a person is unable to maintain himself according to the standard of living of the group and is also unable to utilize his mental and physical energy in the group. Poverty is the inability of individuals to meet the minimum basic needs for a decent life. Poverty is a condition that is below the value of the standard line of minimum needs, both for food, which is called the poverty line or poverty threshold.

According to Oscar Lewis, poverty arises as a result of the values or culture shared by poor people, such as: being lazy, easily giving up on fate, lacking a work ethic and so on. External factors come from outside the ability of the person concerned, such as: bureaucracy or official regulations that can hinder someone from utilizing resources.

Freidman (in Usman, 2006: 43) defines poverty as inequality of opportunity to accumulate a social power base. The basis of social power is not limited only to (1) productive capital or assets (eg socio-political organizations that can be used to achieve common interests, political parties, syndications, cooperatives and others), but also to (2) net work or social networks to obtain jobs, goods and others, (3) adequate knowledge and skills, and (4) useful information to advance their lives.

Poverty can be interpreted as a deprived situation that occurs not because the poor want it, but because it cannot be avoided with the power that is in it. Thus alleviating the poor requires outside assistance and the poor themselves. The poor are not people who have nothing, but people who have something but little. The National Development Planning Agency or Bappenas (2003) explains that poverty is a situation of deprivation that occurs not because the poor want it, but because it cannot be avoided with the power that is in it.

The simple definition of poverty is always associated with low income and a lack of fulfillment of basic needs as revealed by Tadjudin Noer Effendi that: the poverty of a group of people related to income and needs, estimated needs only refer to the minimum basic needs for a decent life. If a person's or family's income is not minimum, then that person and family can be categorized as poor (Tadjudin Noer Effendi, 1995: 202)

Poverty is a term that states the absence of enjoyment of life and the supply of needs that are not comparable. This term is defined as a vanishing point for maintaining physical efficiency. Or an economic situation where the opportunities or opportunities that the group has in accessing development resources are limited. To overcome the problem of poverty in a country, it is necessary to understand the meaning of poverty. Therefore, BPS sets poverty standards, including:

1. Not poor, are those who have expenses per person per month > Rp. 350,610.
2. Almost not poor, spending per month per person between RP. 280,488- Rp. 350,610.
3. Nearly poor, spending per month per person Rp. 233,740 - Rp. 280,488.
4. Poor, spending per person per month < Rp. 233,740.
5. Very poor expenditure per person per month is not known with certainty.

The poverty criteria then show that the number of poor families in Indonesia is still quite large with the distribution of poverty rates among rural residents greater than that of urban residents. The large number of children in a family and the low level of education and health are some of the factors that cause poverty in rural areas. Poverty is an urgent national problem and requires steps to be handled and a systematic approach (Adrianus Meliala, The Problem of Poverty and Crime and Public Policy Responses in Order to Overcome It (Edition 8, Journal of Public Policy Dialogue, December 2012).

Causes of Poverty

According to Ginanjar Kartasasmita (Ginanjar Kartasasmita, 1997: 15) there are at least four things that cause poverty.

1. Low Level of Education. The low level of education results in limited self-development abilities and causes narrow employment opportunities. The low level of education also limits the ability to seek and take advantage of opportunities.
2. Low Degree of Health. The low level of health and nutrition causes low physical strength, thinking power and initiative.
3. Limited Employment. The situation of poverty due to educational and health conditions is exacerbated by limited employment opportunities. As long as there are jobs or business activities, during that time there is hope to break the poverty chain.
4. Isolated Conditions. Many poor people are economically powerless or cannot be reached by the education, health and progress movement services enjoyed by other communities.

The four causes described above indicate a cycle of poverty. Poor households generally have low education and are centered in rural areas. Because they have low education, their productivity is also low, so that the compensation received is not sufficient to meet the minimum needs, including food, clothing, health, housing and education needed to be able to live and work. As a result, poor households produce poor families in their next generation.

Dr. Mustafa Husni As Siba'i argues that poverty is caused by the following:

1. Laziness or carelessness.
2. Disability to work and loss of conditions for work.

Basically there are two causes of poverty, namely: first, the causes are caused by individuals, in this case the individual does not have the ability and expertise to be creative which is based on low education so that the individual cannot be creative. Second, the causes are caused by the existing structural lines. The poor have limited access and opportunities because of discrimination.

Poverty Indicators

The low level of income and family economic income or so-called poor families can be seen from several indicators, according to BPS (2008) poverty indicators consist of:

1. Impermanent home
2. The narrow area of land occupied
3. Poor health quality
4. Unhealthy family environment
5. The quality of food/calories consumed is inadequate from a health standpoint
6. Drinking water facilities

7. Toilet/WC facilities
8. family assets
9. Residential land status (Sjafri, 2014: 4-5)

In line with the difficulty of implementing minimum needs, it is also difficult to define poverty criteria explicitly. If studied in depth, various poverty indicators are generated through three approaches, namely:

1. Revenue Approach

The income approach is believed to be able to produce representative formulations of poverty indicators because they can influence whether a person is able or unable to live a decent life. Sajogyo argued that poverty indicators should not be measured in currency, but in terms of rice

For rural communities, indicators of poverty according to income in terms of rice are:

a) Poor : 320 Kg
b) Very Poor: 240 Kg
c) The Poorest: 180 Kg

Meanwhile, for urban communities, the indicator of poverty according to income in terms of rice is

a) Poor : 480 Kg
b) Very Poor: 360 Kg
c) The Poorest: 270 Kg

2. Consumption Block

BPS tries to formulate indicators of poverty in the form of consumption. This agency stipulates that humans will only live properly if they consume food and drinks with a minimum content of 2100 calories per capita per day. So that a person is said to be poor if the money spent to meet consumption is less than 2100 calories per capita per day.

3. Multi Aspect Approach

The UN stipulates 12 types of components that must be used as a basis for estimating human needs through the UN report I entitled *Report On International Defination and Measurement of Standards and Levels of Living* which includes:

1. Health, including demographic conditions
2. Food and nutrition
3. Education, including literacy and skills
4. working conditions
5. Job opportunity situation
6. Consumption and the governance of aggregative relations
7. freight
8. Housing, including housing facilities
9. Clothing

10. Recreation and entertainment
11. Social Security
12. Human freedom (Siagian, 2012: 74)

The main indicators according to BAPPENAS can be seen from:

1. Lack of food, clothing and inadequate housing
2. Limited ownership of land and productive tools
3. Lack of reading and writing skills
4. Lack of guarantees and welfare of life
5. Vulnerability and downturn in the social and economic fields
6. Powerlessness or low bargaining power
7. Limited access to knowledge

According to the World Bank, poverty indicators are:

1. Limited land and capital ownership
2. Limited facilities and infrastructure needed
3. Differences in opportunity among members of society
4. Differences in human resources and economic sectors
5. Low productivity
6. Bad living culture
7. Bad governance
8. And excessive management of natural resources

Theory of Economic Development

In general, development is a process of change planned to improve aspects of people's lives. While economic development is broadly defined as development that occurs through a multidimensional process in which there are various kinds of variables from major changes which occur in a social structure, attitudes of the people, various kinds of national institutions and also the acceleration of economic growth, as well as the reduction and inequality, and the last is the elimination of absolute poverty (Todaro, 2000). The development process that occurs in society has several objectives, namely increasing the availability and expanding the distribution of various necessities of life, increasing living standards, and expanding economic and social choices for each individual and the nation as a whole in Todaro and Smith, (2006).

The experience of development in the 1950s and 1960s, when developing countries achieved their economic growth targets but the standard of living of most people generally remained unchanged, showed that something was very wrong with the notion of development. In short, during the 1970s, economic development began to be redefined in terms of efforts to reduce or eliminate poverty, inequality and unemployment in the context of an increasingly developing economy (Todaro & Smith, 2011)

Development has a concept through a process that improves the quality of life and human capabilities by raising living standards, self-esteem and individual freedom in Todaro. Therefore, development must be seen as a multidimensional process that involves fundamental changes in social structure, societal attitudes, and national institutions as well as accelerating growth, reducing inequality, and alleviating poverty. Development efforts are also to change living conditions from those that are seen as unsatisfactory to be physically and mentally better (Todaro & Smith, economic development, 2011).

Economic development in the past has generally been viewed in terms of planned changes in the structure of production and employment. In this process, the role of the agricultural sector will decrease to provide opportunities for the emergence and development of the manufacturing and service sectors. Therefore, development strategies tend to focus on the rapid process of industrialization, which is often detrimental to agricultural and rural development (Todaro & Smith, 2011)

Todaro in (Arsyad 1999:5) also said that the success of an economic development is indicated by 3 main values. These core values include: 1) the development of the community's ability to meet their basic needs (basic needs) 2) the increased sense of self-esteem (self-esteem) of society as human beings; and 3) increasing the ability of the people to choose (freedom from servitude) which is one of the human rights.

can conclude that development is a physical reality as well as a mental state of a society, through a certain combination of processes, social, economic and institutions that have a way to create a better life. Whatever the components included in a better life, development in all societies must at least have a goal (Todaro & Smith, economic development, 2011).

One of the negative impacts of these structural changes is the increasing flow of urbanization which will hinder the process of equal distribution of development results, where income increases will only occur in urban areas. Meanwhile, in the rural sector where workers have been left behind, growth will slow down, which will further widen the gap between villages and cities. Structural transformation will only work well if it is accompanied by equal distribution of learning opportunities, a reduction in the rate of population growth, and a reduction in the degree of economic dualism between villages and cities. If this is fulfilled, the process of structural transformation will be followed by an increase in income and income distribution that occurs simultaneously. (Todaro & Smith, 2011)

According to Adam Smith, there are two main aspects of economic growth, namely total output growth and population growth. In total output growth, there are three main elements of a country's production system, namely available natural resources, human resources and existing stocks of capital goods. According to Adam Smith, available natural resources are the most basic container of a society's production activities. If one day all of these natural resources have been used in full then output growth will also stop. Meanwhile, human resources have a passive role in the process of output growth and capital stock is an element of production that actively determines the level of output. Meanwhile on growth population, the population will increase if the prevailing wage rate is higher than the subsistence wage rate, that is, the level of meager wages for living.

Economic development is a process which means changes that occur continuously, efforts to increase per capita income, increase in per capita income must continue in the long term and finally improve the institutional system in all fields (eg economic, political, legal, social and cultural). This system can be viewed from two aspects, namely: aspects of improvement in the field of organization (institutions) and improvements in the field of regulations, both formal and informal. In this case, it means that economic development is an active action effort that must be carried out by a country in order to increase per capita income. Thus, the participation of the community, government, and all elements in a country is needed to actively participate in the development process (Lincolin Arsyad, Development Economics)

In economic development, supporting factors are needed so that the development process can run in accordance with development goals, one of the main factors in economic development is the formation or accumulation of capital. Mode formation includes both material capital and human capital. There are various opinions, that in economic development what is only needed is material capital, but there are also those who argue that human capital is also needed in economic development. With the formation of capital, it is hoped that the main goals of development will be created (Jhingan, 2010).

A. Classical Economic Development Theory

The classical school emerged at the end of the 18th century and the beginning of the 19th century, namely during the industrial revolution which was the beginning of economic development. At that time the flow of the economy that was developing was a liberal system and according to the classical flow of liberal economics it was caused by advances in technology and an increase in population. Technological progress depends on the growth of capital.
The speed of growth of capital depends on the high or low level of profit, while this rate of profit depends on natural resources. The classical school also experienced development from several observers of the classical school, including Adam Smith, David Ricardo, and Thomas Robert Malthus.

1. The theory of Adam Smith

Adam Smith believed in the application of natural law in economic matters. He considers that everyone is a judge who knows his own interests best who is free to pursue his interests for his own benefit. Everyone if left free will try to maximize his own welfare, therefore if everyone is left free will maximize their welfare in the aggregate. Smith was fundamentally against government interference in industry and commerce.
Adam Smith is the most prominent classical economist. His very famous book entitled An Inquiry into the Nature and Cause of the Wealth of Nations was published in 1776. He believed in the enactment of "the doctrine of natural law" in economic matters. He considers that everyone knows their own interests best so that everyone should be freed to pursue their own interests for their own benefit. He adheres to the ideology of free trade and advocates of free market policies. The perfect competition market is an automatic balance-creating mechanism that will create maximization of economic welfare. According to him there are three main elements of a production system, these elements are:

1. available natural resources
2. population
3. stock of capital goods

The amount of natural resources is the maximum limit for economic growth. This means that if natural resources have not been used fully, the population and existing capital stock play a role in output growth. But output growth stops when all natural resources are fully used. While human resources have a passive role in the output growth process. The amount of wages tends to be the same as the minimum necessities of life. If one day the wage rate is above the minimum requirement level, the workforce will increase, competition in looking for work will be sharper, this will push wages down again to a wage level that is equal to the level of minimum requirement. This will lead to a reduction in the labor force while competition among capitalists for workers will tend to increase wages.

The capital stock is an element of production that actively determines the level of output, while the amount and growth of output depend on the growth of the capital stock. Capital accumulation must be done before the division of labor. Capital accumulation is an absolute requirement for economic development. Capital accumulation is carried out by setting aside

income/savings. Almost all of the savings are obtained from investing or renting land so that only capitalists and landlords are able to save while the working group is unable to save.
The division of labor is the starting point of Adam Smith's theory of economic growth, which increases the productivity of the workforce. He attributed the increase to increased job skills; saving time in producing goods; the invention of a machine that saves a lot of energy. The last cause is not from labor but from capital.

Capital Accumulation Process. Smith emphasized that the accumulation of capital must be done first rather than the division of labor. Smith considers capital accumulation as an absolute condition for economic development; thus the problem of economic development broadly is the ability of humans to save more and invest more. Thus the level of investment will be determined by the level of savings and fully invested savings.

Agents of Growth, according to him farmers, producers and entrepreneurs, are agents of progress and economic growth. The functions of the three agents are closely interrelated. For Smith agricultural development led to an increase in construction and commercial work. When there is an agricultural surplus as a result of economic development, the demand for trade services and manufactured goods also increases; these would all lead to the advancement of commerce and the establishment of the manufacturing industry. On the other hand, the development of this sector will increase agricultural production if farmers use sophisticated technology. So the accumulation of capital and economic development occurs because of the emergence of farmers, producers and entrepreneurs.

According to Smith, this growth process is cumulative (clumping). When prosperity arises as a result of progress in agriculture, manufacturing, and commerce, it will lead to the accumulation of capital, technical progress, increase in products, expansion of markets, division of labor, and continuous increase. On the other hand, increased productivity will cause wages to rise and capital accumulation. However, because natural resources are limited, profits will decrease due to the law of diminishing returns. It is at this level that development stalls.

2. The theory of David Ricardo

According to David Ricardo, in an economic society there are three groups of people, namely the capital class, the labor class and the landlord class. The capital group is the group that leads production and plays an important role because they always seek profit and reinvest their income in the form of capital accumulation which results in an increase in national income. The labor group is the largest group in society, but is very dependent on capital. The landlord group is a group that thinks only of renting from the capitalist group for the land area that is leased. David Ricardo said that if the population continues to increase and capital accumulation continues to occur, then the fertile land will become less in number or more scarce. As a result, the additional law of diminishing returns also applies.

3. Schumpeterian theory

According to Schumpeter, economic development is a spontaneous and discontinuous change in circular flow channels, namely a disturbance of the balance which always changes and replaces the state of the balance that existed before (Jhingan, 2010). Broadly speaking economic development is the human ability to save more and invest more (Jhingan, 2010).
The meaning of economic development according to Schumpeter assumes the existence of a perfectly competitive economy that is in steady balance. In this stable balance, there is a balance of perfect competition. This balance is marked by what Schumpeter termed "circular currents" which always repeat themselves in the same way from year to year. In other words, all economic

activities are always repeated in an endless flow of economics. According to Schumpeter, a circular flow is a flowing stream of life from the sources of labor and agricultural land that flows continuously, and this flow flows in each economic period into the reservoir which we call income, to be diverted into the satisfaction of desires. (Jhingan) , 2010).

Schumpeter described this process of capitalist development as creatively destructive, in which the old economic structure of society is constantly being torn down and new structures being built on top of it. In short, the entrepreneur is the main key figure in Schumpeter's analysis. They produce economic development in a spontaneous and disjointed way. And cyclical movement is the cost of economic development under capitalism, a constant feature of its dynamic course. The application of Schumpeter's theory to underdeveloped countries is limited such as different socio-economic settings, lack of entrepreneurship, cannot be applied to socialist countries, cannot be applied to mixed economies, what is needed is institutional change and not innovation, ignoring consumption, savings, external influences, growth. and residents. Nevertheless, Schumpeter's theory underlines the importance of inflationary financing and innovation as the main factors in economic development (Jhingan, 2010).

4. Arthur Lewis Theory

Arthur Lewis' development theory basically discusses the development process that occurs between urban and rural areas, which includes the urbanization process that occurs between the two places. This theory also discusses investment patterns that occur in the modern sector and also the wage setting system that applies in the modern sector, which will ultimately have a major influence on existing urbanization flows. Lewis assumes that a country's economy will basically be divided into two, namely:

1. Traditional Economy

Lewis's theory assumes that in rural areas with their traditional economy there is a surplus of labor. This surplus is closely related to the main basis of the economy which is assumed to be in the traditional economy, namely that the level of living of the people is in a subsistence condition as a result of the economy being subsistence as well. This is indicated by the value of the marginal product of labor is zero. This means that the production function in the agricultural sector has arrived at the level of the law of diminishing returns. This condition shows that

the addition of labor variable inputs that are too large. In this kind of economy, the share of all jobs in the output produced is the same. Thus, the value of real wages is determined by the average value of the marginal product and not by the marginal product of labor itself.

2. Industrial Economy

This economy is located in urban areas, where the sector that plays an important role is the industrial sector. The hallmark of this economy is the high level of productivity of the inputs used, including labor. This shows that the value of the marginal product, especially labor, is positive. Thus, the economy in urban areas will be a destination for the

Workers who come from rural areas, because the value of the marginal product of labor is positive, indicates that the production function is not yet at the optimal level that may be achieved. If this happens, it means that adding labor to the existing production system will increase the output produced. So the industry in urban areas still provides jobs, and this will be fulfilled by rural communities through urbanization. Lewis also assumes that the urban wage rate is 30% higher than the rural wage rate which is relatively subsistence and the wage rate tends to be constant, so that the labor supply curve will be horizontal. The difference in wages will clearly add to the attractiveness of urbanization.

The difference in workforce from rural to urban areas and the growth of workers in the modern sector will be able to increase the output expansion produced in the modern sector. The acceleration of output expansion is largely determined by expansion in the industrial sector and capital accumulation in the modern sector. Accumulation of capital which will later be used for investment will only occur if there is access to profits in the modern sector, assuming that the owners of capital will reinvest existing capital into the industry (Jhingan, 2010).
Some limitations of Lewis's theory

1. Not all underdeveloped countries have an unlimited supply of labour
2. The wage rate in the capitalist sector is not constant whereas in reality the wage rate in the industrial sector in underdeveloped countries continues to rise all the time even though there is open unemployment in the rural sector.
3. Skilled labor is not a temporary difficulty
4. The multiplication process does not take place in underdeveloped countries because the process of capital formation stops before the entire surplus labor is absorbed.
5. Ignoring total demand because the assumption is that the subsistence sector consumes very little.
6. Labor mobility is not easy.

5. The theory of Hollis B. Chenery

Hollis B. Chenery's analysis of the Pattern of Development theory focuses on structural changes in the stages of the process of changing the economy, industry and institutional structure of developing country economies, which are undergoing a transformation from traditional agriculture to the industrial sector as the main engine of economic growth. Research conducted by Hollis B. Chenery on the transformation of the production structure shows that in line with an increase in per capita income, a country's economy will shift from relying on the agricultural sector to the industrial sector. The increasing role of the industrial sector in the economy is in line with the increase in per capita income that occurs in a country, which is closely related to capital accumulation and an increase in human capital (Todaro & Smith, 2011).

From the workforce side, there will be a shift of labor from the agricultural sector to the industrial sector, although this shift is still lagging behind compared to the process of structural change itself. With the existence of this lag, the agricultural sector will play an important role in increasing the supply of labor, both at the beginning to the end of the structural transformation process. Productivity in the low agricultural sector will gradually begin to increase, and have the same productivity as workers in the industrial sector during the transition period. Thus, labor productivity in the economy as a whole will increase. (Todaro & Smith, 2011)

B. Neo-Classical Economic Growth Theory

This theory developed in the mid-1950s. His analysis of economic growth is based on the views of classical economists. This theory refutes the Keynesian Theory which states that economic growth lies in the level of expenditure (consumption) of society. According to this theory, growth lies in the supply of factors of production and production levels. The higher the level of economic resources and technology, the higher the economic growth. Here are some explanations about the neoclassical development paradigm. The neo-classical opinion regarding economic development can be summarized as follows,

The accumulation of capital is an important factor in economic development. According to the neo-classical, the interest rate and income level determine the high level of savings. At a certain level, the interest rate determines the high level of investment.

1. Development is a gradual process. Development is a gradual and continuous process.
2. Development is a harmonious and cumulative process. The development process includes all the factors involved that grow together. For example, the available means of production will have a high level of productivity if the human resource factor also supports it.
3. The neo-classical school is optimistic about developments. The previous school (classical) said that economic growth was hampered due to limited natural resources, while the neo-classical school believed that humans were able to overcome these limitations.
4. There is an international aspect to this development. With a broad market, it allows maximum production so that productivity increases.
5. According to neoclassical theory, the state is the main unit of analysis, this emphasis implicitly expresses a neo-classical view of history that is linear and an assumption that countries can advance on their own and develop from underdeveloped or underdeveloped conditions to become progressive.

The key principles of the neoclassical view of development are maximizing profits for individual consumers and producers, the mutual benefits that can be derived from national and international trade, and the achievement of economic and social progress by pursuing self-enlightened interests. In reality, the expected benefits are seldom met and the principles themselves have little bearing on, or do not correspond to, economic or social realities. This also happens in developed countries, even more so in less developed countries. When several new countries gained their freedom (independence), development in the economic field needed to be carried out in order to realize the welfare of their people. Various methods, approaches and actions have been taken in terms of development policies and priorities solely for the welfare of the entire community.

C. Keynes

Keynesian economics is the name of an economic theory taken from John Maynard Keynes, a British economist who lived between 1883 and 1946. He is known as the first person who was able to explain simply the causes of the Great Depression. His economic theory is based on the money flow cycle hypothesis, which refers to the idea that an increase in spending (consumption) in an economy will increase income which will then lead to further increases in spending and income. Keynesian theory spawned many economic policy interventions during the Great Depression era.

In Keynesian theory, consumption by one person in the economy will become income for other people in the same economy. So that when someone spends his money, he helps increase the income of others. This cycle continues and keeps the economy running normally. When the Great Depression hit, people naturally reacted by holding back spending and tending to hoard their money. This is based on Keynesian Theory will result in the cessation of the money circulation cycle and further paralyze the economy.

The Keynesian solution to breaking through this economic barrier was the intervention of the public sector and government. He argued that the government should intervene in increasing public spending, either by increasing the supply of money or by purchasing goods and services by the government itself. During the Great Depression, however, this was an unpopular solution. However, the government's defense spending announced by President Franklin Delano Roosevelt helped the US economy recover.

The Keynesian Economic School advocated that the public sector intervene in improving the economy in general, where this opinion was contrary to the popular economic thinking at that time – laissez-faire capitalism (theory of capitalism). Pure capitalism is a theory that opposes the interference of the public sector and government in the economy. This theory believes that a free market will reach its own balance. Keynes argued that in the economy, the private sector is not fully given the power to manage the economy, because in general, as socialist thinkers say, the private sector's main aim is to seek profit for itself and if this is allowed, the economy will not be conducive as a whole. . Therefore, in order to ensure that private activities are on the right track, there must be an authority that controls and regulates the economy. That authority, of course, is the government.

Keynesian theory criticizes government policies that encourage saving and discourage consumption. Keynes also advocated a controlled distribution of wealth when necessary. Keynesian theory then concluded that there were pragmatic reasons for the distribution of wealth: if poorer segments of society were given some money, they would tend to spend it rather than save it; which in turn stimulates economic growth. The main idea of Keynesian theory is the "Role of Government" which was previously forbidden in Classical Economic Theory. John Meynard Keynes explained his economic theory in his book entitled "The General Theory Of Employment, Interest And Money". The creation of this model was left to followers such as Harrold Domar, Joan Robinson and others who fully utilized Keynes' tools to create models of economic growth. Keynesian theory cannot be applied to every socio-economic setting. It applies only to advanced democratic capitalist economies. As Schumpeter wrote, "Keynes's practical teaching is that a seed cannot be transferred to foreign lands, it will die there and even become poisonous before it dies. But in British soil, this plant thrives and promises fruit and shade. Likewise with other suggestions that have been put forward by Keynes. (Jhingan, M.L, 2010)

Government Expenditure Theory

State expenditures are government expenditures related to expenditures to finance programs where these expenditures are proposed to achieve the welfare of society as a whole. The central instrument of expenditure policy is the budget. In discussing the main causes of expenditure growth, a distinction must be made between spending on goods and services, and spending on transfers, because there are somewhat different factors (Musgrave & B Musgrave, 1993). The APBN is an instrument for regulating state expenditure and income in order to finance the implementation of government and development activities, achieve economic growth, increase national income, achieve economic stability, and determine the direction and priorities of development in general.

The APBN has the functions of authorization, planning, supervision, allocation, distribution and stabilization. All revenues that become rights and expenditures that become obligations of the state in a fiscal year must be included in the APBN. Surplus state revenues can be used to finance state expenditures for the following fiscal year. Although it makes a smaller contribution to total budget revenue, the amount increases significantly every year, while the funds received are allocated for the welfare of the Indonesian people.

Government spending reflects government policy. If the government has established a policy to buy goods and services, government spending reflects the costs that must be incurred by the government to implement the policy. Theories regarding government spending can also be grouped into 2 parts, namely macro theory and micro theory. (Boediono, 1999)

Government spending in real terms can be used as an indicator of the size of government activities financed by government spending. The bigger and more government activities, the greater the government expenditure concerned. In macroeconomic theory, government spending consists of three main posts which can be classified as follows: (Boediono, 1999)

1. Government spending on the purchase of goods and services.
2. Government spending on employee salaries. Changes in employee salaries have an influence on macroeconomic processes, where changes in employee salaries will affect the level of demand indirectly.
3. Government spending for transfer payments.

Transfer payments are not purchases of goods or services by the government on the goods market, but record payments or direct gifts to citizens, which include, for example, payment of subsidies or direct assistance to various groups of people, pension payments, interest payments for government loans to the public. Economically, transfer payments have the same status and influence as employee salary posts, although administratively the two are different. The State Expenditure Theory is as follows

1. Theory of Adolf Wagner

Adolf Wagner stated that government spending and government activities are increasing over time. This tendency by Wagner called the law is always increasing the role of government. The core of his theory is the increasing role of government in the activities and economic life of society as a whole. Wagner stated that in an economy when per capita income increases, government spending will also increase relatively, mainly because the government has to regulate relations that arise in society, law, education, recreation, culture and so on. In connection with Wagner's law, it can be seen that there are several reasons for the increase in government expenditure, namely the increase in the defense and security function, the welfare function, the banking function and the development function. Wagner's law can be formulated as follows:

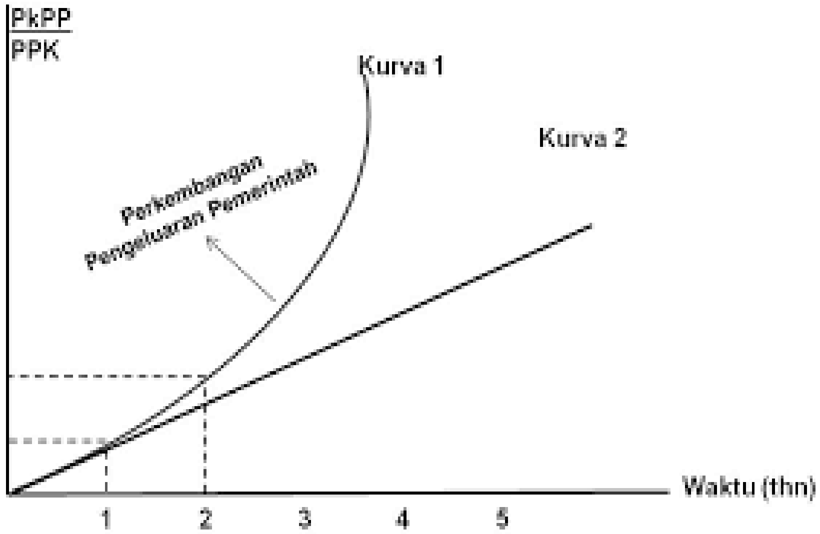
$$\frac{GpCt}{YpCt} > \frac{GpC_{t-1}}{YpC_{t-1}} > \frac{GpC_{t-2}}{YpC_{t-2}} \dots\dots > \frac{GpC_{t-n}}{YpC_{t-n}}$$

Information :

Gpc : Per capita government spending
Ypc : Product or national income per capita
t : Time Index

The law provides the basis for the emergence of market failures and externalities. So Wagner realized that the growing economy would cause the relationship between industry and industry and industry relations with society to become more complicated and complex. So the potential for failure of negative externalities is getting bigger. (Mangkoesoebroto, 1994)

Figure 2.1 Growth of Government Expenditures According to Wagner



Source: Mangkoesoebroto, 1993

According to Wagner, there are 5 things that cause government spending to always increase, namely demands for increased protection of security and defense, an increase in people's income levels, urbanization that accompanies economic growth, economic development, development of democracy and bureaucratic inefficiency that accompanies government development.

above curve shows that the role of government is relatively increasing. Wagner's theory bases its views on a theory called the organic theory of state, namely an organic theory that considers the government as an individual who is free to act independently of other people. As shown in the following figure: relatively the role of government is increasing. (Mangkoesoebroto, 1993)

2. Peacock Wiseman's theory

Peacock and Wiseman are two people who put forward the theory of the best development of government spending. Peacock and Wiseman put forward another opinion in explaining the developmental behavior of the government. They base it on an analysis of government expenditure receipts. The government always tries to increase its spending by relying on increasing revenue from taxes. Even though people don't like paying big taxes.

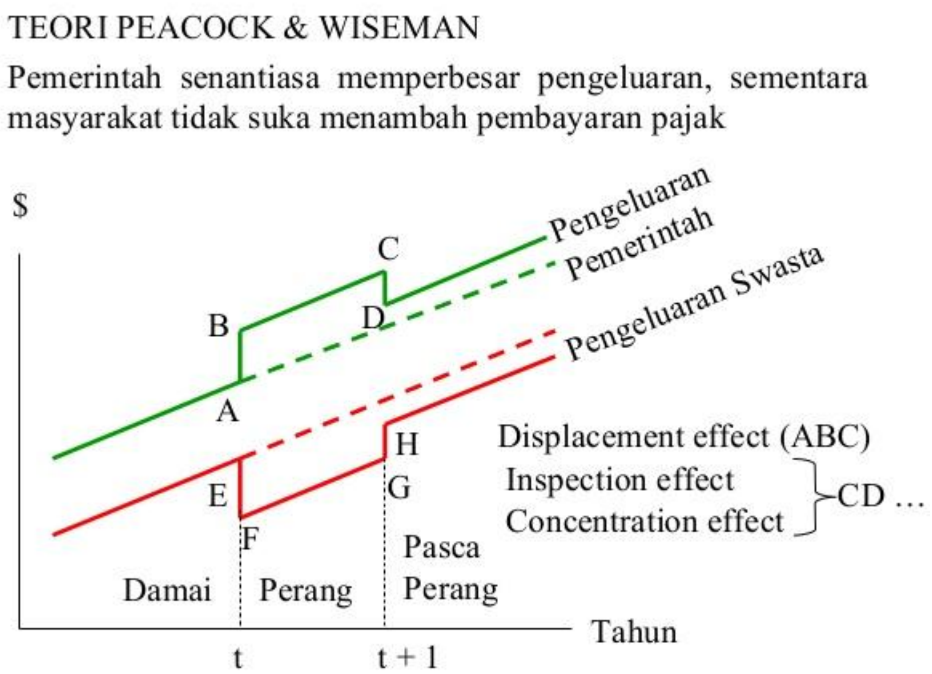
Peacock and Wiseman based their theory on a theory that society has a level of tax tolerance, namely a level where people can understand the amount of tax levy required by the government to finance government spending. So people realize that the government needs funds to finance government activities so that they have a level of public willingness to pay taxes. This level of tolerance is an obstacle for the government to increase tax collection arbitrarily. According to Peacock and Wiseman, economic growth causes tax collection to increase even though the tax rate does not change and the increase in tax revenue causes government spending to also increase.

So under normal circumstances, an increase in GDP causes both government revenue and expenditure. If normal conditions are disrupted, say due to war or other externalities, the government is forced to increase its spending to overcome these disturbances. The consequence arises demands to obtain greater tax revenues. Larger tax collections cause private funds to invest and working capital to become less. This effect is called the replacement effect (displacement effect), namely the presence of social disturbances causes private activities to be diverted to government activities

Alleviation of disturbances is not only enough to be financed solely with taxes, so the government must borrow funds from abroad. After the disturbance is resolved comes the obligation to pay off debt and pay interest. Increasing government spending is not only because GNP has increased but because of these new obligations. A further consequence is that taxes do not decrease back to their original level even though the interruption has ended. In addition, there are still many government activities that are only visible after the war and this is called the inspection effect. The existence of social disturbances will also lead to the concentration of activities in the hands of the government which were previously carried out by the private sector. This effect is known as the concentration effect.

The existence of these three effects led to an increase in government activity so that after the war ended the tax rate did not decrease back to pre-war levels. So different from Wagner's view, the development of government spending according to Peacock and Wiseman's version is not in the form of a line, but like a ladder. This can be seen in the following image:

Figure 2.2 Theory Curve of Peacock and Wiseman

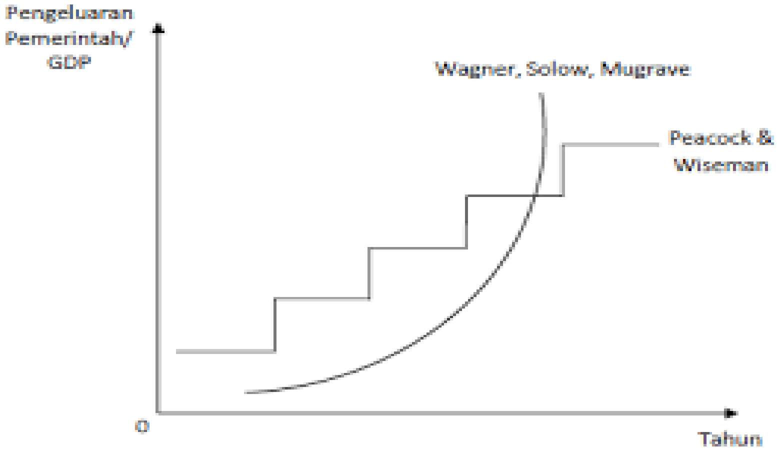


Source: Mangkoesoebroto, 1993

Under normal circumstances, t to t+1, government spending as a percentage of GNP increases as shown by the AG line. If there is a war in year t, government spending increases by AC and then increases as shown in the CD segment. After the war was over in year t+1, government spending did not decrease to G. This was because after the war, the government needed additional funds to repay government loans used in financing development.

The increase in tax rates is understood by the public so that the level of tax tolerance increases and the government can collect higher taxes without causing disturbance in society. Graphically, the development of government spending according to Peacock and Wiseman's version is not patterned like a smooth curve with a positive slope as implied in the opinion of Rostow and Musgrave. But it has a positive slope with broken shapes like stairs which can be seen in the image below:

Figure 2.3 Development of Government Expenditure Based on Opinion



Source: Mangkoesoebroto, 1993

Bird criticized the hypothesis put forward by Peacock and Wiseman. Bird stated that during social disturbances there is indeed a shift in government activity from spending before the disturbance to spending related to the disturbance. This will be followed by an increase in the percentage of government spending to GDP. However, after the disruption, the share of government spending to GDP will slowly decline back to its original state. So according to Wagner, Solow, Mugrave Peacock & Wiseman Government Spending Year/GDP Bird, the diversion effect is a symptom in the short term, but does not occur in the long term.

3. Musgrave and Rostow

The development of state expenditure is in line with the stage of economic development of a country. In the early stages of economic development, large state expenditures are needed for government investment, mainly to provide infrastructure such as roads, health, education, etc. At the intermediate stage of economic development, investment is still needed to economic growth, but it is expected that private sector investment will start to develop.

Government Policy Review

Policies or policies that are translated from the word policy are usually associated with government decisions, because the government has the power (authority) to direct the community, and is responsible for serving the public interest.

Policy also means a series of concepts and principles that form the lines of implementing a job, leadership, and ways of acting. By some experts and policy organizations interpreted as follows:

Friedrik (1963), argues that policy is a series of actions proposed by a person, group, and government in a certain environment by including a certain environment by including the constraints faced and opportunities that allow the implementation of the proposal in an effort to achieve goals.

According to the United Nations, policy is a declaration regarding the basic guidelines (to) act, a certain direction of action, a program regarding certain activities or a plan.
Anderson (1979), argues that policy is a series of actions that have goals that must be followed and carried out by the perpetrators to solve a problem (a purposive corse of problem matter of concern).

Policy can also be interpreted as a political, financial, management, or administrative mechanism to achieve an explicit goal. Policies can be in the form of root decisions and not routine and programmed repetitive activities, or related to decision rules. So policy is a set of decisions taken by political actors in order to choose goals and how to achieve them.

National Policy

Fundamental and strategic state policies to achieve national/state goals in accordance with the 1945 Constitution of the Republic of Indonesia. Authority in policy-making within the MPR, and the president together with the DPR.
The form of national policy set forth in laws and regulations can be in the form of:

- UUD 1945
- MPR Decree
- Constitution

Government regulations in lieu of law (Perpu) are made by the president in terms of coercive interests after obtaining the approval of the DPR.

Effectiveness Review

Effectiveness is a very important study. In general, the theory of effectiveness is a concept for measuring productivity. Effective comes from English, namely effective which means to succeed or do something. Gibson (2002) states that effectiveness is the achievement of mutually agreed targets. According to Dunn (2003) effectiveness is related to achieving the desired results. Measuring the concept of effectiveness according to Makmur (2008) is the success of the program; target success; satisfaction with the program; efficiency; achievement of objectives.

Achievement of results (effectiveness) carried out by an organization according to Jones (1994) consists of three stages, namely input (input), process (conversion), and output (output).
Effectiveness means that the goals that have been planned before can be achieved or in other words the target is achieved because of the activity process. The other understanding of effectiveness is the level of goals realized by an organization. While the definition of effectiveness according to some scientists is as follows:

1. Effectiveness according to Agung Kurniawan is the ability to carry out tasks, functions (operations, program activities or missions) of an organization or the like without pressure or tension between the implementation.
2. Effectiveness according to Martani and Lubis is a key element of activity to achieve predetermined goals or objectives. In other words, an organization is said to be effective if predetermined goals or objectives are achieved (Harbani Pasolong, Public Administration Theory (Bandung: Alfabeta, 2007).

According to Mahmudi, effectiveness is the relationship between output and goals. So the greater the output contribution (contribution) to the achievement of goals, the more effective an organization, program or activity that has been designed will be. Effectiveness focuses on outcomes (results), programs or activities that are considered effective if the output produced can meet the expected goals or is said to be spent wisely (Komaruddin, Encyclopedia of Management, Jakarta: Bumi Aksara, 1994).

Komaruddin added that effectiveness is a condition that shows the level of success of management activities in achieving predetermined goals. Then Hidayat said that effectiveness is a measure that states how far the target (quantity, quality and time) has been achieved. Where the greater the percentage of targets achieved, the higher the effectiveness. (Hidayat, Theory of Effectiveness in Employee Performance, Yogyakarta: Gajah Mada University Press, 1986).

According to Siagian, effectiveness is the use of resources, facilities and infrastructure in a certain amount that is consciously determined beforehand to produce a number of goods for the services of the activities carried out. Effectiveness can show success in terms of whether or not the goals that have been set are achieved. If the results of activities are getting closer to the target, it means that the effectiveness is higher (Sondang P. Siagian, Human Resource Management, Jakarta: Bumi Aksara Publisher, 2007).

From the several definitions of effectiveness put forward by some of the experts above, it can be understood that effectiveness is the main point that states the success or failure of an organization in implementing a program or activity to achieve its goals and achieve its predetermined targets.
Based on these various definitions, there are four things that are elements of effectiveness, namely as follows:

1. Achievement of goals, an activity is said to be effective if it can achieve the goals or objectives that have been previously determined.
2. Timeliness, something that is said to be effective if the completion or achievement of goals matches or coincides with the specified time.
3. Benefits, something that is said to be effective if the goal is to provide benefits to the community according to their needs.
4. Results, an activity is said to be effective if the activity produces results. Thus it can be said that what is meant by effectiveness is the achievement of the goals that have been set. There is a provision of time in providing services as well as the benefits felt by the community for the services provided to them.

A. Effectiveness Approach

The effectiveness approach is used to measure the extent to which an activity is effective. There are several approaches used to effectiveness, namely:

1. Target approach

This approach tries to measure the extent to which an institution is successful
realize the goals to be achieved. This approach in measurement
Effectiveness begins with identifying organizational goals and measuring levels
the success of the organization in achieving these goals. In addition to achieving goals, effectiveness also always pays attention to the time factor of implementation. Therefore, in effectiveness there is always an element of implementation time. If the goal is reached at the right time, the program is effective.

2. Source approach

The source approach measures effectiveness through the success of an institution in obtaining the various sources it needs. An institution must be able to obtain a variety of sources and also maintain
conditions and systems to be effective. This approach is based on the theory of the openness of an institution's system to its environment, because
institutions have an even relationship with their environment where from
environment is obtained from sources that are the input of the institution
and the resulting output also ends up in the environment. Meanwhile, the resources found in the environment are often scarce and of high value.

3. Process approach

The process approach considers the efficiency and soundness of an internal institution. In effective institutions, internal processes run smoothly
smoothly where the activities of the existing parts run in a coordinated manner. This approach does not pay attention to the environment but instead focuses attention on the activities carried out on the resources owned by the institution, which illustrates the level of efficiency and soundness of the institution.

The process stage (conversion) is determined by the organization's ability to utilize its resources, management and use of technology
in order to generate value. In this stage, the level of HR expertise and power
Organizational response to environmental changes greatly determines the level of productivity.

Prosperous Rice Social Assistance Program (Rastra)

The prosperous rice program (RASTRA) is part of the National Food Security system, which is implemented in a series of efforts to achieve self-sufficiency and food sovereignty, because it is one of human rights as a strategic commodity protected by the 1995 Constitution, the Government of Indonesia gives high priority to a large contribution to national food security, this is because most of the Indonesian population consumes rice as the main food, thus making rice a very strategic national commodity.

Instability of national rice can cause turmoil in various aspects of social, political and economic life. The role of food commodities in the poverty line is far greater than non-food commodities such as housing, clothing, education and health. The food commodity that has the greatest influence on the value of the poverty line is rice. Thus, rice is a very important commodity, especially for low-income people. The Rastra program is the implementation and instruction of the national rice policy.

Objectives of the Prosperous Rice Social Assistance Program (Rastra)

The aim of this program is to reduce the expenditure burden of KPM through the provision of social assistance in the form of medium quality rice to KPM in a quantity/quantum of 10 kg per month without being charged a price/redemption fee.

Benefits of Prosperous Rice (Rastra)

The benefits of the Prosperous Rice Program (Rastra) are as follows:

1. Increasing food security at the KPM level, as well as a mechanism for social protection and poverty alleviation.

2. Increased access to food, both physically (rice is available at TD/TB), and economically (distributed without being charged a price/redemption fee) to KPM.
3. As a market for the results of rice farming.
4. Stabilization of rice prices in the market.
5. Controlling inflation through government intervention and maintaining national food stocks.
6. Helping regional economic growth.

Distribution of Rastra Social Assistance to Distribution Points (TD)

Perum BULOG is a state-owned public company engaged in food logistics. The scope of the company's business includes logistics / warehousing, surveys and eradication of pests, supply of plastic bags, transportation business, trade in food commodities and retail business.

- Perum BULOG is responsible for distributing Rastra Social Assistance to Distribution Points.
- In principle, the distribution of Rastra Bansos is carried out every month.
- Rastra Bansos packaging for January no later than May 2018 uses sacks with a screen printing capacity of 15 kg with the words 10 kg. Furthermore, starting in June 2018 using sack packaging with a capacity of 10 kg.
- The handover of Social Assistance Rastra between the Social Assistance Unit Rastra Perum BULOG and the Distribution Executor was carried out at the TD and a Handover Event Report (BAST) was made which was signed by both parties.
- The Distribution Executor must check the quality and quantity of Rastra Social Assistance submitted by the Perum BULOG Social Assistance Rastra Satker in TD.
- If the quantity and/quality of the Rastra Social Assistance submitted by Prum BULUG at TD does not comply with the provisions, then Perum BULOG within 2x24 hours must fulfill the shortage in the quantity of Rastra Social Assistance and/ replace it with an appropriate quality.
- All costs arising from this are entirely the responsibility of Perum BULOG.

Distribution of Social Assistance Rastra to TB to KPM

- TBs are set in strategic places/locations that are easy to reach by KPM so that transportation costs incurred by KPM for collecting Rastra Social Assistance can be minimized.
- TB is equipped with a marker for the place/location of Rastra Social Assistance distribution.
- Distribution Implementation distributes Rastra Social Assistance to KPM in TB by handing over Rastra Social Assistance in the amount of 10 kg/month without being charged a price/redemption fee.
- The government allocates the APBD to support the implementation of Rastra Social Assistance, especially to finance the distribution of Rastra Social Assistance from TD to TB so that KPM is not charged any fees when receiving Rastra Social Assistance at TB.
- For KPM with special needs (such as: elderly KPM, people with disabilities), the Distribution Executor at the village/kelurahan/government level is supported by Social Facilitators making active efforts to distribute Rastra Social Assistance to KPM.
- The distribution of Social Assistance Rastra to KPM is outlined in DPM-2.

- The DPM-2 document for each Rastra Social Assistance distribution is reported by the Distribution Executor to the District/City Social Service.
- Regency/City Governments are responsible for disbursing all Rastra Social Assistance allocations according to the ceiling set by the Ministry of Social Affairs for each distribution period.

Food Security

Food security is a condition of fulfilling food for the country down to individuals, which is reflected in the availability of sufficient food, both in quantity and quality, safe, nutritious, diverse, equitable and affordable and does not conflict with people's religion, beliefs and culture, to be able to live a healthy life, active, and productive in a sustainable manner.

The three pillars of food security that are used as role models in Perum BULOG include:
Pillar I : Availability
Pillar II: Physical and Economic Affordability (Accessibility)
Pillar II: Stability of supply and price (Stability)

Method

This type of descriptive research uses a qualitative approach. Descriptive research is research that tries to provide an in-depth interpretation of findings in the field based on actual social facts. This qualitative approach is used because of several considerations, which are flexible, not too detailed, it is not customary to define a concept, and it provides the possibility of finding more basic, interesting, and uniquely meaningful facts in the field. The research uses a qualitative approach, namely by conducting research that produces descriptive data in the form of written or spoken words from the person or behavior being observed.

Result and Discussion

The Human Development Index of Langkat Regency is ranked 16th out of 25 regencies and 8 cities in North Sumatra Province. The Poverty Rate of Langkat Regency was still around 11.36 percent in 2016, dropping to 11.15 percent in 2017. In absolute terms, the poor population in 2016 was recorded at 115,790 people, or an increase compared to the poor population in 2017 which was recorded at 114,410 people. (source: BPS Langkat in Figures 2018).

The progress of human development in general can be demonstrated by looking at the development of the human development index (HDI) which reflects progress in the fields of education, health and the economy. During the 2016-2017 period, the HDI rate for Langkat Regency experienced an increase, namely in 2016 it was 69.13, rising to 69.82 in 2017. This HDI figure is still in the upper middle criteria, meaning that human development still needs to be further improved so that people's productivity increases. increases and is beneficial for development capital and not a burden for development.

The Ministry of Social Affairs (2018) states that the Prosperous Rice Social Assistance (Bansos Rastra) is a strategy to meet basic needs in the form of food which is carried out nationally. 2018 marked the beginning of the transition from a subsidy pattern to a social assistance pattern. Thus there is a fundamental change in the implementation of the Rastra Social Assistance program, namely that in Rastra Social Assistance there is no redemption fee/price that must be borne by the Beneficiary Families (KPM). The following is the number of Rastra Social Assistance recipients in Langkat Regency.

Perum BULOG in implementing the Bansos Rastra program is tasked with distributing it to the Distribution Point (TD). Then the Regency/City government is responsible for distribution to the Sharing Points (TB). Distribution of Bansos Rastra is carried out routinely every month.

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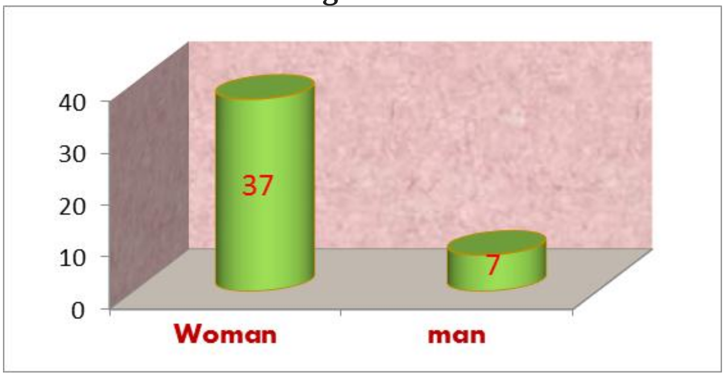
Bansos Rastra is expected to be able to fulfill some of the basic food needs of the poor, so that it can reduce the expenses of the poor in fulfilling food needs. The implementation mechanism for the Social Assistance Rastra program did not experience much change with the Prosperous Rice Subsidy (Rastra) which was implemented until 2017, except in terms of accountability in the distribution process, so that the support and active role of the Regency/City government is highly expected.

Based on the Social Assistance Rastra Technical Guidelines (2018) beneficiaries of Social Assistance Rastra are families with the lowest 25% socioeconomic conditions in the implementation area, hereinafter referred to as Social Assistance Rastra Beneficiary Families (KPM) whose names and addresses are included in the KPM list determined by the Minister of Social Affairs . The source data for KPM Bansos Rastra is the Integrated Data for the Poor Handling Program (DT-PPFM), which is the result of the 2015 Integrated Database Update (PBDT).

In this study, researchers conducted direct interviews with 44 Rastra Social Assistance recipients in Tanjung Pura District. List of questions compiled directly to participants through interview questionnaires. The characteristics of the respondents used in this study were gender, age, education level, occupation, and income of the Rastra Social Assistance recipient families. The following details about its characteristics.

1. **Rastra Social Assistance Recipients Based on Gender**

Figure 4.1



Source: Processed by Researchers

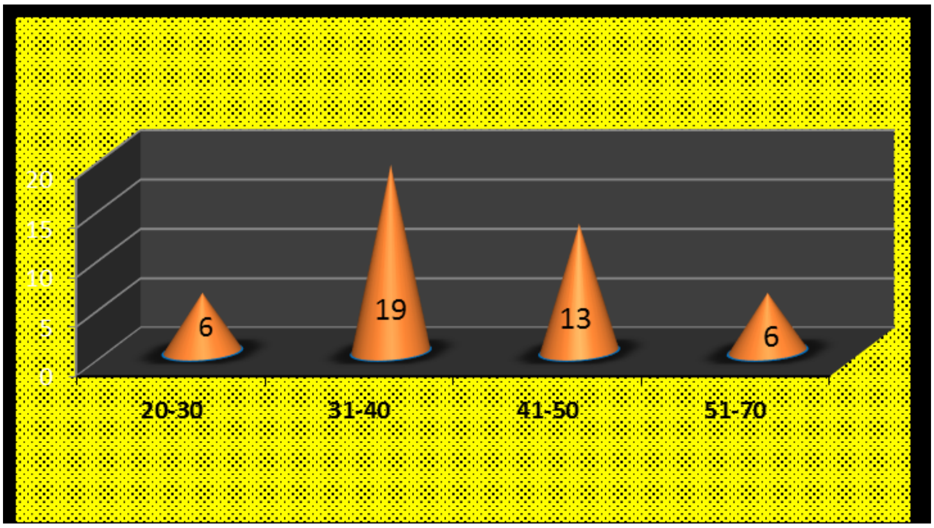
Source: Processed by Researchers

Based on the data presented above, it can be seen that female respondents dominated, namely 37 people (84.1%), while male respondents were 7 people (15.9%). This is because when the researcher distributed the questionnaires in the village, the average respondent that the researcher encountered was a female respondent who had a side job or was only a housewife. While the respondent's husband is working to earn a living for his family.

2. Rastra Social Assistance Recipients Based on Age

Rastra Social Assistance Recipients by Age can be seen in the image below:

Figure 4.2



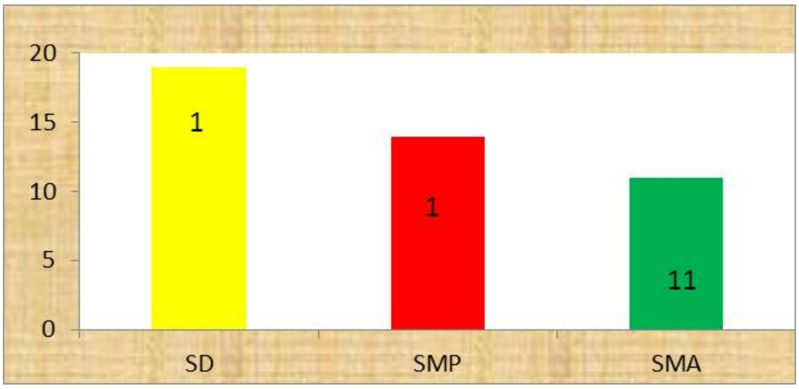
Source: Processed by Researchers

Based on Figure 4.2 above, it can be seen that the most common age is middle age, namely 31-40 years, 19 respondents (43.2%) where this age is still in the productive age category, this is because the low level of education makes it difficult for them to get a decent job for those that have a direct impact on the low income of the family. In second place, 13 respondents with a percentage (29.5%) are in the age range of 41-50 years where at that age they cannot work properly. Furthermore, there are 6 respondents aged 20-30 years with a percentage (13.6%) who are still very productive which of course is expected to improve their lives to be free from economic problems. Where with the age that is still productive they are expected to be able to find additional income through small businesses. And there are 6 people aged 51-70 years with the same percentage (13.6%) where respondents at that age are no longer productive and can only expect assistance from their families and the community.

3. Recipients of Social Assistance Based on Education Level

Education is very influential on economic income, because the lower a person's education, the income of that person will also be lower. The following is the data for respondents who receive social assistance based on their level of education.

Figure 4.3



Source: Processed by Researchers

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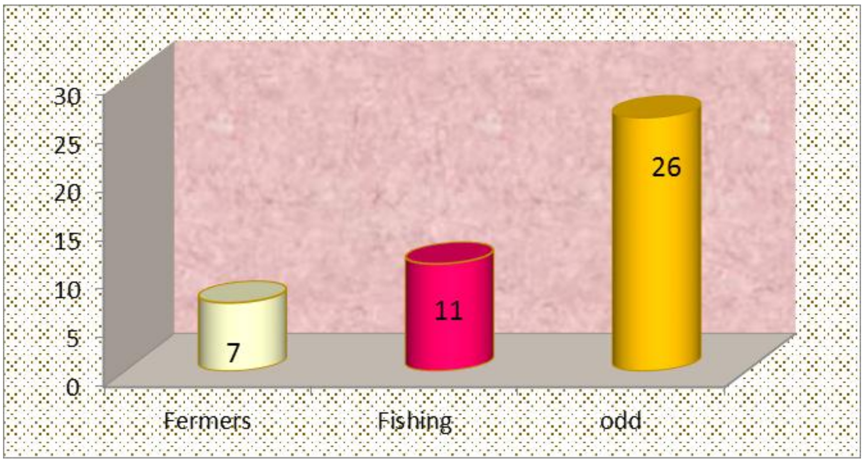
Based on the picture above, it can be seen that the education of the respondents is relatively low, there are only 11 respondents who have graduated from high school (25%), 14 respondents who have graduated from junior high school (31.8%), and most of the respondents only completed their education at the elementary level, namely 19 respondents (43.2%). This is due to the lack of awareness of the respondents about the importance of education, most of the respondents' low economy is one of the reasons why the respondents do not continue their education to a higher level. Of course this has a direct impact on respondents who can only work by relying on low labor and income. Not to mention the previous assumption that women would only work in the kitchen when they married, adding to the low level of education of the respondents.

4. Recipients of Rastra Social Assistance Based on Husband's Occupation

Bansos Rastra is a program intended for poor households who have low incomes and are not permanent with the following jobs:

Figure 4.4



Source: Processed by Researchers

Based on the picture above, it can be seen that the frequency of respondents with jobs that dominate are odd jobs, namely as many as 26 respondents (59.1%), this is due to the low level of education and the lack of employment opportunities in the area and lack of skills. The categories that are said to be in odd jobs are people who are able to do several types of work every day. Respondents who work as fishermen are 11 respondents (25.0%), this is because there is still sea in the area. Respondents who worked as farmers as many as 7 respondents (15.9%) made use of their yards by planting cassava, chilies and vegetables.

Questionnaire Description

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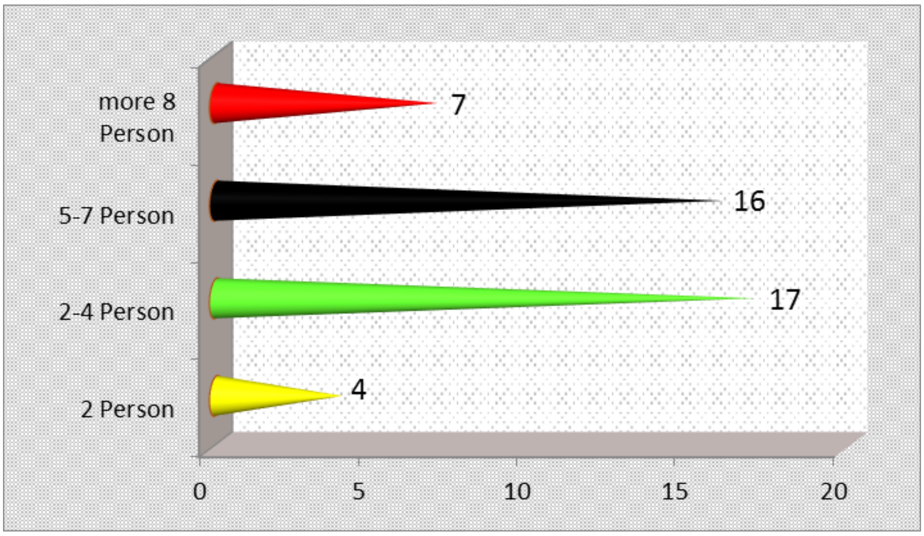
1. Distribution Based on the Number of Respondent's Family Members

One of the criteria for Bansos Rastra Beneficiary Families (KPM) is poor households that bear non-potential elderly household members. The number of members of the 44 respondents can be seen in the picture below:

Figure 4.5



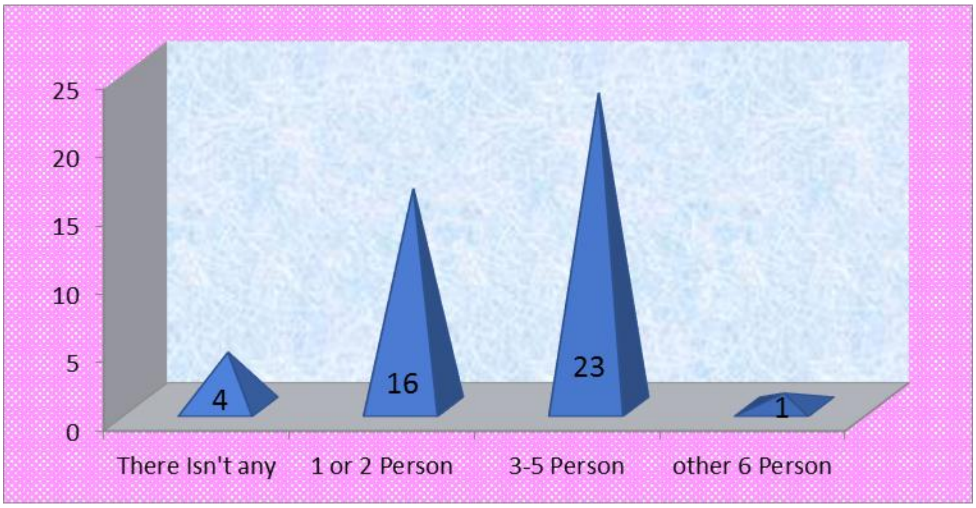
Source: Processed by Researchers

Based on the picture above, it can be seen that the number of family members is 2-4 people as many as 17 respondents (38.6%) where they only have 1 child or 2 children. And followed by the number of family members of 5-7 people as many as 16 respondents (36.4%), of the 16 people most of them have 3 or more children, the number of family members is more than 8 people as many as 7 respondents (15.9%), this because there are among these families who take care of both parents. And the number of family members is 2 people as many as 4 respondents, this is because they do not have children. The average number of family members from 44 respondents is 5 people in one family.

2. Distribution based on the number of respondents' children

One of the criteria for Beneficiary Families (KPM) for Bansos Rastra is poor households that have larger household members. The following is the number of children from 44 respondents:

Figure 4.6



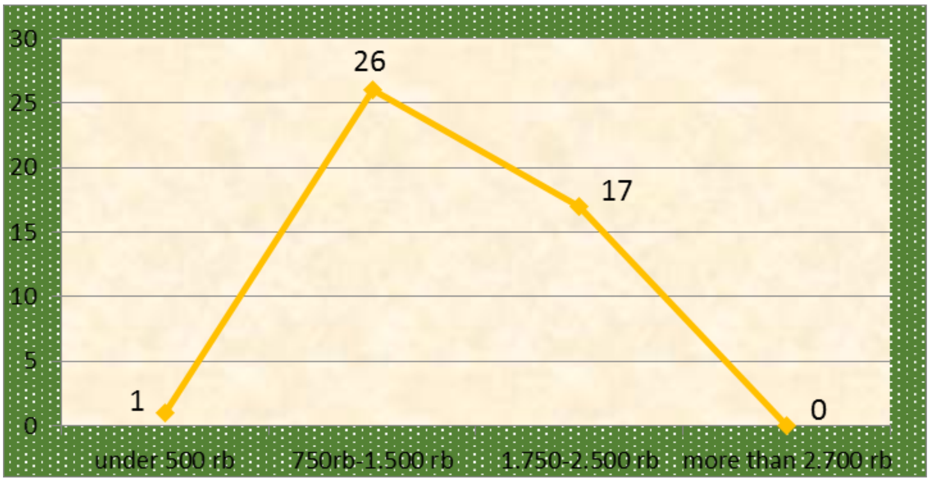
Source: Processed by Researchers

Based on the picture presented above, it can be seen that 4 respondents (9.1%) did not have children, 16 respondents (36.4%) had 1 or 2 children, 3-5 children 23 respondents (52.3 %), from the results of calculations carried out by the author, the average number of children in one beneficiary family (KPM) is 3 children. Thus it can be said that the large number of children in one family can have an impact on family food security. And the number of children who are more than 6 people is 1 respondent (2.3%).

3. Distribution Based on Respondent's Income/Month

One of the criteria for beneficiary families (KPM) is low-income households. The following is income data from 44 respondents who were interviewed through a questionnaire by the researcher:

Figure 4.7



Source: Processed by Researchers

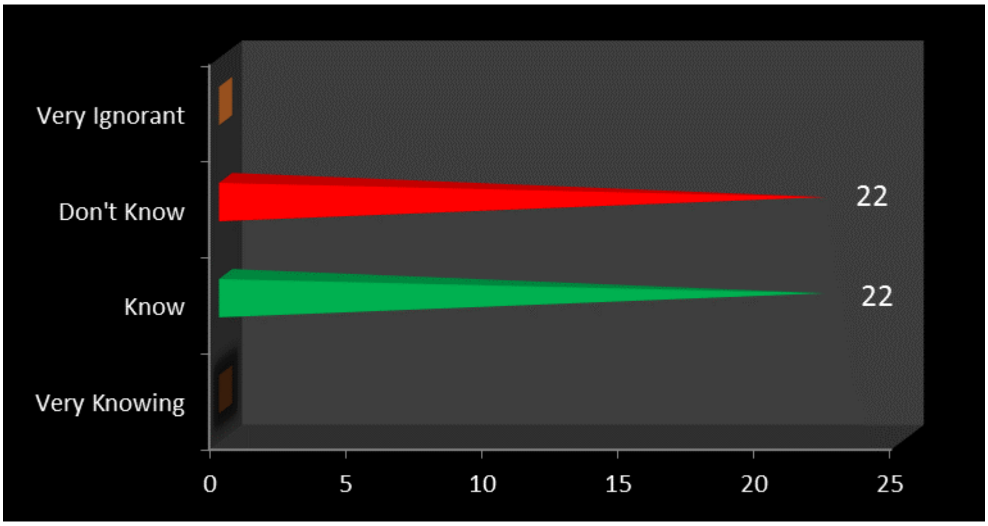
Based on the picture above, it can be seen that income is below 500,000, - only 1 respondent (2.3%), income 750,000 - 1,500,000, - 26 respondents (59.1%), with the large number of respondents who earn it can be said that the family are entitled to receive Bansos Rastra seen from the number of respondents who have this income. Income 1,750,000-2,500,000 - 17 respondents (38.6%). And none of the respondents earn more than 2,500,000 per month.

After the researchers made calculations from the results of 44 respondents, it turned out that their average income was only 750,000 in one month. Thus the 44 respondents are indeed entitled to receive Rastra Social Assistance.

4. Distribution Based on Respondents' Perceptions of the Rastra Social Assistance Program

Bansos Rastra is a central government program that is national in nature and aims to reduce the expenditure burden on Beneficiary Families (KPM) to meet their basic needs in the form of rice. Following are the results of the questionnaire given by the researcher to 44 respondents:

Figure 4.8



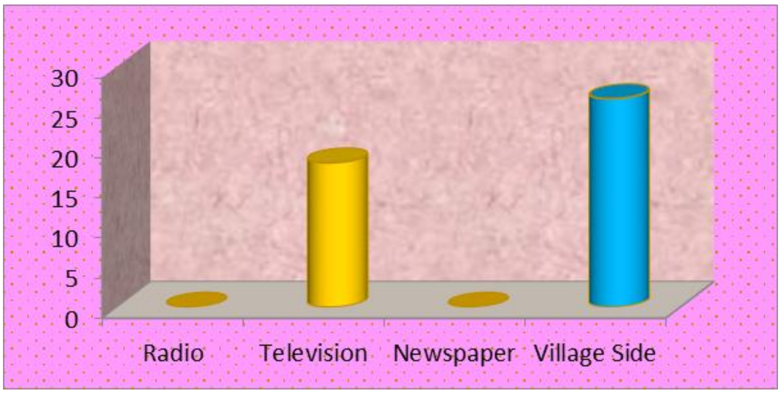
Source: Processed by Researchers

Based on the picture presented, it can be seen that there were no respondents who really knew about this Social Assistance program, as many as 22 respondents (50%) only knew about the Rastra Social Assistance program, they said that this rice program was assistance from the government to reduce the burden on Beneficiary Families through the provision of social assistance in the form of rice where the existence of this program is very helpful in increasing family food security and can also act as a mechanism for protection and poverty alleviation. Another thing was also expressed by one of the respondents who said that he knew the rastra program was a central government program that provided assistance to the poor in the form of rice which was previously subsidized into social assistance, so rice received by the poor as much as 10 kg/head of household was no longer charged (free).) 22 respondents also did not know about the rice program, they said this was due to the lack of socialization from the Social Assistance distributors. Social assistance distributors have conducted outreach but now it is rare, this is probably because there are still many new programs that are not widely known by the public. And there were no respondents who really did not know about the rice program.

5. Distribution of information about the Rastra Social Assistance Program

Of the 44 respondents met by the researchers, they stated that they received information about the existence of social assistance provided by the government for poor families from television and the village administration. The following is data from 44 respondents:

Figure 4.9



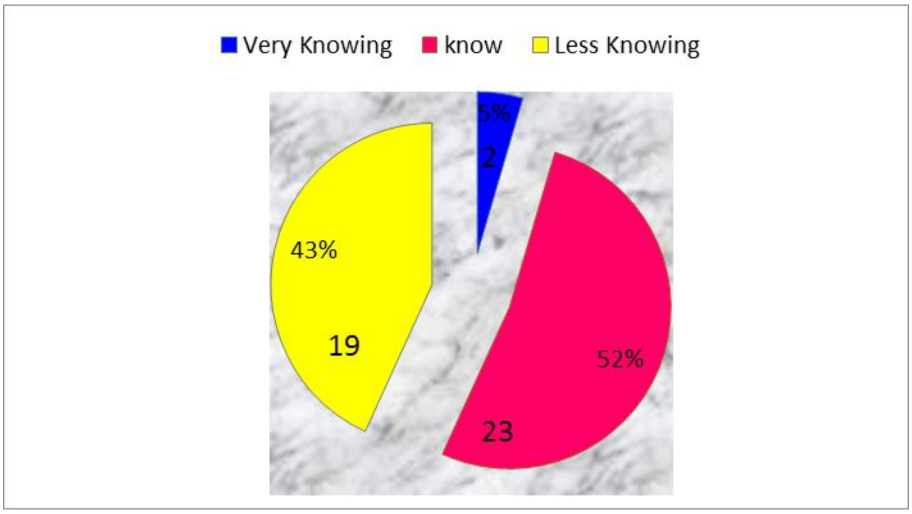
Source: Processed by Researchers

The picture above shows that of the 44 respondents, none of them knew the information from the radio or newspapers. They got information from television as many as 18 respondents (40.9%), one respondent said that he knew about this program through television and then he came to the village to confirm whether the program really existed and it turned out he was one of the recipients of the assistance. he also added that weak socialization of course affects the lack of program transparency to the community so that there are still people who do not understand or do not even understand the program being implemented. And 26 respondents (59.1%) received information from the village. One person said that he got the information through the village officials who came to his house. And there are also those who come directly to the village office to find information about the social assistance, it is from there that the Rastra Bansos recipients find out about the program.

6. Distribution of the Benefits of the Rastra Social Assistance Program

There are several benefits from the Bansos Rastra program, one of which is increasing food security and reducing poverty. The following 44 respondents expressed their opinion regarding the benefits of the Bansos Rastra program which has been described in the image below:

Figure 4.10



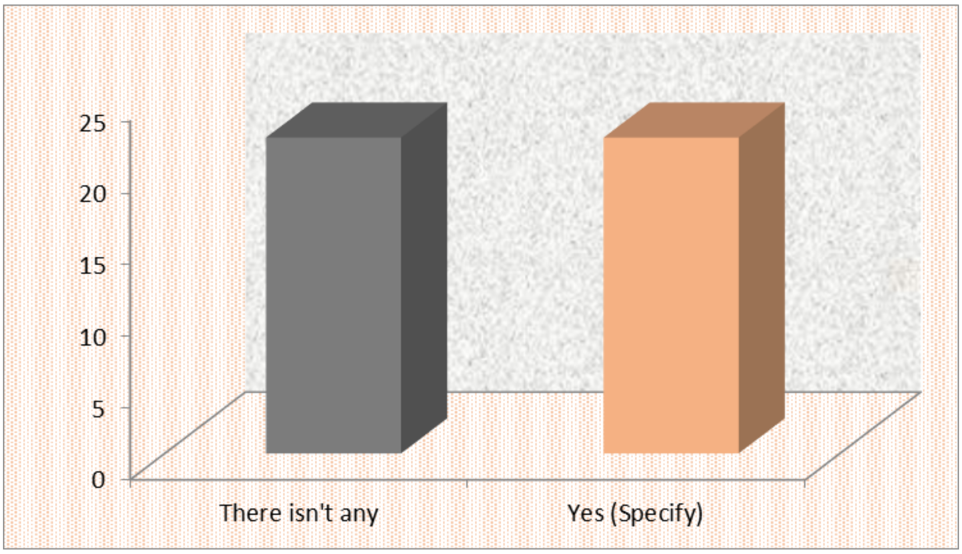
Source: Processed by Researchers

It can be seen from the picture above that only 2 respondents (4.5%) really know what the benefits of the program are. Another 23 respondents (52.3%) only knew the general benefits of the program. They know the benefits of this program to increase family food security and can overcome poverty. And 19 respondents (43.2%) did not know the benefits of this program, they only knew that this program was beneficial for their survival. The benefits of this program are, 1. There is an increase in food security at the KPM (Beneficiary Family) level and a mechanism for social protection and poverty alleviation, 2. Increased access to food both physically (rice is available in TD/TB) and economically (distributed without being charged a price/redemption fee) to KPM, 3. As a market for the results of rice farming. 4. Stabilizing rice prices in the market, 5. Controlling inflation through government intervention and maintaining national food stocks, and 6. Helping regional economic growth.

7. Distribution of Other Assistance Apart from Rastra

Social Assistance programs for the People include the Smart Indonesia Program (PIP), the National Health Insurance Program (JKN-KIS), the Family Hope Program (PKH), and Rastra Social Assistance / Non-Cash Food Assistance. The following is data from 44 respondents who received assistance other than Rastra.

Figure 4.11



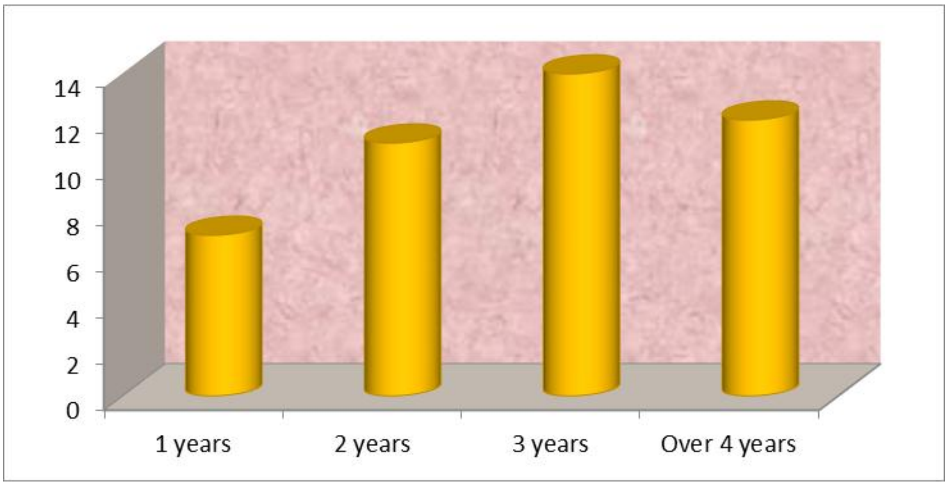
Source: Processed by Researchers

Based on the picture above, it can be seen that of the 44 beneficiaries, half or 22 respondents (50%) received other assistance, namely PKH. PKH is a social assistance program to improve people's welfare by involving the participation of beneficiary groups in maintaining health and sending their children to school. The expansion of PKH was increased from 2.8 million KPM (2014), to 6 million KPM (2016), and expanded to 10 million KPM in 2018, while the value of social assistance received by KPM was 1,890,000/year/KPM. Where there are also respondents who get (JKN-KIS). National Health Insurance Program Assistance is a program issued by the government to make people healthier and more prosperous. The government pays contributions to the underprivileged, totaling 92.4 million people in 2018. The budget provided by the government for JKN BPJS Kesehatan PBI (Contribution Assistance Recipients) is Rp. 25 trillion in 2018, in 2019, assistance will be increased to 96, 8 million people receiving contribution assistance (BPI) or reaching 38 percent of the Indonesian people. And KIP is an assistance program in the form of money from the government for elementary, junior high, high school/vocational school students and the equivalent, both formal and non-formal, for poor families. Indonesia Smart Cards are given to 19.7 million school-age children, namely children who cannot afford to go to school, outside school, in orphanages, Islamic boarding schools, and others. And 22 more respondents did not receive any other assistance besides the Rastra Bansos.

8. Distribution Regarding How Long to Get Rastra Social Assistance

From the data below, we can find out how long it took for 44 respondents to receive Rastra Social Assistance:

Figure 4.12



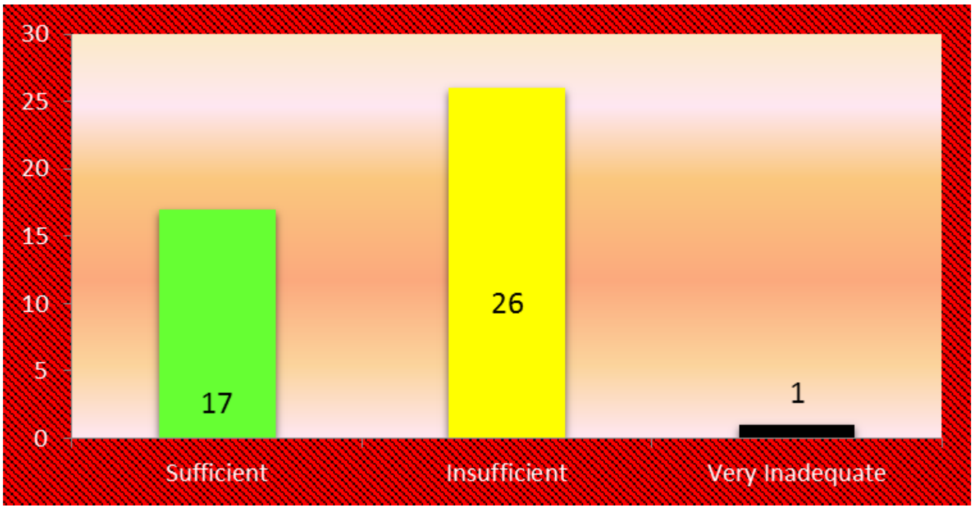
Source: Processed by Researchers

From the picture above it can be seen that 7 respondents (15.9%) have only received this assistance in the past year, one of the respondents said that he received this assistance as a suggestion from the village considering the situation experienced by the respondent, here we can see that the data on social assistance recipients this is not accurate, so there are still many people who deserve this assistance but are not registered in the Social Assistance recipient data, while 11 respondents (25%) have received this assistance for 2 years, 14 other respondents (31.8) have been for the past 3 years get Rastra Social Assistance, and those who are more than 4 years old receive Rastra Social Assistance as many as 12 respondents (27.3%).

9. Distribution Regarding the Amount of Rice 10 Kg/Month

Rastra Social Assistance is a program from the government in the form of rice which is only 10 kg per family per month. Following are the opinions of 44 respondents regarding rice which is only 10 kg/month:

Figure 4.13



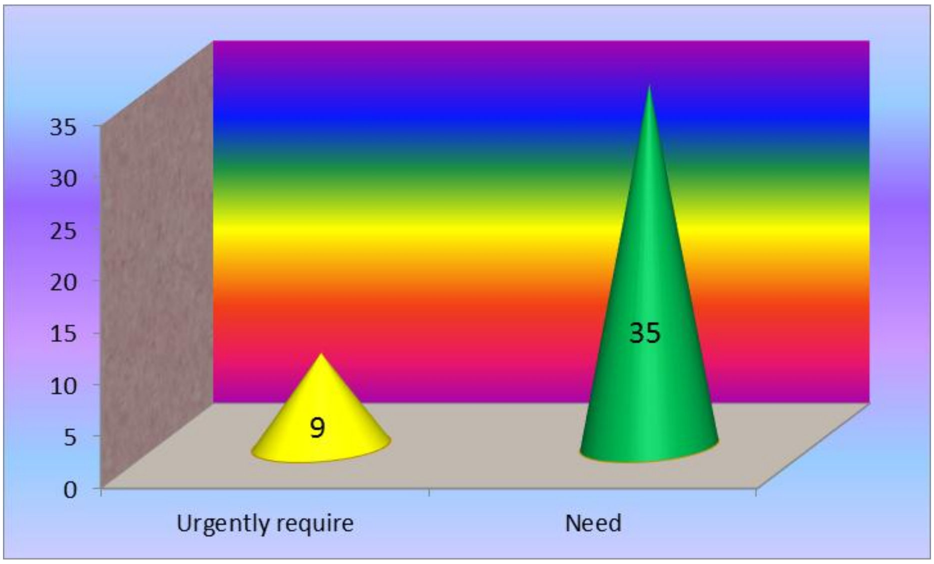
Source: Processed by Researchers

Based on the picture above it can be seen that 17 respondents (38.6%) stated that the rice given 10kg/month could meet their needs, this was because the number of family members was only around 2 to 4 people, while those who stated 10kg/month rice were insufficient 26 respondents (59.1%) this was because the family had a large number of family members, around 5 to 7 people, while 1 respondent stated that 10 kg/month of rice was not sufficient for his family.

10. Distribution of Rastra Social Assistance to Meet Food Needs

One of the social assistance programs provided by the government is Bansos Rastra, where this assistance is in the form of rice given to beneficiary families to meet their food needs. The responses from the 44 respondents were:

Figure 4.14



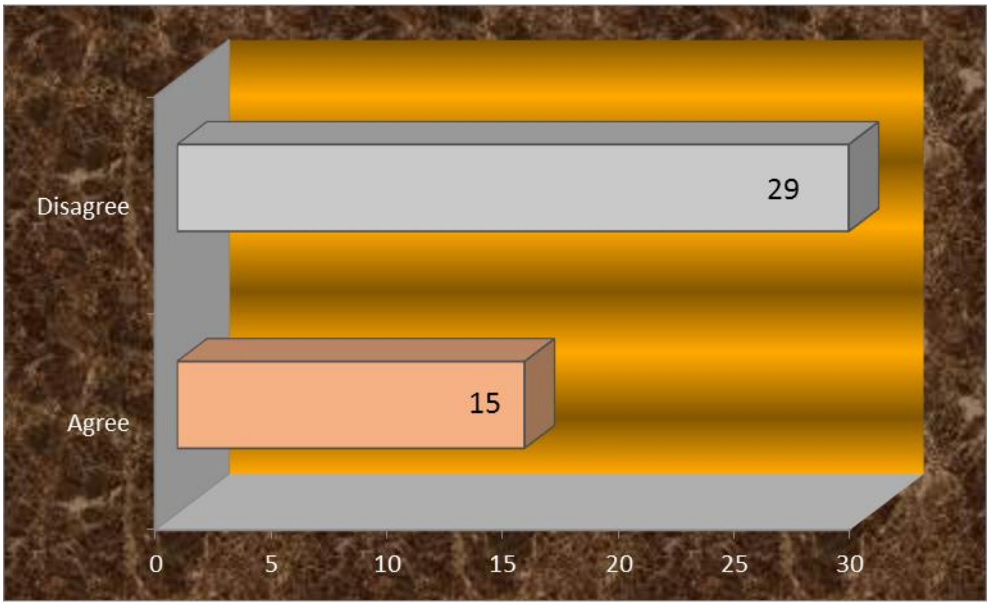
Source: Processed by Researchers

From the picture above 9 respondents (20.5%) stated that they really needed this assistance, this was due to the low family income and the high cost of food needs. This program really helps the community in meeting their basic needs because the rice provided is also of medium quality, in the sense of the word is good, good and suitable for consumption. One respondent added that this program was indeed very helpful in meeting his food needs in the form of rice, but he added that the rice provided could not meet his basic needs in one month. Whereas 35 respondents (79.5%) stated that they really needed this Rastra Social Assistance to meet their family's food needs, that way their family's food security could increase, so that the funds used to buy basic needs could be used to meet other needs.

11. Distribution Regarding Responses Regarding Distribution of 10kg/Month Rice

Bansos Rastra is social assistance in the form of rice which is given to Beneficiary Families (KPM) for only 10 kg/month. Following are the statements of 44 Respondents regarding the distribution:

Figure 4.15



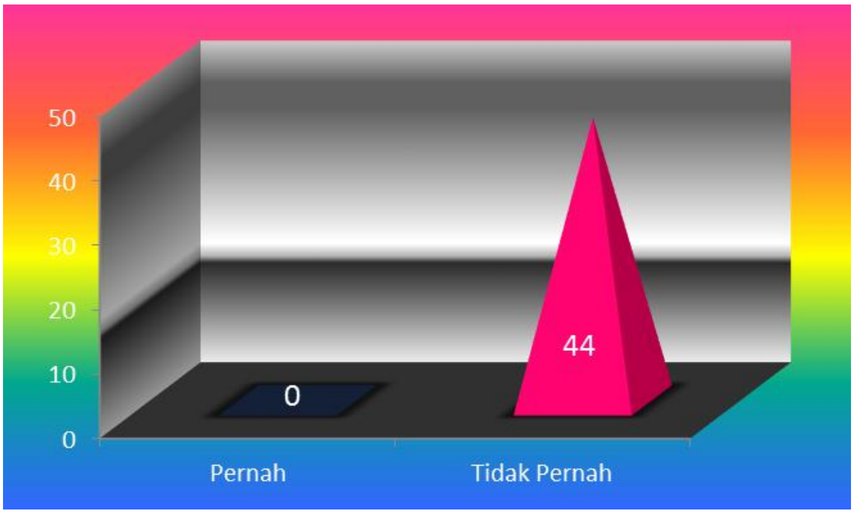
Source: Processed by Researchers

The picture above shows that 15 respondents (34.1%) said they agreed with the amount of rice which was 10 kg/month, because that had been determined by the government, because their food needs were met, while for 29 respondents (65.9%), they express disapproval of this decision. They want an additional amount of rice from the government, because one respondent said that only 10 kg of rice/month cannot meet their food needs, especially for those who have family members and additional dependents in one family.

12. Distribution Regarding Substitute Rice with Groceries

Social Assistance Rastra/Non-Cash Food Assistance provided by the government of IDR 110,000/month/KPM through the Prosperous Family card to spend on rice and/or eggs through e-warongs. The following are statements from 44 respondents that researchers met in Tanjung Pura District:

Figure 4.16



Source: Processed by Researchers

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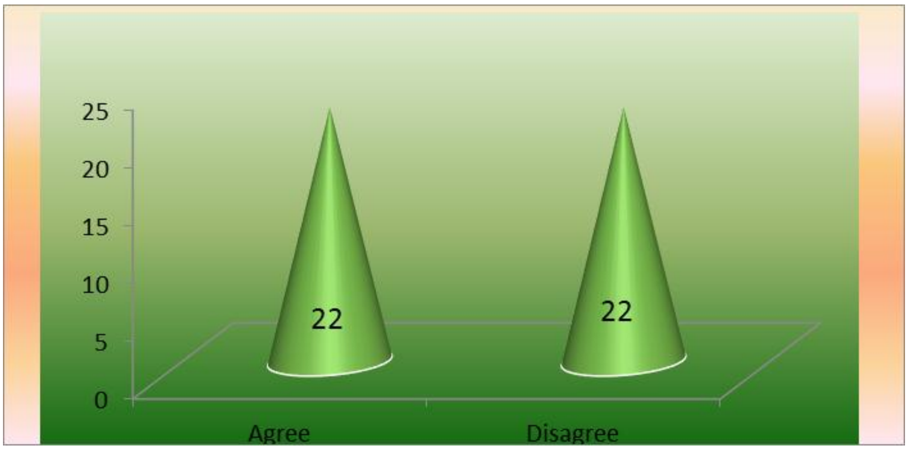
Based on the picture presented above, 44 respondents stated that they had never replaced the rice with other staple foods, this was because it had been determined by the regional aid provider. They also don't know that in other areas/cities such as in the city of Medan rice can be replaced with other staple foods. They also regretted the policy of the distributor which only limited the exchange of money in the form of rice, even though the 44 respondents wanted the money to be exchanged in the form of other basic necessities such as oil, eggs or other basic necessities.

13. Distribution of Distribution Points for Rastra Social Assistance

Sharing Points (TB) are strategic and affordable Rastra Social Assistance delivery locations for KPM that have been agreed upon by the Distribution Executor and the local KPM. 44 respondents in Tanjung Pura District gave their responses on this matter as the data is presented below:

Figure 4.17



Source: Processed by Researchers

Based on the picture above, 22 respondents (50%) said they agreed with the sharing point that had been set, because they said that it was close to their house and didn't need to use a vehicle to get there, automatically there were no expenditures made in taking the social assistance. While the other 22 respondents (50%) stated that they did not agree with this. Because they used a vehicle to get to the rice distribution point, they would automatically incur additional costs in taking the social assistance, even if it was in a small amount.

14. Distribution Regarding Additional Costs in Taking Rice

Of the 44 respondents who expressed their opinion regarding the additional costs in taking Social Assistance Rastra below:

Figure 4. 18

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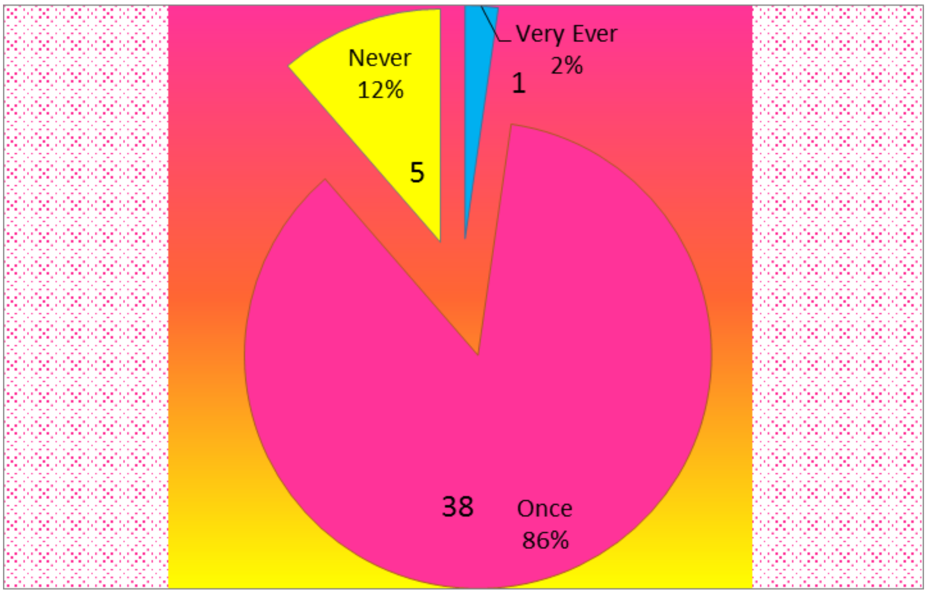
Source: Processed by Researchers

From the picture above, it can be seen that all 44 respondents stated that they had never been charged or charged additional fees for taking the rice, because it had been stated in the Bansos Rastra program that there were no fees or prices for taking the rice and there were no additional costs. Thus they feel good about it.

15. Distribution Concerning Obstacles in Obtaining Rastra Social Assistance

In this case the constraint in question is the hampered distribution. The following is the opinion of 44 respondents on this matter:

Figure 4.19



Source: Processed by Researchers

From the picture presented above, it can be seen that 1 respondent said that he had experienced problems in getting the rice, while 38 respondents (86.4%) said they had experienced problems, namely the late disbursement of rice which caused them to incur additional costs for purchasing rice in other places (nearest stalls) also said that with the late disbursement of the rice, they owe money to the stalls around their house to meet their needs for rice. This is an obstacle for Rastra Social Assistance recipients.

16. Distribution of Rastra Social Assistance which can reduce the burden of food needs (rice)

Rice is a basic need that is needed for humans. With the existence of Social Assistance Rastra, it is hoped that the Beneficiary Families will be assisted in meeting the burden of food needs (rice). Statements submitted by 44 respondents can be seen in the image below:

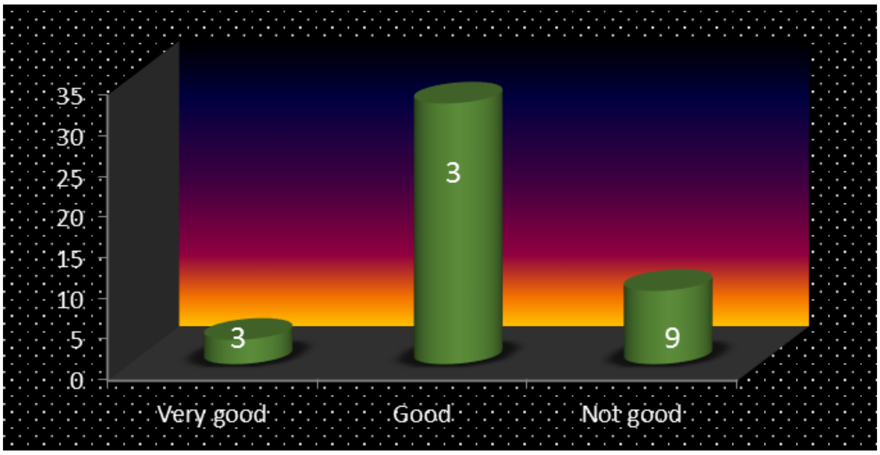
Figure 4. 20

Source: Processed by Researchers

Based on the picture above, it can be seen that Rastra Social Assistance is very helpful in meeting the needs of the community, especially food needs. This can be seen from 7 people (15.9%) stating that their food needs are met, because Social Assistance is very useful in reducing expenses for family food needs, they also say that this program helps the community because they no longer need to think about the cost of buy rice, because the rice they receive is good and fit for consumption. As many as 36 (81.8%) stated that Rastra helps reduce the burden of spending on their food needs. Meanwhile, 1 respondent said that Rastra did not help with their food needs because they had a large number of family members.

17. Distribution of Respondents Regarding the Quality of Rice

Figure 4. 21



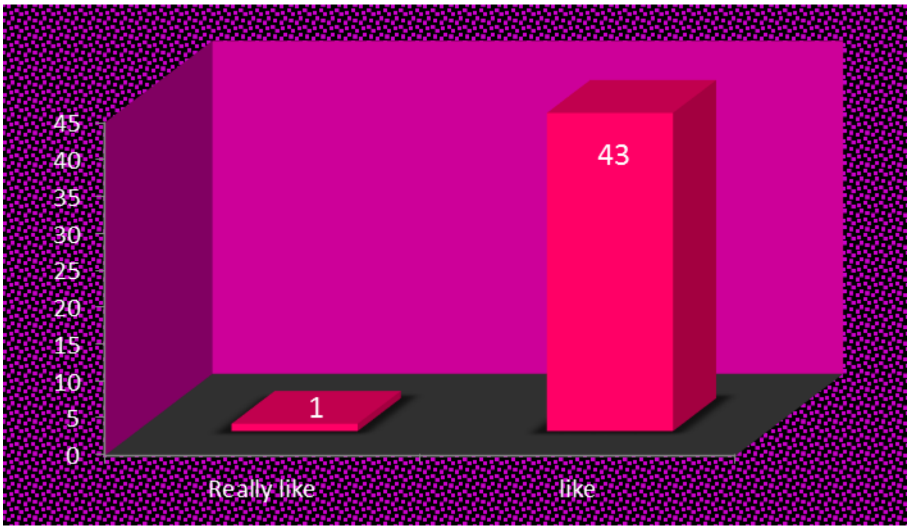
Source: Processed by Researchers

From the picture above it can be seen that 3 respondents (6.8%) stated that the quality of the rice they received was in very good condition, they also added that the rice was no less good than the rice sold in the market. Another 32 respondents (72.7%) said that the quality of the rice they received was in accordance with what was stipulated by the government, namely medium quality. Meanwhile, 9 respondents (20.5%) also said that they often received rice that was of low quality, such as the color was cloudy, cracked, and nowhere in the past few months had they received rice that was not of good quality.

18. Distribution of Responses Regarding Rastra Social Assistance

Responses from 44 respondents regarding the Rastra Social Assistance provided by the government:

Figure 4.22



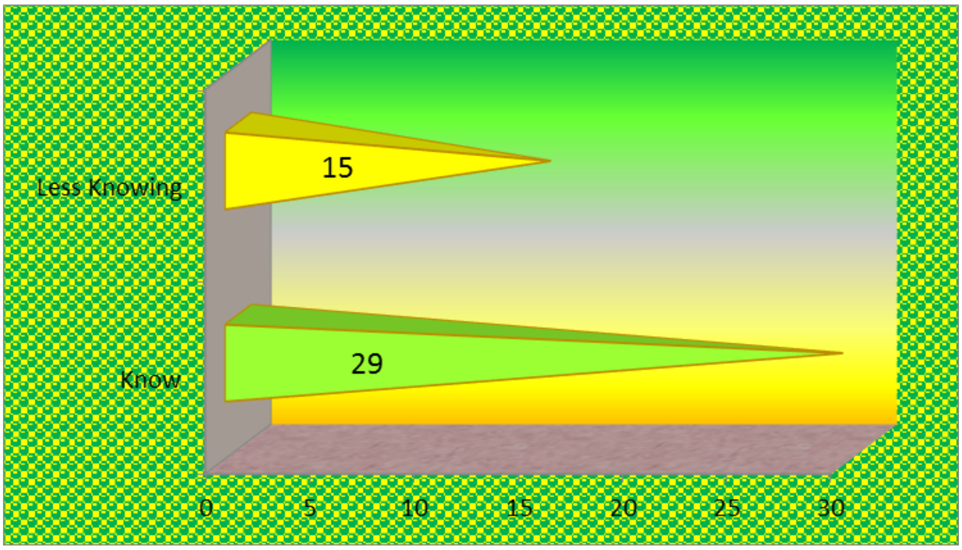
Source: Processed by Researchers

Based on the picture above, 1 respondent stated that he really liked the Social Assistance program provided by the government. And 43 respondents (97.7%) said they liked/agreed with Rastra, they felt helped by the existence of this program where the aim was to ease the burden on poor families, one respondent also added that the money that had been set aside to buy rice could now be used for other needs. However, one of the respondents expressed his opinion that the government had better replace Rastra with another program that not only provided rice assistance but a program that would have a more impact on the lives of the respondents in the future.

19. Distribution Regarding the Purpose of Rastra Social Assistance

Reducing the expenditure burden on Beneficiary Families (KPM) by providing assistance in the form of rice is the goal of Bansos Rastra. 44 respondents expressed their opinion on this matter which can be seen in the picture below:

Figure 4. 23



Source: Processed by Researchers

It can be seen from the picture above that 29 respondents (65.9%) know the purpose of the Bansos Rastra program itself. And as many as 15 respondents (34.1%) did not know the purpose of the Rastra Social Assistance Program. The aim of the Bansos Rastra program is to reduce the expenditure burden on Beneficiary Families through social assistance in the form of medium quality rice to beneficiaries in the amount of 10 kg per month without being charged a price/redemption fee.

Based on the data analysis previously described, the existence of the rastra social assistance program can help in increasing the food security of beneficiary families. It can be seen from the results of the respondents. As many as 36 people (81.8%) said that this program helped them. The aim of the rastra social assistance program itself is to reduce the expenditure burden of beneficiary families through social assistance in the form of medium quality rice to beneficiaries in the amount of 10 kg per month without being charged a price/redemption fee.

It turns out that the large number of family members can affect family food security, because with an amount of rice of only 10 kg/month it cannot meet the food needs of a large number of families.

Constraints in the distribution of Rastra turned out to be a problem. Because beneficiary families will incur additional costs to buy their family's food needs. Thus they hope that there will be no obstacles in the distribution of rastra which will have an impact on the food security of beneficiary families.

Conclusion

Based on the analysis of the data obtained, it can be concluded that the effectiveness of the rastra social assistance program for the poor in Tanjung Pura District, Langkat Regency, namely:

1. The existence of the Social Assistance Rastra Program can help reduce the expenditure burden on Beneficiary Families and increase Family Food Security.
2. The large number of family members has an impact on the food security of the Beneficiary Families.
3. There is a delay in the distribution of Social Assistance Rastra resulting in the Food Security of Beneficiary Families.

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