

ABSTRACT

Government provided a rice food subsidy, known as *Program Beras Miskin* or *RASKIN*, for the poor since 1998. In its implementation, this program had some weaknesses. Kulon Progo District Government had a breakthrough to improve the management of *RASKIN* that was District Rice Program, otherwise known as *Program Beras Daerah* or *Rasda*. Through *Rasda*, Kulon Progo Government was determined to organize food aid program that promoted the independence of local farmer group association (known as *gapoktan*), improved the income of rice farmers, and restored target precision and rice quality, which were distributed to target group.

This research aimed to find out the performance of *Rasda* Program implementation in Sentolo Sub-district, Kulon Progo. The performance of *Rasda* Program implementation in Sentolo Sub-district was measured by process indicators, which were target household access to *Rasda* Program and responsiveness of Kulon Progo Forestry and Agriculture Service as the implementer. This research was a qualitative descriptive research. The data gathering techniques were observation, interview, and documentation. The acquired data were tested to meet the validity using data triangulation technique. The collected data were then sorted, categorized, and interpreted, and analyzed so that a conclusion could be generated.

The results indicated that (1) The performance of *Rasda* Program Implementation in Sentolo Sub-district, Kulon Progo had not worked well yet. The distributed rice for target household had not consistently qualified as good rice. Target precision of *Rasda* Program had not been fully achieved because there were still some poor households that were not listed as *Rasda* Program target. This program also had not improved the income of rice farmers. In addition, there was still an equally-shared activity among society. (2) It was lack of communication between Forestry & Agriculture Service and local farmer group association. Moreover, the government still employed *PPLS* 2011 so that it did not accommodate the economy change in society. Furthermore, rice CoGS resolved by government was too low compared to rice purchase price and the implementers' disposition in overseeing the *Rasda* distribution to target group.

There were some suggestions, namely (1) Forestry and Agriculture Service needed to improve mentoring activity and communication intensity with farmer group association. (2) Forestry and Agriculture Service needed to improve coordination with village agency to control and to monitor the rice distribution to target group. Forestry and Agriculture Service coordinated with Social, Labor, and Transmigration Service to re-verify the data of *Rasda* recipient. (3) Coordinating Minister for People's Welfare needed to generate some policies for supporting the implementation of *Rasda* Program in Kulon Progo or another program that aimed to decentralize centralized *Raskin* Program. (4) it was suggested that there was a further test for rice or husk purchase price in order to assist the improvement of rice farmer income.

Keywords : *Implementation, Access, Farmer Group Association.*

INTISARI

Pemerintah menyediakan subsidi pangan beras kepada masyarakat miskin yang kini dikenal sebagai Program Beras Miskin (RASKIN) sejak tahun 1998. Pada pelaksanaannya, Program Raskin memiliki beberapa kelemahan. Pemerintah Kabupaten Kulon Progo melakukan sebuah terobosan dengan inovasi Program Beras Daerah (Rasda) sebagai perbaikan tata kelola Program Raskin. Melalui Program Rasda, Pemerintah Kulon Progo bertekad untuk menyelenggarakan program bantuan pangan yang memandirikan gapoktan lokal, meningkatkan pendapatan petani penghasil padi serta memperbaiki ketepatan sasaran serta kualitas beras yang didistribusikan ke RTS.

Tujuan dari penelitian ini adalah mengetahui kinerja implementasi Program Rasda di Kecamatan Sentolo, Kulon Progo serta menemukan faktor-faktor yang mempengaruhi kinerja Implementasi Program Rasda di Kecamatan Sentolo, Kulon Progo. Kinerja implementasi Program Rasda di Kecamatan Sentolo diukur dari indikator proses berupa akses rumah tangga sasaran terhadap Program Rasda serta responsivitas Dinas Pertanian dan Kehutanan Kulon Progo sebagai implementor. Penelitian ini merupakan jenis penelitian deskriptif kualitatif. Teknik pengumpulan data yang digunakan antara lain, observasi, wawancara dan dokumentasi. Data yang diperoleh diuji keabsahannya menggunakan teknik triangulasi data. Data yang telah dikumpulkandipilah-pilah, dikelompokkan, diinterpretasikan dan dianalisis hingga dapat diambil suatu kesimpulan.

Hasil dari penelitian menunjukkan bahwa (1) Kinerja Implementasi Program Rasda di Kecamatan Sentolo, Kulon Progo belum berjalan dengan baik. Beras daerah yang didistribusikan ke rumah tangga sasaran belum konsisten berkualitas baik. Ketepatan sasaran pada Program Rasda juga belum tercapai, masih terdapat rumah tangga miskin di Kecamatan Sentolo yang belum terdaftar sebagai rumah tangga sasaran Program Rasda. Program Rasda Kulon Progo juga belum mampu meningkatkan pendapatan petani penghasil padi. Selain itu, pada pelaksanaan Program Rasda di Kecamatan Sentolo masih terjadi *bagito* (bagi rata) di masyarakat. (2) Faktor yang mempengaruhi kinerja implementasi Program Rasda di Kecamatan Sentolo, Kulon Progo adalah kurangnya kejelasan dan intensitas komunikasi antara Dinas Pertanian dan Kehutanan dengan gapoktan lokal penyuplai beras untuk Program Rasda, Pemerintah Kulon Progo masih menggunakan data PPLS 2011 sehingga tidak mengakomodir perubahan kondisi ekonomi masyarakat, HPP beras yang ditetapkan pemerintah terlalu rendah apabila dibandingkan dengan harga beli beras di pasar dan kurangnya disposisi implementor dalam melakukan pengawasan terhadap distribusi Rasda hingga ke RTS.

Saran yang harus menjadi perhatian antara lain, yaitu: (1) Dinas Pertanian dan Kehutanan perlu meningkatkan pendampingan dan intensitas komunikasi dengan gapoktan. (2) Dinas Pertanian dan Kehutanan perlu meningkatkan koordinasi dengan pemerintah desa untuk melakukan kontrol dan pengawasan distribusi beras hingga ke RTS. Dinas Pertanian dan Kehutanan berkoordinasi dengan Dinas Sosial Tenaga Kerja dan Transmigrasi untuk melakukan verifikasi ulang data penerima bantuan Rasda. (3) Kementerian Koordinasi Bidang Kesejahteraan Rakyat perlu merumuskan kebijakan yang mendukung pelaksanaan Program Rasda Kulon Progo atau program lain sejenis yang bertujuan untuk mendestralisasi Program Raskin yang terpusat. (4) Mengkaji ulang HPP gabah maupun beras yang mendukung peningkatan pendapatan petani penghasil padi.

Kata Kunci : *Implementasi Program, Akses, Gapoktan*