

**THE IMPLEMENTATION AND THE EFFECTIVENESS OF *RASKIN*
PROGRAM ON THE WELFARE OF POOR PEOPLE IN GILANGHARJO
SPECIAL REGION OF YOGYAKARTA**

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ABSTRACT

This research aims to analyze the implementation and effectiveness of *Raskin* program on the welfare of poor people in Gilangharjo. Types of data in this research is primary data, and data collection technique using questionnaires to 188 beneficiaries households. The method in this research is qualitative and use SWOT analysis. This research found that *Raskin* program is ineffective, because there are some weaknesses and problems in all indicators, which are, right target, right quantity, right price, right time, right administration, and right quality.

Keywords: *Implementation, Effectiveness, Raskin, Community Welfare.*

A. Research Background

The food crisis occurred in 1998 made the price of food demand increased so that people's purchasing power decreased. With the impacts of the economic crisis of that year, it was the beginning of the *Raskin (Beras Miskin)* program which is now called *Rastra (Beras Sejahtera)*. The *Raskin* program was originally called the *Operasi Pasar khusus (OPK)*, which is 2002 was renamed *Raskin* and its function

became widespread not only as an emergency program (social safety net) but as a social protection (social safety). Naming Raskin is also expected to be more targeted and can achieve the goal of Raskin/Rastra. This Raskin program will continue to carry out the perfection of indicators related to the beneficiaries. Rastra is able to help poor households and stabilize rice prices in the market (Jogja, 2017).

The goals of the Raskin Program is to reduce the burden of KPM's (*Keluarga Penerima Manfaat*) expenditure through the fulfillment of some of the food needs of rice. The target of the Rastra Program has reduced expenses KPM in fulfilling the need of rice food through the distribution of subsidized rice with the allocation of 15 kg /KPM/months or in accordance with Central Government policy. Raskin is a food subsidy in the form of rice destined for low-income households as an effort by the government to increase resilience and provide social protection on the target household. The success of the Raskin program is measured based on the indicators of right target, right quantity, right price, right time, right quality, right administration. This program aims to reduce the burden of expenditure of *Rumah Tangga Sasaran* (RTS) through fulfilling some basic food needs in the form of rice and prevent the decrease of energy and protein consumption. In addition, Raskin aims to increase/open access to family food through the sale of rice to beneficiary families with the amount that has been determined. *Harga Tebus Beras Raskin* (HTR) price from *Rumah Tangga Sasaran Penerima Manfaat* (RTS-PM) to Raskin Distribution Executor is conducted in cash of Rp 1,600 per kg net at TD.

B. Research Questions

Based on the description of the background above, the problems in this research are formulated as follows:

1. How is the effectiveness of the Raskin distributed in Gilangharjo?
2. How is the strategy to make Raskin program right target?

C. Research Objectives

the purposes of this study are :

1. To analyze the effectiveness of Raskin distribution in Gilangharjo.
2. To analyze the strategy to make Raskin program right target.

D. Research Benefits

The research benefits are :

1. As a mean to understand more about the Raskin program in general.
2. The results of this research are expected to contribute thoughts for related parties, especially local governments and teams that conduct the proses of Raskin program and its distribution.
3. As a further material of thought in research of Raskin allocation program related to the effectiveness of Raskin program.
4. As reference materials and studies for the parties in need.

E. Theoretical Basis and Literature Review

a. Public Policy

A policy is a collective agreement of various problems that arise in society and has been endorsed by the community itself through the institution authorized to be implemented. While the wisdom is a series of actions of the rules that have been established in accordance with the situation and local conditions by personal/individual officials authorized. Thus, the first is the policy, while the wisdom exists after a policy is agreed upon. So, it is impossible for a wisdom to arise before the policy. Public policy is the way to achieve common goals that have been dreamed before. If the ideal of the Indonesian nation is to achieve a just and prosperous society, then public policy is the whole infrastructure and means to achieve the "destination". We can interpret the public policy as the management of the achievement of national goals, we can conclude that: public policy is the way things are done to achieve national goals. Public policy is easy to measure because of its clear size, the extent to which the achievement of the goal has been achieved. Public policy is what the government decided to do and what the government decided to not do or leave it. Public policy is not something that can be played, made carelessly, and never controlled or evaluated (Panggayuh, 2014).

F. METHODOLOGY

Objects taken in this study are beneficiary households in Bantul, Yogyakarta. The type of data used in this study is primary data obtained directly from the data respondents, both interviews, and question data to the respondents who have been prepared. This data is used as input in the hypothesis test which is then taken

conclusion. Sampling technique in this research is random sampling technique. The sampling technique of the population using the Slovin formula, the sample was taken based on the number of existing population. The sample will be taken at Gilangharjo as many as 188 heads of households and is Random Sampling with a fault tolerance level of 7% of 93% of samples to be taken. To analyze the strategies in this research using SWOT analysis and the calculation method to compare the current data in the community with the appropriate government regulation with the formula based on six indicators.

G. Result and Discussion

a. Right Target

$$TS = \frac{Sp}{Sa} \times 100\%$$

$$TS = \frac{2416}{2416} \times 100\%$$

$$TS = 1 \times 100\%$$

$$TS = 100\%$$

Based on the above results indicate that Gilangharjo is right on target beneficiaries, from the above results that the index value obtained is 100%, it shows that in Gilangharjo Village is on target.

b. Right Quantity

$$TP = \frac{Ja}{Jp} \times 100\%$$

$$TP = \frac{10}{15} \times 100\%$$

$$TP = 0,67 \times 100\%$$

$$TP = 67\%$$

Based on the exact calculation of the above amount can be concluded that the right amount of Gilanghajo is 67%. The result of calculation analysis can be concluded that in general the Raskin Gilangharjo distribution of the right amount indicator has not fulfilled the requirement, there is still the inaccuracy of the number of Raskin distribution. There need to be a re-registration recipients of Raskin in order to correspond with the number of Raskin distributed from Bulog to each village.

c. Right Price

$$TH = \frac{Hp}{Ha} \times 100\%$$

$$TH = \frac{1600}{1600} \times 100\%$$

$$TH = 1 \times 100\%$$

$$TH = 100\%$$

The results of the above analysis explain that the accuracy of the price of Raskin redeem is 100% and already qualified. Based on the answers of respondents saying that the true price of 1600 / kg and no additional charges, but they get the subsidy for free.

d. Right Time

$$TW = \frac{Wa}{Wp} \times 100\%$$

$$TW = \frac{10}{12} \times 100\%$$

$$TW = 0,84 \times 100\%$$

$$TW = 84\%$$

The results above analysis can be seen that the timely index value not in accordance with the size of the index value of 100% that is 84%, there are still 16% which is still a dependent Raskin distribution implementer. Based on the results of the analysis can be concluded that the distribution of Raskin Gilangharjo not timely because it still has not implemented maximally division. This problem can occur because Raskin distribution is disturbed by the weather condition, rice stock and also anticipation of disaster, so the next step needs to have rice reserve in Bulog to keep the distribution going.

e. Right Administration

The implementation is right administration when distribution activities, data collection of the poor, data collection beneficiaries are running well. The data collection activities of the poor must be absolutely real no intervention from any party, so the effectiveness of the administration can be done. Research conducted in Gilangharjo found some facts that the administration of data collection of Raskin

recipients still not in accordance with the facts. The inaccuracy of beneficiary targeting still occurs in all of the studied villages. Many groups are able and have more income receive Raskin allocation while the less fortunate and old widows who have not worked much forgotten. The exact conclusion of administration in Gilangharjo to see the actual field conditions is not yet proper administration, because there are still many recipients that need to be addressed and recorded further by the implementers of Raskin distribution activities so that beneficiaries are really a group that can not afford. Data collection should be done in detail can be assisted by officers from a village who more often monitor the condition of the community.

f. Right Quality

The quality of the rice is really clean and quality maintained and the quality that must be done. Rice corresponding to good quality government samples distributed to the beneficiary community and the Raskin distribution process can be available. The rice sample from the government is IR 64 where the quality of the rice has been included in the criteria worthy of being eaten, has fulfilled the nutritional content and fulfill the need of rice food security. The research found some problems that in Gilanghajo the quality of poor rice distributed was not in accordance with the sample from the government. Raskin distributed poor quality, all respondents said that the quality of Raskin distributed is of low quality, many lice are mixed with rice. Then the rice also smelled unpleasant and the color was yellowish, the rice that was distributed also had been destroyed. If Raskin has been cooked badly, so especially

children do not want to consume Raskin. Therefore, Raskin's distribution of quality indicators has not been implemented maximally, so that the community's solution to the rice received can be resold to get better quality rice, as well as by mixing Raskin with better rice quality.

H. SWOT Analysis

<p>IFAS</p> <p>EFAS</p>	<p>Strength</p> <ol style="list-style-type: none"> 1. Has a team implementing the distribution of raskin that has been selected and approved by the village head. 2. Supporting facilities makes the distribution running smoothly. 3. The leader who is very trusted by citizens. 4. The role of cadres who are ready as a team in distribution Raskin. 	<p>Weakness</p> <ol style="list-style-type: none"> 1. Lack of information about the delays of raskin distribution. 2. Lack of socialization about Raskin program. 3. The quality of raskin which is not feasible. 4. Less precise data of poor household. 5. Many non-poor-family gets Raskin. 6. Some of Raskin Recipient are not in the list. 7. Some of RTS-PM don't know about KPS (<i>Kartu Perlindungan Sosial</i>).
<p>Opportunities</p> <ol style="list-style-type: none"> 1. Easy road in distribution point makes the distribution running smoothly. 2. The government 	<p>Startegy SO</p> <ol style="list-style-type: none"> 1. Optimalization of Raskin distribution team to run smoothly and successfully. 2. Maximize the rules and service to the citizens. 	<p>Strategy WO</p> <ol style="list-style-type: none"> 1. The village head has give the information about the delays. 2. Socialization about Raskin program, benefits and rules. 3. The government should be more

<p>strongly supports this program.</p>	<p>3. The leader have to firm and obey to <i>PedumBulog</i> in distribution the Raskin rations.</p>	<p>attention to the quality of the Raskin.</p> <p>4. The government have to Re-list RTS-PM.</p> <p>5. The distribution of raskin have to be fair, right on target based on the RTS-PM list and timely.</p> <p>6. Socialization about what is KPS and the usability.</p>
<p style="text-align: center;">Threats</p> <p>1. Re-sale Raskin rice by the RTS-PM.</p> <p>2. Delays in delivery Raskin rice from center.</p>	<p style="text-align: center;">Strategy ST</p> <p>1. Bulog should provide Raskin reserves in the region and center.</p> <p>2. The firmness of the regulation sould be re-socialization so that the RTS-PM can understand to not to re-sale the Raskin rice.</p> <p>3. Should be supervision from the cadre team to the recipient after the raskin distribution is done.</p>	<p style="text-align: center;">Strategy WT</p> <p>1. Proposal to the government to Improve the quality of Raskin Rice.</p> <p>2. The village head have to re-list the poor households and should be more attention about the Non-poor-household that get Raskin rations.</p> <p>3. The Raskin recipients must be true according to the RTS-PM list.</p> <p>4. The recipient must use KPS card to get Raskin.</p>

I. Recapitulation of Calculation Effectiveness of Raskin Implementation in Gilangharjo

No	Village	Total Respondent	Right Target	Right Quantity	Right price	Right Time	Right Administration	Right Quality
1	Gilangharjo	188 KPM	100%	67%	100%	84%	There are still many poor families who are sufficient in economy receive Raskin and there are some people still do not understand the function of <i>Kartu Perlindungan Sosial</i> (KPS).	The quality of rice received is not in accordance with government sample. The rice mixed with pebbles and lice. The color of rice is yellow and smelly.

J. CONCLUSION AND RECOMMENDATION

a. CONCLUSIONS

Based on the results of data analysis of respondents in the previous, it can be concluded as follows:

1. The program is not effective because there are found many poor people who have not registered as Raskin beneficiaries. There is still a reduction in the number of Raskin. There are still many delays in the distribution of Raskin. The delays happen because either the disaster or stock of rice in Bulog warehouse that does not exist, so the delay can occur.its still an error in data collection of Raskin recipients, in fact, the researchers found that respondents are considered capable in meeting the needs. Information from the community is also a lot of Raskin misdirected, whereas there are still many people who really need, old widows who do not work have not received. KPS for the poor is not very significant because the people in general does not know the functions and benefits of KPS.The quality of Raskin distributed is still far from expectations, the recipient community as a whole said that rice received did not match the sample of IR 64. The rice they received was rice quality from ordinary to ugly, the characteristics of rice received were smelly, lots of lice, small pebbles mixed with rice, yellowish rice, it was not good. The problem caused residents to take the initiative to mix Raskin with better

quality rice, and many capable societies are still asking for the help of Raskin, whereas in real they can meet the needs of rice and other necessities.

2. The better strategies to improve this program are optimalization of raskin distribution team to run smoothly and successfully, maximize the rules and service to the people, have to firm and obey to *pedumbulog* in distribution the raskin rations, socialization about raskin program, benefits and rules, the government should be more attention to the quality of the raskin, the government have to re-list rts-pm, the distribution of raskin have to be fair, right on target based on the rts-pm list and timely, socialization about what is KPS and the usability, bulog should provide raskin reserves in the region and center, the firmness of the regulation should be re-socialization so that the rts-pm can understand to not to re-sale the raskin rice, should be supervision from the cadre team to the recipient after the raskin distribution is done, give a proposal to the government to improve the quality of raskin rice, the village head have to re-list the poor households and should be more attention about the non-poor-household that get raskin, the raskin recipients must be true according to the RTS-PM list, and the raskin recipient must use KPS card to get raskin.

b. RECOMMENDATIONS

1. For the Government
 - a. The elimination of Raskin program should not be implemented, in fact, the Raskin community hopes that the Raskin program can be implemented continuously in order to support the welfare and food needs of the poor.
 - b. The government must be ready to reserve Raskin in each Bulog warehouse so that when something sudden happens such as natural disaster or extreme weather, Raskin distribution allocation is still running
 - c. The government's regulation on the perpetrators of misuse of Raskin distribution should be more emphasized and socialized to each village so that the public will be more aware of the government's rules. The assertiveness of such regulations such as misused warning, directly dealing with the police, and the public have strong protection from the government so that misused can be exposed more widely.
 - d. The quality control of the distributed rice needs to be established by forming a team from Bulog so that the community will not be disappointed, and if there is still a mistake, there needs to be a firm action for the Raskin quality substitute.
2. For Village Apparatus

- a. Re-listing of Raskin recipients should be done from each RT, Hamlet, and Village so that the data received in the village office is in sync with the existing poor condition.
- b. Data collection is useful for the allocation of Raskin distributed in each village in accordance with the conditions of society in need of existing.
- c. The assertiveness of village apparatus, especially the Village Head, to the groups requesting Raskin assistance, because the aid is prioritized for the group that is really need it (poor).
- d. *Kartu Perlindungan Sosial* (KPS) Socialization to the poor needs to be addressed because until now the society does not know what is KPS, benefits, and functions so that KPS has not succeeded in resolving Raskin acceptance.
- e. Food and friendly service need to be improved. so that people's aspirations will be heard well.

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Attachment 1

KUESIONER

Nama :

Umur :

Beri tanda silang (X) pada jawaban yang sesuai dengan bapak/ibu/saudara:

Tepat sasaran penerima manfaat

1. Apakah pendapat Bapak/Ibu pengadaan program Raskin sudah berguna dalam membantu kecukupan konsumsi beras sehari-hari ?
a. Ya b. Tidak c. Lainnya
2. Apakah menurut Bapak/Ibu pembagian Raskin sudah tepat pada masyarakat yang benar-benar membutuhkan ?
a. Ya b. Tidak c. Lainnya
3. Menurut Bapak/Ibu apakah pelaksanaan distribusi Raskin sudah berjalan dengan baik ?
a. Ya b. Tidak c. Lainnya
4. Apakah distribusi Raskin sudah membantu untuk mencukupi kebutuhan sehari-hari lainnya?
a. Ya b. Tidak c. Lainnya

Tepat jumlah

5. Apakah jatah Raskin yang dibagikan sudah tepat 15 kg per keluarga ?
a. Ya b. Tidak c. Lainnya
6. Apakah ada pengurangan jumlah Raskin yang dibagikan kepada masyarakat penerima ?
a. Ya b. Tidak c. Lainnya
7. Berapa kilo pengurangan Raskin yang dialami Bapak/Ibu ?

-
8. Apakah jika ada pengurangan jatah Raskin, merupakan persetujuan bersama?
a. Ya b. Tidak c. Lainnya

Tepat Harga

9. Apakah Bapak/Ibu sering membeli Raskin saat pembagian dilaksanakan ?
a. Ya b. Tidak c. Lainnya
10. Apakah harga tebus Raskin yang dibagikan sebesar Rp1.600 per kg ?
a. Ya b. Tidak c. Lainnya
11. Apakah adanya pungutan tambahan biaya saat pembagian Raskin ?
a. Ya b. Tidak c. Lainnya
12. Berapakah tambahan pungutan yang Bapak/Ibu alami ?
.....

13. Jika ada pungutan tambahan apakah menurut Bapak/Ibu itu merupakan keputusan bersama ?
a. Ya b. Tidak c. Lainnya

Tepat Waktu

14. Apakah setiap bulan ada pembagian Raskin yang dijalankan oleh perangkat desa?
a. Ya b. Tidak c. Lainnya
15. Apakah pembagian Raskin bisa sampai dua kali dalam satu bulan ?
a. Ya b. Tidak c. Lainnya
16. Apakah sering terjadi keterlambatan jadwal saat pembagian Raskin ?
a. Ya b. Tidak c. Lainnya
17. Jika ada keterlambatan distribusi Raskin apakah Bapak/Ibu diberi informasi yang jelas oleh perangkat Desa ?
a. Ya b. Tidak c. Lainnya

Tepat administrasi

18. Apakah menurut Bapak/Ibu Penerima jatah Raskin di desa sudah pantas semua sesuai kondisi masyarakat miskin ?
a. Ya b. Tidak c. Lainnya
19. Menurut Bapak/Ibu apakah kartu Perlindungan Sosial memudahkan penerimaan Raskin?
a. Ya b. Tidak c. Lainnya
20. Apakah Kartu Perlindungan Sosial sudah membantu meningkatkan kesejahteraan masyarakat miskin di Desa ?
a. Ya b. Tidak c. Lainnya ...

Tepat kualitas

21. Apakah Kualitas Beras yang di Bagikan IR 64 sesuai contoh dari pemerintah ?
a. Ya b. Tidak c. Lainnya
22. Apakah menurut Bapak/Ibu beras yang diterima layak untuk dikonsumsi ?
a. Ya b. Tidak c. Lainnya
23. Alasan Bapak/Ibu jika tidak layak konsumsi kenapa ?
.....
24. Apakah Beras yang diterima Bapak/Ibu di jual lagi untuk mendapatkan beras yang lebih bagus ?
a. Ya b. Tidak c. Lainnya