Effectiveness of the Bansos Rastra distribution program in Kajang District, Bulukumba Regency

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Abstract. Prosperous Rice Social Assistance (BansosRastra) is a program organized by the Indonesian government that aims to increase and open up access for poor families to food, especially rice. The effectiveness of BansosRastra distribution can be assessed through the achievement of the 6R targets (six right), namely the right target recipient, the right amount, the right price, the right time, the right administration and the right quality. The large number of poor households in Kajang District, Bulukumba Regency requires an evaluation of the effectiveness of the BansosRastra program so that the program runs optimally and avoids conflicts related to aid distribution. This study aims to analyze the effectiveness of the distribution of the BansosRastra program in Kajang District, Bulukumba Regency, South Sulawesi. This research uses quantitative methods. The results of the study concluded that the implementation of the BansosRastra Program in Kajang District, Bulukumba Regency was classified as ineffective. The level of effectiveness of the implementation of the BansosRastra Program is low, at only 42.37%.

1. Introduction
Food is a basic human need that is essential and must be fulfilled. Even food is the right of every human being. So important that it can be said that food is a milestone in life in a region, as well as in a country. Meeting people's needs is the responsibility and obligation of the government. Especially in Indonesia, which has a large area and a large population, it is very prone to food crises [1].

Currently, Indonesia is still facing the problem of poverty and food insecurity that must be tackled together by the government and society because the number of Indonesians who can afford to buy rice at normal market prices is still very limited. This is because there are still many people with low incomes so that it affects their purchasing power for food needs. Therefore, the government needs to make a policy to regulate and control national food security.

Prior to 1998, rice policies in Indonesia included a ceiling price, which was the limit for the highest consumer price limit, so that the government carried out Pure Market Operations (PMO) to reduce the price of rice that was charged by the public. This subsidy policy in the price of rice is given to all levels of society, both poor and capable (general subsidies). Since July 1998 with the onset of the economic crisis, the rice subsidy policy has been specifically given to certain groups of people (targeted subsidies) through Special Market Operations (SMO). With the change in subsidy policy from general targeted to targeted subsidy, subsidies are only given to the poor [2].

After several years of running this program, in 2002 the name of the program was changed to Raskin (Rice for Poor Families) as an effort to shaIDRen the meaning of social welfare programs to
increase and open access for poor families to food, especially rice. This name was also followed by a change in the mechanism for distributing aid and targeting beneficiaries. Raskin allocation for each district and city is determined based on the calculation of the poor population by the Central Bureau of Statistics (CBS). In each district and city, the local government again determines the allocation for each distribution point. At the lowest level, the village government determines which households are entitled to receive Raskin [3].

In 2015, the Raskin program changed its name to Rastra (Beras Sejahtera). Rastra is the same program as Raskin, but what sets it apart is its thought patterns. After two years of the Raskin program, from 2017 to 2018, the government gradually began to change the Rastra subsidy program scheme from a subsidy pattern to a food social assistance pattern in order to increase the effectiveness and accuracy of program targeting, in accordance with the mandate of the Indonesian President at a Limited Cabinet Meeting regarding the Poverty and Economic Inequality Reduction Program on March 16 2016, so that social assistance and subsidies are distributed non-cash [4].

Food social assistance can be distributed in the form of in-kind (rice) or in non-cash form. Food social assistance in the form of in kind (rice) or known as Prosperous Rice Social Assistance (Bansos Rastra) is a social assistance program in the form of medium quality rice from the government to BRF as much as 10 kg and is distributed every month without any redemption price / fee. Food assistance in the form of non-cash or referred to as Non-Cash Food Assistance (NCFA), which is a social food assistance program, in which BRFreceives social assistance of IDR 110,000 which is transferred each month by the government through an electronic money mechanism which is used only to purchase food in the form of rice, sugar, flour, cooking oil, etc. in foodstuff traders or called e-warong in cooperation with distribution banks, according to the quantity and quality and at the desired time. NCFA has a broader objective, namely to provide more balanced nutrition, provide choice, control and access to financial services for the poor and vulnerable, encourage people's retail businesses, and streamline their budgets [4].

One of the districts that has the highest number of poor families in South Sulawesi Province is Kajang District, Bulukumba Regency, which has 3,885 poor families who are entitled to receive the Bansos Rastra Program. With the largest number of poor households, the effectiveness of the implementation of the Bansos Rastra Program in Kajang District, Bulukumba Regency must be evaluated so that this program runs optimally and avoids conflicts or problems related to the distribution of Bansos Rastra so that indicators of success can be achieved. Because if the effectiveness of the Bansos Rastra Program is low, it will affect the survival of poor families and their access to food, especially rice. Based on this, this study aims to analyze the effectiveness of social assistance program distribution in Kajang District, Bulukumba Regency.

2. Research methods
This research was conducted in Kajang District, Bulukumba Regency, South Sulawesi Province in March 2019. The population in this study were people who received assistance from the BansosRastra Program from the local government as many as 3,885 families with a total sample size of 131 peoples. The sample was determined using Proportionate Stratified Random Sampling because Kajang District has 17 villages and two sub-districts where each village in Kajang District has different numbers of poor families.

The effectiveness of the distribution of the BansosRastra Program will be analyzed using quantitative descriptive methods. The quantitative method used is descriptive statistics with the aim of describing the social symptoms related to the effectiveness of the BansosRastra Program in Kajang District.

Knowing the level of effectiveness of the Bansos Rastra Program at each BRF, it is calculated using the following formula [5]:

\[ \text{Level of Effectiveness} = \frac{\text{Actual Assistance}}{\text{Expected Assistance}} \]
Program effectiveness = \frac{\text{Realization} \times 100\%}{\text{Target}} \tag{1}

\text{Realization} = \text{The amount of accuracy that BRF achieved;}
\text{Target} = \text{The sum of all the accuracy that the BRF should have achieved.}

The success rate category of distribution effectiveness according to the Ministry of Home Affairs Research and Development, namely [6]:
1) Value effectiveness coefficient < 40 \%: Very ineffective;
2) Value effectiveness coefficient 40 – 60 \%: Ineffective;
3) Value effectiveness coefficient 61 – 80 \%: Effective enough;
4) Value effectiveness coefficient > 80 \%: Very effective.

3. Results and discussion
The effectiveness of the distribution of BansosRastra can be assessed through the achievement of the 6R (six right) targets, namely the right target recipient, the right amount, the right price, the right time, the right administration and the right quality [7].

3.1. Right on target
The Bansos Rastra program is aimed at poor or food insecure (low income) families who cannot afford to buy rice at normal market prices due to their low income levels, and the increasingly expensive prices of basic necessities[8]. Poor families who are entitled to receive the Bansos Rastra Program are then called BRF (Benefit Recipients Families).

In determining whether a family is categorized as poor or not, CBS uses 14 feasible and operational indicators to determine whether the family is eligible and entitled to receive assistance from the Bansos Rastra Program. The indicators are 1) the floor area of the building where he lives is less than 8m\(^2\) per person; 2) the floor of the building where he lives is made of cheap soil / bamboo / wood; 3) the walls of the buildings he lives in are made of bamboo / thatch / low quality wood or walls without plaster; 4) does not have a defecation facility / another household uses one latrine; 5) household lighting sources do not use electricity; 6) drinking water comes from unprotected wells / springs / rivers / rainwater; 7) fuel for daily cooking is firewood / charcoal / kerosene; 8) only consume meat / milk / chicken once a week; 9) only buy one new set of clothes a year; 10) can only eat once / twice a day; 11) unable to pay for medical expenses at the puskesmas / polyclinic; 12) income or income of the household head below IDR 600,000 per month; 13) The last education of the head of the household is not going to school / not completing elementary school (ES) / only ES; 14) do not have savings or items that can be easily sold with a minimum value of IDR 500,000. A family is categorized as poor if the family meets a minimum of nine poverty indicators. Therefore, the Bansos Rastra Program is said to be right on target if the sample families have a minimum of 9 (nine) out of 14 (fourteen) poverty indicators [9]. The results of data analysis regarding the accuracy of targeting the beneficiary families of the Bansos Rastra program can be seen in table 1.

| No. | Information                        | Number of BRF | Percentage |
|-----|------------------------------------|---------------|------------|
| 1.  | Right on target (\geq 9 indicators)| 79            | 60 \%      |
| 2.  | Not on target (< 9 indicators)     | 52            | 40 \%      |
|     | Total                              | 131           | 100 \%     |

Based on the data in table 1, it shows that not all BRF who received Bansos Rastra were included in the right target category, namely the fulfillment of at least nine poverty indicators. The results of data analysis show that the BRF which is included in the right target category, namely the fulfillment
of a minimum of nine poverty indicators is as many as 79 BRF (60%) of the sampled families, while 52 BRF (40%) is included in the category not on target because it has less than nine poverty indicators. This happens because there are two distribution systems for Bansos Rastra in villages or sub-districts in Kajang District, namely implementing an even distribution system for all families in the village without referring to the BRF list established by the Ministry of Social Affairs and distributing Bansos Rastra assistance to families registered in the list BRF which has been established by the Ministry of Social Affairs.

3.2. Right amount
The allocation of social assistance in the form of rice provided to BRF is 10 kg per BRF per month or equivalent to 120 kg per BRF in 2018[4]. The results of data analysis regarding the accuracy of the amount of social assistance in the form of rice received by beneficiary families of the Bansos Rastra program in Kajang District can be seen in table 2.

| No. | Information                        | Number of BRF | Percentage |
|-----|------------------------------------|---------------|------------|
| 1.  | Right amount (≥ 10 kg per BRF)     | 47            | 36 %       |
| 2.  | Not right amount (<10 kg per BRF)  | 84            | 64 %       |
|     | Total                              | 131           | 100 %      |

Table 2 shows that the families who received Bansos Rastra were included in the right category, namely receiving social assistance in the form of rice from the government at 10 kg per BRF every month or the equivalent of 120 kg per BRF in 2018 was 47 BRF (36%), while the family 84 BRF (64%) received assistance of less than 10 kg per month or less than 120 kg in 2018. This shows that the implementation of the Bansos Rastra distribution program in Kajang District is in the inaccurate category.

3.3. Right price
Implementation of the Bansos Rastra Program which is distributed to BRF without being charged a price or redemption fee[4]. The exact price provisions are also used as an indicator of price accuracy in this study, namely the Bansos Rastra program is said to be right in price if BRF does not pay or does not pay fees in redeeming Bansos Rastra, and the Bansos Rastra Program is said to be not the right price if BRF in redeeming Bansos Rastra is charged a fee. The results of data analysis regarding the accuracy of prices charged to beneficiary families of the Bansos Rastra program in Kajang District can be seen in table 3.

| No. | Information   | Number of BRF | Percentage |
|-----|---------------|---------------|------------|
| 1.  | Right price   | 116           | 89 %       |
| 2.  | Not right price| 15            | 11 %       |
|     | Total         | 131           | 100 %      |

Table 3 shows that there are BRFs who received Bansos Rastra including the right price category, namely not paying in redeeming Bansos Rastra as much as 116 BRF (89%), while the other 15 BRF were categorized as incorrect prices. This happened because the implementers in several villages in Kajang District applied a voluntary fee at the time of redemption of Bansos Rastra. The costs referred
to are money for transporting rice, food and drinking fees for field officers, paid as much as they can to the distribution operator.

When viewed based on the prevailing laws and regulations and guidelines for the distribution of the Bansos Rastra Program, this violates because it is not in accordance with what has been determined. Everything related to the issue of costs in the distribution of the Bansos Rastra Program, has been borne by the Bulukumba Regency APBD, the South Sulawesi Provincial APBD, and the National Budget at the Ministry of Social Affairs, so the cost at the time of redemption of Bansos Rastra to BRF is completely free in this case.

3.4. Right time
The implementation of the Bansos Rastra Program is said to be right time if the implementation time for the distribution of the Bansos Rastra Program to BRF is in accordance with the distribution plan. In 2018, the distribution time for Bansos Rastra is planned for 12 times or held every month. The time and procedure for distribution is adjusted to the situation and conditions as well as the needs of the area[4]. The indicator of timeliness in this study is if BRF receives Bansos Rastra every month or 12 times a year. The results of data analysis regarding the timeliness of distributing Bansos Rastra to beneficiary families of the Bansos Rastra program in Kajang District can be seen in table 4.

Table 4. The timeliness of the distribution of the Bansos Rastra program to beneficiary families of the Bansos Rastra program in Kajang District, Bulukumba Regency, 2018.

| No.  | Information      | Number of BRF | Percentage |
|------|------------------|---------------|------------|
| 1.   | Right time       | 11            | 8%         |
| 2.   | Not right time   | 120           | 92%        |
| Total|                  | 131           | 100%       |

Table 4 shows that the majority of BRF who received Bansos Rastra in Kajang District were categorized as not on time, namely that the distribution of Bansos Rastra Program to BRF was almost never carried out every month. This happened because at the beginning of 2018 the distribution of the Bansos Rastra Program in Bulukumba District experienced obstacles at the Ministry of Social Affairs so that it had an impact on disbursement in Kajang District. In addition, the Bansos Rastra transportation which is a third party from Perum BULOG only provides one transportation for each district. So that Bulukumba Regency only has one transportation that will transport Bansos Rastra from the BULOG warehouse to all distribution points in each sub-district in Bulukumba Regency in turn.

3.5. Right quality
The right quality is defined as the fulfillment of the rice quality requirements according to the policy for the procurement of grain / rice and the distribution of rice by the government, namely the rice distributed is of medium quality with the rules that are not broken, odorless, colorless and not lice.[4]. The results of data analysis regarding the accuracy of Bansos Rastra quality for beneficiary families of the Bansos Rastra program in Kajang District can be seen in table 5.
Table 5. The Accuracy of the quality of the Bansos Rastra program to beneficiary families of the Bansos Rastra program in Kajang District, Bulukumba Regency, 2018.

| No. | Information       | Number of BRF | Percentage |
|-----|-------------------|---------------|------------|
| 1.  | Right quality     | 56            | 43 %       |
| 2.  | Not right quality | 75            | 57 %       |
|     | **Total**         | **131**       | **100 %**  |

Table 5 shows that the implementation of the Bansos Rastra Distribution Program in Kajang District is included in the category of inappropriate quality. There are 75 BRF or 57% getting rice with poor quality, namely broken, colored, smelly and lice. Based on the recognition from Bulog Bulukumba, the cause of damage to Bansos Rastra's rice was due to the long time span of storing rice in the warehouse which resulted in the rice being damaged due to fungus. Perum Bulog did not conduct a thorough rice quality check because the amount of assistance was quite large.

3.6. Right administration
Administrative accuracy is defined as the correct and complete fulfillment of administrative requirements[4]. The administrative right indicator in this study is that every time BRF redeems Bansos Rastra, BRF shows the BRF Card or other card that has been determined by the village government as evidence of being registered in the list of beneficiaries as recipients of Bansos Rastra. The results of data analysis regarding the administrative accuracy of recipient families to redeem Bansos Rastra in Kajang District can be seen in table 6.

Table 6. Administrative accuracy of beneficiary families to redeem Bansos Rastra in Kajang District, Bulukumba Regency, 2018.

| No.  | Information          | Number of BRF | Percentage |
|------|----------------------|---------------|------------|
| 1.   | Right administration | 24            | 18 %       |
| 2.   | Not right administration | 107      | 82 %       |
|      | **Total**            | **131**       | **100 %**  |

Table 6 shows that the administrative process in the implementation of the distribution of the Bansos Rastra program in Kajang District is included in the administration inappropriate category. There are 82% or 107 BRF who redeem Bansos Rastra in the wrong category by showing someone else's BRF card to redeem Bansos Rastra or even not bringing or showing the Bansos Rastra recipient card to pick up rice at the distribution point. This happened because there were several areas in Kajang District when distributing Bansos Rastra, they only signed the BRF as proof of receiving assistance, without showing the BRF card that had been assigned by the village government. Regions that do not carry out administration assume that the administrative process has been carried out when the Bansos Rastra program was first distributed, namely the process of family cards or KTPs to show that the BRF is registered on the Beneficiary List.

3.7. Analysis effectiveness level of the Bansos Rastra program
Referring to the results of the 6R target analysis achieved by BRF Bansos Rastra, an overview of the frequency distribution regarding the effectiveness of the Bansos Rastra Program in Kajang District is obtained. The analysis of the proportion of the effectiveness level of the implementation of the Bansos Rastra Program in Kajang District, namely:
**Program effectiveness**

\[ \text{Program effectiveness} = \frac{\text{Realization} \times 100}{\text{Target}} \]  

\[ = \left( \sum \text{target} + \sum \text{amount} + \sum \text{price} + \sum \text{time} + \sum \text{quality} + \sum \text{administration} \right) \times 100 \% \]

Target = \[
\frac{333 \times 100}{786} = 42.37 \%
\]

Information:

Realization = Total number of BRFs achieving accuracy;  
Target = The total number of BRFs that reached their supposed precision.  
(131 families x 6 = 786).

It can be concluded that the implementation of the Bansos Rastra Program in Kajang District, Bulukumba Regency is classified as ineffective. It can be seen in the percentage results of the effectiveness level of the implementation of the Bansos Rastra program only 42.37%. According to the Ministry of Home Affairs Research and Development, the success rate category of distribution effectiveness, the percentage is in the range of 40-60% is in the ineffective category [6]. This can be seen clearly in the timeliness indicator, where the majority of BRF Bansos Rastra do not receive assistance every month or do not comply with the predetermined plans.

4. Conclusion

The implementation of the Bansos Rastra program in Kajang District, Bulukumba Regency is classified as ineffective. The effectiveness level of the implementation of the BansosRastra Program is only 42.37%, this is because the 6R has not been achieved in its implementation, namely the right target, the right amount, the right price, the right time, the right quality and the right administration.

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