

## The Role of Field Officers of Family Planning (FOFP) in The Unmet-Need Incidents on The Productive Age Couples

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### Abstract

The Family Planning Program is a program designed by the government in order to control the rate of population and birth rates, it aims to prosper the family and improve the quality of Indonesian generations in the future. The existence of Field Officers of Family Planning (FOFP) plays an important role in helping the government succeed in carrying out the family planning program, especially in reducing the number of unmet-need for family planning. The research objective is to obtain an in-depth picture of the role of the FOFP in the unmet-need for family planning in the North Denpasar District. This study uses a qualitative design with a single instrumental case study approach. The sample selection in this study used a purposive sampling technique with 10 informants and one key informant namely the Head of Population Control, Counseling and Movement in DP3A.P2KB in Denpasar. Interview results were analyzed using thematic analysis. The results of the study were five major themes namely the role of FOFP as: 1) Managing family planning programs, 2) Driving community participation 3) Family Empowerment and community participation, 4) Building and Developing Partnerships with various parties, and 5) obstacles and barriers.

**Keywords:** Field Officers of Family Planning, Productive Age Couples, Unmet-need Incidents

Program Keluarga Berencana merupakan program yang dirancang oleh pemerintah dalam rangka mengendalikan laju pertumbuhan dan angka kelahiran, hal ini bertujuan untuk mensejahterakan keluarga dan meningkatkan kualitas generasi Indonesia dimasa yang akan datang. Keberadaan Petugas Lapangan Keluarga Berencana (PLKB) memegang peranan penting dalam membantu pemerintah menyukseskan pelaksanaan program KB, terutama dalam menurunkan angka kejadian unmet-need KB, oleh karena itu diharapkan Pasangan Usia Subur (PUS) mendukung upaya pemerintah salah satunya dengan ikut berpartisipasi sebagai akseptor KB aktif. Tujuan penelitian yaitu untuk memperoleh gambaran secara mendalam mengenai peranan PLKB terhadap kejadian *unmet-need* KB di Kecamatan Denpasar Utara. Penelitian ini menggunakan rancangan kualitatif dengan pendekatan studi kasus tunggal instrumental. Pemilihan sampel dalam penelitian ini menggunakan teknik *purposive sampling* dengan jumlah informan sebanyak 10 orang dan satu informan kunci yaitu Kepala Bidang Pengendalian Penduduk, Penyuluhan dan Penggerakan di DP3A.P2KB Kota Denpasar. Hasil wawancara dianalisis dengan menggunakan thematic analisis. Hasil penelitian didapatkan lima tema besar yaitu peranan PLKB sebagai: 1) Pengelola pelaksana program KB, 2) Penggerak partisipasi masyarakat 3) Pemberdayakan Keluarga dan partisipasi masyarakat, 4) Menggalang dan Mengembangkan Kemitraan dengan berbagai pihak, 5) Hambatan.

**Kata Kunci:** Petugas Lapangan Keluarga Berencana (PLKB), Unmet-need Keluarga Berencana, Pasangan Usia Subur (PUS)

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## Introduction

The high birth rate in Indonesia is still a major problem in the population. Increasing population in developing countries can have an impact on the economy and public health (Ambarwati, 2012). Based on data from the Central Statistics Agency, the total population of Indonesia in 2010 reached 238,518,800 people, with a population growth rate of 1.49 percent. In 2015, the total population was 255,461,700 people, with a population growth rate of 1.40 percent (BPS, 2016). One of the efforts that can be done to suppress the rate of population growth is to control the factors that affect the rate of growth and implement the Family Planning (FP) program (Pasrah et al., 2014). The family planning program is one of the government programs that can significantly reduce the fertility rate, although the Fertility Rate (TFR) is still increasing. This is due to the high unmet-need for family planning (BKKBN, 2018). Based on the results of the Indonesian Demographic and Health Survey (IDHS), it is stated that the number of unmet-need for family planning in Indonesia is still high at 9.0% (Latifah, 2018).

The percentage of unmet-need must be below the target, so that it can be stated as 'achieved'. The increased coverage of unmet-needs can

prevent the family planning program from succeed. Such failure will cause a population explosion and maternal and child deaths. There are four reasons why women do not want to use contraceptives, namely fertility, resistance to using contraceptives, lack of knowledge and fear of how to apply the contraception (Scholastika, 2017). In Law No. 52 of 2009, the vision set by the BKKBN is "To become a reliable and trusted institution in realizing a balanced growing population and quality families" (BKKBN, 2018), to realize the National Family Planning Program, the role of the Family Planning Field Officer (FOFP) is needed. According to Pasrah's (2014) research, FOFP is the spearhead in family planning management in the field. The success and failure of FOFP in the implementation of family planning programs are often identified with the success and failure of FOFP in fostering community participation in family planning programs in their working areas, so as to reduce the number of unmet-need for family planning.

Denpasar City is one of the cities that promote family planning programs. The number of reproductive age couples in Denpasar city in 2018 was 79,402 couples. Denpasar City consists of four sub-districts, namely North Denpasar, South Denpasar, West Denpasar and East Denpasar with

the number of unmet-need in each sub-district, namely 11.6%, 6.09%, 7.3%, and 10.7%. The highest number of unmet-need is in North Denpasar District, which is 11.6% and the lowest is West Denpasar (7.3%) (DP3AP2KB Denpasar City, 2019). The number of FOFP in North Denpasar District is 10 people.

In carrying out its role, the FOFP on duty in each village must have the ability to manage the implementation of family planning program activities, although the implementation process will encounter many obstacles. According to Karyani and Ardana's research, entitled *The Role of FOFP in Disseminating Information about Family Planning to the Community in Sudaji Village, Sawahan District*, the existence of Family Planning Field Extension Officers (FOFP) plays an important role in implementing community empowerment and family planning programs in the field. The function of FOFP is to provide services to the community by inviting, nurturing and motivating every family to participate in the family planning program in accordance with the BKKBN vision "All families participate in family planning" and the BKKBN mission "Creating a small, happy and prosperous family" (Karyani & Ardana, 2017). The role of FOFP is important to be investigated in an effort to achieve the vision and

mission carried out by the organization. Considering that qualitative research on FOFP is still rarely done, the researcher is interested in further research on the role of FOFP on the incidence of unmet-need for family planning in North Denpasar District.

## Method

Research on the role of FOFP on the incidence of unmet-need for family planning uses a qualitative design with a case study approach. This research was conducted in the North Denpasar District. The subjects in this study were all FOFP who served in the North Denpasar District, which were 10 people, and one Head of Population Control, Extension and Mobilization of DP3A.P2KB Denpasar City which was used as triangulation. Subjects were selected purposively based on the criteria that they were Staff who served actively as FOFP with a minimum working period of 1 year, knew information about the development of the family planning program, and understand the problems regarding the unmet-need for family planning. Data were collected by in-depth interview method using interview guidelines. Data analysis using thematic data analysis. This research has obtained ethical feasibility from the Ethics Commission of the Bina Usada Bali Health College Number: 310/EA/KEPK-BUB-2019.

## Result and Discussion

The results of the study are presented in narrative form and there are five main themes related to the role of FOFP in the occurrence of unmet-need for family planning, namely the role of FOFP as the manager of the implementation of the family planning program, driving community participation, empowering families and communities, building partnerships with the community, barriers to FOFP in reducing the incidence of unmet-need incidents.

The existence of Family Planning Field Officers (FOFP) in the success of the National Family Planning program in the field must be followed by the ability and skills to anticipate the demands and challenges of family planning programs in the present and the future such as having the ability to communicate, work with data and build networks or coordinate with various parties (Zuhriyah, 2012). Based on the research results, broadly speaking, FOFP has performed its role quite well in socializing National Family Planning programs. In managing the family planning program, the first thing the FOFP does is make a plan related to the dissemination of information and it is made jointly by other FOFP who work in the North Denpasar District. The existence of good planning has a very positive impact on the successful implementation

of an activity because it is in accordance with the expected goals. This is in accordance with what was conveyed by (Haq, 2014) stating that planning in the organization plays an important role and is able to make a significant contribution to achieving success in accordance with the objectives.

The next strategic step taken by FOFP in North Denpasar District, especially in increasing active family planning participation in couples of childbearing ages who have unmet-need is to go directly to the field. In this case, FOFP can directly know the condition, geographical condition of the community, making it easier to provide direction and socialization regarding the importance of family planning programs in accordance with the characteristics of reproductive age couples in each of these areas. The results of this study are in line with research conducted by Nurjami (2021) states that one form of public service carried out by FOFP in Wonokromo Village is by going directly to the community to provide direction and socialization about the importance of family planning programs and conduct population data collection.

Coordination between FOFP and health facilities is also very important, where in this study FOFP was greatly helped by the recording and reporting provided by health workers in health

facilities in their working areas, making it easier for FOFP to monitor and evaluate related to reproductive age couples' participation as an accessor. KB is active. In addition, FOFP together with health workers can also collaborate to help each other in lightening their respective tasks, with good coordination, FOFP can obtain information about the identity of acceptors and prospective acceptors and report back to health workers if there are acceptor data that are not available. appropriate, then in this case the FOFP and health officers can jointly check again to avoid invalid data. Research conducted by Afniyanty (2019) also states that, with good cooperation, the main tasks and functions within an organization can be carried out and run systematically, so that it can help to reduce the workload of each officer and optimize the desired results or goals. To attract family planning acceptors, FOFP distributes brochures as well as provides counseling to the local community which is carried out during the implementation of free posyandu and family planning activities, considering that in these activities more people can be met to be given counseling about family planning programs and FOFP tries to take advantage of these activities. every opportunity that exists so that the goal of

reducing the number of unmet-need can be realized immediately.

In supporting its work program, FOFP also acts as a driver of community participation, considering that the family planning program is a top-down program, so in this study, FOFP involves many implementing agents or related parties in order to carry out their duties. Therefore, in the implementation of the family planning program, good coordination is needed between the FOFP and the implementing agency. The parties involved include the Village Planning Assistant, the Women's Family Planning Empowerment Agency, the Community Empowerment Commission, the Family Welfare Empowerment Group, cadre, headman of the village as extensions in information delivery. With the parties involved, it is hoped that information about family planning programs can spread more widely and quickly.

Based on the results of interviews in this study, most of the FOFP experienced problems in distributing information about family planning programs, especially to cadre of Rural Community Institutions (RCI). This is because RCI cadres are not selected based on their level of ability, so training is needed to improve the skills of cadres as extension workers. The results of this study are in line with research conducted by Devi (2016) which

showed that the training attended by family planning cadres was positively related to the level of capacity of family planning cadres in conducting counseling on family planning programs. This means that training has a very important role in developing the capacity of family planning cadres.

Another important role that FOFP must have in empowering families and communities is to become a communicator and motivator. Empowerment in question is the ability to communicate, build power by encouraging, motivating, and raising awareness of the potential of FOFP in disseminating family planning programs to families and communities with the main target being reproductive age couples with unmet-need. Said (2007) states that as a communicator, with his communication style, as well as the ability to understand the character of the subject of his performance targets, the information provided can be conveyed properly to the community related to the family planning program.

In this study, the method used by FOFP in increasing reproductive age couples understanding of the importance of implementing family planning programs is by implementing effective communication. According to Sari (2016) effective communication is a communication that is able to produce an attitude change in people

involved in communication, allowing a person to exchange information, ideas, beliefs, feelings and attitudes between two people or groups whose results are in line with expectations and expectations. provide convenience in understanding the message conveyed between the giver and recipient of the message, so as to create good feedback between the giver and the recipient of the message. This is in line with research conducted by Rahman (2019) showing that there is an effect of communication from family planning field officers (FOFP) on the participation of couples of childbearing age in the use of contraceptives in Cigugur Village, Cigugur District, Pangandaran Regency.

In this study, the method used by each FOFP is different depending on the problems faced by reproductive age couples. There are several methods used, among others, by providing individual and group IEC, but between the two methods, individual IEC is considered more effective than IEC for group IEC because reproductive age couples is more listened to by reproductive age couples. Individual counseling is usually carried out by FOFP with the target of one of the unmet-need for reproductive age couples by providing motivation and interpersonal counseling such as for reproductive age couples

who have experienced failure in using contraception, by listening to complaints from the target FOFP can provide solutions and further services.

This method is usually applied at the place of residence of the reproductive age couples itself, in addition the door-to-door method is also often used, especially for women who are rarely able to attend activities related to the family planning program. This is done so that reproductive age couples also know the information about the importance of family planning programs. This is in line with Karyani and Ardana's research (2017) which found that, in providing information about family planning, the FOFP in Sudaji Village took a persuasive approach by making frequent home visits so that information about family planning could be conveyed effectively.

The implementation schedule for individual IEC is mostly carried out every day, while group IEC is carried out to socialize the family planning program with a number of participants from two to ten people or a maximum of 15 people depending on the situation and conditions. Posyandu activities are routinely carried out every month in each banjar, for example one village has 15 hamlets or banjars, so in one month 15 banjars are visited to provide socialization and counseling.

The group approach is one of the most effective ways to use a larger number of targets, such as in outreach activities because it allows feedback and opportunities to exchange experiences (Irmawati et al., 2019). Apart from being a communicator, FOFP in North Denpasar District can also be a motivator, where they are able to change the perspective of families and society, especially reproductive age couples by providing an understanding of the importance of using contraceptives and the importance of maintaining reproductive health, so that some reproductive age couples are willing to accept explanations from FOFP as evidenced by the existence of several reproductive age couples voluntarily want to be registered as active family planning acceptors. In this case, motivation can function as energy or a driving force for someone to behave in a certain way (Rahman, 2019).

The last role of FOFP is an effort to build partnerships with the community. The partnership carried out by FOFP in this aspect is solely to facilitate FOFP in carrying out their duties as extension workers and of course it is not possible for FOFP with a limited number to be able to carry out their roles optimally, therefore FOFP collaborates with various parties such as village midwives, community leaders, religious leaders

and several other institutions. In this case, FOFP must also have the ability to have a social spirit and be easy to get along with from various levels of society. From the results of this study, most of the FOFP stated that establishing partnerships was an important coordination to make the family planning program a success and felt helped by the existence of these parties in disseminating information about family planning to the community. FOFP forge partnerships with several community leaders. This is related to the Bali Governor's Instruction (Ingub) Number 1545 of 2019 concerning the Socialization of Balinese manners. In this case the governor of Bali supports the existence of a culture-based family planning program known as "KB Krama Bali" to have four or more children and is associated with the naming sequence from the first to the fourth child, namely "Wayan/Putu, Made/Kadek, Nyoman/Komang, Ketut" This is intended so that the Balinese culture does not fade which has been inherited from generation to generation and considering the scarcity of the name "Nyoman and Ketut", so that there are rejections from some community leaders such as reluctance to listen to information about the National Family Planning program delivered by FOFP, but FOFP is still trying to respect the opinions of community leaders and strive to straighten the intended policy so that

there are no misperceptions. This is in line with the research conducted by Sarmita (2019) regarding the analysis of netizens' perceptions of KB Krama Bali which shows the results that the Balinese cultural values adopted have a more important role than other values related to child ownership. If Ingub is associated with the number of unmet-need for family planning, it will certainly affect the high population explosion.

In carrying out these four roles, of course, each FOFP encounters several obstacles. One male FOFP said that he had difficulty approaching and providing counseling, KIE and counseling to reproductive age couples who incidentally was female, so that the information provided was less than optimal because FOFP felt awkward and reproductive age couples was indifferent to information submitted by the FOFP. Gender differences can affect the quality in delivering and receiving information about family planning, while the external obstacle in this study is the difference in views in terms of religion. In this study, FOFP stated that there are still many people who do not want to do family planning because of the belief that family planning is prohibited in religion, especially in Islam because it is believed that children are sustenance and a gift from God. With family planning means rejecting the sustenance



given by Him. This value is a very difficult consideration for people to use contraception. In addition, it is not allowed to insert equipment into the body because it is forbidden, so that FOFP finds it difficult to approach reproductive age couples, especially with unmet-need for family planning. According to Bertrand, belief is one of the keys to family planning acceptance. This is in line with the research conducted by Santoso, et al (Santoso, 2018) showing the results that there is a relationship between belief and the choice of contraceptives. In addition, there is a cultural influence on the use of contraceptives which is also an obstacle for FOFP in disseminating the family planning program in an effort to reduce the incidence of unmet-need.

In this study, FOFP said that many women who did not use contraception, especially in Balinese people because they wanted to have children of a certain sex, almost all of them did not use contraception until they got a boy, even though reproductive age couples included a high risk of getting pregnant again. The results of research conducted by Murniati and Sukma (2017), stated that socio-cultural factors are one of the factors that can influence a person in choosing the type of contraception. The better a person's response to contraceptives, the more the use of

these contraceptives will increase. In addition to religious and cultural barriers, FOFP also said that reproductive age couples were afraid to use contraception because of hearing stories or experiences from friends and rumors saying that using contraceptives could cause disease. This causes reproductive age couples to be reluctant to use contraception. The results of this study are in line with research conducted by Samosir, Dharminto and Mawarni (2016) which states that experiences from other people make acceptors choose not to use the same family planning method as other people around because respondents are afraid of repeating events that have already happened.

The lack of support from family and husband is also an obstacle for FOFP to provide counseling, IEC and counseling to reproductive age couples, according to FOFP the lack of support from the family may be due to a lack of understanding of the family and husband about the benefits of using contraceptives. The role of FOFP in this case is expected to further increase their creativity such as forming a happy and prosperous small family by increasing knowledge and understanding of family planning starting from the smallest unit, namely the family, which later on the family can jointly support reproductive age couples to use

contraceptives. Fear of the side effects caused by the use of contraception is also the cause of reproductive age couples not wanting to use contraception, in this case, reproductive age couples prefer not to use contraception rather than having to experience things that can interfere with their health. According to Masita (2013) Knowledge of reproductive age couples is very necessary in considering the choice of contraception that is considered suitable, effective, comfortable and safe for him. The basis for choosing contraceptives in reproductive age couples tends to see complications that are severe, efficient, acceptable to themselves and the community.

Another obstacle was the infrastructure provided by the National Family Planning Coordinating Board (BKKBN) of the Province of Bali is sufficient, where FOFP is provided with two-wheeled vehicles and communication tools (mobile phones), but the procurement of laptops or computers has not been fulfilled optimally. This is one of the obstacles for FOFP in completing their tasks. According to Afniyanti (2019), if work facilities are available that are in accordance with the needs of the Family Planning Field Officer, a conducive working atmosphere will be created, so

that work can be completed effectively and efficiently.

## **Conclusion**

FOFC in North Denpasar Sub-district has carried out its role well and has played an active role in activities related to the implementation of the National Family Planning program in an effort to support government programs to increase active family planning participation in reproductive age couples, so that it can suppress events that do not need family planning. FOFP as the manager of the implementation of the Family Planning program makes various efforts to attract active family planning participation, including through counseling, IEC, distributing brochures and conducting good coordination to health facilities in the North Denpasar District. Submission of information about the family planning program involves various parties such as PKKBD, BPPKB, PKM, cadres, PKK women, Heads of Environment, Hamlet Heads and Village Heads who are extensions of FOFP, in this case the role of FOFP as a driver of community participation. In addition, the next step is to increase knowledge and understanding of families and communities about the importance of using contraceptives by implementing communication. To optimize its role in suppressing the incidence of unmet need, FOFP

mobilizes and develops partnerships with various parties such as KB Pos, village midwives, community leaders, religious leaders in disseminating information related to family planning programs, especially in EFA with unmet need for family planning. Some of the obstacles faced by FOFP in working face difficulties in providing education about gender differences, differences in beliefs in terms of religion and culture, where there is a prohibition on using contraception in the Muslim religion and the necessity to have sons in Balinese society, so that FOFP it is difficult to invite EFA to become active family planning participants and also the availability of infrastructure that still needs to be improved to support FOFP performance, especially in suppressing the unmet need for family planning so that it can be achieved optimally.

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