

Model of Rastra Program in the Framework of Social Protection of Pre-Prosperous Society in Kendal District, Gerih and Kwadungan of Ngawi Regency

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Abstract

Poverty alleviation programs undertaken since the economic crisis, such as a program that turned into Rastra. Rastra has been able to reduce the number of poor people each year. However, this decline seems so slow. With the program Rastra government hopes to be able to meet most needs for food (rice) poor families and also expects to reduce the burden of expenditure of poor families, and also to increase / open food access of poor families in order to enhance food security at the household level through the sale of rice to penerimamanfaat family at prices subsidized by a predetermined amount. Rastra implementation model in the framework of social protection programs in the District Kendal, District and Sub-district Gerih Kwadungan Ngawi, is expected to be an alternative model / strategy for poverty reduction. The purpose of this study are: (1) describe the program implementation Rastra and resistance factors in the implementation of the program in order Rastra social protection for the people of underprivileged; (2) to draft a model Rastra effective as an alternative solution for the glittering framework of social protection of underprivileged communities. Goal or parties involved in this study is a community in the District of Kendal, District and Sub-district Gerih Kwadungan Ngawi. This study uses Participatory Action Research (PAR), a study involving actively all the parties that are relevant (stakeholders) to assess the ongoing action (where their own experiences as an issue) in order to make changes and improvements towards a more good. e large-scale multi-year study, conducted over 2 years. In the first year, examines (1) Description Rastra program policies in the framework of social protection of underprivileged communities; and (2) Factors to be resistance Rastra program in the framework of social protection of underprivileged communities. In the second year, examines the model Rastra effective in the context of social protection of underprivileged communities.

Keywords: Rastra, social protection and food security

1. PRELIMINARY

The distribution of Raskin (poor rice) began in 2002 and this activity did not appear on its own, but rather the change in the name of Special Market Operations (OPK) activities. While OPK is part of the Social Safety Net program which is intended to overcome the impact of the economic crisis that the government launched in June 1998. The objective of Raskin program by Bulog (2010) is to meet some of the food needs (rice) of poor families and at the same time expected to reduce the burden of the expenditure of poor families, as well as to improve / open the access of food for poor families in order to increase food security at the family level through the sale of rice to beneficiary families at the subsidized price level with a predetermined amount. In implementing rice aid for poor families also changes. Initially the assistance provided to poor households (RTM) was 10 kg, over the next few years varying from 10 kg to 20 kg and in 2009 it was set to 15 kg. Frequency of distribution was initially given 12 times a year (1 time per month) to 10 times in 2006 and again to 12 times in 2007. The price of rice paid by RTM perkilogramnya Rp. 1,000 and in 2008 the price of the rice was changed to Rp. 1,600 perkilogramnya.

In 2016, the government through the Coordinating Minister for Political and Security Affairs changed the activities of Raskin (rice for the poor) into Rastra (rice for the people prosperous). The number of Rastra beneficiaries for 2016 has been set at 15.5 million RTS (Target Households) with 15 kg allocations per RTS per month for 12 months at a ransom price of Rp 1,600 at the distribution point. Various poverty alleviation programs implemented since the economic crisis, such as Raskin program turned into Rastra has been able to reduce the number of poor people every year. But the decline seems very slow. In March 2016, the number of poor (people with per capita per month below the Poverty Line) in Indonesia reached 28.01 million people (10.86 percent), decreased by 0.50 million people compared to September 2015 condition of 28,51 million people (11.13 percent). The change of Raskin to Rastra is not without distinction. For rice to be distributed any type of medium of good quality. The characteristics of medium-quality rice is odorless, no lice, not yellow, not mixed with pebbles, not moldy and feasible for consumption. And the rice is stored in Bulog warehouses. This program aims to reduce the burden of household expenditure Target Beneficiaries (RTS-PM) through the

fulfillment of some basic food needs in the form of rice. In addition Rastra aims to increase or open access family food through the sale of rice to beneficiary families with a predetermined amount.

2. RESEARCH METHODS

2.1 Location and Object Research

The research location in Ngawi Regency as the region representing / reflecting West Java society is viewed from the aspect of society with traditional cultures and industry, agriculture and plantation.

2.2 Sample and Respondent Research

Sampling using multi stage sampling technique, and research subjects are Government and society in Ngawi district of East Java, represented by government apparatus and community in Ngawi District. Further taken part to be sampled / respondents research in "Purposive Sampling".

2.3 Data Collection Techniques.

Data collection techniques used in this study are interview (interview), observation (observation), and document (documentation). Meanwhile, to test the validity of the data is to use triangulation of data sources. For that, in the examination of the validity of data is done by way of: a. Comparing the observed data with interview data from several data sources, b. Compare the results of interviews with the contents of a related document.

2.4 Data Analysis Technique

Methods of data analysis using interactive model. According to Matthew B. Miles and Michael Huberman in Moleong (2000), explains that: in the process of analyzing the main components that need to be considered after data collection are: a. Data reduction, ie the process of selecting, simplifying, abstracting and transforming coarse data from written records in the field until the final full report is compiled. b. The presentation of data, which is a set of information arranged in order to give the possibility can draw conclusions. In the presentation of this data is done after reducing the data that will be used as the report material. c. Drawing conclusions or verification, which is the essence of the presentation of data that is the result of analysis conducted in the study. These three components are a unified whole and interrelated, the analysis model used in this study is "Interaction Analysis", meaning that this analysis is done in the form of interaction on the three components.

3. RESEARCH RESULT AND DISCUSSION

3.1. Interview Data.

From Ngawi Regency in 2016 at the end of 2015 were 828,783 people consisting of 405,133 men and 423,670 women. Population density in Ngawi Patan district by the end of 2015 reaches 14,106 people / km². Population density in 19 sub-districts is quite diverse with the highest population density located in Ngawi District with a density of 1,200 people / km² and the lowest in Karang Anyar sub-district with 209 persons / km². Administratively this area is divided into 19 districts and 217 villages, of which 4 of the 217 villages are urban villages. The total area of Ngawi Regency is 1.295.58 km where about 39 percent or around 504.76 km of paddy field. The topography of Ngawi Regency is a plateau and flat land. Recorded four sub-districts located in the highlands of Sine, Ngrambe, Jogorogo and Kendal located at the foot of Mount Lawu. The remaining 15 sub-districts are flat land

3.2 Implementation of Rice Production (Rastra) Program.

The Rastra Program (Rice Rice Program) is a government program to provide rice subsidies for low-income communities, in an effort to reduce the burden of expenditure from poor households and as a form of support in improving food security by providing social protection. The Rastra program is intended to reduce the burden of Household Poor spending through the fulfillment of some basic food needs in the form of rice. The number of recipients of the literature for 2016 has been set as many as 15.5 million RTS (Target Household) with the allocation of 15 kg per RTS per month for 12 months. While in the year 2015, the realization of Rastra nationally known to reach 2.76 million tons or 98.94 percent of the 2015 ceiling of 2.79 million tons. According to the Deputy Head of Bulog Sub Division 4 madiun declared the distribution of existing rice in warehouses for the area that became its working area during 2016. According to the data of the number of recipients of literature in Ngawi district in 2016 as many as 90,392 Target Households (RTS) In the research of Rastra Model Program in the framework of Social Protection of Pre-Prosperous Society in Kendal District, Gerih and Kwadungan of Ngawi Regency, the researcher looks at the procedural aspect of reviewing the readiness done in every stage of its implementation. The stages in the implementation of Rastra program in Ngawi District, including:

a. Proposal stage of Rastra.

Stages of proposing low-income families who get, often cause problems in the field. Determination of

poverty standard is very diverse, according to the Central Bureau of Statistics (BPS), there are 14 criteria called poor families/households, namely:

1. Building area of less than 8 m² per person.
2. Type of residential floor is made of bamboo/cheap ground/wood.
3. Type of residential wall of bamboo/rumbia/low quality wood/wall without plaster.
4. Do not have a toilet facility/together with other households.
5. Source of household lighting does not use electricity.
6. The source of drinking water comes from unprotected wells/ streams/rainwater.
7. Fuel for everyday cooking is firewood/charcoal/kerosene.
8. Only consume meat/milk/chicken once a week.
9. Buy only one set of new clothes a year.
10. Only able to eat only one/two times a day.
11. Unable to pay medical expenses at puskesmas / polyclinic.
12. The source of income of the head of the household is a farmer with a land area of 500 m², a farm worker, a fisherman, a construction worker, a planter, and/or other work with income below Rp. 600.000, - (Six Hundred Thousand) per month.
13. The highest education of the head of the family: not attending school/not completing primary school / only elementary school.
14. Do not have savings / goods that are easily sold with a minimum value of Rp. 500.000, - (Five Hundred Thousand Rupiah), such as motorcycle credit/non-credit, gold, livestock, motor boat, or other capital goods.

Highest Education of Family Head: not attending school / not graduating from primary school/only elementary school. References used to determine poor households/households in Kabupaten Ngawi use criteria from BPS as mentioned above. List of RTS-PM in each village/kelurahan made based on the names of Household Targets BPS data collection results established in DPM-1 and signed by the Village Head/Village Head and authorized by the Camat. This is confirmed by the statement of Kendal village chief in Kendal District by saying as follows: The list of names of RTS-PM to be proposed is based on data from BPS, but villages can make replacements on behalf of RTS-PM that are deemed to be no longer in accordance with their real circumstances through the agreement of the village meeting which is attended by public figures and representative of RTS-PM recipient

b. Preparation for Rastra Distribution

From the results of research in the district of Ngawi District, that to prepare the implementation of Rastra Distribution each sub-district has formed the Coordination Team Rastra District, as proposed by the Head of Kendal District by saying as follows: For the implementation of the distribution of rastra in Kendal district, I as the person in charge of forming the Coordination Team of Rastra Kecamatan, with the task of preparing everything related to the distribution of Rastra. With Rastra Kecamatan Coordination Team I hope that the distribution of rastra in the village / kelurahan can run in orderly and smooth. The same thing was also conveyed by the Head of Kwadungan Sub-District, saying as follows: In preparation for the distribution of the literature, I as the person in charge of forming the Rastra Kecamatan Coordination Team so that the preparations can be done in an orderly manner. I as the person in charge of coordinating meetings with members of the Coordinating Team Rastra to prepare the necessary steps to anticipate the occurrence of turmoil in the community, especially the preparation of the list of names of recipients of RTS-PM

c. Mechanism of Rastra Distribution

The implementation of the distribution of rastra in Ngawi District, Year 2016, starting from the Regent of Ngawi submitting an Appropriation Request Letter (SPA) to the head of Bulog Regional Division Sub-Division based on Rastra's allocation of ceilings and beneficiary households in each sub-district / village / kelurahan. Based on the SPA, Sub Divre issued SPPB DO rice for each District / Village / Kelurahan to the implementer Rastra. If there is arrears of Rice Sales Price (HPB) in the previous period then the issuance of SPPB DO next period is deferred until there is repayment. But in every village on the object of research in the process of obtaining SPPB DO from Bulog no problem, because it has paid the price of Rice Sales (HPB) in the previous period. so that its implementation can be run in accordance with the policy objectives. But from various strategic aspects in the stage of the implementation of the distribution of the literature, always contain the resistance factor of the occurrence of error / deviation in the distribution of Rastra. From the results of the research found that factors that resist the occurrence of irregularities, which include:

1. Socialization of Rastra Program to RTS-PM. A policy program will run efficiently and effectively if it is to pay attention to the interests of the target group, by understanding the interests of the target group will get support in realizing the achievement of program objectives implemented. From the findings of

research in 3 (three) sub-districts of Ngawi District, shows that most of the target groups, namely RTS-PM, do not understand what is the purpose of the policy of the literature, which they understand the government's assistance in selling cheap rice. As a result, this rastra program shows less benefit for the interest of target group (RTS-PM) in general. From the result of the research, it can be concluded that: almost most of the RTS-PM do not feel the benefit of the distribution of the literature program, because the literature program is so identical that it lacks independence support for the target family to fulfill their family's food needs. Each implemented policy would have a goal to be achieved, namely to make a change and or improve a condition that exists for the better. The rastra policy aims to reduce the burden of low-income family expenditure in meeting basic food needs in the form of rice. Furthermore, the literature program aims to help low-income groups get enough food and carbohydrate nutrients without constraints. Literature programs in the framework of Social protection of pre-prosperous societies rely heavily on the adequacy of the value of income transfer and targeting accuracy to low-income groups. From the results of the research in 3 (three) sub-districts, Ngawi District shows that with the rastra program can help reduce the burden of pre-prosperous community in fulfilling the family's food needs, while most of the pre prosperous families in menyiasati family food needs by consuming a mixture of rice rice with dried cassava and or corn. With the distribution of rastra can reduce the difficulty or help while the family prosperous in meeting the needs of his family's food, because the program is a mere assistance or subsidies so that the lack of essence to solve food problems for the family prosperous in a sustainable manner.

2. Proposal of the RTS-PM list.

Every policy is always oriented towards the target group, because the policy is intended to solve the problems faced in the community environment. Therefore, the literature program should have clarity related to the target group. While the mechanism in the proposed RTS-PM is based on BPS data by using a set number of indicators. However, in its implementation did not close the possibility of komplan from the community groups who feel they have the right to get Rastra turned out in the data BPS is not recorded. This issue has surfaced in various Rastra receiving areas. From the research results in 3 (three) sub-districts, Ngawi Regency also did not escape the above problems, but the Coordination Team of Rastra Kabupaten Ngawi has anticipated the complication in the distribution of the literature through consensus or mutual agreement between the recipient community of Rastra and the government. With the basis of the agreement can minimize the occurrence of social conflict. The mechanism of amendment or improvement of the proposed RTS-PM list that is considered less precise based on BPS data, the public can make a new proposal list of proposed RTS-PM that deserves to get. In order to change the recipients of Rastra, it should be done through a deliberation meeting at the Village / Kelurahan level attended by the government as the implementor, and stakeholders ie community leaders, as well as representatives of target beneficiaries or RTS-PM. The result of the agreement is a recommendation of improvement proposals for community groups that are deemed worthy to obtain. The results of research in 3 (three) sub-districts, Ngawi District showed that the pre-prosperous family konwin in the acceptance of the literature can be minimized through the deliberation approach. The results of the agreement from the village meetings largely decided the distribution of the literature evenly to the target group (RTS-PM), so that the number of RTS-PM ceilings in each sub-district increased but the number of the literary ceiling remained in accordance with the provisions in BPS. Therefore, every policy that will be implemented should be clear and measurable indicators, so that the public can understand clearly related to the determination of the criteria of the policy target group.

3. Utilization of the literary program.

In public policy must be able to accommodate the preferences or wants of the target group, because the policy is made to solve problems in society. The rastra program aims to reduce the burden of household target expenditure (RTS-PM) through partial fulfillment the need for rice. Therefore, in the implementation of the policy of the literature must base on the aspect of the achievement of the intended purpose. From the results of the research in 3 (three) sub-districts, Ngawi District shows that the benefits not yet felt by the community for the literature program are due to the policy at the village / kelurahan level that still gives the RTS-PM not to the BPS list. With the policy or decision of the village / kelurahan make the number of RTS-PM recipients increase while the Rastra ceiling is fixed, consequently each RTS-PM get Rastra not in accordance with the provisions that is as much as 180 kg / RTS / year or equivalent to 15 kg / RTS / month at the price of Rp. 1.600,00 / kg net at Distribution Point (TD). Given this reality, the policy of rastra by most of the pre prosperous families (RTS-PM) is not enough to meet the food needs of the family, it is just that it is recognized that it is enough to help reduce the burden of the need for rice.

4. RTS-PM accuracy in the distribution of the literature.

In the framework of the implementation of the policy is expected to achieve the accuracy of the target set, therefore the implementor is very important to pay attention to the target, and or how the procedures are run in order to avoid errors that result in the futility of the program being run. The rastra program is intended to assist pre prosperous families in meeting family food needs, so that targets in the literature program are for low-income families or referred to as Beneficiary Target Household (RTS-PM). From the results of the research in 3 (three) sub-districts, Ngawi District shows the related inaccuracy in the establishment of RTS-PM from each village / kelurahan based on BPS data. BPS data is often invalid because it does not involve the village government structure, and does not even involve RT / RW. In fact many families are considered capable of also registered as a recipient of Rastra, so that less well targeted rastra program to reduce the burden of pre prosperous family.

4.CONCLUSION

From the results of research findings indicate the existence of factors that hamper the implementation of the rastra program, the consequences have not felt its usefulness for the family prosperous. At least it can be noted some of the principal results of research as follows:

4.1 Implementation of Rastra Program.

Implementation of the rastra program in 3 (three) sub-districts, Ngawi District can run well enough, that is not cause social problems that lead to riot citizens recipient of rastra (RTS-PM). Specifically from the research results can be concluded from the stages of the implementation of the literature, namely:

- a. Proposal stage of Rastra. In the stage of proposing the literature is still encountered in some villages that are less suitable with BPS data as a reference, this is because the data of BPS recipients of the literature (RTS-PM) in real less appropriate that most people considered capable still recorded as RTS-PM, other pre prosperous societies assessed as eligible to obtain literature were not recorded in BPS data. So the Coordination Team of Village Rastra / Village held a village meeting attended by community leaders and representatives of RTS-PM, and the result of agreement in pre-prosperous community consultation that has not been recorded in BPS data can be proposed as addition of number of existing RTS-PM.
- b. The preparation phase of Rastra's distribution. In preparing the distribution of rastra in the village / kelurahan, the Government of Ngawi Regency formed an organizational structure, covering the Coordination Team of Rastra of Ngawi Regency, Rastra Coordination Team of Sub-District, and Coordination Team of Rastra Desa / Kelurahan. Coordination Team performance has been running well enough and even has anticipated the vulnerability of the emergence of social problems, so the Coordination Team Rastra work optimally to disseminate to the citizens.
- c. Stage Rastra distribution mechanism. In order to facilitate the control of the distribution of the literature, the distribution point (TD) is placed in the Village Hall / Kelurahan respectively, with the division of time schedules for each recipient of the literature (RTS-PM) with a given capture card.
- d. Stage of payment and administration mechanism. Payment or purchase of rice by each RTS-PM runs quite well, it is seen that most of the RTS-PM can pay the purchase of rice in cash for Rp. 1.600,00 / kg.
- e. Monitoring or evaluation phase. Implementation of monitoring in the distribution of rastra by Rastra Coordination Team went well, starting from Ngawi District Rastra Coordination Team, District Rastra Coordination Team, and Village Rastra Coordination Team went directly to the distribution point (TD) of literature.

4.2 Evaluation of the Rice Program Implementation (Rastra).

In the implementation of the program of literature always cause problems, because it is considered less precise target, because the target of the literature program is addressed to the pre prosperous households but who receive most of the mass not pre-prosperous, consequently frequent social chaos at the time of distribution of the literature. Result of performance evaluation of program of rastra, in Ngawi Regency can be expressed as follows:

- a. Effectiveness in the implementation of the Rice Program (Rastra). Not maximal implementation of rastra program, because not yet realized goal of program of rastra that is to reduce burden of expenditure of pre prosperous household.
- b. Adequacy in the Implementation of Rice Production Program (Rastra). Implementation of rastra program in Ngawi Regency can support food security especially for pre prosperous family. With rice-rice subsidies besides helping low-income families in meeting the needs of rice food, it can also maintain the stability of rice prices nationally.
- c. Equity in the implementation of the prosperous Rice Program (Rastra). Distribution of the literature can reach the target group's community, it's just that the RTS-PM accepts not in accordance with the literary ceiling because the people who are considered less worthy to receive the literature still get in accordance

- with BPS data, consequently the distribution of rice distributed throughout the RTS-PM in accordance with the addition of RTS-PM as agreed in the village / kelurahan meeting.
- d. Responsiveness in the Rice Program Implementation (Rastra). The rastra program is considered able to ease the burden of fulfilling the need of rice for RTS-PM family. It's just that the distribution of rastra that has been received only about 15 kg is considered not enough to meet the needs of families for one month, finally RTS-PM must add by buying rice in the shop or village stalls.
 - e. Accuracy in the Implementation of Rice Prosperous Program (Rastra). With the existence of this literary program, the needs that have been focused to buy rice, now can be diverted to meet other needs. It's just that most of the RTS-PM expect an increase in the amount of distribution of the rastra it receives, in order to meet the needs of rice for a month.

4.3 Resistance Factors in Implementation of Rastra program.

Various strategic aspects in the stage of the implementation of the distribution of the literature, always contain the resistance factor of the occurrence of error / deviation in the distribution of Rastra. Factors that are resistant to the occurrence of irregularities, among others:

- a. Socialization of Rastra Program to RTS-PM. Most of the target groups, RTS-PM, do not understand what the objectives of the literature are, which they understand about the government's assistance in selling cheap rice. As a result, this rastra program shows less benefit for the interest of target group (RTS-PM) in general.
- 3.2. Project of RTS-PM list. The proposed list of RTS-PM in each village / kelurahan contains potential conflict because it is based on BPS data which is considered less valid that less reflect the real condition of the people of pre prosperous society.
- b. Utilization of the literary program. Not yet optimal the benefits felt by the community for the literature program, due to the policy at the village / kelurahan level that still provide the rastra to the RTS-PM which is not included in the list of BPS. With the policy or decision of the village / kelurahan make the number of RTS-PM recipients increase while the Rastra ceiling is fixed, consequently each RTS-PM get Rastra not in accordance with the provisions that is as much as 180 kg / RTS / year or equivalent to 15 kg / RTS / month at the price of Rp. 1.600,00 / kg net at Distribution Point (TD).
- c. RTS-PM accuracy in the distribution of the literature. The target of the benefit of the rastra program is not enough to help the families in fulfilling the family's food needs, but in fact the list of RTS-PM recorded in BPS data is less reflect the real situation in the field.

5. REFERENCE.

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