



Effective Family Planning Strategies in Controlling Population Growth

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Abstrak: This study examines the implementation of the family planning program in Sidoarjo Regency's DP3AKB Office, focusing on its effectiveness in controlling population growth amidst challenges posed by the COVID-19 pandemic. Employing a descriptive qualitative methodology, data were collected through observation, interviews, documentation, and literature review, with informants selected via purposive sampling. The findings suggest that the program is well-implemented, adhering to the Office's established procedures and functions. Key initiatives include enhancing public awareness about reproductive health, increasing participant engagement in family planning, improving the management skills of rural cadres, and bolstering counseling services. However, challenges such as mandatory health protocols, increased operational costs, and limited personnel have impacted the program's efficiency. This research underscores the critical need for adaptive strategies in family planning programs during health crises, highlighting implications for policy adjustments and resource allocation to sustain program efficacy and community welfare.

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Introduction

globalization marked by the rate of population growth in developing countries is very rapid and results in a high risk of poverty. Very rapid population growth that will have an impact on various aspects of life which will affect economic and social factors, which is the main effect on the development of the level of life and quality population along with the high population that has not been controlled [1]. According to Law No.52 of 2009 concerning population growth and family planning development. Population is a matter related to the size, development, distribution, mobility and conditions of welfare which will later concern politics, economics, religion, socio-culture and the population environment, which

has been changed by the birth of Perpes No.62 of 2020 which is about the population agency, national family planning and family planning goals [2].

To overcome the population problem that is still not resolved, from the population problem, the Indonesian State has implemented a program called the family planning program which is singled out by the name (KB) which has been running since 1968 and with the establishment of the National Family Planning Institute (LKBN) which is now BKKBN. BKKBN is an institution that aims to realize a small family that can live and prosper. This KB program is a national scale program whose purpose is to reduce the number of births and to control population growth, this program is specifically designed to create progress and stability in the economic and social and spiritual welfare of each population [3].

Table 1. Data on the number of Sidoarjo district residents who participated and did not participate in the family planning program in 2017 – 2020

NO	YEAR	PARTICIPANTS	UNMETNEED
		PUS	
1	2017	376,576	68,460
2	2018	386,049	71,077
3	2019	404,949	15,568
4	2020	338,492	71,973

Source: Sidoarjo District DP3AKB

The table above shows the number of people who participated in the family planning program and did not participate in the family planning program each year. Unmet need itself is a couple of childbearing age (PUS) who should participate in the family planning program but have not been served or do not participate in the family planning program for various reasons. In 2017 there were 68,460 people who did not participate in the family planning program, in 2018 there was an increase to 71,077 people in the unmet need category. 2019 experienced a very drastic decline to 15,568 people. 2019 is a year where the decline in unmet need for family planning is very drastic which is very beneficial in minimizing the rate of population growth in controlling population growth. But in 2020 the number of unmet need for family planning has increased so much that it has become 71,973 people with this it can be said that in 2020 many couples of childbearing age do not participate in the

family planning program anymore and participants in couples of childbearing age in 2020 are decreasing, which only amounts to around 338,492 participants in couples of childbearing age who participate in the family planning program. Whereas in the previous year from 2017-2019 the number of couples of childbearing age participating in the family planning program continued to increase, this proves that in 2020 the implementation of the family planning program is not going well and has decreased in its implementation in Sidoarjo Regency. Below is a table of the number of couples of childbearing age who are still active and the number of couples of childbearing age who are new to the family planning program.

Table 2. Data on the number of active and new family planning participants in the Sidoarjo district family planning program

NO	YEAR	ACTIVE KB	NEW KB
1	2017	299,577	38,649
2	2018	313,811	40,140
3	2019	335,935	39,638
4	2020	266,519	37,336

Source: Sidoarjo District DP3AKB

Table 3. Total population of Sidoarjo from 2017-2020

NO	YEAR	MALE	FEMALE	AMOUNT
1	2017	1,113,066	1,094,534	2,207,600
2	2018	1,128,368	1,109,701	2,238,069
3	2019	1,142,655	1,123,878	2,266,533
4	2020	1,022,408	1,011,356	2,033,764

Source: Sidoarjo Population and Civil Registration Office (DISPENDUKCAPIL)

From the table above, we can see the development of population increase in Sidoarjo Regency, which from 2017 the population was 2,207,600 people. In 2018 the population growth increased by 30,469 people, in 2019 it decreased and increased by 28,464 people. In 2020 the population in Sidoarjo Regency decreased dramatically by 232,769 people.

In 2020 the population growth in Sidoarjo City has decreased rapidly, the decline in population is due to the Covid-19 Virus pandemic that has occurred in every country. Which resulted in many victims and reduced population growth.

From the problems that one of the developing countries has regarding population problems. With a very rapid population growth rate, it can affect aspects of life that will later factor in economic and social factors and the main thing is that it affects the development of the level of life and the increase in the quality of the population towards human resources. Obstacles that originate in population problems, ranging from the high number of mothers giving birth, there are still many low levels of public awareness about reproductive rights and public awareness to follow the family planning program is very lacking [4]. Therefore, the government must make efforts so that people can understand and have insight into how to arrange marriage, when to have children, regulate the birth period in having children and regulate the ideal number of children in a family. The family planning program is one of the programs that aims to improve family welfare [5].

Materials and Methods

This research uses a descriptive method with a qualitative approach. The focus of this research on the Sidoarjo Regency Family Planning Program Implementation as an effort to control population growth, as well as Supporting Factors and Obstacles in the Implementation of the Sidoarjo Regency Family Planning Program which is carried out based on field observations [6]. The location of this research was conducted at the Sidoarjo Regency Office of Women's Empowerment, Child Protection and Family Planning. The subjects in this study as informants of research sources, namely the Head of Family Planning, Head of Family Planning, Sub Division of General & Personnel, Head of Processing and Presentation of Population data, and the community. Data collection techniques in this study were conducted through interviews, observation, documentation, and literature study. Then the data is processed using data analysis techniques using data collection, data reduction, data presentation, and conclusion drawing [7].

Results and Discussion

A. Implementation of the Family Planning Program as an Effort to Control Population Growth in Sidoarjo Regency

The family planning program, which is a national scale program to reduce the birth rate and control population growth, the benefits of the program itself are: 1) Prevent unwanted pregnancies, 2) Reduce the risk of abortion, 3) Reduce maternal mortality, 4) Reduce infant mortality, 5) Help prevent HIV / AIDS, 6) Maintain family mental health, from the family planning program there are services for using contraceptives and methods used to delay or prevent pregnancy - pregnancy and realize family planning with contraceptive methods [8].

The family planning program at the Office of Women's Empowerment, Child Protection and Family Planning, which is based on the reality of the implementation of the family planning program, is strengthened by the theory of concepts according to George Edward III four concepts in the implementation of these policies that have been adjusted to the existing reality, then obtained the following results:

1. Communication

Policy communication means the process of delivering policy information from policy makers to policy implementers so that policy actors can know, understand what is the content, objectives and direction of the policy. Regarding the communication process in conveying communication information to communicants. In general, there are three things according to George Edwards in the policy communication process, namely: 1) transmission, 2) consistency, 3) and clarity. The first requirement regarding effective policy implementation according to George Edwards III (1980) is that those who carry out decisions must know what they have to do. Policy decisions and orders must be forwarded to the appropriate personnel before the orders and regulations can be followed by the implementers. Policy information is very important in providing delivery to policy actors so that they know and understand what is contained in it regarding the

content, objectives, direction and target groups of the policy. So that policy actors can also prepare correctly and what is done to implement public policies so that the goals and objectives of the policy can be achieved in accordance with what is desired [9].

Communication of the implementation of the Family Planning (KB) program at the Sidoarjo Regency DP3AKB Office in an effort to control population growth. In delivering information using Communication, Information and Education (IEC) which is carried out every 1 week which is a staff meeting activity. In providing direction or policies that have been set by the Head of the central BBKBN, at the Sidoarjo Regency DP3AKB Office. at the meeting will later invite people concerned in the implementation of the family planning program. There are 2 types of meetings held, the first is a coordination meeting to discuss existing policies, for the second meeting there is a technical meeting that discusses if there is a new policy. Both meetings are held according to the existing problems.

PLKB officers themselves communicate to the community during PKK activities and counseling activities conducted at the village hall and also visit each house if anyone wants to know about the KB program in detail in using good and safe contraceptives, other counseling activities are also carried out on certain commemorative days/moments such as :

- 1) Family planning service activities on Family Day or Harganas,
- 2) Service activities in KB villages,
- 3) Service activities in stunting villages,
- 4) TNI manunggal KB health activities,
- 5) KB service activities in the framework of the Community Gotong Royong Month (BBGRM).

Although during the Covid-19 Virus pandemic where any activity must be in accordance and still comply with health protocols, with abnormal conditions PLKB officers still do their job well. In handling each region in conducting counseling to attract the participation of the community to become KB acceptors, different strategies are carried out according to the

conditions of each region when counseling about the KB program.

2. Resources

George C. Edward III (1980) suggests that this resource factor also has an important role in policy implementation. Which confirms that no matter how clear and consistent the provisions or rules are, and how accurate it is to convey these provisions or rules, if the policy implementers responsible for implementing the policy lack the resources to do the job effectively, then the policy implementation will not be effective [10]. The phenomenon that occurs in the field of resources contained in the implementation of policies in controlling population growth through family planning programs at the Sidoarjo Regency DP3AKB includes the following: PKLB, which are family planning field officers, village family planning assistants (PPKBD) and Sub PPKBD, from their own funding sources, the budget is obtained only through the APBD and special allocation funds, which are the regional expenditure income budget and operational cost budget, there is no other income. Cooperation with other agencies which is cooperation with Kodim 0816, the Sidoarjo branch of the Indonesian Midwives Association (IBI), the Health Office, TPPKK which is a family welfare development team, religious leaders. Equipment resources which are the availability of alokon and sarpras, alokon are tools, drugs and contraceptives that have been prepared by the government in providing free family planning services. For sarpras itself includes: sound system, props, blood pressure, banners, benner, etc.

3. Disposition

George C. Edward III (1980) asserts that the success of policy implementation is not only determined by the extent to which policy actors (implementors) know what to do and are able to do it, but also determined by the willingness of the policy actors to have a strong disposition towards the policy being implemented. Which is the willingness, desire, and tendency of policy actors to implement the policy seriously so that what is the policy objective can be realized [11]. Seeing the phenomena

that occur in the field, disposition is carried out by increasing public awareness of the Maturation of Marriage Age (PUP) through fostering adolescent reproduction, increasing the awareness and participation of Fertile Age Couples (PUS) as participants in the Family Planning (KB) program to create a prosperous small family, improve the skills of community institution cadres in the management of family planning programs in rural areas / sub-districts to reduce unmet need and drop out of family planning participants, improve counseling and counseling of family planning services in places of family planning services to create satisfaction for PUS who use contraceptives and prevent cases of side effects, complications and failures due to the use of contraceptives. Controlling the growth of population growth through the Family Planning Program in the current condition is still not well realized because the current activities since the existence of Covid-19 need the availability of complete facilities while the budget is limited.

4. Bureaucratic structure

The bureaucracy is one of the bodies that most often even entirely implement policies, the bureaucratic structure according to George C. Edwards III (1980) is a working mechanism established to manage the implementation of a policy. There is a need for Standard Operating Procedure (SOP) which regulates the flow of work between implementers, especially if the implementation of the program involves more than one institution. Edward III also reminded that sometimes fragmentation is needed when policy implementation requires many programs and involves many institutions to achieve its goals.

The bureaucratic structure of the Sidoarjo Regency DP3AKB Office regarding the division of tasks and functions in carrying out the Family Planning Program is in accordance with Sidoarjo Regency Regent Regulation Number 50 of 2021 concerning the position, organizational structure, duties and functions, and work procedures of the Sidoarjo Regency Women's Empowerment, Child Protection and Family Planning Office [10]. For its own family planning services at the Sidoarjo Regency

DP3AKB Office in running the family planning program, there are family planning program service standards that adhere to the Regulation of the Head of the National Family Planning Coordinating Board on minimum service standards in the field of family planning and family welfare in the Regency / City.

B. Supporting and Hindering Factors in the Implementation of the Family Planning Program as an Effort to Control Population Growth

Supporting factors are the same as the strengths that exist in DP3AKB Sidoarjo Regency are as follows:

1. Law Number 52 of 2009 concerning population development and development planning.
2. Presidential Regulation No. 62 of 2010 on the national population and family planning agency.
3. Regent Regulation No. 50 of 2021 concerning the position, organizational structure, duties and functions, and work procedures of the Sidoarjo Regency Women's Empowerment, Child Protection and Family Planning Office.
4. The availability of alkon which is contraceptive tools, drugs, facilities and infrastructure.
5. Increasing public awareness of the Maturation of Marriage Age (PUP) through fostering adolescent reproductive health.
6. Increasing the awareness and participation of Couples of Fertile Age (PUS) as family planning participants to realize a prosperous small family.
7. Improve the skills of community institution cadres in managing family planning programs in rural areas to reduce the unmit need and drop out of family planning participants.
8. Improve counseling and counseling of family planning services at family planning services to realize the satisfaction of Participants of Fertile Age (PUS) using contraceptives and prevent the emergence of cases of side effects, complications and failures due to the use of contraceptives.

Factors inhibiting the implementation of the family planning program

1. The existence of the Covid-19 Virus which all activities must comply with the rules and still adhere to health protocols.
2. Prospective acceptors (community) must swab first before being served.
3. During the Covid-19 pandemic, complete facilities need to be available, which results in expenses much greater than the previous year which results in limited budget.
4. The decreasing number of Family Planning Counseling Field Officers (PLPKB).

Conclusion

A. Based on the results of the research that has been described regarding the discussion of the implementation of the Family Planning (KB) program as an effort to control population growth (Case Study at the Sidoarjo Regency Women's Empowerment, Child Protection and Family Planning Office), and juxtaposing it with the reality in the field, the following conclusions are obtained:

1. Communication

The conclusion of the interview regarding the transmission of the implementation of the family planning program in Sidoarjo Regency from the policy that has been made and determined / determined by the head of the central BKKBN which later from the policy will be distributed to the Province until it drops to the region. From the policy that has been determined by the Head of BKKBN, it will be adjusted to the conditions of each region, but the rules remain the same in accordance with the policies that have been decided by the Head of the central BKKBN and do not get out of the original goal.

In providing direction or policies that have been set by the Head of the central BKKBN, the Sidoarjo Regency DP3AKB Office will later hold a coordination meeting to deliver these policies, if later there are new policies after the previous policy has been running, a technical meeting will be held in delivering the new policy to discuss and adjust to the policies that have been carried out previously, in the meeting also specifically for PLKB officers and cadres in the implementation of

the family planning program who will later carry out counseling in the field to attract public interest in becoming family planning acceptors.

Although during the Covid-19 pandemic where any activity must be in accordance and still comply with health protocols, with abnormal conditions PLKB officers still do their job well. During the Covid-19 pandemic, PLKB officers in Sidoarjo District who are supposed to only work in 2 villages can now work in up to 4-5 villages, which makes the burden on PLKB officers increase.

2. Resources

Human resources are good enough because they are civil servants, but in terms of field officers in the family planning program, it is still not good because the number of Family Planning Field Officers (PLKB) is less, which makes it difficult to maximize the process of counseling and counseling about the family planning program. One PLKB is supposed to hold only 2 villages, with abnormal conditions now 4-5 villages. The budget in carrying out activities and implementing family planning programs is a budget from the APBD and Special Allocation funds, besides that there is no other budget in supporting family planning programs in Sidoarjo District.

From the facility resources, the availability of alokon which stands for tools, drugs and contraceptives that have all been prepared by the Sidoarjo Regency DP3AKB but seen in terms of budget in carrying out activities is not sufficient. If there is no budget, the activities will not be carried out. The authorities possessed by family planning workers are only in the village environment, the authorities possessed by PLKB are in accordance with their duties, main points and functions, because PLKB is one of them as an advocate undergoing cooperation with village heads, community leaders, formal and informal leaders, as well as religious leaders.

3. Disposition

The trend that occurred can be seen from the increasing number of unmet need in 2020, not only the number of unmet need has increased, the family planning counseling and counseling officers have decreased. This makes the Family Planning Counseling Field Officers

(PLPKB) who carry out their duties increasingly difficult. In the current condition that there is a Covid-19 Virus pandemic in carrying out family planning program activities and services, all of which must be carried out according to health protocols.

Disposition is carried out by the Family Planning Extension Officer (PLKB) by increasing public attention in Maturation of Marriage Age (PUP) by providing adolescent reproductive guidance, increasing the participation and concern of Fertile Age Couples (PUS), and improving the skills of cadres from the community, namely village family planning assistants and village family planning sub-assistants who play a role in managing family planning programs in the village.

4. Bureaucratic structure

The bureaucratic structure of the Sidoarjo Regency DP3AKB Office regarding the division of tasks and functions in carrying out the Family Planning Program is in accordance with Sidoarjo Regency Regent Regulation Number 50 of 2021 concerning the position, organizational structure, duties and functions, and work procedures of the Sidoarjo Regency Women's Empowerment, Child Protection and Family Planning Office.

B. Supporting and inhibiting factors in the implementation of the family planning program as an effort to control population growth in Sidoarjo Regency:

Factors supporting the implementation of the family planning program

1. The existence of the law as a legal umbrella, namely: 1) Law No. 59 of 2009. 2) Presidential Regulation No. 62 of 2010. 3) Regent Regulation No 50 of 2021.
2. Availability of alkon which is contraceptive equipment, drugs, facilities and infrastructure.
3. Making efforts to increase the Maturation of Marriage Age (PUP).
4. Increasing the awareness and participation of Fertile Age Couples (PUS) as family planning participants.
5. Improve the skills of community institutions in managing family planning programs to reduce unmet need and drop out of family planning participants.
6. Improve counseling and family planning program services in rural areas.

Factors inhibiting the implementation of family planning programs

1. The existence of the Covid-19 Virus which all activities must comply with the rules and still adhere to health protocols. Because during the pandemic all activities carried out in providing seating are only limited, not allowed to exceed the designated seating capacity.
2. Prospective acceptors (the public) must swab first before being served and make sure they are not exposed to the Covid-19 Virus, if the prospective acceptor is exposed to the virus, it is not allowed to get family planning service facilities. Because it will cause the spread of the Covid-19 Virus to increase faster.
3. During the Covid-19 pandemic, complete facilities need to be available, which results in expenditures much greater than the previous year which results in limited budget.
4. The decreasing number of Family Planning Counseling Field Officers (PLPKB).

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