
ANALYSIS OF ACTIVE FAMILY PLANNING PARTICIPANTS AND OPERATIONAL FIELD ACTIVITIES IN SURABAYA IN 2019

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ABSTRACT

Surabaya, as a provincial capital, carries a big burden in population control. Besides the issue of incoming migration, it is also influenced by population growth due to fertility. Implementing family planning programs can serve as a solution to control the population. This study aimed to analyze the data trends of active family planning participants and operational field activities related to family planning in the city of Surabaya in 2019. Secondary data were sourced from the monthly publication of the East Java BKKBN, namely the *Hasil Analisis dan Evaluasi Program Kependudukan Keluarga Berencana dan Pembangunan Keluarga (KKBPK)* Program in 2019. The data used included active family planning participants and field operational activities which are operational data of car movements for services, coordination meetings, mobile family planning teams, and outreaches to Field Advisors of Family Planning / *Petugas Lapangan Keluarga Berencana (PLKB)* or *Penyuluh Keluarga Berencana (PKB)*, and IEC conducted by religious or community leaders. The data comprised of participants' activeness in family planning activities and operational field activities in Surabaya from January to December in 2019. Descriptive analysis methods were used to explain trends in data. The data had the same pattern for both active participants and operational field activities in the final quarter. The trend of active family planning participants increased by 2.3% from January to December 2019, but the trend of field operational data decreased by 11.6%, 9.35%, 9.35%, 6.45%, and 8.03%.

Keywords: family planning, Surabaya, population, operational field activities

ABSTRAK

Kota Surabaya sebagai ibukota provinsi memiliki beban besar dalam permasalahan pengendalian penduduk, selain permasalahan migrasi masuk juga dipengaruhi adanya pertumbuhan penduduk karena fertilitas. Salah satu upaya pengendalian penduduk adalah dengan melaksanakan program Keluarga Berencana (KB). Penelitian ini bertujuan untuk menganalisis tren data cakupan kepesertaan KB aktif dan kegiatan operasional lapangan terkait KB di kota Surabaya pada tahun 2019. Sumber data sekunder didapatkan dari publikasi bulanan BKKBN Jawa Timur yaitu Hasil Analisis dan Evaluasi Program Kependudukan Keluarga Berencana dan Pembangunan Keluarga (KKBPK) pada 2019. Data tersebut meliputi data variabel peserta KB aktif dan kegiatan operasional lapangan, mencakup data operasional gerak mobil untuk layanan, rapat koordinasi, Tim Keluarga Berencana Keliling (TKBK), penyuluhan Petugas Lapangan Keluarga Berencana (PLKB) atau Penyuluh Keluarga Berencana (PKB), serta KIE oleh tokoh agama dan tokoh masyarakat. Data yang digunakan dalam penelitian ini merupakan data cakupan kepesertaan KB aktif dan kegiatan operasional lapangan terkait KB di kota Surabaya bulan Januari hingga Desember tahun 2019. Analisis data dengan metode analisis deskriptif yang menjelaskan tren pada data. Data peserta KB aktif dan kegiatan operasional lapangan memiliki pola yang sama pada triwulan akhir. Dibandingkan pada awal tahun dengan akhir tahun, tren keaktifan peserta KB mengalami peningkatan sejumlah 2,3%. Namun, tren data operasional lapangan mengalami penurunan dari Januari hingga Desember sebanyak 11,6%, 9,35%, 9,35%, 6,45%, dan 8,03%.

Kata kunci: keluarga berencana, Kota Surabaya, penduduk, kegiatan operasional lapangan

INTRODUCTION

Population is a crucial component in the success of a country's development and advancement. Indonesia is the fourth most populated country following China, India, and the United States of America. Indonesia's population in 1990, 2000, and 2010 was, respectively, 173.3 million, 206.2 million, and 237.6 million (Central Bureau of Statistics, 2018). Indonesia is considered a developing country with a great number of citizens. If this condition is not supported by high-quality and sufficient human resources, it will definitely cause various issues for the country.

The government's concern towards population issues started in 1967 during the reign of President Soeharto. Population control activities were beginning to be planned out through the establishment of programs and organizations. One of the institutions established to carry out the family planning program on a national scale was the National Population and Family Planning Board. The National Population and Family Planning Board was proven effective in decreasing birthrate at that time with the population growth rate (PGR) dropping from 3.83% to 2.31% in 1971 and then dropping even more to 1.89% in 1990. However, this number tended to remain stagnant between 2000 and 2012 with a PGR of 1.49%. Furthermore, during the reign of President Jokowi, the PGR started to decrease to 1.36% with a total birth rate (TBR) as low as 2.47%, but this still did not reach the national target of 2.28% TBR (Putri *et al.*, 2019).

Aside from the nation's overall policies, big cities such as provincial capitals should be the main concern. One of them is Surabaya, the second largest metropolitan capital city after Jakarta. The challenge is bigger since its population not only consists of the local inhabitants, but also both temporary and permanent immigrants.

The data from the Surabaya Central Bureau of Statistics noted the population in 2016 and 2017 was 2.86 million and 2.87 million inhabitants, respectively. It had a PGR of 0.5% and 0.43% each and a total fertility rate (TFR) of 1.809% (Central Bureau of Statistics, 2018). Total and population growth rates need to be the main concern in population policies. The fertility

rate in East Java, especially Surabaya, has met the national TFR target. This success needs to be maintained to ensure the population does not increase unpredictably and stays under control. Moreover, the population control should also be maintained to prevent drastic decreases of population decrease (Andini and Ratnasari, 2018).

The family planning program is an initiative aimed to help parents plan pregnancies and give time between births with or without contraceptives. The objective of the family planning program is to nurture a small but prosperous family. The purpose of having a small prosperous family is to suppress and stabilize the population growth rate. The role of family planning is very much required to prevent pregnancy and delivery issues. The more couples use family planning, the more family quality will improve and the more the population growth rate will be suppressed (Indonesian Ministry of Health, 2014).

The institution responsible for family planning and population is the National Population and Family Planning Board. They showed Surabaya is the most densely populated area in East Java. However, Surabaya also has a high achievement of family planning compared to other regions, as well as a low population growth rate. The number of active family planning participants in Surabaya at the beginning of 2019 was considerably good with a prevalence of 74.57% out of all couples of childbearing age (CCA) (National Population and Family Planning Board, 2019).

The success of family planning is influenced by the field activities administered in that area. In-service research has showed that field activities in collaboration with Field Advisors of Family Planning (PLKB) and Communication, Information, and Education (KIE) will have a positive impact towards the increase of active family planning participants. Field activities are carried out as an active social approach, which has been proven to improve comprehension about reproduction health, especially family planning for CCA (Marhaeni *et al.*, 2016). Furthermore, affecting factors according to Triyanto and Indriani (2018) is the availability of service cars and accommodation for family planning services. According to research by Aisyah (2017), the existence of *Tim*

Keluarga Berencana Keliling (TKBK) as a family planning service source is also correlated with the number of active family planning participants.

Another factor associated with the number of active family planning participants is the availability of training for field advisors of family planning or general officers for family planning through regular village meetings (Saputra, Titin, and Rindantya, 2019). Moreover, communication, information, and education about family planning carried out by religious and community leaders is also related to the number of active family planning participants (Kurniawati and Rokoyah, 2016).

The objective of this study was to analyze the data trends of active family planning participants and operational field activities in Surabaya in 2019. The research variables were the active family planning participants and operational field activities, including data on accommodation for services, coordination meetings, TKBK from district to village, counseling with the field advisor or officer for family planning, as well as communication, information, and education conducted by religious and community leaders in Surabaya. Data were then analyzed descriptively.

METHOD

This study was administered to analyze data trends of active family planning participants and operational field activities in Surabaya in 2019. This study used secondary data resources; therefore, the type of measurement did not require active responses from the respondents.

The secondary data were obtained from the monthly publication of East Java National Population and Family Planning Board from January to December in 2019. The variables involved were active family planning participants and operational field activities, including data on accommodation for services, coordination meetings, TKBK from district to village, counseling with the field advisor or officer for family planning, as well as communication, information, and education conducted by religious and community leaders in Surabaya.

This study employed no sampling technique to select the data. A descriptive analysis was performed to summarize, capture, and illustrate the data trends as the information delivery technique.

RESULTS

The coverage of active family planning participants can reflect the family planning program's success in birth control as an effort to maintain the population stability. A descriptive analysis was done to identify the trends and overview of the scope of active family planning participants in Surabaya and also to determine its relation with operational field activities.

The Coverage of Active Family Planning Participants in Surabaya in 2019

A descriptive analysis was done to produce an overview of active family planning participants in Surabaya. From January to December 2019, it tended to fluctuate in accordance with Figure 1.

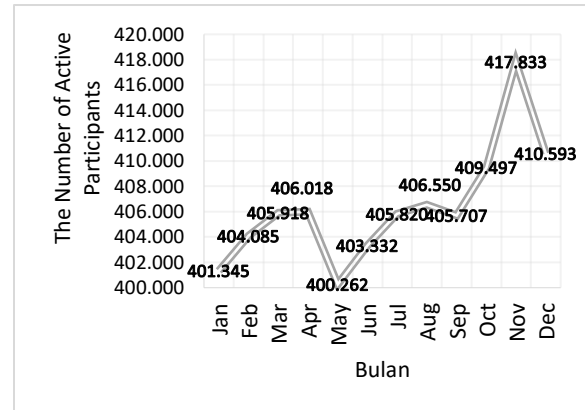


Figure 1. Trends of Active Family Planning Participants in Surabaya in 2019

The trends of active family planning participants in Surabaya as a whole increased up to 9,248 (2.3%) from the beginning to the end of 2019. If viewed monthly, then the graphic fluctuated from January to December. November had the highest number of active family planning participants, while May had the lowest. The graphic decreased from April to May and November to December. There was a drastic

increase of 8,336 (1.99%) participants from October to November. The most drastic decrease was by 7,240 (1.73%) from November to December.

Factor Related to the Number of Active Family Planning Participants in Surabaya

After obtaining the coverage trends of active family planning users, it was necessary to identify the determinants. Data from the East Java National Population and Family Planning Board in 2019 were allied to operational field activities, including accommodation for services, coordination meetings, TKBK from district to village, counseling with the field advisor or officer for family planning, as well as communication, information, and education conducted by religious and community leaders in Surabaya.

Accommodation for Family Planning Services in Surabaya in 2019

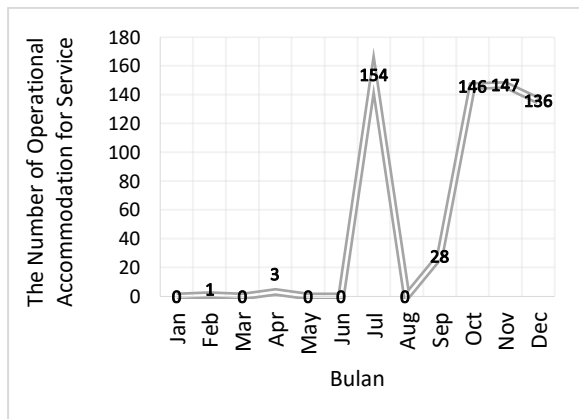


Figure 2. Trends of Accommodation for Family Planning Services in Surabaya in 2019.

Figure 2 shows that the trends of accommodation for family planning services in Surabaya as a whole reached higher peaks from the beginning to the end of the year. When viewed monthly, these trends were stagnant from January to June and then fluctuated from July to December. Accommodation for family planning services peaked in July but dropped to zero in January, March, May, and June.

The number decreased again from July to August and November to December. There was a drastic increase (154) of accommodation for family planning services from June to July. The

biggest decrease occurred from July to August (154). There was a difference of 11.6% between the highest and lowest number of accommodation for family planning services in 2019.

Coordination Meetings for Family Planning in Surabaya in 2019

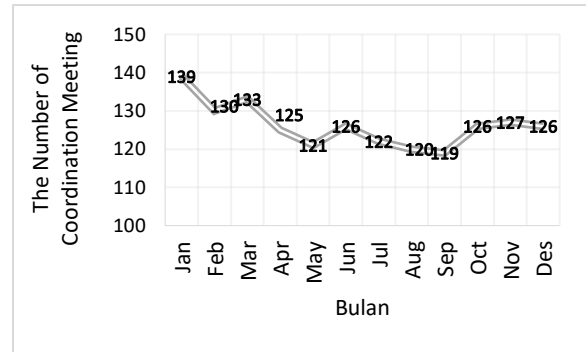


Figure 3. Trends of Coordination Meetings about Family Planning in Surabaya in 2019

The data trend of coordination meetings about family planning in Surabaya shown in Figure 3 presents a decrease of 13 (9.35%) from the beginning to the end of the year. Monthly, the numbers fluctuated from January to December. January had the most frequent coordination meetings, while September had the least.

The numbers decreased from March to May and June to September. The frequency of coordination meetings increased most from September to October by seven times (5.8%). Further, the biggest decrease occurred from January to February by nine times (6.47%).

Tim Keluarga Berencana Keliling (TKBK) from District to Village in Surabaya in 2019

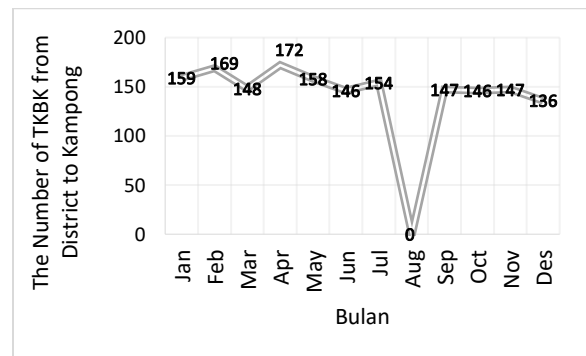


Figure 4. Trend of Activities Conducted by *Tim Keluarga Berencana Keliling* (TKBK) from District to Village in Surabaya in 2019

Figure 4 shows that activities carried by TKBK as a whole decreased by 13 (9.35%) from the beginning to the end of the year. Monthly, the number fluctuated from January to December. The activities peaked in April and dropped to zero in August.

The number of activities decreased from February to March and November to December. The activities conducted by the TKBK (16.21%) drastically increased from August to September and March to April. The largest decrease occurred from July to August as many as 154.

Counseling with Field Advisors of Family Planning or General Officers for Family Planning in Surabaya in 2019

The trends of counseling with field advisors of family planning or general officers for family planning in Surabaya overall decreased by 27 (6.45%) from the beginning to the end of the year. Monthly, the numbers fluctuated from January to December. The most instances of counseling was in July, while the least was in December. The numbers decreased from March to April, July to October, and November to December. There was an increase of 28 counseling sessions (15.91%) from January to February.

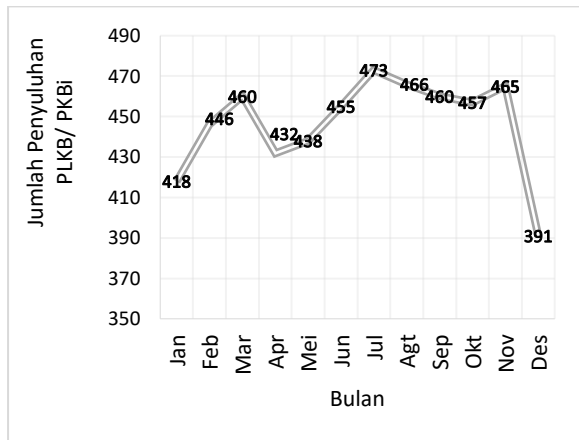


Figure 5. Trend of Counseling Agenda with Field Advisors of Family Planning or General Officers for Family Planning in Surabaya in 2019

Communication, Information, and Education about Family Planning in Surabaya in 2019

Overall, the trends of communication, information, and education conducted by

religious and community leaders in Surabaya decreased by 20 (8.03%) from the beginning to the end of the year. The numbers fluctuated from January to December. It revealed that communication, information, and education about family planning was the highest in January and the lowest in May. However, this decreased from February to May, August to September, and November to December. There was a drastic increase of communication, information, and education about family planning by 27 activities (11.68%) from September to October. The largest decrease occurred from August to September as many as 37 activities (15.35%) according to Figure 6.

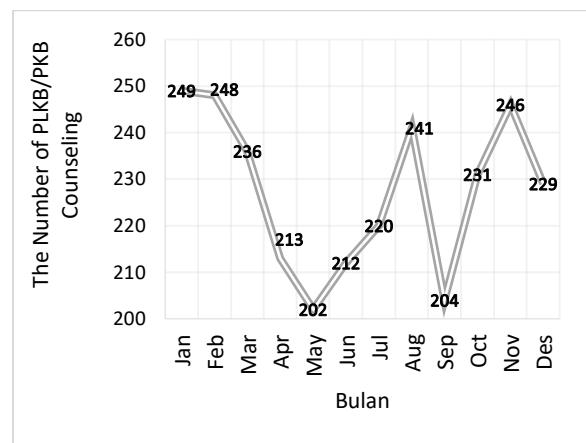


Figure 6. Trend of Communication, Information, and Education about Family Planning in Surabaya in 2019

DISCUSSION

The number of active family planning participants in Surabaya from January to December 2019 tended to fluctuate. The rate of active family planning participants in Surabaya in January 2019 was classified as good with a prevalence of 74.57% out of all couples of childbearing age. By the end of the year, the number of couples of childbearing age in Surabaya had increased by 0.04%, and this was balanced by an increase in the prevalence of family planning active participants to 75.72% of the total number of couples of childbearing age (National Population and Family Planning Board, 2019).

The increase of 1.15% could still be considered non-optimal because the unmet needs

and field control (Dallap) targets had not yet been fulfilled. The proportion of unmet needs in Surabaya was still 8.15%. This figure was still relatively high when compared to other districts or cities in East Java that had a range of unmet needs between 4.20% and 13.88%. Further, Dallap in Surabaya at the village or district level still had not reached 100% (National Population and Family Planning Board, 2019).

Factors Related to the Number of Active Family Planning Participants in Surabaya

The data showed that the area with the most active family planning users was East Surabaya, specifically Tambaksari district. Meanwhile, the area with the smallest number was Gayungan district in the South Surabaya area. This could be due to the location and population of the district. Tambaksari is the district with the biggest population, while Gayungan has the smallest population in Surabaya (Central Bureau of Statistics, 2018).

Evaluations carried out in similar studies showed that there were driving and inhibiting factors that increase the number of active family planning participants. Inhibiting factors include unclear targets in terms of time, both short and long term, as well as internal and external obstacle factors from SWOT analysis that had not been clearly identified (Susanto, Ribawanto, and Wachid, 2015). Driving factors involve commitment and support of stakeholders by strengthening partnerships, as well as operational budget support. This operational budget support was obtained from the Alokasi Dana Desa (ADD) and RT and RW funds (Sulastri *et al.*, 2019).

After recognizing the trends of active family planning users in Surabaya from January to December 2019, it was necessary to carry out an analysis to identify the determinants. Data from the monthly publication of East Java National Population and Family Planning Board allied to this matter were operational field activities, including accommodation for services, coordination meetings, TKBK from district to village, counseling with the field advisor or officer for family planning, as well as communication, information, and education

conducted by religious and community leaders in Surabaya.

Operational Accommodation for Family Planning Services in Surabaya in 2019

Operational accommodation for family planning services in Surabaya tended to be low at the beginning of the year until May. It then increased from October to November, but decreased in December. Operational accommodation for family planning services was one of the factors that could be related as this trend was likely correlated with the coverage of active family planning participants, especially from October to December. This number tended to be higher in the second semester because service car operations coincided with national holidays such as National Family Day, Bayangkara Day, Kesatuan Gerak PKK, and Independence Day.

Triyanto and Inriani's research examined the factors that influenced long-term contraceptive use in women of childbearing age. A statistical test was carried out by applying a multinomial logistic regression test and examining variables that affected the use of long-acting reversible contraceptives (LARC). One of the significant variables found was the source of family planning services with a p-value of 0.000. One form of family planning services is accommodation for family planning services (Triyanto and Indriani, 2018).

Accommodation for family planning services is expected to be able to provide services to areas that are not accessible or located far from family planning facilities as well as for the sub-urbans. The facilities will make family planning services easier to access and thus prevent unmet needs for contraceptives or dropping out of the program (Sulastri *et al.*, 2019).

Coordination Meetings for Family Planning in Surabaya in 2019

Coordination meetings are monthly meetings attended by *Kelompok Kerja* (Pokja) for family planning, PLKB, PPKBK, and cross-sectoral leaders in that area. The aim of the meetings is to discuss data and issues related to family planning, coordinate the field advisors,

and gain support from local officials. In carrying out these coordination meetings, appropriate problem-solving and planning can be used to increase the coverage of family planning participants (Trianzani, 2018).

Meetings related to family planning in Surabaya tended to be rarely conducted at the beginning of the year to September, then more often from October to November. However, less frequent meetings were observed in December. Based on this trend, the coordination meeting was one of the factors possibly related to the declining coverage of active family planning participants from the beginning of the year to September. These two trends appeared to meet with each other, especially in the last quarter from October to December.

The results of other studies indicate that activities such as communication, information, and education conducted by the field advisors aimed to increase family planning acceptors' knowledge and mobilize the community; however, this goal has not been achieved optimally. This is evidenced by the rapid increase in population in the last three years, which amounted to four percent per year. One of the reasons for this problem was the field advisors lacking participation during monthly coordination meetings. The coordination meeting activities were not proceeded according to the predetermined schedule; there was still a lack of basic family planning data collection, as well as a lack of cooperation and coordination between the field advisors and local officials (Trianzani, 2018). Another problem was the lack of understanding of population issues as a basis for determining short-term and long-term targets (Nurhayati and Pebrianti, 2016).

On the other hand, research in Samarinda showed ten villages have successfully provided good family planning services. It showed that there were several supporting factors, for example, the planning aspect of task implementation according to the main tasks and functions. The success of this planning was evidenced by the guidance of general officers or field advisors through routine coordination meetings. The meetings were attended by local officials, district representatives, and general officers or field

advisors for family planning in the local area (Saputra, Titin and Rindantya, 2019).

Tim Keluarga Berencana Keliling (TKBK) from District to Village in Surabaya in 2019

Activities conducted by TKBK in Surabaya tended to fluctuate from the beginning of the year to September-November, except August when there were no activities at all. There was a decline from September to December. Based on this trend, the coordination meetings were one of the factors that could be related. This can be seen especially in regard to the fluctuation of the frequency of the activities from January to September, as well as the decrease in December. This also coincided with a decrease in the coverage of active family planning participants that month.

The results on the use of IUD as LARC showed that the TKBK was one of the factors affecting the increase in the number of acceptors. The TKBK provides contraceptive services and recommendations in order to increase the coverage of family planning participants, especially with IUD (Aisyah, 2017).

This is in line with Suparman's and Sakti's study (2018), where an evaluation was conducted in areas with few instances of family planning. The program was done as an effort to overcome these problems by carrying out the activities of the TKBK such as counseling, contraceptive implantation services, and field-problem control.

Counseling with Field Advisors or General Officers for Family Planning in Surabaya in 2019

Counseling activities served by the field advisors and general officers tended to fluctuate at the beginning of the year to November, but then a very drastic decline occurred in December. The fact showed the year end marked the final deadline of the budget absorption, meaning most activities were carried out at its finest in November. Based on this trend, counseling was one of the factors that could be related to the coverage of active family planning participants, especially from October to December.

Previous research on family planning villages in East Java showed that a decrease in the number of family planning participants could have occurred due to the lack of public knowledge of family planning services delivered by officers in charge, namely general officers or field advisors. Previously, they were disproportionate in number and conducted less visits. After the study locations became family planning villages conducting activities along with cadres, the coverage of active family planning participants increased (Mardiyono, 2017).

This is in line with other studies regarding the things that need to be considered by the field advisors. Data in these areas showed a decrease in the number of family planning participants from 2011 to 2013. Previous research found a significant effect of the preparation of counseling on community satisfaction. Analysis using multiple regression tests in the study showed a significant influence from various aspects of extension starting from the preparation, implementation, and development of the extension model carried out by the general officers or field advisors (Rahmawati and Mulyono, 2016).

Communication, Information, and Education about Family Planning in Surabaya in 2019

The frequency of communication, information, and education about family planning in Surabaya tended to fluctuate at the beginning of the year to September. It then increased in October to November but decreased in December. Based on this trend, communication, information, and education is one of the factors influencing the coverage of active family planning participants, especially from October to December.

Such activities were implemented by religious and community leaders who play an important role in the community participation. This is in line with other research related to family planning participation. Socialization and motivation factors of religious and local community leaders are reinforcing factors in family planning decisions and affect the incidences of drop outs (Kurniawati and Rokoyah, 2016). In addition to knowledge, role modelling is another reason to bargain people to be involved in family planning. These public figures work

closely with the community, meaning they are more respected and trusted.

This reinforcing factor usually comes from external factors often referring to personal references, such as health workers, community leaders, families, or elderly (Triwibowo and Pusphandani, 2015).

SUMMARY AND SUGGESTION

Summary

Population control can be achieved through the family planning program. The success of this program can be evaluated from the number of active family planning users. Based on the data of active family planning participants issued by the East Java National Population and Family Planning Board, factors related were operational field activities, including accommodation for services, coordination meetings, the TKBK from district to village, counseling with the field advisors or general officers, and communication, information, and education by religious and community leaders.

The aforementioned data, as a whole, showed the same pattern in the last trimester. From the beginning to the end of the year, the trend of active family planning participants increased by 2.3%, but the trend of operational field data declined from January to December by 11.6%, 9.35%, 9.35%, 6.45%, and 8.03%.

Suggestion

It is necessary to evaluate data on trends of the family planning coverage on a regular basis in accordance with the target of the *Pembangunan Keluarga, Kependudukan dan Keluarga Berencana* (Banggakencana). The research findings are useful for Surabaya since discussing one of the solutions to strategic health issues that can affect the degree of public health and welfare, as well as the quality of human resources. In the future, this study can be used as recommendations and evaluation materials for planning more effective and precise programs. Further research is required using statistical tests related to the relationship or operational influence of accommodation for services, coordination meetings, district-to-village activities by TKBK,

counseling with field advisors or general officers, as well as communication, information, and education conducted by religious and community leaders on the number of active family planning participants in Surabaya.

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