



IMPLEMENTATION OF THE POOR RICE PROGRAM IN AN EFFORT TO SUPPORT AND IMPROVE COMMUNITY FOOD SECURITY (CASE STUDY IN AIR MATA VILLAGE, KOTA LAMA DISTRICT, KUPANG CITY)

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Abstract

This study aims to determine the description of the implementation of the distribution and impact of the *Raskin* program (Indonesian rice distribution program for the poor) for target beneficiary households (RTS-PM). This type of research is descriptive qualitative with survey and documentation methods. The results of the study are known to be the implementation of the *Raskin* program in Airmata Village which is measured by 6T success indicators (right target, right quantity, right time, right quality, right administration and right price), it can be concluded that the implementation has been running but not yet optimal, caused by indicators of the right amount, right quality, and on time out of sync with conditions in the field. The *Raskin* program has a positive impact and benefits the recipient community, because of the relatively affordable prices and the well-running routine program, as an effort to support and improve community food security.

Keywords: *Raskin Program, food security.*

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INTRODUCTION

Indonesia is a country that has great potential in terms of resources human resources and resources natural resources, but it turns out that all of that cannot guarantee the achievement of the level of people's welfare and raise the dignity of the Indonesian nation (Munandar, 2008: 151).

One of the problems faced by the government in development is the problem of poverty. The problem of poverty continues to be a prolonged problem, even now it can be said to be increasingly apprehensive. Poverty is reflected in the unfulfilled basic rights of the poor. These basic rights include the right to food, health, education, employment and so on (Azis Abdullah, 2015:11).

In solving the problem of poverty, data and information about poverty that are accurate and right on target are needed to ensure the successful implementation and attainment of the goals or objectives of poverty alleviation policies and programs at the national, provincial and district/city levels where poverty alleviation efforts are aimed at expanding business opportunities and employment opportunities for people who are less powerful as well as the importance of databases in any discussion of poverty starting from the identification of the poor based on the standard of living and minimum norms (Gregoryus, 2005: 8).

The Indonesian government has set efforts to reduce poverty as one of its development priorities. Currently, the government has various poverty reduction programs managed by the National Team for the Acceleration of Poverty Reduction (TNP2K) which are divided into 3 (three) clusters: 1) cluster I is a group of social assistance and social protection-based poverty reduction programs, such as: Jamkesmas, the Family Hope, *Raskin* and Poor Student Assistance (BSM), 2) cluster II is a group of poverty alleviation programs based on community empowerment, such as: the National Poverty Reduction Program (PNPM), and 3) cluster III is a group of poverty alleviation programs based on business empowerment small micro, such as People's Business Credit (KUR) (TNP2K, 2009:89).

One form of direct government intervention in dealing with poverty is the distribution of the Poor Rice Program (*Raskin*). *Raskin* has been started since 1998. The 1998 monetary crisis was the beginning of the implementation of *Raskin* which aimed to strengthen household food security, especially poor households. At first it was called the Special Market Operations Program (OPK), then changed to *RASKIN* starting in 2002, *Raskin* expanded its function no longer as an emergency program (social safety net) but as part of the community's social protection program. Through a scientific study, it is hoped that the naming of *Raskin* as the name

of the program will be more targeted and achieve its goals (www.bulog.co.id).

Air Mata Sub-District is one of the village in Kota Lama District, Kupang City, which is also the Recipient Village for RTS-PM *Raskin*. The people of the Airmata sub-district mostly work as micro-entrepreneurs, besides that the work groups are unproductive due to limited capital and quality of work. The results of the pre-research show that the community's income from their business results is a maximum of Rp.45,000 to Rp.50,000/day to be used to fulfill family needs, therefore with the RTS-PM *Raskin* it is hoped that it can help meet and improve the quality of people's daily lives.

The following is data on *Raskin* recipients in Airmata Subdistrict, Kota Lama, Kupang City.

Table 1. Recapitulation of the Number of *Raskin* Program Beneficiaries in Airmata Village in 2016-2020

Year	Number of Beneficiaries (KK)
2016	47
2017	61
2018	61
2019	97
2020	97
Amount	369

Source: Report of Community Empowerment Institution Kel. Air Mata, 2021

From the data in the table above it can be seen that every year there has been an increase in the number of *Raskin* recipients from 2016 to 2020. The highest number of *Raskin* recipients was in 2019 and 2020, namely 97 households with a total distribution of 1,455 Kg of *Raskin* and the least in 2016, namely 47 households

with the total distribution of *Raskin* is 705 kg. Based on the information provided by the local apparatus, the cause of the increase in the number of *Raskin* recipients every year that occurred in Airmata Village was based on information provided by local officials. Newly married family who come from the local ward and are classified as underprivileged families and can receive social assistance either in the form of *Raskin* or other help.

Based on the government program, the existing allocation is expected to be able to help the community, especially in Airmata Village, Kota Lama District, Kupang City and to make the best use of government assistance to improve community/KK welfare and in accordance with applicable regulations. However, is the implementation of the *Raskin* program in accordance with applicable regulations and are the targets of the *Raskin* beneficiary communities right on target?

Based on the background above, the problems to be discussed are how is the implementation of the Rice for Poor Program (*Raskin*) for the people of Airmata Village, Kota Lama District, Kupang City and what is the impact of the Rice for Poor Program on Household Target Beneficiaries (RTS-PM).

THEORETICAL BACKGROUND

Implementation of the Poor Rice Program for the Community

Implementation as a process of administrative and political action. This view is in line with

Cleaves' opinion in his book Wahab (2008: 187), which explicitly states that: "Implementation includes " a process of moving toward a policy objective by means of administrative and political steps". Broadly speaking, he said that the implementation function is to form a relationship that allows public policy goals or objectives to be realized as the outcome of the final results of activities carried out by the government.

According to Daniel Maxmanian and Paul Sabatier (1983; 61) as quoted in Leo Agustino's book (2006; 139), that: "Policy implementation is the implementation of basic policy decisions, usually in the form of laws, but can also be in the form of orders or decisions. important executive or judiciary decision usually, the decision identifies the problem to be addressed, explicitly states the goals or objectives to be achieved, and various ways to structure or regulate the implementation process" Meanwhile, Van Meter and Van Horn (1975), define implementation policy, as : "Actions taken either by individuals or officials or government or private groups directed at achieving the goals outlined in policy decisions"

In policy implementation there are phenomena of public policy implementation, namely: (in Nugroho, 2011: 648-652), these policies can be described as policy accuracy, implementation accuracy, target accuracy, environmental accuracy, process accuracy, goal accuracy, and consistency.

In Subarson. 2005: 89-101 Theory of George C. Edwards III (1980) In Edwards view III , policy implementation is influenced by four variables, namely: Communication, Resources, Position, and Bureaucratic Structure.

Regarding the implementation of the rice for poor program (*Raskin*) for the community, the *Raskin* program itself began in January 2002 which was a continuation of the Special Market Operations (OPK) program designed by the government and implemented by Bulog in mid-1998. This program was a refinement of the stability program, the price of rice, which is generally expensive and also unfairly enjoyed by everyone, especially for the poor. The rice program for poor families or commonly known as *Raskin* is one of the government's efforts to reduce the burden of spending on poor families. The program is an effort to reduce the expenditure burden of poor households as a form of support in increasing food security by providing social protection at cheap rice in an amount determined by the government.

Requirements that are used as material in the process of determining the eligibility of recipients *Raskin* namely:

1. Type of Work: The type of work in question is work that is not permanent or that does not have a job at all/is unemployed.
2. Total Income: Do not have a steady income or less to meet basic needs.

3. Number of Dependents: Having a large number of dependents or family members but not matched by the ability to meet the basic needs of family members.
4. Condition of the House: The condition of the house that is used as eligibility for receiving *Raskin* is seen from the type of floor, namely the dirt floor, the type of wall, namely the plaster walls of woven bamboo, wood or logs.
5. Home Ownership: Own, someone else's.

In addition, there is a *Raskin* General Guideline (Pedum) which states that the performance of the *Raskin* program is to achieve the "Six Precise" targets. Namely right on target beneficiaries, right quantity, right price, right time, right administration, and right quality.

In addition to the requirements for *Raskin* recipients above, there are several *Raskin*

beneficiary targets. The exact target of *Raskin* beneficiaries is seen from the conditions that have been determined. The target beneficiaries of *Raskin* are households who are classified as economically disadvantaged. Can be seen from:

1. The condition of the house with the condition of the ground floor and wooden walls.
2. The type of income is erratic and below the UMR standard.
3. The number of dependents that are not matched by the amount of income.
4. Ownership of Houses or Land that is not own.

In addition, there are indicators that determine the success of the *Raskin* program as shown in Table 2 below.

Table 2. Success Indicators of the Rice for the Poor Program

No	Goals, Suggestions, Criteria, Forms, Indicators of Success	<i>Raskin</i> program
1	Destination	Reducing the expenditure burden of poor families through the provision of assistance as food needs in the form of rice.
2	Target	Poor households (RTM) in the Village who are entitled to receive <i>Raskin</i> rice, as a result of the selection of Village deliberations that are registered on the List of Beneficiaries (DPM), are determined by the Head of the Village and approved by the <i>Camat</i> .
3	Criteria	<i>Raskin</i> is only given to poor households who receive <i>Raskin</i> benefits from village meetings who are registered on the List of Beneficiaries (DPM) and given an identity (<i>Raskin</i> card or other form).
4	Program form	Distribution of rice to poor households who receive <i>Raskin</i> benefits as a result of village meetings that are registered in the List of Beneficiaries (DPM).
5	<i>Raskin</i> Program Success Indicators	Right on target: <i>Raskin</i> beneficiaries are only given to poor households who receive <i>Raskin</i> benefits from village meetings who are registered on the Beneficiary List (DPM) and given an identity (<i>Raskin</i> card or other form).

- Correct Amount: The amount of *Raskin* rice that is the right of the Beneficiary is 10 to 15 kg/RTM/month according to the Village Deliberation.
- Right Price: The price of *Raskin* rice is Rp. 1000/kg net at Distribution Points.
- Timely: The timing of rice distribution to Poor Households Beneficiaries of *Raskin* is in accordance with the Distribution Plan.
- Accurate Administration: Fulfillment of administrative requirements correctly and on time.

Source: *Journal of Analysis of Raskin Distribution in Poverty Alleviation in Villages Sukamulya, Cihaurbeuti District, Ciamis Regency* By R. Didi Djadjuli, Ahmad Juliarso (2019).

Beside that there is a *Raskin* distribution channel which can be seen in Figure 1 below.

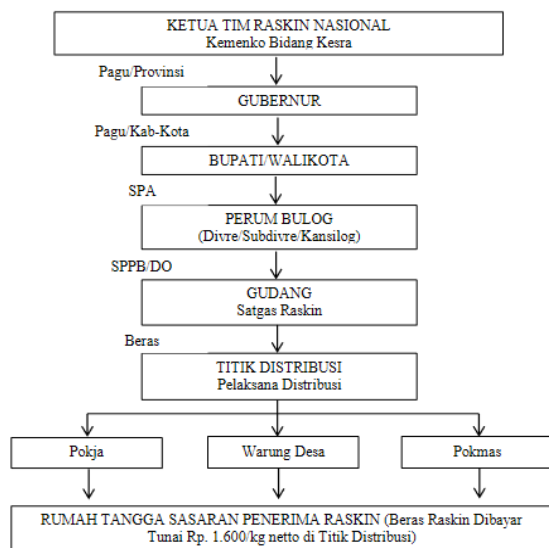


Figure 1. *Raskin* Distribution Flow

Economic Development

According to Adam Smith, economic development is a process of combining population growth with technological advances. Meanwhile, according to Schumpeter, economic development is not a harmonious and gradual process but a spontaneous and uninterrupted process, in which economic development itself is caused by changes, especially in the field of industry and trade. So that we can conclude that

economic development is a continuous process based on directed plans for aspects of life, namely social, cultural, political, economic and social, where the form of economic development can be physical, for example office buildings, shops, highways, toll roads, ports, airports, and so on as well as non-physical forms such as technology, electricity, and so on.

The main objective of a country's economic development is the creation of the welfare of the people of the country itself. But in more detail and detail, the goals of economic development are as follows:

1. Improving the economic quality of people in a region or country with equal distribution of income.
2. Increase employment opportunities or reduce unemployment in the country by adding jobs that can absorb a lot of labor or human resources.
3. Improving the quality of human resources by improving the quality of education.

4. Increasing understanding and also the public's point of view of the noble cultural values of a country.
5. Avoid the possibility of inflation to a minimum.

In Economic Development there are also indicators which are divided into two, namely: Economic indicators which are included in this indicator in the form of economic growth where there is an increase in per capita output and an increase in per capita gross national product in the long term and social indicators which include social indicators in the form of development human resources or HR in terms of life expectancy, education and a decent standard of living, and also in the form of a quality index in terms of mortality and life expectancy at one year of age.

The definition of economics itself is a science that studies the use of limited resources with all human behavior on needs in the form of unlimited production, distribution and consumption principles. Therefore, the factors that influence the government in formulating a country's economic development strategy are also determined by several factors, including:

1. Natural Resources (SDA) as SDA of a country or region is limited, so the government must be able to use natural resources as wisely as possible to meet unlimited human needs.
2. Capital to carry out this utilization, of course, requires capital, in the form of goods used that produce output, namely goods and services. Where increasing the production of both goods and services show a growing economy.
3. Manpower or Human Resources (HR) besides that it also requires its workforce or human resources (HR) in managing natural resources and capital to create economic growth in a country or region. The addition of labor also affects the increase in the amount of production of goods and services.
4. Technology so that an effort or business can run or be carried out effectively and efficiently, coupled with the increasingly widespread digital era in this modern era, of course the government also provides and continues to develop along with the development of technology. In addition, the technological progress of a country or region is also able to have a positive impact on economic growth which causes faster economic growth.
5. Aspects of life are included in aspects of life, namely social, cultural, political, economically and community where improving aspects of life can be a sign or concrete evidence that a country or region is experiencing or has experienced economic development.

Poverty Theory

The Vicious Circle of Poverty theory put forward by Ragnar Nurkse (1953) is a series of forces that influence each other, giving rise to a situation where a country, especially a developing country, experiences many problems to achieve higher development. Sharp tries to identify the causes of poverty from an economic perspective. First, on a macro level, poverty arises due to the unequal pattern of ownership of resources which results in an unequal distribution of income. Poor people only have resources in limited quantities and low quality. Second, poverty arises due to differences in the quality of human resources. Low quality of human resources means low production, which in turn means low wages. The low quality of human resources is due to low education, disadvantaged fate, discrimination, or heredity. All three poverty arises from differences in access to capital. These three causes of poverty are based on the vicious circle of poverty theory put forward by Nurkse (1953), that "a poor country is poor because it is poor" (a poor country is poor because it is poor).

Poverty is a condition of economic inability to meet the average standard of living of the people in an area. This condition of inability is marked by the low ability of income to meet basic needs in the form of food, clothing, and shelter. This low income capability will also result in reduced ability to

meet average living standards such as public health standards and education standards. The condition of the so-called poor people can be known based on the ability of income to meet living standards (Nugroho, 1995).

In principle, the standard of living in a society is not only the fulfillment of the need for food, but also the fulfillment of the need for health and education. A decent place to live or settlement is one of the standard of living or standard of social welfare in an area. Based on this condition, a community is called poor if it has an income much lower than the average income so that it does not have many opportunities to prosper itself (Suryawati, 2004). The definition of poverty that is currently popularly used as a development study is poverty that is often found in developing countries and third world countries. The problem of people's poverty in these countries is not just a form of income inability, but has expanded to a form of social and political powerlessness (Suryawati, 2004). Poverty is also considered a form of development problem caused by the negative impact of unbalanced economic growth, thus widening the income gap between communities and inter-region income gaps (Harahap, 2006). Current development studies do not only focus on the factors that cause poverty, but also begin to identify all the aspects that can lead to poverty.

General Definition of Poverty The definition of poverty is formed based on the

identification and measurement of a group of people/groups hereinafter referred to as poor (Nugroho, 1995). In general, every country, including Indonesia, has its own definition of a person or a community that is categorized as poor. This is because the condition called poverty is relative for each country, for example economic conditions, welfare standards, and social conditions. Each definition is determined according to criteria or measures based on certain conditions, namely average income, average purchasing power or ability to consume, educational status, and health conditions. In general, poverty is defined as a condition of inability of income to meet basic needs so that it is less able to guarantee survival (Suryawati, 2004: 122). The ability of income to meet basic needs based on certain price standards is low so that it does not guarantee the fulfillment of quality-of-life standards in general. Based on this understanding, poverty is generally defined as a condition of income inability to meet basic needs and other needs that can guarantee the fulfillment of quality of life standards. Based on Law no. 24 of 2004, poverty is a socio-economic condition of a person or group of people whose basic rights are not fulfilled to maintain and develop a dignified life. The basic needs that are the rights of a person or group of people include the need for food, health, education, employment, housing, clean water, land, natural resources, the environment, a sense of

security from treatment or threats of violence, and the right to participate in organizing social life and politics. The People's Welfare Sector Report issued by the Ministry of Welfare (Kesra) in 2004 also explained that this so-called poor condition also applies to those who work but their income is insufficient to meet basic/basic needs. The definition of poverty was then reviewed and expanded based on the problems of poverty and the factors that further lead to poverty. The definition of poverty put forward by Chambers is a definition that is currently getting attention in every poverty alleviation program in various developing countries and the third world. The view expressed in the definition of poverty from Chambers explains that poverty is an integrated concept that has five dimensions, namely:

1. Poverty (Proper)

The problem of poverty, as it was originally thought, is a condition of the inability of income to meet basic needs. This concept or view applies not only to groups that do not have income, but can also apply to groups that already have income.

2. Powerlessness (Powerless)

In general, low income ability will have an impact on social power (social power) of a person or group of people, especially in obtaining justice or equal rights to get a decent life for humanity.

3. Vulnerability to face an emergency situation (State of emergency)

A person or group of people who are called poor do not have or have the ability to deal with unexpected situations where this situation requires an allocation of income to solve it.

4. Dependencies

The limited income capability or social strength of a person or group of people who are called poor causes a very high level of dependence on other parties. Alienation (Isolation)

5. The dimension of alienation as intended by Chambers is the location factor that causes a person or group of people to become poor.

Based on the condition of poverty which is seen as a form of multidimensional problems, poverty has 4 forms. The four forms of poverty are (Suryawati, 2004) namely Absolute Poverty, Relative Poverty, Cultural Poverty, and Structural Poverty.

After knowing the form of poverty, it is also known as the type of poverty based on its nature. The types of poverty based on its nature are natural poverty and artificial poverty. These two types of poverty are often still associated with the concept of development which has been implemented for a long time in developing countries in the 1970s and 1980s (Jarnasy, 2004: 8).

The issue of poverty and discussion of the causes of poverty are still being debated both in the academic environment and at the level of development policy makers (Suryawati, 2004: 123).

The characteristics of poverty that are still used to determine the condition of being poor are:

1. Do not have their own factors of production such as land, capital, work equipment, and adequate skills.
2. Relatively low level of education.
3. Working in a small scope and capital. small or also called working in the informal sector environment so that they are sometimes also called underemployed.
4. Located in rural areas or in areas far from regional growth centers or in certain urban areas.
5. Have a relatively low opportunity to obtain sufficient basic needs, including in obtaining health and education services in accordance with welfare standards in general.

Vicious cycle of poverty theory, there are several factors that cause poverty, including the following:

1. Income, is the basis of poverty. Each individual's income is obtained from his work. Income has a negative relationship with poverty, this is in accordance with the theory that the higher the income, the lower the poverty level.

2. Education, Mihaela Mihai (2013) argues that poverty is a failure in education, which means that people who are born in poverty are born in a vicious cycle of poverty that cannot be avoided.
 3. Health, is a direct component of human well-being and a form of human capital in enhancing individual abilities. David Bloom and David Canning (2011) argue that these two views are complementary and can be used to increase investment in the health sector in developing countries.
 4. Consumption (Expenditure), Keynes argued that consumption is a positive function of income and high-income households consume less food than low-income households, because their other income is allocated to non-food consumption.
- broad in nature. Furthermore Lawang (1986: 124) society is referred to as a complex whole because it is composed of various systems and subsystems such as economics, politics, education, family, health and others. Suharto (2005: 47-48), argues that society is a group of people who have the same feelings or unite with each other because they share the same identities, interests.

In connection with the formation of a society as stated by the experts above, there is an understanding of the reality of society as a whole as stated in Raho's book (2004: 69-70).

1. Gebhard and Jean Lenski, describe the types of technological society
 1. often accompanied by violent changes in society, changes in human history range from the first groups to industrial societies. In their analysis, the main thing that distinguishes one society from another is the technology they use invention.
 2. Karl Marx also defines society as a long process of change. But for Marx, this change occurred because of a social conflict rooted in the way humans produce material goods.
 3. Max Weber, trying to show how human ideas can shape society. Modern society is based on a rational and scientific thought process that leads people to a form of social organization which he calls bureaucracy.

Community Concept

The definition of society according to Sadily (1985: 72) is a large or small group of several humans, who themselves are group related and have influence between one another.

Bouman (1982: 113) defines society as an intimate association of life between humans, united in a certain way by their societal desires. Furthermore, according to Leysen in Mansur (1977: 35), said that society is a power relationship from the forms of society and with individual life .

According to Berger in Raho (2004: 69) society is a whole complex of human relations that are

- Talcot Parsons, identifies the elements that cause society to survive and explains how society can change.

Based on the definition of the experts above, it can be assumed that society is a collection of individuals who are united in a certain way because of the same social desires. For this reason, the conditions for the emergence of society are (1) there must be a large group of people, (2) have lived in a certain area for a long time, (3) the existence of rules governing common interests.

RESEARCH METHOD

Type of Research

This type of research is descriptive qualitative with survey and documentation methods.

Location and Time of Research

The time of this research was carried out for 6 months from January - June 2021. The location of this research was in Airmata Village, Kota Lama District, Kupang City.

Research Target/Subject

In accordance with the research objectives that have been formulated, the focus of the research studied in this study is the level of achievement of the implementation of the *Raskin* Program for the people of Airmata Village.

The population in this study is data on the recapitulation of the number of beneficiaries

of the *Raskin* Program in Airmata Subdistrict, Kupang City. The total population per year in 2020 was 363 beneficiaries.

The number of samples is calculated using the slovin formula, obtained by a total sample of 78 respondents. The sampling technique used was non-probability sampling technique with the technique used was accidental sampling (Sugiyono, 2007).

Procedure

In the implementation of the *Raskin* rice program, is it right on target, right in quantity, right in price, right in time, right in administration and right in quality.

In this process, surveys and interviews will be conducted with a sample of 78 beneficiaries. To find out the implementation of the *Raskin* program, a framework was created in an effort to find answers related to the problem of community food security. In more detail can be seen in Figure 2 below:

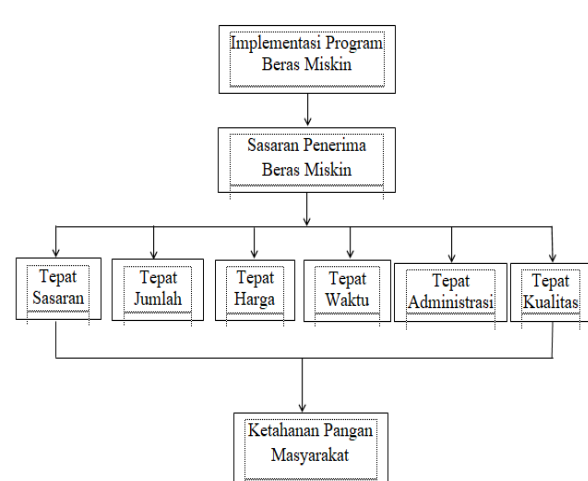


Figure 2. Theoretical Thinking Framework

Data, Instruments and Data Collection Techniques

There are 3 data collection techniques used, namely document study techniques, interviews and observation. In this study, the researchers recorded the Recapitulation of the Number of Recipients of the Poor Rice Program for 2016-2020.

Meanwhile, the interview technique used was face-to-face listening to information or oral statements through direct dialogue between researchers and informants. After conducting interviews, respondents will be given a questionnaire to get good information.

In addition, the observation technique is direct observation of the object of ongoing study to obtain information and information as accurate data about the matters being studied and to find out the relevance between the informant's answers and the existing reality, by making direct observations in the field that closely related with the object of research.

Data analysis technique

The data obtained will be analyzed using qualitative data analysis techniques. In qualitative research, data processing does not have to be done after the data is collected, or data analysis is not absolutely done after data processing is complete. The data obtained is then analyzed simultaneously with the data collection process, the analysis process carried out is a fairly long process. Data from

interviews and observations obtained were then recorded and collected so that they became field notes.

RESULTS AND DISCUSSION

Referring to the results of research on the Implementation of the Poor Rice Program (*RASKIN*) in an Effort to Support and Improve Community Food Security in Airmata Village , Kota Lama District, Kupang City, it can be seen from the various activities that have been carried out in serving the Household Target Beneficiaries (RTS-PM), Rice for the Poor, Family Hope Program, Direct Cash Assistance, Non-Cash Food Assistance to be able to support and improve the community's food security, which the people of Airmata Sub-District really feel the benefits of. The poor are always involved from the idea generation stage to the proposal determination stage, according to the needs of the poor people themselves.

Various efforts have been made by the government to overcome the problem of poverty and to support and improve community food security, starting from assistance to Target Beneficiary Households (RTS-PM), Poor Rice Ceilings, Family Hope Program, Direct Cash Assistance or Non-Cash Food Assistance to the community to hold community empowerment-based programs. When faced with the real conditions of the poor, it would be wiser if the government in its efforts to support and increase food

security in rural communities always aimed at the mentality of the community and more specifically the people in rural areas. Here it is hoped that the government's goal is not only to provide assistance to the community but rather to change people's mindsets, as we know that people in Indonesia tend to surrender to the realities of life and tend to expect help from the government, this makes Indonesian people passive, lazy and more preferring to receive rather than giving, is tantamount to preferring to look for work rather than opening a business and creating jobs.

With the existence of this government program, people are slowly starting to realize and use the benefits. This is also felt by the people of Airmata Village who are considered less able and poor, so it is hoped that the government's program to reduce poverty in Indonesia can be resolved soon.

Therefore, to find out more about the issues raised, the following will explain the results of the research that the author has done while conducting research, including:

Implementation of the Poor Rice Program for the Community of Airmata Village, Kota Lama District, Kupang City

The Rice for the Poor Program is an action plan for reducing poverty through cheap rice for the welfare of less fortunate families. This program was originally called Rice for the Poor (*RASKIN*) and now it is called *RASTRA* (Rice

for Welfare). The *Raskin* program (*Rastra*) is one of the poverty alleviation and social protection programs in the food sector organized by the central government. This program has been running for 10 years since 2010 until now in Airmata Village, Kota Lama District, Kupang City and is based on poor families/households. This is in accordance with the narrative of the Head of Airmata Village, Mr. Djamil H. Umar, S.Sos, that;

"The Raskin program has been running since 2010 and is aimed at families who can't afford it, and it really helps them cope with the burden on their family's life, and they feel helped because the price is cheap."

(Interview, June 17, 2021).

Likewise the views expressed by members of the *Raskin/Rastra* rice recipient community, Ms. Farida Pauw, that;

"With the inclusion of the *Raskin/Rastra* program in our village, it really helps the community, including myself, to receive this cheap rice, because the price is affordable, and there is no need to go far to the market, which is quite far from my house. So, it is true that the government is thinking about the underprivileged so that the *Raskin/Rastra* program is given to villages whose people really need it", (Interview, June 17, 2021).

The *Raskin/Rastra* program is more pro-community interests, causing this *Raskin/Rastra* policy to be considered successful even though there are still people

who are classified as poor or underprivileged. Apart from that, there were still errors in receiving recipient data or inaccurate data collection, so the village government as well as, Neighborhood RT/RW together with the community worked together to share the rations equally for a sense of mutual justice. *Raskin*, which was originally intended for each family to receive 15 kg/head of household, based on a mutual agreement, each family received *Raskin* by counting the number of children or the number of members in the family at a rate of 2.5 kg per family member.

The *Raskin* that is dropped into each Village by Bulog can be shared/distributed to each RT-RW environment and then distributed to the target community according to the allocation for each Neighborhood. Terms or conditions for households who are entitled to receive *Raskin* in the Airmata Village are as follows:

1. The type of work held by the target household or household is not fixed or does not have a job at all or is unemployed.
2. The target households or households do not have a steady income or are insufficient to meet their basic needs or the needs of their family members.
3. Having many dependents or family members but not being matched by the ability to meet the basic needs of family members.
4. The condition of the house of the target beneficiary families or households was

seen from the type of floor, namely dirt floors, plaster walls of woven bamboo or wood.

5. Ownership Houses and land where the target households or households live are owned by other people or by themselves.

Poor was the delay in the distribution from the central government.

As stated by the Airmata Urban Village Head, Djamil H. Umar, S.Sos that;

"The distribution of rice for the poor (Raskin/Rastra) is scheduled for every young date, every three months, only 2.3 days late. Maybe due to unintentional things, because the means of transportation did not arrive as agreed. Situations like this can still be tolerated and announced to the public so that they can be controlled." (Interview, June 17, 2021).

Likewise, what was conveyed by Mrs. Anisa Djawas as a *Raskin* recipient, she said that:

"In fact, at first we questioned why there was a delay in the rice arriving at the rice distribution site. After being explained by the Head of the Environment, what was the cause, we were able to understand and we were happy to accept the situation. And be patient waiting for the Raskin rice to be distributed, even if you have to queue again." (Interview, June 17, 2021).

Assessment of the implementation of the rice distribution policy for the poor in Airmata

Village is considered not to be running perfectly (maximum) due to:

1. The target households or households that received *Raskin* did not match the data input by Village officials, resulting in errors in data collection.
2. There was a delay in the distribution of *Raskin* so that the target households or households experienced delays in receiving *Raskin*.
3. The quality of rice that sometimes does not meet the proper consumption standards for example smells and is rocky.

This was stated by one of the targeted household heads (RTS) who received *Raskin* in the Airmata Subdistrict, Mr. Farid Belajam, who said that:

"We are grateful to receive the rice aid but, there are a lot of stones, broken and a bit smelly, maybe the rice has been sitting in the warehouse for a long time." (Interview, June 18, 2021).

Similarly, what was conveyed by Mr. Arifin, one of the Target Family/Household Heads from Airmata Village that:

"The rice that was distributed to us was sometimes good and sometimes not so good in the past. Therefore, sometimes we feel disappointed because of this. But at this time the quality of rice is very good. Likewise, the rice we receive is only 8 kg/person and costs Rp.1,600/kg." (Interview, June 18, 2021).

In addition to the results of the interviews above, measurement of the implementation or sustainability of the implementation of the rice for the poor program in Airmata Village can also be measured from indicators. Indicators of success in distributing *Raskin*/Rastra are as follows:

1. Right on target

This means that the budget can be realized and obtained by those who are the targets of the implemented *Raskin* program. *Raskin* is only given to RTS-PM who are registered on the *Raskin* Beneficiary List (DPM) as a result of verification of the PPLS 2008 BPS data through a Village meeting that has been approved by the sub-district head.

Raskin/Rastra is only given to Target Households Beneficiaries (RTS-PM) in Airmata Village are families with very low incomes. There are two households that are not residents of the village whose names are included in the list of *Raskin* recipients for Airmata village. The occurrence of this was due to a recording error during the implementation of data collection carried out by BPS officers. Because when observed at the research location it turned out that between the Airmata Village and the other village which is where the two households live is only limited by a bamboo fence. This made it possible for the Implementation of the *Raskin* Program Policy to have an error in recording the household name. However, the two households from outside never came to collect

their rice rations. (interview with Lurah Airmata, Djamil H. Umar, S. Sos). This should not have happened because it is included in the implementation of the program. It must be kept in mind that the official beneficiary data is a registered name issued by TNP2K based on the results of data collection conducted by BPS.

“Although all of the additional beneficiary households (Mudes results) are suitable to be recipients of this *Raskin*. The large difference between the number of households that officially receive assistance and the number of additional houses as a result of the agreement certainly has an impact on reducing the amount of rice allotment that will be received by each household that is officially designated as a *Raskin* participant.” (Interview, June 18, 2021).

2. Exact Amount

This means that the amount of rice given to the community is in accordance with the amount or quantity provided by the government. The amount of Rice for the Poor (*Raskin*) which is the right of PM-RTS is 15 kg per target household per month (15 kg/RTS/month). However, the reality is that in Airmata Village there are still many poor households who are eligible to receive *Raskin* assistance but are not accommodated, so it was agreed with the community meeting that the household will be distributed a portion of the *Raskin* that has been determined by the

Government to target households that are not accommodated in the *Raskin* program. This is so that all residents who need this assistance can be distributed fairly even though the amount determined in *Raskin* revenue has decreased. The amount of *Raskin* received was incorrect, namely 15 kg/head of household.

3. On-time

This means that the *Raskin* program that was realized did not experience delays in the distribution process. However, the distribution of *Raskin* in Airmata village is not erratic, depending on when the Social Services Agency and Bulog arrive at the place. Sometimes a month, sometimes 2 months and sometimes once every 3 months, it's very relative to arrival. So that the accumulated 3 months 1 drop again to the RTS-PM, but the accumulation is fulfilled 12 months. This is very much felt by Target Households. If they receive another 1 month or 2 months, low-income people are forced to buy more expensive rice, even though the standard quality costs Rp. 10,000/kg. From this situation it can be said that the timing of rice supply was not on time, and the distribution was very relative. In fact, the *Raskin* distribution service also depends on working days, even though the rice has arrived at the village, but because it coincides with a working holiday, the distribution is delayed waiting for an open working day before the distribution is carried out. This was stated by the Head of Airmata village Mr. Djamil H.

Umar, S.Sos. At the time of the interview with the researcher that:

"The arrival of the National Logistics Agency and the Social Service to drop rice to the Airmata sub-district really determines the price of Target Households (RTS), because when they arrive every month the people are also very happy. Compared to when it comes every 2 months or 5 months, the recipient community complains. Because, you have to buy more needs that cannot be postponed or must be available, namely rice. Even though the price is expensive, it soars to Rp. 10,000/kg," (Interview, 18 June 2021).

This is similar to what was conveyed by Farida Pauw from Airmata Village;

"If rice arrives late again, only 2 months or 3 months, then we immediately feel disappointed and sad, because we are forced to buy it again."

4. Right Quality

This means that the *Raskin* program that is realized has the quality or quality of rice that is fit for consumption by the target households. The quality of rice that is distributed in Airmata Village, from year to year has progressed and improved, that is, the quality is already good (standard). However, in 2015-2016, the rice smelled and cracked. In 2017 until now the quality of rice received by the poor is of good quality (standard). This means that the quality of the rice distributed

is of the right quality. This was stated by, Mr. Farid as the head of the RT, Head of the Airmata Environment that:

"The quality of the rice they received was quite good. Target households were very happy, and this situation has been going on for many years, and no one has complained about the quality of Raskin distributed by Bulog to every Village. It's different from the old days", (Interview, June 18, 2021).

Likewise, what was conveyed by Farid, from the neighborhood of RT. 07, RW. 003 that:

"As for the quality of the rice, we are very satisfied with receiving it because the rice is always good and does not have lice, does not smell, is white in color, is not inferior to rice sold in markets in Polewali. So that the children are also happy and eat it voraciously." (Interview, June 18, 2021).

5. Administrative Right

The administration of rastra beneficiaries is quite good, because the administration reaches the environment and is complete. For example, the list of *Raskin* beneficiaries is not only in the village, but also in every neighborhood. Similarly, *Raskin* recipient cards have been distributed by the RTS-PM to all of these households. For this matter, it can be categorized as administratively appropriate as stated by Airmata Village Head, Mr. Djamil H. Umar, S.Sos that:

"Raskin administration has been quite good, both at the village and Neighborhood

levels. It's like the equipment cards have been dropped to the people who are entitled to receive them before the rice is distributed." (Interview, June 18, 2021).

6. Right Price

This means that the price set by the government, which is IDR 1,600/kg, is set for RTP-SM according to the price set by the government. The price for *Raskin* that is set in Airmata Village is in accordance with the price set by the central government. Therefore, the right price in the implementation of the *Raskin* program in Airmata village is said to be right at the price.

In the implementation of the Rice for the Poor program, we can first see the process of distributing the Rice for the Poor. The distribution of *Raskin* started with an Allocation Order (SPA) from the Regency/City Government of Kupang, NTT Province, to Perum BULOG, in this case to the Kadivire/Kasubdivre/Kasilog Perum BULOG based on the *Raskin* ceiling and details in each District and Village, especially Airmata Village. When the rice is to be distributed to the Distribution Points, Perum BULOG based on the SPA issues a Delivery Order (SPPB/DO) for rice for each District or Village to the *Raskin* Work Unit (Work Unit). The *Raskin* Satker collects the rice at the Perum BULOG

warehouse, transports and delivers the rice to the *Raskin* Distribution Executor at the Distribution Point. Then, at the Distribution Points, the delivery/sale of rice to *Raskin* RTS-PM (Beneficiaries) is carried out by one of the 3 (three) *Raskin* Distribution Executors namely the Working Group (Pokja), or Village Warung (Wardes) or Community Group (Pokmas). It was at this distribution point that a cash transaction occurred from the PM-RTS to the distribution executor.

In the implementation of the *Raskin* rice program which was carried out in Airmata Village, Kota Lama District, Kupang City, the price of Poor Rice per Kilo was given to RTS-PM. The following is data on the implementation of the Poor Rice program in Airmata Village, Kota Lama District, Kupang City.

Based on the data in the table below, it can be explained that the number of poor families in Airmata Sub-District is increasing every year. The number of poor rice recipient families in Airmata Village in 2016 totaled 47 people, and in 2017 and 2018 it increased to 61 people, then in 2019 and 2020 it increased to 97 people. The poor rice program in 2016 was implemented by 72%, in 2017 77%, in 2018 70%, in 2019 98%, and in 2020 it was implemented by 96%.

Table 3. Implementation of the *Raskin* Program in Airmata Village

Year	Number of Poor Families (people)	Number of Beneficiaries (soul)	Implementation (%)
2016	65	47	72

2017	79	61	77
2018	86	61	70
2019	98	97	98
2020	101	97	96

Source: Community Empowerment Institute Report Kel. AirMata, 2021

The implementation of the government program that the community really feels is rice for the poor (*Raskin*). This shows that this program is a program that directly touches the community, especially the poor, so that by receiving rice for the poor, people who are entitled to receive and need it are expected to be able to meet the needs and welfare of their families.

Regarding the Implementation of Rice for the Poor, the author also tries to convey the results of the author's interviews with the Airmata Urban Village Head and local residents who received *Raskin* with the following results:

The *Raskin* program is a government program, both the central government and city/district governments. Classification of *Raskin* rice based on source can be classified into two types, namely Regional *Raskin* and Central *Raskin*. This program is a program of the central and regional governments in which villages that have been recorded by the government, especially by the Social Service, Airmata village is one of the villages that has the right to receive the *Raskin* program. This program has been running for several years until now so that the community has been recorded by us (village Government) by collecting DTKS data (Integrated Social

Welfare Data) by recording the NIK and KK numbers of residents who are entitled to receive this *Raskin* program assistance. This data was recorded by each RT in Airmata Village and then submitted to the village for DTKS data collection. It is known that there are 8 RTs that were recorded in Airmata Village.

In implementing the *Raskin* program, almost all residents who were recorded in the DTKS received this *Raskin* assistance. Whereas other people who do not receive *Raskin* assistance will receive other assistance such as PKH (Family Hope Program), CBR (*Raskin* Rice Reserve). Then there is data on expansion assistance that is the same as *Raskin* but of the same type as PKH, namely e-Warung in the form of a card which will be used to obtain food ingredients in the form of rice, cooking oil, eggs, or other food ingredients.

So far the implementation of the Rice for the Poor Program in Airmata Village has been implemented but has not been maximized. This is because 3 Exact Out of 6 Correct which is an indicator of the success of the implementation of the Rice for the Poor Program (*Raskin*) has not been implemented properly, such as the Right Quantity, Right Quality and Timely.

The Impact of the Poor Rice Program on Target Beneficiary Households (RTS-PM)

The impact of the *Raskin* program on beneficiary communities can be measured or seen through the goals of the *Raskin* program itself which are given to underprivileged communities. Based on the results of research in the field that the existence of the rice for poor families (*Raskin*) program is very beneficial to the community and very helpful in reducing the burden of meeting the food needs of target households. The *Raskin* program assistance can ease the burden on the poor by providing basic food assistance through subsidized rice to poor people who need it. Helping the community in meeting the most basic needs of all their family members, namely the need for food (rice).

The rice for poor program is very helpful for poor families in fulfilling food needs. This is supported by the results of interviews conducted with one of the residents of the Air Mata Village, Mrs. Farida Pauw, who stated that:

"I feel very helped by the Raskin rice program because this program can reduce the expenditure burden of beneficiary target households (RTS) by fulfilling some of the target household's food needs."

The results of the interviews show that the target households receive considerable benefits from this program because the difference between the price of rice sold in the

market and the price of subsidized rice is very large, where the price of *Raskin* rice is cheaper and due to this, expenditure costs for rice food ingredients can be allocated to meet their needs other necessities of daily life.

Of course, there are many benefits that can be used from the remaining money that should be used up to buy rice at food stalls, in line with *Raskin's* aim to reduce the expenditure burden of beneficiary target households (RTS) by fulfilling some of their food needs, then another benefit of *Raskin* is increasing food security in target households as well as mechanisms for social spending and poverty alleviation.

In the Airmata Sub-District, the incoming *Raskin* is calculated based on several types of time, namely every month, every quarter, and every semester. The government's policy on *Raskin* rice provides a change in lifestyle both at the social and economic level in Airmata Village. People who feel economic changes after getting subsidized rice from the government, people continue to work as usual. Communities in Airmata Sub-District, especially beneficiary households, with the presence of *Raskin* have helped reduce the burden of food consumption at the household level but have not helped to change the economy and lifestyle of the people in Airmata Village.

The impact of the rice program policy for poor families in Airmata Subdistrict, Kota Lama

subdistrict, Kupang City, which has been carried out by researchers, can be viewed as an output from the community's understanding of the *Raskin* program and the implementation of the *Raskin* program that has been implemented in the community.

The results of the research on the implementation of the *Raskin* program in Airmata Subdistrict can be seen how the *Raskin* program provides guarantees to the community in accessing the food needs of poor households. Every poverty alleviation program's ultimate goal is to improve the welfare of society in general. However, the *Raskin* program that has been implemented so far has not been able to improve people's welfare, has not been able to improve the quality of life or has not been able to improve the economic conditions of poor families.

So, if it is concluded with the approach to the level of community welfare, this program is only limited to helping ease the burden on poor households and is only limited to meeting food needs, in this case rice for poor families. Previous research conducted by Robiatul Adawiyah et al with the title "Implementation of the Rice Program for Poor Families (*Raskin*) and its Impact on Families in Kenanga Village, Sumber District, Cirebon Regency", previous research supports the research conducted. This study states that the implementation of the Rice for the Poor Program (*Raskin*) is not in accordance with government regulations. This is due to several

factors, both from the community and from the government itself, such as the implementation of 6T which has not been maximized.

CONCLUSION AND SUGGESTION

Conclusion

Based on the discussion above, the authors conclude that the Implementation of the Rice for the Poor Program (*Raskin*) in an Effort to Support and Improve Community Food Security in Airmata Village, Kota Lama District, Kupang City, includes:

1. The implementation of the Rice for the Poor Program (*Raskin*) in Airmata Subdistrict, Kota Lama District, Kupang City, when measured by the success indicators of the 6T *Raskin* Program (Right Target, Right Quantity, Right Time, Right Quality, Right Administration and Right Price) means that the implementation has been running but not optimal. This is caused by the indicators Right Quantity, Right Time, Right Quality not in sync with the conditions in the field.
2. The impact of the *Raskin* program on beneficiary communities in the Airmata sub-district can ease the burden on the poor by providing basic food assistance through subsidized rice to poor people who need it. pretty good quality besides that it can also help the community in fulfilling the most basic needs for all their

family members, namely the need for food (rice).

Suggestion

The *Raskin* program for poor families in the Airmata sub-district experienced obstacles in its distribution to RTS-PM so that the goals of the *Raskin* program had not been achieved and had not had the maximum impact on beneficiary target households (RTS-PM). Based on these problems the authors provide the following suggestions:

1. The central government should be more timely and consistent in the process of distributing *Raskin* to RTS-PM so that the goals of the *Raskin* program can be achieved and have the maximum impact on beneficiary target households (RTS-PM) and not accumulate rice that will be given to the community so that the quality of the rice that will be distributed to the community can be maintained so that it is more suitable for public consumption.
2. Concretely the advice that can be given to the government, both the central government and the Airmata Village government, is that the government should update the data on *Raskin* recipients or re-collect data on underprivileged people who are entitled to receive Rice for the Poor assistance so that the data provided by the local RT-RW can be in sync with the data submitted by

Lurah officials to be sent to the central government.

3. The amount or quota of rice for *Raskin* beneficiaries must be in sync with the rules set by the government, namely 15 kg/head of household and received every month or according to the schedule set by the government.
4. There needs to be continuous work from the community, field facilitators and the government for the *Raskin* program to be realized.

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