Analysis Of Community's Potentials And Policies On The Utilization Of Raskin As The Staple Food (Study In Peukan Bada Sub-District, Aceh Besar District)

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Abstract: One of the Government Programs nowadays is the provision of Raskin or Rastra to the community with the low price system of Rp. 1,600 / kg, this program is part of the food assistance program for Pre-prosperous families in villages in Indonesia. The food rights are very valuable for some disadvantaged families in terms of covering their daily needs. Even some families economically make Raskin as their staple. However, the program is still followed by other various problems that cause social jealousy among the communities in general. So that there is the emergence of protest against the village apparatus. In this case, the head of the village is the main target of the beneficiaries who felt they were not detected as direct recipients of the program. There are some mistakes from the system run, so that the program does not get fully on the right target; first, basically data collection carried out by officers to determine recipients of Raskin was done without the approval of the head of the village, secondly, some people provided wrong information's about their families who were economically capable but the information provided lead to disadvantaged families, thirdly, some Raskin recipients sold the rice they received for the purpose of gaining profit, fourthly, the quality of Raskin received was not suitable to be consumed because it was dirty, smelly and lousy. If it were consumed, it would lead to health problems.

Keywords: Raskin, Staple Food

1 Introduction

The Raskin program is an implementation program's under the President's instructions on national rice policies. The President instructed the Minister and the Heads of certain non-ministerial Government Institutions, as well as Governors and Regents/Mayors all over Indonesia to make efforts to increase farmer income, food security, rural economic development and national economic stability. In particular, the National Logistics Agency (Perum BULOG)is instructed to provide and distribute subsidized rice to low-income citizens who are hard to afford for food as well as prioritize domestic farmers in food supply. The distribution of subsidized rice for low-income communities aims to reduce the expenditure burden of the RTS-PM in meeting the need for food. In addition, the aim is also to increase access to low-income citizens in meeting basic food needs, as one of the basic rights (2015 RASKIN General Guidelines)

Raskin is a food aid program that has been implemented by the Government of Indonesia since July 1998 with the initial goal of overcoming food insecurity due to the 1997/1998 financial crisis. This program continues to until today with the main objective of reducing the burden of target households through fulfilling a portion of staple food needs in the form of rice. This program, which was before 2002 called Special Market Operations (OPK) was originally an emergency program part of a social safety net, but later its function was expanded to be part of a social protection program [1].

Poverty problem is always related to the non-fulfilment of food needs, the problem of food for the poor is a problem that will never end. The large population included in the poverty group will reflect the level of food security in an area. Food security basically refers to food security from the household level which is related to the ability to meet food needs both in terms of physical and in terms of affordability. To overcome this problem, the government launched a program called the rice program for the poor (Raskin).

Linked with the direction of government policy, the government implements the main strategyies of poverty reduction, that are: carrying out various efforts with the aim of meeting basic needs and protecting families and citizens who experience poverty and making various efforts to help people who experience structural poverty, that is to empower them to have high ability to do business and prevent the other poverty.

Poverty is a condition that is described as a lack of income to meet basic living needs. Poverty is a condition experienced by a person or group of people who are unable to carry on their lives until a level deemed human (BAPPENAS in BPS). A family is the smallest unit / community unit and at the same time a small group in this group society, in relation to individual development often known as Primary Group, [2].

The difficulty to escape from poverty because they are hit by several limitations in scope of human resources quality, access and mastery of technology, market, and capital. Policies and implementations of development programs for communities in coastal areas are still not optimal in breaking the poverty chain and improving their welfare. This is caused by development policies that have not been seriously taken care and the complex problems of social, economic and culture. (Kusnadi, 2009: 13-14).

Poor families in Peukan Bada District for the last three years are still 23% of the total population, the difference is very far if we look at the socio-economic conditions of the community since 10 years after the Tsunami in Aceh.

Therefore, to focus attention on the problem under study, in this study, the author reviewed it in the form of scientific research with the title: "Analysis of Community's Potentials and Policies on The Utilization of RaskinAs AStaple food".

2   Methodology

Poverty is a social problem that always happens in the midst of society, especially in developing countries. Poverty always attracts the attention of various circles, both academics and practitioners. Poverty is one of the major problems that has not been resolved till today. Government policy also was limited and it failed to cope with the problem, so there is no single point of certainty when the level poverty in Indonesia will recede. Poverty is an absolute deprivation (lack of basic needs to survive). Poverty is a multidimensional problem. In the draft strategy, the poverty dimension encompasses four main issues, namely lack of opportunity, low ability, lack of guarantees and inequality. Poverty can mean a lack of ability to meet the needs of commodities in general, that is the limitations of a set of commodity choices (Suyanto 1995).

Society faces a number of complex political, social and economic problems. These problems include the following:
1) Poverty, social inequality, and economic pressures that come at any time;
2) Limited access to capital, technology and markets, thus affecting the dynamics of business;
3) There are drawbacksof existing socio-economic institutional functions;
4) Low quality of Human Resources (HR) as a result of limited access to education, health and public services;
5) Degradation of environmental resources both in coastal areas, sea and small islands;
6) The lack of strength in maritime-oriented policies as the main pillar of national development.

The problems above are interrelated with one another, for example the problem of poverty. This is due to correlative relations between limited access, economic institutions that have not yet functioned, low quality of human resources, degradation of environmental resources, and, the absence of assertiveness in national development policies, poverty is the cause of the quality of human resources and degradation of environmental resources. Therefore, solving poverty problems in coastal communities must be integralistic. (Kusnadi, 2009: 27-28).

The development of poverty in Aceh Province in the period 2004-2013, in absolute terms, declined of 118.99 thousand people, the number of poor people in 2013 (March) was as many as 841 thousand people. The largest distribution of poor people in 2012 was found in North Aceh District, that was 121.4 thousand people and Pidie as many as 88.0 thousand people, and the lowest in Sabang City, that was 6.5 thousand people. Meanwhile, the highest poverty rate distribution was in Bener Meriah Regency at 24.50% and the lowest poverty rate was in Banda Aceh City at 8.65%. (Aceh RKPA Chapter II: 2015) Furthermore, the level of poverty for each district / city is detailed in the following table 1.

Table.1 The Number and Percentage of Poor Population by Regency / City in 2008-2012

No	Kabupaten Kota	Jumlah (000)					Persentase (%)				
		2008	2009	2010	2011	2012	2008	2009	2010	2011	2012
1	Simeulue	20,57	19,11	18,9	19	18,5	26,45	24,72	23,63	22,96	21,88
2	Aceh Singkil	22,24	20,29	19,9	19,9	19,4	23,27	21,06	19,39	18,93	17,92
3	Aceh Selatan	38,82	35,41	32,2	32,3	31,5	19,4	17,5	15,93	15,52	14,81
4	Aceh Tenggara	30,89	27,87	30	30,2	29,4	18,51	16,77	15,52	16,39	15,64
5	Aceh Timur	76,22	68,3	66,5	66,5	64,9	24,05	21,33	16,39	18,01	17,19
6	Aceh Tengah	40,64	38,17	35,3	35,4	34,5	23,36	21,43	21,1	19,58	18,78
7	Aceh Barat	43,69	40,39	42,4	42,5	41,4	29,96	27,09	24,43	23,81	22,76
8	Aceh Besar	63,46	58,97	66,2	66,3	64,6	21,52	20,09	18,8	18,36	17,5
9	Pidie	101,77	93,8	90,2	90,4	88	28,11	25,87	23,8	23,19	22,12
10	Bireuen	79,09	72,94	76,1	73,3	74,3	23,27	21,65	19,51	19,06	1921
11	Aceh Utara	135,7	126,59	124,4	124,7	121,4	27,56	25,29	23,43	22,09	21,89
12	Aceh Barat Daya	27,43	25	25,2	25	24,6	23,42	21,23	19,94	19,49	18,51
13	Gayo Lues	18,89	17,09	19	19,1	18,6	26,57	24,22	23,91	23,36	22,31
14	Aceh Tamiang	50,82	45,29	45,2	45,3	44,1	22,29	19,96	17,99	17,49	16,7
15	Nagan Raya	33,21	30,86	33,4	33,6	32,7	28,11	26,22	24,07	23,36	22,27
16	Aceh Jaya	17,24	17,13	15,6	15,6	15,2	23,86	21,86	20,18	19,8	18,3
17	Bener Meriah	31,28	28,58	32,1	32,2	31,4	29,21	26,58	26,23	25,5	24,5
18	Pidie Jaya	37,7	35,6	34.70	34,8	33,9	30,26	27,97	26,08	25,43	24,35
19	Banda Aceh	19,91	17,27	20,8	20,8	20,3	9,56	8,64	9,19	9,06	8,65
20	Sabang	7,14	6,54	6,6	6,7	6,5	25,72	23,89	21,69	21.31	20.51
21	Langsa	23,96	21,34	22,4	22,4	21,8	17,97	16,2	15,01	14,66	13,93
22	Lhokseumawe	23,94	22,53	24	24,2	23,6	15,87	15,08	14,07	13,73	13,06
23	Subulussalam	17,73	16,75	16,4	16,5	16,1	28,99	26,8	24'36	23,85	22,64
	Aceh	**959,7**	**892,9**	**861,9**	**900,2**	**876,6**	**23,53**	**21,8**	**20,98**	**19,48**	**18,58**

Aceh's Central Statistics Agency (BPS) released the number of poor people in Aceh on September 2016 reaching 841 thousand people (16.43 percent). This number was reduced by 7 thousand people compared to the poor population on March 2016 which amounted to 848 thousand people (16.73 percent).

During that period, the percentage of urban population decreased by 0.03 percent and 0.35 percent in rural areas. The role of food commodities to the poverty line was greater than other roles such as housing, clothing, education and health. The contribution of the food poverty line on September 2016 was 76.17 percent while in March 2016 it was 76.12 percent. Some food commodities that cause poverty included rice, cigarettes, tuna / tuna / skipjack, and beef.Whereas non-food commodities that affected the poverty line included the cost of housing, gasoline, electricity, and education. Until this period, Aceh is still ranked second in the poorest province in Sumatra after Bengkulu, which was 17.85 percent. Head of Aceh's Central Bureau of Statistics (BPS), Wahyudin, said the decline in poverty in Aceh could actually be done up to 1 percent if the government focused on implementing the right target program. "Only 0.3 percent that wasachieved, I think more than 1 percent can be achieved within a period of six months," Wahyudin told reporters on Tuesday (1/3). Wahyudin said that the abundant Special Autonomy Fund which was given by the central government every year in Aceh needed special handling of the Regional Poverty Reduction Coordination Team (*Tim Koordinasi Penanggulangan Kemiskinan Daerah*/ TKPKD) to reduce poverty in the province with a population of around five million. "The goal of poverty alleviation must be clarified first, who and where we will focus on and all the poor people should all be inputted in database. The will be submitted to the local government and by doing that, hope it get on the target, "he said. "One more thing", said Wahyudin, Village Funds given by the central government every year to build *Gampong* / village can be allocated for the welfare of the poor in the village. [3], Aceh People's Daily. However, the number of poor and unemployed people in Aceh still occupies the highest level nationally, as in the appendix to the table below; Aceh's Central Statistics Agency (BPS) released the number of poor people in Aceh on September 2016 reaching 841 thousand people (16.43 percent). This number was reduced by 7 thousand people compared to the poor population on March 2016 which amounted to 848 thousand people (16.73 percent).

welfare of the poor in the village. [3], Aceh People's Daily. However, the number of poor and unemployed people in Aceh still occupies the highest level nationally, as in the appendix to the table below;

Table 2. The Total and Percentage of Unemployment Rate and Poor Population in National Level.

IDeAS : Data APBD, Tingkat Pengangguran, dan Kemiskinan di Sumatera Tahun 2017

No	Provinsi	Jumlah Penduduk (000)	APBD/A 2017	Tingkat Pengangguran (Feb 2017)	Tingkat Kemiskinan (Maret 2017)
1	Aceh	5.096	14,76 triliun	7,39	16,89
2	Bengkulu	1.904	3,18 triliun	2,81	16,43
3	Lampung	8.205	6,80 triliun	4,43	13,69
4	Sumatera Selatan	8.160	7,89 triliun	3,80	13,19
5	Sumatera Utara	14.102	12,03 triliun	6,41	10,22
6	Jambi	3.458	4,34 triliun	3,67	8,19
7	Riau	6.501	10,43 triliun	5,76	7,78
8	Sumatera Barat	5.259	6,24 triliun	5,80	6,87
9	Kep. Riau	2.028	3,36 triliun	6,44	6,06
10	Kep. Bangka Belitung	1.401	2,66 triliun	4,46	5,20
	Wilayah Sumatera	56,2 juta orang		5,10 persen	10,57 persen

Ket :
* Data jumlah penduduk dan persentase kemiskinan diolah dari publikasi data BPS terbaru.
* Data APBD/A 2017 diolah dari berbagai pemberitaan media oleh tim riset IDeAS

Table 3. The Total and Percentage of National Poor Population Rates in 2016-2017 that experience changes.

kabaraceh

IDeAS : Data Persentase dan Peringkat Kemiskinan 23 Kabupaten/Kota di Aceh

No	Kabupaten/Kota	Persentase Penduduk Miskin Menurut Kabupaten/Kota (Persen)		Perbandingan Tahun 2016 dengan 2017
		Tahun 2016	Tahun 2017	
1	Aceh Singkil	21,60	22,11	Naik
2	Gayo Lues	21,86	21,97	Naik
3	Pidie Jaya	21,18	21,82	Naik
4	Pidie	21,25	21,43	Naik
5	Bener Meriah	21,43	21,14	Turun
6	Aceh Barat	20,38	20,28	Turun
7	Simeulue	19,93	20,20	Naik
8	Subulussalam	19,57	19,71	Naik
9	Aceh Utara	19,46	19,78	Naik
10	Nagan Raya	19,25	19,34	Naik
11	Aceh Barat Daya	18,03	18,31	Naik
12	Sabang	17,33	17,66	Naik
13	Aceh Tengah	16,64	16,84	Naik
14	Bireuen	15,95	15,87	Turun
15	Aceh Besar	15,55	15,41	Turun
16	Aceh Timur	15,06	15,25	Naik
17	Aceh Tenggara	14,46	14,86	Naik
18	Aceh Jaya	15,01	14,85	Turun
19	Aceh Tamiang	14,51	14,69	Naik
20	Aceh Selatan	13,48	14,07	Naik
21	Lhokseumawe	11,96	12,32	Naik
22	Langsa	11,09	11,24	Naik
23	Banda Aceh	7,41	7,44	Naik

Ket: Data diolah dari Publikasi BPS RI Tahun 2018, yang diakses melalui situs www.bps.go.id

2.1 Location and Research Subject

This research was carried out in villages in Peukan Bada District, Aceh Besar. The subjects of the study were the Raskin beneficiaries, *Keuchik* (village leaders), Raskin distributors, the DSWP officers (District Social Welfare Personnel) from the Social Affairs and Social Welfare Office in the district who specifically dealt with social issues and poverty for the villages in the sub-district and the community in general, or in other words the subjects in this study were people, places or objects observed as targets. (Indonesian Dictionary 1989: 862).

2.2 Objectives and Significanes of The Study

Some of the objectives of this research are as follows:
1. To find out the level of Raskin needs for the community as beneficiaries in each village in Peukan Bada District
2. To find out Raskin as a basic need to be consumed in every village in Peukan Bada District
3. To find out the factors that influence the condition of socio-economic life in each village in Peukan Bada District

While the significances of this study are:

1. Theoretical significances;
Theoretically, the results of this study are expected to contribute to the influence of Raskin needs for low-income people as beneficiaries and well-established people in Peukan Bada District.
2. Practical significances;
The results of this study are useful as an addition to knowledge, especially insight for Government research on community policy in making Raskin as a staple food. In addition, from this study can be obtained some information about the social economic life of the underprivileged as the main potential of Raskin beneficiaries, and as a reference for further research related to the problem.

2.3 Sampling Technique

The data collected in the study consisted of primary and secondary data. The primary data is obtained through direct interviews with respondents by using a list of questionnaires that has been prepared in advance. Whereas secondary data are data obtained from institutions or agencies such as the Peukan Bada District Head Office (from the DSWP and the Social Affairs Section), interviews with respondents and questionnaires, and the utilize of literature studies such as previous research, books, articles, magazines, newspapers , internet and so on according to the problem under study.

2.4 Data Collection Method

Data collection methods used were direct and unstructured interviews, where the researchers used interview guidelines as well as questionnaires that were compiled systematically and completely as data collectors. This research was carried out in Peukan Bada District, Aceh Besar District. The study was conducted to determine the level of Raskin consumption for low-income community at the level of Raskin beneficiaries. In collecting the data, researchers used 3 data collection techniques, namely, interviews, observation, and documentation. The results of this study will be published in accredited National journals and non-accredited National journals. Furthermore, the seminar will also be held at National and local meetings and will produce draft material for knowledge.

3 Result And Discussion

In this study it is necessary to conduct a series of analysis to obtain data, and the data can be used to obtain information on the issues that have been stated. The method used can be used as a guideline to find the truth of the data so that it can obtain the truth objectively based on the facts and logical thinking. [4].

Through the Raskin program, each RTS-PM can buy a number of rice at a distribution point at a price that is cheaper than the market price (subsidized). During the implementation of the program, the amount of rice allocated to each RTSPM underwent several changes, but it remained in the range of 15 kg per distribution, and in 2018 it started to amount as much as 10 kg. The price of subsidized rice that must be paid by the RTS-PM at the beginning of the program implementation is Rp 1,000 per kg at the distribution point. Since 2008 the price has been raised to Rp. 1,600 per kg. The frequency of distribution also changes between 10-13 distributions per year or on average once a month [1].

The screening procedure for poor households is not done carefully because the data from the poor are taken from the survey results of the Kendari City Central Bureau of Statistics conducted in five years, in 2000, 2005, 2010 and 2015, so the RTS data used today is still coming from 2015, whereas poverty itself is relative meaning that in less than 5 months someone can already switch from poor to prosperous, or vice versa.

1. **Target Beneficiaries**

   Raskin is given to registered beneficiaries based on existing data records in the Sub-district, the data is coordinated by TKSK officers / as officers of the Social Service and also assisted by KASIE Social and Welfare Districts, they are in charge of managing and coordinating all Social activities for each village, based on the survey results, there are inappropriate beneficiaries as pre-prosperous families who are classified as beneficiaries of Raskin. Determination of the name and address of the RTS-PM Raskin Program 2015 refers to the Integrated Database for the Social Protection Program, which is managed by the Secretariat of the National Team for the Acceleration of Poverty Reduction (TNP2K), [5].

   Raskin is only given to the Poor Households beneficiaries registered in the Beneficiary List (*Daftar Penerima mamfaat/* DPM). Households that are not included in these criteria are not entitled to receive Raskin. In order for distribution to be more targeted, the data collection is carried out regularly, which is updated every year by involving the head of the community and supervised directly by village officials and BPS officials so that all forms of irregularities and fraud can be minimized, [6].

   The statement above contrasts with the facts that occurred when BPS officers took Raskin the data of beneficiaries in the Peukan Bada sub-district, and even, according to the authors themselves who also recognized that BPS officials took data of Raskin beneficiaries without coordinating with the apparatus of the local village, resulting in various reactions and social jealousy from the unregistered community resulting the village's apparatus and even the village head to be blamed.

2. **The Context of Policy in Determining the Poor**

   Family is the smallest unit and, at the same time, a small group in this society, in the relation with individual development, it is often known as Primary Group. In line with the above view, [2], there is a new view that shows that the size of the income of a person alone does not represent overall economic progress. The failure of "Growth Oriented Strategic Approach" in reducing the inequality of income and eradicating poverty demanded a major change in development with a variety of accurate approaches to efforts to increase community income, eliminate poverty and lack of employment, so the Basic Human Needs approach from the ILO basically also reflects this change in direction of

development. One of the policies to fulfill the basic needs of the people, namely the need for food, especially sufficient rice with the target group namely poor households (*Rumah Tangga Miskin/*RTM) [7]

The success of the implementation of a policy can be determined by many variables or factors, and each of these variables is interconnected with each other. Policy implementers may know what to do and have enough desires and resources to carry out a policy, but in the implementation of the policy it usually cannot be implemented properly because of the weakness of the bureaucratic structure. Such a complex policy requires the cooperation of many people, when the bureaucratic structure is not conducive to the available policies, this will cause ineffective resources and hamper the course of the policy. In the implementation of a program involving many parties involved in the organizational structure, it is not surprising that people in this case experience problems and want to take care of them so they will be confused if too many parties work in the implementation [5]. Communities are generally weak in meeting their basic needs because of low purchasing power. The Raskin program carried out by the government is in the form of income transfers in the form of goods, with the hope that this program can fulfill some of the basic programs of poor household [8]. Starting in 2019 the Government has changed the Raskin system with a Rp 150,000 / kk cash subsidy per month for families classified as Participants of Family Hope (*Peserta Kelaurga Harapan/* PKH), (Agus Linda: TKSK Peukan Bada District).

3. The Potential and Consumption of Raskin as A Basic Need

As for the sample studied, there were 130 beneficiaries randomly selected in each village in Peukan Bada District, Aceh Besar District. The data were analyzed by using a comparison between potential and beneficiaries at the household level using descriptive analysis. From the results of the study it can be concluded that there is a comparison between the number of main users that is 92% consumers and 08% non consumer of Raskin from the potential that exists in each village.

4. Raskin Quality

The quality of Raskin distributed at the beginning of the 2010-2015 program received was not very good, the smell and color changed from the color of rice which was actually frequently happening and has been always a part of the distribution, even though the community as beneficiaries could not do nothing and it eventually is consumed by each member of the r beneficiaries' household. These conditions are always responded by officers who deal with social issues, TKSK quickly reports to the National Logistics Agency to monitor Raskin when it is not suitable for the consumption anymore. In the beginning of 2016-2018, the quality of Raskin received is very good, even though the smell and color were slightly changed but it is still suitable for consumption, even some beneficiaries made Raskin as a basic requirement that must be consumed to anticipate diabetes mellitus.

Table 4. List of Raskin Beneficiaries in Peukan Bada District, Aceh Besar District

NO	NAMA GAMPONG	Data BDT Non PKH	Data PKH	Data KPM Penerima Raatra	Anak Yatim 2017
1	Lam Pageu	50	30	32	10
2	Lambaro Neujid	111	66	81	12
3	Lambadeuk	39	11	18	4
4	Lam Guron	35	10	18	2
5	Pulo Bunta	25	6	10	0
6	Meunasah Tuha	109	38	41	11
7	Lam Tutui	31	14	15	4
8	Lambeungoh	48	20	22	4
9	Lam Awee	30	5	6	11
10	Lam Manyang	74	21	9	5
11	Kampung Baro	34	19	10	9
12	Lamteh	99	28	38	15
13	Lam Lumpu	109	42	40	22
14	Lam Isek	110	37	24	7
15	G u r a h	63	12	21	3
16	Lam Rukam	61	10	17	2
17	Lam Keumok	29	9	9	5
18	Lam Geu-Ba	134	20	11	16
19	Rima Jeuneu	158	68	81	8
20	Lampisang	89	40	41	9
21	Keuneu-Eu	95	25	35	0
22	Beuraden	59	13	19	0
23	Lam Hasan	186	42	43	24
24	Payatieng	123	23	12	5
25	Rima Keuneurom	119	30	18	8
26	A j u e n	126	36	39	25
	JUMLAH	2.148	686	728	221

4 Conclusion

The screening procedure for poor households is not done carefully because the data from the poor are taken from the survey results of the Kendari City Central Bureau of Statistics conducted in five years, in 2000, 2005, 2010 and 2015, so the RTS data used is still coming from 2015, whereas poverty itself is relative, meaning that in less than 5 months someone can already switch from poor to prosperous, or vice versa. From the results of the study it can be concluded that there is a comparison between the number of main users which is 92% consumer and 08% non consumer of Raskin from the potential that exists in each village. Starting in 2019, the Raskin program will be changed to subsistence grants in the form of Rp 150,000 cash / month to beneficiaries who are classified as Family Hope Participants (PKH).

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