

Conference Paper

Performance of "Penyuluh KB" After the Transfer of Employment Status in East Java, Indonesia

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Abstract.

Based on Law Number 23 of 2014 concerning Regional Government, the Penyuluh Keluarga Berencana (PKB) switched status to become a central employee. Previous studies have shown that when they were still regional employees, PKB's performance had not run optimally. This study aims to describe the performance and operational mechanisms of family planning extension workers after the transfer of employment status. This study used a mixed-method approach by taking locations in Trenggalek, Ponorogo, and Tuban. The research variables include the characteristics of the family planning instructor, the characteristics of operational policies, operational mechanisms, and the performance of the PKB. The population is family planning extension workers who have experienced a change in employment status as central employees and the sample was selected purposively. Data were obtained through interviews and analyzed descriptively. The operational mechanism for family planning counselors must have legal support. The work plan made by PKB does not fully accommodate the needs of the community. The work targets assigned to PKB could not be achieved because they were too high, the quality of PKB was low, the age factor, and PKB's administrative busyness. The lack of PKB performance shows that PKB's performance is not optimal even though it has received performance allowances. Since the change in employment status, the cooperation between family planning counselors and midwives has changed in certain areas, resulting in reduced achievement of family planning programs. Therefore, capacity building and technical assistance are needed for PKB to spur the achievement of PPM performance targets optimally.

Keywords: performance, "penyuluh KB", status transfer, staffing

1. Introduction

Based on Law Number 23 of 2014 concerning Regional Government, it is explained that the existence of family planning counselors has changed their status to become central employees [1]. This means that the management of family planning counselors is handled by the Central Government (BKKBN), starting from recruitment, capacity

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Published 3 January 2024

Publishing services provided by
Knowledge E

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Selection and Peer-review under the responsibility of the ICHELSS Conference Committee.

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building, certification and payroll. The transfer of staffing status for family planning counselors is only a transfer of employee status, but the utilization of performance is still the responsibility of the local government through regional apparatus organizations in the field of family planning according to Regulation of the Head of BKKBN Number 12 of 2017 concerning Utilization of Family Planning Extension Personnel; Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 21 of 2018 concerning Functional Positions; and Regulation of the Head of BKKBN Number 5 of 2018 concerning Management of Functional Positions of 'Penyuluh KB'.

Based on the Regulation of the Minister for Administrative Reform and Bureaucratic Reform Number 21 of 2018 concerning Functional Positions, the consequences of the status transfer are that family planning counselors are civil servants with certain functional positions who are qualified and competent to be given full duties, powers and rights by authorized officials. to carry out counseling activities and mobilization of family development, population and family planning programs. In East Java, based on data from 'Penyuluh KB' certification, 2.264 have switched status to become central employees through the East Java Province BKKBN Representative [2].

Research related to the performance of family planning educators has been carried out, such as the study by Kurniawan, Pratomo, and Bactiar which revealed that the performance of family planning educators in the decentralization era was not running optimally. This is due to limited management capabilities. Limited insight and knowledge about family planning programs, uneven ability to encourage community participation, inadequate work performance, and an unequal ratio of family planning counselors to the number of assisted villages/kelurahans. Performance results are reflected in the stagnant TFR at 2.6 [3].

The Afinity Study also found facts about the low performance of family planning field workers due to a lack of motivation. The forms of motivation can come from the leadership, such as giving awards to the work of employees. The attitude of a leader like this will be able to have an impact on the performance of facilities and infrastructure which is also important for supporting work [4]. In addition, Hutanto et al. also reviewed and found the fact that the performance of family planning counselors and KS counselors was still low, especially in terms of discipline and there was a need to improve their abilities. From these three studies, it can be concluded that the performance of family planning counselors is still not optimal[5]. The research that has been done, namely when the family planning counselor was still a regional employee. Meanwhile, this research will look at the performance of family planning counselors after the transfer of employment status.

Changes in the staffing status of family planning counselors as central employees will have consequences on the performance of family planning counselors as technical, managerial and structural competency achievements. This study aims to describe the performance and operational mechanisms of family planning extension workers after the transfer of employment status.

2. Method

The type of research used in this research is mixed methods. The variables used in this study include the characteristics of the family planning instructor, the characteristics of operational policies, the operational mechanism of the family planning instructor's performance, and the performance of the family planning educator. This research took place in Trenggalek, Ponorogo, and Tuban, East Java, Indonesia. The selection of the three research locations was based on considerations, among others based on organizational structure having an ideal organizational structure (Ponorogo), areas that have an organizational structure that is not ideal (Trenggalek), and areas with a very strategic organizational structure due to joining the Village Community Empowerment Service. making it easier to coordinate in order to get Village Fund support (Tuban).

The population of this research is 'Penyuluh KB' who have experienced a change in employment status as central employees. The overall sample was taken by 100 people to describe the performance of the 'Penyuluh KB' after the change of employment status, for each region, Trenggalek Regency as many as 34 respondents, Ponorogo Regency 33 respondents, and Tuban Regency 33 respondents. The sampling technique was carried out by purposive sampling. Data collection techniques used in this study were structured interviews, in-depth interviews, and focus group discussions. Structured interviews were conducted on the target family planning educators who had switched status as central employees based on BAST (Berita Acara Serah Terima). Structured interviews with family planning extension officers were conducted using a questionnaire as an instrument. After the structured interviews were completed, data collection was continued with focus group discussions to gather information about the performance of the 'Penyuluh KB' after the change of employment status, the operational mechanisms of the 'Penyuluh KB', and the program policy mechanisms at the district level.

In addition to structured interviews, data collection was also carried out through in-depth interviews with purposively selected informants, including the Head of OPD KB, Kabid, Camat, Head of Development/Economy Section, District PKK, Head of Village, Head of Development, Village PPK, Coordinating Midwife, PPKBD, and Poktan Cadres.

After the data is collected, it is processed and analyzed quantitative and qualitative data. Quantitative data were analyzed descriptively and presented in tables for easy understanding. While the qualitative data resulting from focus group discussions and in-depth interviews were carried out by means of content analysis by analyzing the transcripts of the results of the discussions and describing them in narrative form. The method used is qualitative analysis and descriptive analysis with the aim of systematically describing facts, characteristics and certain factors factually and accurately by describing the state or status of phenomena.

3. Results and Discussion

3.1. Characteristics of `Penyuluh KB`

Before explaining about the performance of `Penyuluh KB` after the transfer of employment status, it is necessary to first highlight the characteristics of `Penyuluh KB` from Trenggalek, Ponorogo and Tuban, as shown in the following table.

Based on the table above, in terms of age, the majority of `Penyuluh KB` are over the age of 50 (60%). This condition illustrates that the regeneration of `Penyuluh KB` in East Java has not gone well, even though from the aspect of education level and position level it is already high. The number of work areas that are quite large with relatively long distances from the location of residence also affects the performance of the `Penyuluh KB`:

3.2. The Operational Mechanism of `Penyuluh KB`

The operational mechanism is the management of the performance control of the `Penyuluh KB` in implementing the Bangga Kencana program by involving all existing potentials and cross-sectors, through several stages, starting from operational planning, operational organization, operational implementation, to operational control. In Trenggalek, the legal aspect is the Regent's Regulation Number 15 of 2017 concerning the Elaboration of the Duties of the Health Service, Population Control and Family Planning [6]. In Ponorogo there is no local regulation governing the implementation of the program, only a regent circular letter. Whereas in Tuban there is Tuban Regent Regulation Number 21 of 2015 concerning Village Financial Management. One of the advantages of this regulation is that it is easier for village governments to form APBDes according to village needs [7]. The APBDes is the legal umbrella and funding for family

TABLE 1: Characteristics of 'Penyuluh KB' in Trenggalek, Ponorogo and Tuban.

Variable	Category	Trenggalek	Ponorogo	Tuban
Age	< 40 years	5,71	20	0
	40–50 years	28,57	17,4	32,35
	> 50 years	65,7	62,85	67,65
Sex	Male	60	65,71	58,82
	Female	40	34,28	41,18
Level of education	SMA/SMK/MA	31,42	17,14	11,77
	Diploma/S1	65,71	82,85	73,53
	S2	2,85	0	14,70
Position level	Pelaksana Pemula	2,85	0	0
	Pelaksana	5,71	0	0
	Pelaksana Lanjutan	22,85	5,71	0
	Penyelia	17,14	14,28	11,76
	Pratama	0	8,51	0
	Muda	20	28,57	11,76
	Madya	31,42	42,85	76,48
Job class	Class II	11,42	2,85	0
	Class III	54,28	54,28	23,53
	Class IV	34,28	42,85	76,47
Number of work areas	1–2 work areas	8,57	28,57	2,94
	3–4 work areas	68,57	71,42	41,17
	> 4 work areas	22,85	0	55,88
Years of service	< 10 years	37,14	5,71	0
	10–20 years	2,85	22,85	5,89
	> 20 years	60	71,42	94,11
Domicile distance	< 5 km	5,72	11,42	5,89
	5–10 km	28,57	17,14	26,47
	> 10 km	65,71	71,42	67,64

planning program activities. Through this regulation, all activities carried out by family planning counselors have legal and legal force, as stated by the Village Head below.

“ Regarding village officials’ support for family planning extension programs, village officials are very supportive. If family planning instructors need help, Besuki Village officials are willing to help with their work. Apart from that, the village also gave them a decree regarding the implementation of the BKKBN program.”

On the basis of these regulations, ‘Penyuluh KB’ drafted community request extension services (PPM). The preparation of PPM targets is carried out by the Head of Population Section which is adjusted to targets from the central and provincial levels. Then from the

results of the preparation, the KB OPD held a coordination meeting in each district/city by dividing the targets/PPM made by the Head of Population Section and then handed them down to the sub-districts through the 'Penyuluh KB' coordinator, then the coordinator shared them with the KB Instructors in their target areas and divided them into villages through PPKBD and sub PPKBD. As said by Kasie KB.

"The PPM target that makes it is part of the population section, usually the target from the Central BKKBN is translated by the Provincial BKKBN Representative then translated again to OPDKB throughout East Java according to data on the ability of PUS and unmet need from each district/city OPDKB through Coordinating Meetings in Provinces and Districts or City. "

After the target/PPM distribution process has been completed, the 'Penyuluh KB' conducts an elaboration of the PPM in each target area. The elaboration of PPM is carried out in forums such as Rakordes, Rakorcama and meetings with PPKBD. However, the implementation of the PPM elaboration has not been carried out intensely, usually it is carried out at the beginning of the first semester, as disclosed by the following KB OPD.

"The explanation of PPM is carried out by family planning instructors during the first semester. Usually accompanied by socialization of the work program to be carried out. The explanation of the PPM is usually in the Rakordes or Rakorcama forums. "

The partners involved in the PPM elaboration forum included village officials, PPKBD, IMP and PKK. In this case, village officials are very supportive and play a role in the elaboration of PPM by f'Penyuluh KB'. In order to develop a model of the activities to be carried out, the family planning extension agent needs to collect data on the work area. In terms of providing data, village officials in their respective work areas always accommodate the needs of family planning extension officers, as disclosed by village officials.

"In implementing work programs, KB extension workers usually use data available in the sub-district or village, depending on what data they need. When they need data directly contact device friends."

According to Zuhriyah, Heriyanto, Nufus the implementation of the main tasks and functions of 'Penyuluh KB' in the era of decentralization needs to pay attention to the determinant factors in carrying out the functions, roles, and work outputs of family planning educators [8] [9] [10] . The position of the is very strategic in the process of mobilizing the community to carry out family planning activities at the village level. Failure to prepare family planning field staff will hinder the process of transferring family planning ideas as a community lifestyle. Apart from the issue of carrying out

functional duties, it is also necessary to pay attention to the relevance of the guidelines for measuring the performance of 'Penyuluh KB'. The working mechanism needs to be adjusted so that the vision and mission of the family planning program are still achieved at the field line level.

However, on the other hand, the field findings show that the synergy between the village midwife and the family planning counselor does not yet have a written agreement governing the working relationship. In fact, the cooperative relationship between midwives and 'Penyuluh KB' in the context of counseling and assisting acceptors is crucial. If there is no written agreement, the cooperation and division of tasks between the two is not clear so there will be an imbalance in the portions, as stated by the Coordinating Midwife below.

"Midwives are assigned to screen maternal health while PKB facilitates transportation. For family planning services at community health centers, prospective acceptors usually come alone to the community health center without being accompanied by a PKB. When prospective acceptors want to choose the type of family planning, they find out about the types of family planning equipment from the Village Midwife, not from the PKB."

Actually, 'Penyuluh KB' are continuously encouraged to cooperate and approach village officials in an interpersonal manner so that they can enter the village development planning forum so that family planning funds can be included in the RAPB-Des. The village head also really needs the aspirations of the residents, including the 'Penyuluh KB' regarding the RAPB-Des. In general, most of the strategies implemented by family planning extension agents in building cross-sectoral synergies are frequent coordination and intensive communication. The use of such a communication model, apart from seeing how family planning educators master technology, is also a separate standard for evaluating family planning educators whether their performance is considered good or bad by OPD, as stated by OPD KB below.

"The parameters used to measure the performance of family planning counselors are usually more inclined to mastery of technology. Apart from that, in terms of communication style. For example communication with the village to socialize about the program. So, progress and performance results are also an assessment for the service. However, there are no written parameters regarding the evaluation of the performance of family planning counselors."

'Penyuluh KB' have a strategy to build synergies with cross-sectoral groups by frequently coordinating and communicating. This coordination and communication is reflected in coordination meeting forums with cross-sectors. So far, KB extension officers have conducted 3-5 cross coordination meetings. The results of coordination

meetings with cross-sectors in stages and continuously are mostly in the form of ADD agreements and Evaluation of Program Achievements. On the other hand, the KB OPD supervises and guides to improve the performance of the KB Educators. The form of coaching is when the achievement of the program experiences problems or a decrease in achievement from the targets set by the KB OPD. The training aims to provide guidance and direction regarding the family planning program. In addition, the existence of coaching for family planning counselors has a psychological impact, namely family planning counselors feel that they are getting attention from their superiors. The last thing that must be done in the operational mechanism is monitoring and evaluating the program.

3.3. Performance of `Penyuluh KB`

The work targets assigned to family planning counselors in Trenggalek, Ponorogo and Tuban could not be achieved because they were too high. On the other hand, the quality of existing human resources is still low due to the age factor. The failure of the 'Penyuluh KB' to achieve the PPM target was due to the fact that the PKB performance had not been maximized. According to the statement from the KB OPD, the factors that caused the failure were due to the busyness of the KB extension officers completing administrative activities and constraints on technology applications. This condition is in line with research by Puspita, Rokhila, Yusuf that the skills of field extension officers still need to be improved by implementing education and functional trainings held both by the central and regional governments. On the other hand, to increase participation in family planning programs, the quality of services must be improved through the provision of services that are reliable, care about acceptor problems, are responsive, can convince, and are supported by adequate facilities. Service quality has an important impact on interest in and participation in family planning [11] [12] [13].

"In my opinion there is a very big change. In the past, family planning instructors only worked in the office. So the data collection is from cadres. However, currently family planning instructors go directly to the field to meet acceptors and provide direct counseling. So we as health workers only provide services, do not provide counseling. In the past, midwives doubled as extension workers. Now there is progress" (Dyah, Ngebel PKB Coordinating).

The innovation developed by family planning extension agents is the formation of a chat group. The vent group aims to prevent the occurrence of domestic violence, divorce, and family planning consultations. The facilitator is on duty for the youth from

the PIK-R group, while for the women who handle the Kasun or the Lurah women and village elders. Other innovative programs include making handicrafts from used goods, and the posyandu garden. The obstacle faced by 'Penyuluh KB' in the field is geographical conditions that are difficult to reach. Geographical constraints are often complained of by family planning educators. However, these obstacles can be overcome through good coaching to cadres so that a quality work system is formed. However, so far the guidance provided by 'Penyuluh KB' for cadres has not been maximized and has only been limited to formal meeting activities. Cadres must be invited to cooperate and be mobilized through a mechanism agreed upon by both parties.

In addition, poor communication patterns between 'Penyuluh KB' and midwives resulted in low PPM achievement. After the change in employment status, the pattern of behavior of family planning counselors has begun to change. Changes that occur in the performance of 'Penyuluh KB' are related to work discipline, including reporting and easy to control. To overcome these obstacles, the 'Penyuluh KB' has an intensive communication strategy between the family planning department and 'Penyuluh KB'. However, even though the performance of 'Penyuluh KB' has increased, in terms of quality, the communication style of 'Penyuluh KB' has not changed much.

4. Conclusion

After the change in employment status of the Family Planning Counselor, aspects of the operational mechanism of the Family Planning Counselor must receive formal legal support so that it makes it easier for them to carry out their duties according to program targets. However, so far, the performance targets assigned to family planning counselors have not been achieved because they are too high, the age factor, and busy administrative work. Program innovation is still very limited so that the performance of family planning counselors is not maximized. Therefore, capacity building and technical assistance is needed for family planning counselors to spur the achievement of performance targets.

Acknowledgments

We would like to thank the East Java Province BKKBN Representative for providing population research funds.

Funding

This research was funded by BKKBN Representatives of East Java Province.

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