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## Analysis of the strategy for developing a prosperous rice program (Rastra)

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**Abstract.** This study aims to analyze the effectiveness and describe the benefits and formulate a strategy for developing the distribution of the prosperous rice program (Rastra). This research was conducted in Moncongloe District, Maros Regency, precisely in Bonto Bunga Village and Moncongloe Village. The sample used was 60 respondents. The data analysis technique used is descriptive quantitative data analysis and program benefit analysis. The results of this study indicate that there are problems encountered in the distribution of the prosperous rice program, namely, inappropriate targeting of recipients, inaccurate prices, and inaccurate quantity, causing the ineffectiveness of Rastra distribution to be at a percentage of 67.3%. The level of benefit of Rastra is lacking. The development strategy is based on the problem of updating the data for beneficiary households, equitable distribution of the quantity of Rastra for beneficiary households, additional funds from the Village Budget so that Rastra prices do not increase, as well as increasing the number of the Rastra ceiling.

### 1. Introduction

The poverty condition of the people still holds a lot of debate up to now. The debate begins with the preparation of concepts, indicators, and steps including the policies that must be taken concerning how to overcome them, or with poverty reduction discourse. This became increasingly contrasting when parties were experiencing poverty continues to grow, one of the most influential indicators of poverty is the problem of food sufficiency [1].

The results of the national social-economic survey showed that the number of poor people in South Sulawesi was 813.07 thousand or 9.38% of the total population and continued to experience fluctuations every year. The high poverty rate in South Sulawesi Province is mostly in rural areas. In March 2017, the poor population in rural areas still reached 659.51 thousand people (81.11%), while in urban areas only 153.56 thousand people (18.89%). Compared to March 2016, the poor population in urban areas experienced an increase of 4.43 thousand people, as well as in rural areas, an increase of 1.61 thousand people [2].

The most influential indicator of poverty is the problem of food sufficiency. The majority of Indonesians consume rice as the main food with an average consumption of rice of 102 kg/person/year. Community dependence  rice as a food commodity makes rice the most influential food commodity for the poverty line [3].



The President instructed government officials throughout Indonesia to make efforts to increase farmers' income, food security, rural economic development and national economic stability, one of them through the Raskin program. This program is now renamed Rastra (prosperous rice), which distinguishes it only as a term for the program [4].

Rastra should be able to provide benefits to poor households who are the target of the program, as the aim of the program is to reduce the expenditure burden of Target Households (RTS) through fulfilling some basic food needs in the form of rice. To achieve Rastra program goal, this should be carried out based on indicators of success, namely the achievement of the 6T target which consists of the first target beneficiaries where Rastra is only given to RTS who are registered in the list of Rastra beneficiaries. Second is the exact quantity where the quantity of Rastra rice is RTS rights following the applicable provisions, namely 15 kg/RTS /month. The third is the exact price where the price redeems of Rastra is IDR 1,600/kg. Fifth, it is timely that the time for distributing rice to RTS is following the distribution plan. Then it must be of the right quality, which means that the quality requirements of rice are fulfilled, odorless, foul and not musty. The last is proper administration that administrative requirements can be fulfilled correctly and completely.

Synchronization and coordination among all relevant agencies, starting from the central level to the regional level (provinces, districts and cities), sub-district and village levels from planning to implementation, by involving various elements of the community, as well as other related parties needed to increase the effectiveness of the distribution of the Rastra program. Based on the reality of the implementation of the prosperous rice program (Rastra) there are still many problems, namely the ineffectiveness of the distribution of Rastra which is caused by some of the problems mentioned above. Therefore, this study was conducted about the problem of ineffectiveness and how the benefits of the prosperous rice distribution program can analyze the strategy for developing a Rastra in Moncongloe District, Maros Regency.

## **2. Methods**

This research was conducted in Bonto Bunga and Moncongloe Villages, Moncongloe Subdistrict, Maros Regency, South Sulawesi Province in February 2019. The research sites were chosen because Maros District, especially Moncongloe Subdistrict was a distribution area for Rastra that had not implemented *e-money* systems in Rastra distribution, selection of research villages is based on consideration of the closest and farthest distance from the center of the capital. The population in this study were all target beneficiary households in Moncongloe District. The study sample was selected 60 RTS each of 30 RTS in Bonto Bunga Village and 30 RTS in Moncongloe Village, referring to Sugiyono [5] suggesting about sample size for research, the size of the sample eligible in the study was between 30 and 500. In this study, the researchers took a sample of 30 RTS from each village. To find out the level of effectiveness of the distribution of Rastra, descriptive analysis was used. Whereas to find out the level of benefit of the program used the method of analyzing the benefits of the program. As well as descriptive quantitative analysis that aims to determine the strategy innovation of the village head on the problems that occur in the distribution of Rastra.

### *2.1. Quantitative descriptive analysis*

Seeing the distribution of prosperous rice in Bonto Bunga Village and Moncongloe Village by indicators of the effectiveness of Rastra distribution. It is effective if the six indicators are greater or equal to 80% and are ineffective if below 80% distribution.

### *2.2. Program benefit analysis*

Describing the level of benefits of the Rastra program in each KPM using a per capita approach because of differences in the number of family members and the quantity of rice needed per household that affects the level of benefits obtained by RTS. To see the level of benefit of the program according to Boediono [6], through three stages of calculation as follows:

2.2.1. *Phase I.* Determine the quantity of rice consumption and the quantity of expenditure per capita per month at the household level, if not receiving Rastra. The formula used is as follows:

$$C = \text{Average rice consumption} \times \text{Number of family members} \quad (1)$$

And for expenditures/capita/ month for rice consumption use the following formula:

$$\text{Expenditure} = P_a \times C \quad (2)$$

Where:

$P_a$  = Price of rice on the market (IDR/Kg)

$C$  = Quantity of rice consumption per capita (Kg/month)

2.2.2. *Phase II.* Calculate the large reduction in the per capita expenditure burden at the household level after receiving Rastra.

$$SK = \frac{(P_a - P_k) \times Q}{\text{Number of family members}} \quad (3)$$

Where:

$Sk$  = Consumer surplus (IDR)

$P_a$  = Price of rice on the market (IDR/Kg)

$P_k$  = Rastra price received by RTS-PM (IDR/Kg)

$Q$  = Rastra quantity received by RTS-PM (Kg)

2.2.3. *Phase III.* Calculate the percentage level of program benefits in reducing the per capita expenditure burden at the household level using the formula:

$$\text{Program benefits} = \frac{(\text{average reduction in expenditure per capita expenses})}{\text{Average expenditure before receiving RASTRA}} \times 100\% \quad (4)$$

The following are the categories of benefits for the Rastra program, namely:

- Less useful = < 40%
- Useful = 40 - 60%
- Helpful = 61– 80%
- Very useful = > 80%

### 2.3. Descriptive analysis

To formulate a strategy to develop the distribution of the Rastra, researchers used descriptive analysis, this analysis was based on the problems that arose during the distribution of prosperous rice programs in Moncongloe District, Maros Regency related to the effectiveness and benefits of program distribution to formulate rice program development strategies prosperous.

## 3. Results and discussion

### 3.1. Effectiveness of distribution of prosperous rice (Rastra)

The Prosperous Rice Program (Rastra) is one of the government policies in the form of subsidized rice intended for low-income households to reduce the expenditure burden on KPM through fulfilling some of the food needs of rice. Measuring the effectiveness of Rastra should be based on achievement indicators which is target 6T (6 Right), a right number of recipients, the right quantity, right price, right time, right quality and right administration [7]. The effectiveness of Rastra distribution is said to

be effective if the six indicators are greater or equal to 80% and if below 80%, the distribution can be said ineffective [8]. The percentage of the ineffectiveness of Rastra distribution can be seen in table 1.

**Table 1.** Percentage of the ineffectiveness of Rastra distribution

Indicator effectiveness	Right		Not right		Information
	Total (Person)	Percentage (%)	Total (Person)	Percentage (%)	
Target	42	70	18	30	Ineffective
Quality	56	93	4	7	Effective
Price	15	25	45	75	Ineffective
Total	13	21	47	79	Ineffective
Time	57	95	3	5	Effective
Administration	60	100	0	0	Effective
Average	67.3		32.7		Ineffective

Based on the results of data analysis from six effectiveness distribution indicators of prosperous rice programs, values can be obtained with an effectiveness of 67.3%. It can be concluded that the distribution of prosperous rice in Moncongloe Subdistrict is not effective because there are still many irregularities in the distribution process which have caused the goal of the prosperous rice program itself not to be achieved. Table 1 shows that of the six indicators of effectiveness, three indicators are ineffective (<80%) which are right on target, exact price, exact quantity. Then three indicators are effective (> 80%), namely the right quality, timely and appropriate administration. For more details can be seen in the explanation of each indicator as follows:

*3.1.1. Effectiveness level based on target indicators.* In determining a household on target or not referring to the BPS criteria using 14 (fourteen) variables to determine the RTS that is considered feasible and operational to be used in targeting the recipient households of the Rastra program. The provisions of a household are categorized on target if the household has a minimum of 9 (nine) characteristics of poverty more clearly can be seen in table 2 below:

**Table 2.** Indicators of variable poverty in Rastra recipient target households

Variable Poverty	Total (People)	Percentage (%)
< 9 Indicator	18	30
> 9 Indicator	42	70
Total	60	100

Based on Table 2, there are 18 RTS or 30% that meet the <9 poverty indicators and are not included in the household category that is right to receive Rastra, this can be said to be ineffective because it does not reach the effectiveness standard where it has been said to be effective that must reach > 80%.

*3.1.2. Effectiveness level based on the right quality indicators.* In determining the quality of rice indicators used are seen from the condition of the rice is odorless, no lice, not musty, the water content is not more 14%, no more than 20% broken rice and 90% cleanliness level for more details can be seen in table 3 as follows:

**Table 3.** Rastra quality criteria for RTS

Rice Quality Criteria	Total (People)	Percentage (%)	Information
Odorless	56	93	
Smells	4	7	
No Lice	56	93	
Lice up	4	7	
Not good	56	93	
Musty	4	7	
Moisture Not More 14%	-	-	Not Measured
Fault No More 20%	-	-	Not Measured
90% cleanliness	56	93	

Based on table 3, the exact criteria for quality can be seen from 56 RTS or 93% that meet the quality criteria set by the Government, which are odorless, not musty, no lice, no more than 14% moisture content, no more than 20% fault and 90% cleanliness. This can be said to be effective because it reaches the standard of effectiveness, which is said to be effective if it reaches > 80%. So it can be concluded that the quality of rice received by the target household can be said to be of the right quality.

*3.1.3. Effectiveness Level Based on Price Indicators.* In determining the right indicator, the price refers to the general Rastra on Rastra with a price of IDR 1,600/kg. But the fact that there is still a society that redeems rastra prices above the set price. For more details, see the following table 4:

**Table 4.** Criteria for Rastra prices for RTS

Price Criteria	Total RT (People)	Percentage (%)
IDR 1.600 per kg	45	75
IDR 1.800 per kg	15	25
Total	60	100

Based on table 4 the criteria for the accuracy of rastra prices can be seen in 45 RTS or 75% which do not meet the exact price criteria according to the general guidelines for the rastra redeem rastra price of IDR 1,600 / kg. But there are 15 RTS or 25% which redeem rastra prices exceeding what has been set due to the additional costs of renting transportation equipment. There are RTS whose houses are in the mountains and far from the Village Office so that they require transportation costs. So it was concluded that the rastra price in Moncongloe District could be said to be ineffective.

*3.1.4. Effectiveness level based on timely indicators.* In determining the timely indicators based on the time of distribution of Rastra to the target households of beneficiaries according to the rules in the general guidelines for Rastra the time for distributing Rastra is carried out once a month for a year, for more details, see table 5 below:

**Table 5.** Timely criteria for Rastra for RTS in Moncongloe

Time Criteria	Total (People)	Percentage (%)
One time a month	57	95
One time in 2 months	3	5
Total	60	100

Based on table 5, the criteria for timely distribution of Rastra for targeted households who receive Rastra can be seen from 57 RTS or 95% that meet the exact criteria for the distribution of Rastra so that the timely indicator when distributing the prosperous rice program can be said to be effective because it meets the indicators of effectiveness, namely > 80%.

3.1.5. *Effectiveness Level Based on Quantitative Indicators.* In determining the exact indicator, the number refers to the general guideline for Rastra, where the number of Rastra has been set, which is 15 kg / RTS / month for more details, can be seen in table 6 below:

**Table 6.** Criteria for an inaccurate quantity of Rastra for RTS

Rastra quantity criteria	Total (People)	Percentage (%)
15kg/RTS/month	13	21
10kg/RTS/month	47	79
Total	60	100

Based on table 6, the criteria for inaccurate numbers can be seen in 13 RTS or 21% that meet the criteria for Rastra with 15kg / RTS / month. But there were 47 or 79% who did not meet the criteria for the number of Rastra by getting Rastra only 10kg /RTS/month. So that for the right indicate the quantity can be said to be not exact. So it can be concluded that the exact number indicator is said to be ineffective because it does not meet the 80% effectiveness indicator.

3.1.6. *Effectiveness based on appropriate administrative indicators.* In determining the right indicators of administration refers to the general guidelines of Rastra where the exact criteria for administrative distribution of Rastra are by carrying a National Identity Card (KTP), for more details, see the following table 7:

**Table 7.** Rastra Administration inappropriate criteria for RTS in Moncongloe

Administrative Criteria	Total (People)	Percentage (%)
Bring ID card	60	100
Not Bringing KTP	0	0
Total	60	100

Based on table 7, the exact criteria for administration for distribution of prosperous rice programs can be seen in 60 RTS or 100% that meet the exact criteria of administration, in this case, each RTS always carries ID cards when distributing Rastra so that it can be said that the administration of the distribution of prosperous rice is said to be effective because it meets the indicators of effectiveness, namely > 80%.

### 3.2. Benefits of Distributing the Prosperous Rice Program

The benefits of the prosperous rice program are to reduce the expenditure burden of RTS through the fulfillment of some household food needs in the form of rice [9]. This is a benefit that can be obtained by RTS-PM through the assistance of rice at prices below-market prices so that household expenditure can be reduced. To be able to analyze the benefits of distributing the prosperous rice program the benefit indicator used is the percentage of benefits measured by the quantity of RTS consumption, the quantity of expenditure/capita/ RTS and consumer surplus for more details, the following explanation:

Based on the results of data analysis shows that the average quantity of household rice consumption in Moncongloe Subdistrict is 36 kg per month, on average, the number of family members is 5 (five) people. Thus it was obtained that the average quantity of per capita/month rice consumption was 8.7 kg. This average value is almost close to the average value of rice consumption per capita per month according to BPS [2], which is 9.5 kg/capita/ month which is classified as high for more details, can be seen in table 8 as follows:

**Table 8.** The average quantity of rice consumption for beneficiary households in Moncongloe

Average consumption	Total (People)	Percentage (%)
2-5	7	11.7
6-9	36	60
10-13	14	23.3
14-17	3	5
Total	60	100

Based on the results of the analysis in Table 8, the highest average number of household consumption of beneficiary households is in the average quantity of consumption with a value of 6-9 kg/RTS/ month or as many as 36 respondents. A large number of household consumption is influenced by the number of family members. Thus it was obtained that the average quantity of per capita/month rice consumption was 8.7 kg.

Based on the results of the analysis of the level of rice consumption per capita per month in a household affects the quantity of expenditure per capita per month in consuming rice if it does not get the rastra program. The quantity of this expenditure depends on the price of rice that applies in the market, and the quantity of rice consumption per capita/month for more details can be seen in table 9 as follows:

**Table 9.** Monthly expenditures for Rastra beneficiary households in Moncongloe

Expenditures	Total (People)	Percentage (%)
30.000- 60.000	25	41.7
61.000- 90.000	29	48.3
91.000- 120.000	4	6.7
121.000- 150.000	2	3.3
Total	60	100

Based on the results of the analysis of table 9, the total expenditure of rastra beneficiary households where the total expenditure is IDR 61,000 – IDR 90,000/month with 29 respondents. The average per capita expenditure in Moncongloe District is IDR 69,414/month, which is influenced by the quantity of rice consumption and the average consumption of rice. Including at the high level of expenditure level because the average value is above the average value of expenditure for rice consumption per

capita per month according to BPS in Pusdatin [7] which is IDR 682,029 /capita/year or IDR 56,835/capita/month.

Based on the analysis of the rate of reduction in expenditure per capita per month following the objectives of the rastra program, the existence of the program is expected to reduce household expenditure in meeting the consumption of staple food (rice). This is a benefit that can be obtained by RTS-PM through the assistance of rice at prices below-market prices so that household expenditure can be reduced. For more details, see the following table 10:

**Table 10.** Quantity of reduction of Rastra beneficiary household expenses in Moncongloe

Quantity of RTS Load Reduction	Total (People)	Percentage (%)
6,000- 18,000	41	68.3
19,000-31,000	13	21.7
32,000-44,000	3	5
45,000-57,000	3	5
Total	60	100

Based on the results of the data analysis in Table 10, it shows that the average reduction in the burden of the highest household expenditure is in the quantity of a reduction of IDR 6000 - IDR 18,000 with a total sample of 41 people. So that the average number after receiving Rastra is as much as IDR 17,118/capita/month. Based on these explanations, a description of the frequency distribution regarding the level of benefits of the rastra program in Moncongloe District is shown in table 11 as follows:

**Table 11.** Benefits of the Rastra per capita/month program at the household level

Category	Percentage	Frequency	
		Total (People)	Percentage (%)
Less useful	< 40 %	52	86,7
Useful enough	40 – 60 %	8	13,3
Helpful	61 – 80 %	0	0
Very helpful	> 80	0	0
Total		60	100

Based on table 11, the level of benefits of the prosperous rastra rice program per capita/month at the household level is in line with the average value of the level of benefit of the Rastra program, which is 26.54% which is included in the "less useful" category. However, rastra has contributed 30% to RTS-PM in fulfilling the quantity of household rice consumption in Moncongloe District.

### 3.3. Strategy for development of prosperous rice program distribution

The development strategy referred to in this study is to identify the problems that occur by looking at things that cause the distribution of the prosperous rice program not to be effective and less beneficial to the target households of the rastra beneficiaries. For more details, see table 12 below:

**Table 12.** Matrix of problems in the distribution of Rastra programs in Moncongloe

Issue	Research variable	Problem			Solution
		Indicator	Standard	Realistic	
Distribution of Rastra in Moncongloe District, Maros Regency	Right on target	Poverty	Satisfy nine criteria for poverty	Not satisfy nine criteria for poverty	There needs to be a data update for recipient households.
	Right price	Rastra Prices	IDR1.600/kg	IDR 1.800/kg	Addition of funds from the village budget so that rastra prices do not increase.
	Right Quantity	Rastra Total	15kg/RTS	10kg/RTS	Equitable distribution of the amount of Rastra for beneficiary target households.
	Benefits of Rastra	Helpful	Useful enough	Less useful	Add the number of ceiling Rastra.

Based on table 12 matrix of problems there are four problems faced in the process of distributing prosperous rice programs, namely incorrect target recipients of Rastra, not the right price of Rastra rice, not a right quantity of Rastra, and less useful Rastra for recipient households. The solution to the problem is updating the data for beneficiary target household data, equity distribution of the quantity of Rastra for beneficiary households, the addition of village budget funds so that Rastra prices do not increase, as well as an increase in the number of Rastra funds.

The strategy for developing prosperous rice is based on problems that lead to ineffective and less useful rice welfare programs. For more details, see the following explanation:

*3.3.1. Renewal of data for data on target households of Rastra beneficiaries.* The target of Rastra beneficiaries is already inappropriate, where the target of beneficiaries is low-income households who have registered their names in the list of beneficiaries. But there are still many in the list who are no longer entitled to receive Rastra because there has been an increase in income and can be said to be prosperous, but the name is still listed in the list of beneficiaries. From these problems, it is necessary to update the data for target beneficiary household data to find out households that are eligible to receive Rastra and households that are not eligible to receive Rastra.

*3.3.2. Addition of funds from the regional budget of the village for Rastra prices to not increase.* The price of redeems Rastra from IDR 1,600 / kg / RTS to IDR 1,800 to get to the distribution point of beneficiary households is due to additional costs for RTS whose residence is far from the point / Village Office. This is why the distribution of Rastra is not the right price because what has been regulated in the 2017 Rastra guidelines that the price of Rastra Ransus worth IDR 1,600 has arrived at beneficiary households. From these problems, it is necessary to have a policy for implementing officers for distributing prosperous rice programs not to increase the price of Rastra, because the lack of operational costs can be covered by increasing the APBD budget following the geographical conditions of an area.

3.3.3. *Equitable distribution of the amount of Rastra for target households receiving Rastra.* The inaccurate amount of Rastra received by the target beneficiary households where the amount has been regulated in the general guidelines for 2017 Rastra where the amount of Rastra distributed each month is 15kg / RTS / month, but in 2015 to 2017 the number of Rastras received has begun to decrease which is 10kg / RTS / month, this causes an incorrect amount of Rastra received by RTS. Because many of the people felt that they were worthy of obtaining Rastra compared to the RTS that was registered with their names so that the Village Head shared Rastra evenly with the community so that the total of Rastra 15kg was reduced to 10kg / RTS / month.

3.3.4. *Add the number of Rastra ceilings in moncongloe district so that the amount of Rastra received by the RTS is as determined.* The high expenditure/capita/ month in consuming rice before receiving Rastra is IDR 69,414 / month compared to the reduction in expenditure/capita/ month expenses with the Rastra program amounting to IDR 18,421 / month or 26% of total expenditure before the Rastra program. Besides that, the Rastra program is less useful because of the high per capita/month rice consumption, which is 8.7 kg, with 36 kg of rice per household/month. Whereas Rastra assistance obtained is 11.08 kg / RTS / month. So that there needs to be an increase in the number of the ceiling of Rastra in Moncongloe District so that the amount of Rastra received by RTS is following the general guidelines of Rastra, which is 15kg / RTS.

#### 4. Conclusions

From the results of the research related to the analysis of the strategy for developing the distribution of prosperous rice programs, it can be concluded that: The indicators of the effectiveness of the prosperous rice distribution program are obtained with a value of 67.3%. It can be concluded that the distribution of prosperous rice in Moncongloe District is not effective. The level of benefits of the prosperous Rastra program at the household level is in line with the average value of the level of benefit of the Rastra program obtained, which is equal to 26.54% which is included in the "less useful" category. Development strategies carried out on the problems faced in the process of distributing prosperous rice, namely updating data for beneficiary household data, equitable distribution of the quantity of Rastra for beneficiary households, additional funds from the Village Budget so that Rastra prices do not increase, and additional Rastra ceiling.

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