

Conference

Identification of Communication Strategies for Population Control in Indonesia: A Systematic Review

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Abstract. This article aimed to identify the most effective communication strategy to be implemented by the Indonesian Government to restrict population growth. Through the BKKBN, the Indonesian Government aims to improve information access and promote the National Family Planning Program to all segments of society. This effort has resulted in several studies assessing the communication strategy of BKKBN representatives in disseminating the Family Planning Program in several regions. To determine the most effective communication strategy, researchers must study various scientific journals and then synthesize the findings. This paper employed the systematic literature review method to examine five pieces of literature related to the BKKBN representatives' communication strategies for disseminating the Family Planning Program. The findings revealed that those targeted were generally teenagers; the most commonly used communication strategies were direct counseling and the use of media through well-planned processes; the communication objectives were understanding and changing people's behavior to create a prosperous family; and the most frequently used media were direct media (face-to-face counseling), indirect media (television, radio, newspapers), and new media (Facebook).

Keywords: family planning, population growth, socialization

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1. Introduction

Indonesia is a developing country with the world's fourth-largest population [1]. In 2020, the total population of Indonesia grew to 270.20 million. Meanwhile, the population growth rate has reduced to 1.25 percent [2]. Despite the slowdown in population growth rate, Indonesia's population is still growing absolutely. Indonesia's population will continue to grow as a result of the momentum produced by historically high fertility rates [3].

Population growth has several implications for economic development [4]. The relationship between population growth and economic development has varied effects

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in different countries [5]. According to an Indonesian study, population and economic growth have a long-run equilibrium relationship and a positive correlation. This implies that rapid population growth stimulates Indonesia's long-term economic development [6]. Rapid population growth in developing countries is assumed to be detrimental in the short and medium-term due to a large number of dependent children. However, in the long run, this provides an opportunity to capitalize on the demographic dividend generated by a shift in the population's age structure [7].

One of the main issues confronting developing countries is the increase in population growth [8]. Basically, the demographic bonus refers to the acceleration of economic growth caused by an increase in the productive age population [9]. However, increasing the productive age without appropriate planning and regulations can generate demographic burdens that endanger the country's development, such as unemployment and criminality [10]. One of the methods that the Indonesian government may implement to avoid the establishment of a demographic burden is to control population growth for the development of qualified and competitive human resources [11]. The Family Planning Program is being implemented as a policy to facilitate that planning.

Since 1957, the Indonesian government has developed family planning to reduce the rate of population growth by maximizing the role of The National Population and Family Planning Agency (BKKBN) [12]. Family planning is a national program that aims to achieve balanced population growth and quality families [13]. Family planning operates via lowering fertility by avoiding unwanted pregnancies and managing birth intervals [14]. Family planning refers to a population control strategy that allows for a balanced population [15].

Family planning is also one of the best investment strategies that contribute to accelerating the achievement of the Sustainable Development Goals (SDGs) [16]. In addition to lowering fertility and controlling the population, investment in family planning benefits female sexuality and reproduction [17]. FP programs have been shown to have a significant role in boosting contraceptive usage, preventing unplanned births, handling population growth, and improving women's and children's health in developing countries [18]. Therefore, the BKKBN needs to design the policies of effective communication strategies to better inform and educate the public about the importance of family planning in attaining a balanced population and quality families.

BKKBN is the government institution responsible for population control and family planning implementation. One of the BKKBN's functions is to provide communication, information, and education in the Population and Family Planning sector [13]. To carry out this duty, the BKKBN must devise an effective communication strategy for the programs

it organizes. A communication strategy is a communication planning guide that incorporates communication management to accomplish set goals [19]. The fundamental objective of a communication strategy is to ensure that the message transmitted is understood and accepted by the audiences so that behavior changes appear based on the goals to be achieved [20]. Communication strategies are addressed to resolve communication obstacles using a linguistic or paralinguistic method [21].

Communication strategies are required to provide well-structured messages that will assist the success of a program [22]. The quantity of studies on communication strategies in several regions has resulted in differences in viewpoints and information among researchers. So, even though the study theme is the same, the communication strategy planning required in each location may differ. As in Susanti's study [12], which highlighted the subject of the *Generasi Berencana* (GenRe) program in Yogyakarta, the communication strategy focuses on arranging young events/activities by adding counseling materials. Then, in Melida's study [23], which highlighted the subject of activities from the GenRe program in East Java, the communication strategy combined face-to-face and media communication in the planning process. Similarly, the other three literature studies that have distinct/same topics, apply diverse communication strategies in different areas. These variations perplexed the BKKBN in developing the most effective communication strategy in promoting FP programs to accomplish population control and family planning in Indonesia.

Based on the problem description presented above, the author will conduct a literature review of various pieces of literature about the BKKBN communication strategy in controlling the Indonesian population. The review's method used is Systematic Literature Review (SLR). The literature for this study was obtained from journals articles that were tracked and selected in Google Scholar, ResearchGate, and ScienceDirect using the keywords "communication strategies and family planning." Furthermore, the author examined the title, abstract, and text analysis to select five pieces of literature to be identified using the SLR method. Up to this moment., there has been no prior study on the usage of the SLR methods to determine the BKKBN's effective communication strategy in controlling the population in Indonesia.

As a result, the purpose of this study is to provide information on effective communication strategies that the BKKBN should apply when disseminating FP programs in Indonesia. The review's findings will be utilized by the BKKBN to develop policies or design future family planning programs to be more attractive, adaptable, and informative. Moreover, academics can use this review to append to the literature on the use of the SLR method in identifying FP program communication strategies, plus as a basis for

further research interested in discussing the effectiveness of the BKKBN communication strategy in disseminating FP programs.

2. Methods

This review will collect data from numerous published pieces of literature about the BKKBN's communication strategy for socializing the FP program. The target for this study is the Indonesian government, specifically the BKKBN as the administrator of the FP program and policymaker, as well as the researchers who will conduct research on the same theme in different areas or who will evaluate the effectiveness of the BKKBN's communication strategy. This study began in July 2021, and the time required from the data collection stage to the conclusion of this assessment was approximately three months.

The Systematic Literature Review (SLR) model was used to conduct this study literature review. The SLR design is a literature review methodology that identifies, analyzes, and interprets findings on a research topic to answer previously specified Research Questions (RQ) [24]. This method is beneficial for synthesizing various relevant research findings so that the information given to policymakers is more comprehensive and balanced [25].

The SLR method is carried out systematically by following the stages and protocols to avoid bias & subjective understanding of the researchers. Preferred Reporting Items for Systematic Reviews and Meta-analyses (PRISMA) is the basic framework for developing the SLR. There are 5 phases used to carry out SLR with PRISMA: 1. Define eligibility criteria; 2. Define the source of information; 3. Literature selection; 4. Data collection; and 5. Data item selection [26]. The initial step before commencing this phase is to identify the RQ, which will serve as a guide for the process of finding and extracting literature. Analysis and synthesis of data from the SLR method is the answer to a predetermined RQ.

2.1. Research Question

This review aims to provide information on effective communication strategies for socialization in the family planning program. Hence, the research questions that will be addressed in this review are as follows:

- Who is the most frequently researched object?
- What is the most widely used communication strategy?

- What is the communication goal to be achieved?
- What results were obtained from implementing the strategy?
- What is the most often utilized medium to communicate?

2.2. Eligibility Criteria

The first step in the SLR method is to conduct a literature review and define the eligibility criteria. This process aims to facilitate the following stage in the study selection process easier. The eligibility criteria can be classified as inclusion and exclusion criteria, as shown below:

TABLE 1: Determination of Eligibility Criteria

No	Criteria	Description
1	Inclusion Criteria (IC)	Scientific papers, written in Indonesian, published in national journals between 2013 and 2020, containing the issue of BKKBN representative's communication strategy in disseminating the family planning program.
2	Exclusion Criteria (EC)	Not scientific papers, not written in Indonesian, not published in national journals between 2013 and 2020, containing the issue of family planning programs but are not related to the communication strategy implemented by the BKKBN representatives.

Source: (Aliyah & Mulawarman) [27].

2.3. Source of Information

The next step is to define the source of information through a literature search on several scholarly indexes such as Google Scholar, ResearchGate, ScienceDirect, and the Google search engine. An analysis of references in selected publications based on inclusion criteria to discover additional material relevant to this study.

2.4. Literature Selection

The third step is to select the literature. The following procedures are necessary for selecting literature: 1) Tracking and selecting articles using the keywords "a communication strategy and family planning"; 2) Checking the title and abstract, as well as critically analyzing the whole body of the article, to establish the level of relevance of the literature to the upcoming review; and 3) Conduct a review of the selected literature

reference list to find other relevant literature. Following completion of all processes, five articles were selected to be studied using the SLR method.

2.5. Data Collection

The final stage is data collection, which is accomplished by making an extraction form that includes metadata from the obtained literature, such as article title, year of publication, study area, research object, and findings. The purpose of data extraction was to collect information from the literature to answer research questions.

3. Results and Discussion

Table 2 displays the outcomes of data synthesis and analysis acquired after completing a literature search and data extraction procedure using the SLR method.

3.1. Data Analysis

Based on the table data above, the SLR method used to identify BKKBN communication strategies in controlling the Indonesian population can answer the previously established Research Questions. The RQ formulation is based on five components, namely PICOC: 1) Population, 2) Intervention, 3) Comparison, 4) Outcomes, and 5) Context.

a. Population

The SLR method might identify that the teenager is part of a population that has been extensively analyzed by researchers in several areas. One of the reasons why researchers are interested in studying teenagers is because there are still many teens who are not sufficiently informed about how they should interact and socialize. This can harm their future because they fall into the KRR Triad (free sex, drugs, and HIV/AIDS). The BKKBN must track the dispersion of teenagers throughout Indonesia to contact them and enable outreach operations. According to the SLR method, teenagers play an essential role in communicating family planning programs to achieve national development goals.

b. Intervention

The SLR method may be used to know BKKBN representatives' planning and communication strategies for socializing family planning programs in various areas. This

TABLE 2: Presentation of SLR Data from Selected Journal Articles

Elemen	Artikel 1 (Ernayanti, 2019)	Artikel 2 (Wahyudi, 2013)	Artikel 3 (Susanti, 2015)	Artikel 4 (Melida, 2015)	Artikel 5 (Natalia, 2016)
Population	Teenagers and Couples of Childbearing Age	Couples of Child-bearing Age	Teenagers	Teenagers	Teenagers
Intervention	Media Selection Strategy, Message Dissemination Strategy, and Audience Segmentation Selection	Strategy Family Planning Program & Media Use	Formation of PIK-M, Organizing Youth Events/Activities, Socialization in Electronic Media & Sosial Media	Socialization through Face-to-face Communication and Media Communication	Socialization, Youth Extension Program, Open Interpersonal Communication, and Media Communication
Comparison	Minimizing misinformation for the community, Carrying information quickly to the public, saving time, and reaching all levels of society so that they know it without exception.	Desire for a change in people's behavior in response to the importance of participating in the family planning program and provide an understanding of the population growing in balance towards a prosperous life	Introducing the family planning program through the GenRe program to teenagers/students to understand, implement, and become a generation that has future planning, & creates changes in social behavior in the lives of teenagers.	Able to communicate directly, clearly convey messages, & know target responses. Assist in the dissemination of information so that the delivery of messages is easier & faster, as well as assisting the process of media communication due to mass and social variations.	1. Increase public understanding of the KKB program to improve welfare; 2. Involve youth to participate in expressing opinions, 3. The message is conveyed well because of interpersonal communication 4. Facilitate the socialization process because it is more informative.
Outcomes	Population control programs can reach all levels of society, both rural and urban, all of which are the targets of the program. However, the effectiveness of this communication strategy is not yet known.	The results of the implementation of the communication strategy applied are quite good, although not optimal in their implementation. The inhibiting factors for the communication strategy are the situation, conditions, and the budget used.	The effects of the Socialization of the GenRe Program are still at the cognitive stage, not yet at the behavioral stage, the GenRe Program is not widely known by students and students, and cannot yet reach villages, only in cities/districts, due to limited budget funds.	The socialization can be said to be quite successful, as seen from the data on the number of early marriages, which describe teenagers starting to join the PUP Program. However, BKKBN needs to increase the number of Youth training participants, conduct socialization to parents/families, and expand the media through newspapers & the internet.	The socialization of the PUP program can help reduce population problems, but it still needs to be improved, because there are still many people aged 10-21, who have the potential to have more than 2 children.
Context	Banten	East Kalimantan	Yogyakarta	Samarinda, East Kalimantan	East Java

Source: (Ernayanti, Wahyudi, Susanti, Melida, Natalia) [28] [29] [12] [23] [30].

strategy not only focuses on reproductive-age couples who are active contraceptive users to reduce birth rates, but it also focuses on teens to help them plan their family lives. According to the data in the table, representative institutions participate in both direct and indirect communication channels. Direct communication can be in the form of counseling, seminars, and event activities. In the meanwhile, indirect communication

is carried out through the use of media such as print, electronic, and social media. This intervention was well-planned in terms of both contents, message, target, timing, media, and communicator.

The implementation of the communication strategy is not only carried out by government agencies, but also by involving the community to participate as Peer Educators and Counselors in the PIKR (Youth Information and Counseling Center) forum, or as GenRe ambassadors in the promotion and socialization of the GenRe program. Family engagement is also required in the formation of teenage character, therefore family guidance is required. These actions demonstrate the Government's commitment to contemplating the necessity of information on family planning programs to lower birth rates and control population growth in Indonesia.

c. Comparison

The SLR method has been used to identify that the intervention is utilized as a communication planning process in delivering messages on the benefits of the family planning program to achieve communication goals. Interventions are carried out with the consideration that this action is not only transmitting information to the target but also imparting an understanding of the message contained in the information, evoking a response from the target. This intervention is carried out not only via face-to-face contact but also through the use of mass media and social media. The purpose is to help distribute the information so that it reaches all levels of society across Indonesia.

According to the description, the Government intervention has become a real effort in the communication planning process in delivering messages on the advantages of the family planning program to the entire population of Indonesia. This effort is not just a simple job but has become a common goal to increase understanding and build public awareness of the importance of family planning programs in controlling the population.

d. Outcomes

The SLR method has succeeded in revealing that the Government's intervention in the communication planning process and delivering messages on the advantages of the family planning program to the target has not been maximally implemented. The reason for this condition is generally due to the limited budget for the socialization of the family planning program. To support the success of this activity, it costs a lot if you look at the vast territory of Indonesia, especially the cost of transportation to areas not covered by the media. Another reason is the circumstances and conditions on the ground, such as the difficulty in agreeing on a schedule of operations with BKKBN partners, a lack of task coordination, and inadequate human resources.

The Indonesian government has made every attempt to implement a communication strategy for family planning initiatives. Although this approach varies by area, its design has included effective communication planning and management to ensure that the information communicated is informative and compelling to its target. However, the impacts of this activity are still in the cognitive stage and have not yet reached the behavioral stage. Other factors, such as family, friends, and the environment, are required to aid in the process of receiving messages and changing mindsets. Furthermore, socializing the family planning program is not enough to be done once in each region; a routine is required to generate a behavioral impact.

e. Context

The SLR method also identifies data indicating the province is the context of the BKKBN's communication strategy in managing the Indonesian populace, implying government entities at the regional level. The engagement of Regional Institutions as representatives of the Central Government in the process of communication, information, and education for family planning programs is clear proof that this is a significant issue with a national influence. The government must focus on controlling population growth since a large population, if not balanced by an increase in economic competence, may cause welfare issues and becomes a burden on national development.

Based on the data and discussion above, SLR was able to identify several things about the communication strategy of BKKBN representative offices in controlling the Indonesian population. SLR has found that teenagers are a population that has been studied extensively by researchers in several areas. The large population of teenagers is a national asset that must be formed to have the attitude and behavior of Tegar Remaja, namely teenagers who delay marriage age, behave healthily, avoid the risk of the KRR Triad, and internalize the Small Happy and Prosperous Family Norm (NKKBS), as an effort to controlling the population.

This review also shows that the government recognizes the necessity of developing a communication strategy for family planning programs to manage population growth. The intervention included direct counseling from BKKBN representatives in each region, and the utilization of communication channels to reach out to all segments of society. The communication media is a tool for communicating information. The most common mediums utilized in this activity are seen from their form, namely television and radio on electronic media through public service advertisements or programs on local broadcasts. Newspapers and posters with information in photographs in print media; Facebook and Instagram in social media with information on the official accounts of

BKKBN representatives. With this variety of media, the process of delivering messages is designed to be easier and faster and to reach the entire community.

This review finds that planning to design a communication strategy is not only done to achieve communication goals but also to fulfill the major objectives of the family planning program. In addition to giving comprehension the advantages of the message of the family planning program, this activity also aims to build awareness of the targets to create behavioral changes in order to slow the rate of population growth. Thus, balanced growing society and quality family can be realized in achieving national development goals.

The SLR review results suggest that the execution of the intended communication strategy in presenting the message about the advantages of the family planning program has not been optimized. Because of the restricted budget, the representative institution is unable to optimize the execution of a previously defined communication strategy. Because of difficulties in the message-receiving process, the influence from the target is still restricted to information and knowledge, rather than convincing to implement it. Other variables are required to impact their thinking for the message about the advantages of family planning to be understood and accepted.

SLR has also demonstrated that the planning for communication strategies for family planning programs developed by BKKBN representatives in various provinces is a genuine effort to demonstrate Regional Institutions' seriousness in disseminating information to reduce birth rates and control the population. Research conducted by Ernayanti, Mukhroman, and Muldi [28] revealed that population control programs must reach all areas in Indonesia, both urban and rural. Although the methods and conditions in the field differ, everyone must receive the same information tailored to their own needs.

3.2. Discussion

The SLR review of the literature, which investigates the communication strategy of BKKBN officials in spreading the family planning program in different locations, demonstrates that there is accountability for carrying out duties to achieve national development goals. Because the family planning program is on a national scale, it requires seriousness and careful preparation to develop the proper communication strategy that can create well-structured communications to fulfill communication goals, namely modifying target behavior. In this review, several theories are used and relate to the goal of communication.

1. Innovation Diffusion

The Diffusion Theory of Innovation developed by Everett M. Rogers describes the process of how innovation is communicated through certain channels over time to group members of a social system [31]. Messages disseminated in the communication process contain ideas or practices that are or are considered new. Diffusion is an innovation medium used by agents of change when trying to persuade someone to adopt an innovation.

Innovation diffusion is impacted by four major factors: innovation, communication channels, time, and social systems. An individual adopter perceives an idea, behavior, or thing as novel when they adopt it. The freshness of invention is determined subjectively, rather than objectively when an idea looks new to the individual. The communication channel is a special type of communication that determines how much the effect of information transmission, therefore it must be chosen and used with care. In the diffusion process, time is an essential issue. The time dimension may be found in 1) the decision-making process for innovation, 2) the rate at which individuals accept innovations, and 3) the rate at which innovations are accepted in social systems. The social system in which the diffusion of innovation occurs is a collection of interconnected units to solve issues and achieve certain goals.

In the family planning program, an innovation called Family Planning is conveyed to a social system, meaning all Indonesians, using multiple communication channels, both interpersonal and communication channels in the form of mass media. And this occurs within a specific time frame for the invention known as Family Planning to be understood, approved, and adopted by the whole Indonesian community.

2. Communication Planning

Charles Berger's planning theory outlines the process that individuals go through while preparing communicative action. A plan is a cognitive representation of the actions that someone will take to attain a goal. The steps are hierarchical because certain actions are needed before taking other actions. Thus, planning is the process of thinking about various plans of action.

Some of the basic assumptions of Charles Berger's planning theory are as follows: 1) the strength of goals will affect plans that tend to be complex; 2) the more complex the knowledge (specific and general) you have, the clearer the plan will be; 3) the size of the results achieved depends on motivation to achieve the goals; and 4) planning and achieving goals has a strong influence on emotions. Whatever technique is utilized in

message planning, the final result is a complicated idea that is affected in part by the reasoning employed in message design.

As is known, communication strategy is a roadmap from communication planning and management to achieving a goal. A good and well-targeted communication strategy is intended to prepare the message delivery process to elicit reactions by the communication objectives. Thus, the importance of communication planning theory in this analysis is to understand the strength of the BKKBN representative office's aims and motives in executing the socialization of the family planning program. If these stages are recognized, the next steps in terms of developing communication strategies and the message creation process will be a lot easier.

3. Message Design Logic

The goal of message production is to get the message to the intended receiver. Message Design Logic Theory by Barbara O'Keefe's [32] examines how an individual selects and arranges a strategy to ensure that the message communicated is successful. According to O'Keefe, humans think differently about how to communicate and generate messages, as well as how to apply various reasoning in determining what to say in different scenarios.

The basic concept of Message Design Logic Theory is that people reason differently about communication. Individual variations in reasoning influence how messages are created to meet certain aims. As a result, this theory gives a "rational purpose analysis" of communicators' knowledge of the connection and methods of communication to create a range of messages, as evidenced in messages delivered in complex situations. O'Keefe classifies 3 types of logic in message design: expressive logic, conventional logic, and rhetorical logic.

When generating messages to be delivered to the target, BKKBN personnel use conventional logic. Communication is regarded as a game with a set of rules that must be followed. As a consequence, during the message production process, BKKBN officials generate messages that are appropriate, courteous, based on laws or regulations established by the government, and should be understood by all groups. As a consequence, the message dissemination process should be more effective, informative, and, most importantly, captivating. For the target population to be able to carry out the family planning program in their daily lives.

4. Conclusion

An SLR review of the literature on the communication strategy of BKKBN representatives in disseminating the family planning program in various regions leads to the conclusion that an effective communication strategy is required in the process of socializing the family planning program so that the message's benefits can be understood and implemented by the target. This SLR review revealed the following findings: 1) The teenagers have been thoroughly researched by experts in a range of sectors since there are still many teenagers who do not receive appropriate knowledge on how to communicate and socialize; 2) The communication strategy used by BKKBN officials to socialize the family planning program in many regions, particularly direct counseling, which they monitor, and the use of media to reach all levels of society, both of which have been meticulously prepared; 3) The communication goal is to not only transmit information to the target but also to give the comprehension of the message included in the information to elicit a response/response in the form of behavioral change from them. 4) The proposed communication strategy has not been fully implemented. The primary cause for the strategy's poor implementation is a budgetary constraint. The effects of the goal are still in the cognitive stage, not the behavioral stage; 5) The medium most usually used in the execution of this activity is observed, namely television and radio on electronic media, newspapers, and posters on print media, and Facebook and Instagram on social media.

Recommendations that can be given from this review are the necessity for monitoring and evaluation of the aims of direct counseling activities that have been carried out, such as pre and post-extension sheets. Furthermore, it is also necessary to routinely schedule direct counseling to increase understanding and build public awareness. In addition, the BKKBN can collaborate with other agencies or private institutions to help promote and socialize the family planning program. And most significantly, an additional budget is needed for the implementation of a well-planned communication strategy.

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