

## Research Article

# Persuasive Communication Strategy of Village Family Planning Volunteers in Bergas, Semarang

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**ORCID**Kilau Riksaning Ayu: <https://orcid.org/0000-0002-4518-4670>**Abstract.**

Village Family Planning, also known as Kampung KB, was formed by the Indonesian National Family Planning Coordinating Board (BKKBN). This study focused on the Kampung KB area in Bergas Semarang that grew from 'primary' to 'developing.' Since 2018, the progress is marked by the data on the increase in couples carrying out family planning. In September 2020, the number of fertile age couples (PUS) who already have two children but have not participated in family planning (TIAL) was as many as 43 couples. Meanwhile, the latest data in August 2022 showed a decline in TIAL of 9 couples. This study aimed to determine the persuasive communication strategies of family planning volunteers in Kampung KB Bergas, Semarang. Qualitative descriptive research methods and Elaboration Likelihood (ELM) theory were used to explain the persuasive communication strategies used by volunteers. The study results showed they used a persuasive communication strategy with a central route in ELM theory. In addition, the COVID-19 pandemic has become a persuasive communication strategy in the post-pandemic era with a fear appeal approach that encourages increased use of contraceptives - one of the family planning village programs.

**Keywords:** COVID-19, elaboration likelihood, family planning village, fear appealsCorresponding Author: Kilau  
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Knowledge E

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Selection and Peer-review under the responsibility of the 2nd ICPSH 2022 Conference Committee.

## 1. Introduction

Village Family Planning, or Kampung KB, is an interesting program from the BKKBN to control the population growth rate. This program is designed to promote the use of contraceptives to reduce unwanted birth rates. Following Law no. 36 of 2009 concerning health, article 78 states that the Government is responsible and ensures the availability of personnel, service facilities, tools, and drugs to provide affordable, quality family planning services to the community. Therefore, currently, the Government provides three free types of contraceptives throughout Indonesia, namely the Long-Term Contraceptive Method (MKJP), such as IUD, implant, and non-MJKP, such as condoms (1).

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Kampung KB has become a strategic program as a form or miniature model of the full implementation of the KKBPK (Family Planning and Family Development) program as a whole involving all fields within the Government and the stakeholders involved. The family planning program initiated by the BKKBN aims to improve the community's quality of life at the village level or the like through the KKBPK program and the development of other related sectors in realizing quality small families (1). To support this, the Kampung KB program, such as socializing the use of MJKP, involves KB extension workers (PKB) to socialize population control programs involving family planning instructors in collaboration with PPKBD (Village Family Planning Assistant Trustees). PPKBD is one or several cadres that voluntarily play an active role in implementing or managing family planning programs at the village or sub-district level (2).

The Family Planning Program used to be a sensitive issue. However, along with the rapid population growth, the Family Planning program is very much needed and has become an important issue. This is because family Planning services are promotive and preventive services guaranteed by the Government. At the primary health care level, services provide counseling, provision of short-term methods, pills, injections, and condoms, as well as long-acting and permanent methods: insertion/removal of contraceptives-stem implants, and vasectomy (3). Since 2016, a family planning program has been implemented to support health services in contraception involving family planning volunteers spread across West Java, Central Java, and DI Yogyakarta (4). Currently, the development of the Family Planning Program launched by the Government through the 2016 BKKBN has touched many regions in Indonesia, with a total distribution of 17,285 village family planning units that have been established (5).

Densely populated areas, such as Semarang City, have become one of the targets for implementing Village Family Planning, especially programs related to using long-term contraceptives (MKJP). The city of Semarang has 34 village family planning spread across several areas. As the capital of the province, it is crucial to implement the village family planning program in some densely populated areas with established criteria (6). Based on data in 2018, the city of Semarang had the fastest population growth rate in Central Java, with the family planning rate still low, namely 14,123 people or 50 percent of the target for new family planning participants.

The actualization of the Kampung KB program in several areas in Semarang City had a positive impact, indicated by a decrease in the population growth rate. As reported by local news [www.gatra.com](http://www.gatra.com) in 2021, the population growth rate of Semarang City is 0.25%, the lowest in the last 20 years (7). Based on data from the Central Bureau of Statistics, a location like the Central Semarang area shows a decrease in population

density. For example, it was recorded that in 2020 the population was 55 064.00 to 54 696.00 in 2021 (8). Therefore, village family planning in Central Semarang, like in Bergas selected to become the research focus.

Village family planning in Bergas is interesting to study. After all, it was chosen because it has a reasonably high-density level and is one of the economic and cultural centers. Kampung KB Bergas Semarang is located in the city center and adjacent to the Johar Market and the Kauman Mosque, Semarang. The history of Bergas KB village as a royal territory has made its people have solid and conservative religious ties in family planning issues. However, along with the implementation of the Kampung KB Program and data on the decline in population density, it is interesting to see the persuasive communication strategies of Kampung KB Bergas volunteers (9).

The COVID-19 pandemic has continued village family planning activities even though none of the Kampung KB has a particular program for preventing or dealing with COVID-19. However, with the emergence of the COVID-9 pandemic, many Kampung KB has participated in prevention efforts by socializing health protocols related to KB Village programs. The role of family planning volunteers becomes vital during the COVID-19 pandemic, as is the case in the Banyumas area, where the role of family planning cadres who have an essential role in health socialization is interspersed with messages related to family planning (10). Family planning volunteers are a creative and successful strategy of the BKKBN to promote family planning across the nation. Research conducted by looking at the activities of family planning cadres in several areas on the island of Java shows that volunteers and family planning cadres have provided good services. Services include information and family planning services, especially for couples who meet the requirements and families with children under five (4).

Based on previous research on the role of family planning volunteers, this study offers novelty by looking at persuasion messages for contraceptives during the pandemic and the post-pandemic period. BKKBN trains family planning volunteers in conveying messages. Like the motto of Kampung KB in Bergas: Happy Family, Two children are enough (9). This study will answer how the persuasive strategy of family planning volunteers in Bergas during the pandemic and post-pandemic in delivering the Kampung KB program, especially contraceptives/MKJP. Furthermore, the Elaboration Likelihood Model theory will be used to see the persuasive strategies of volunteers Kampung KB in socializing with MKJP.

## 2. Method

This study uses a qualitative approach with a descriptive type of research. This study does not seek or explain relationships, test hypotheses or make predictions (11). Data were obtained through in-depth interviews with informants in Kampung Bergas. The research involved five informants based on the recommendation of the key person, the PPKBD. The criteria set for selecting informants were: a) included in the category of fertile age couples (PUS), b) had participated in family planning campaign activities (in this case, the targets set by BKKBN were women in the fertile age category). The data analysis technique used in this research is an interactive model of data analysis developed by Miles and Huberman (1992). This technique consists of data reduction, data presentation, conclusion drawing, and verification. Data collection in research is an interactive process (12).

## 3. Results and Discussion

The Elaboration Likelihood Model (ELM) used in this study explains more about persuasion in campaigns. The theory of Richard Petty and John Cacioppo reveals that when individuals are faced with a persuasive message, they will think about the message, what arguments are contained in it, and what arguments are not (13).

The strategy used in the Kampung KB program in Bergas Semarang in socializing the use of MKJP involves extension workers who are not only from the BKKBN but also parties who are familiar with the characteristics of residents, such as family planning cadres who come from residents. KB Volunteers are divided into PPKB or Village Family Planning Assistants, whose task is to assist Family Planning Trustees (PKB). PKB is responsible for the socialization process at the ward level, which is then continued by KB cadres in each hamlet/ RW. The task of family planning cadres is to invite fertile age couples (PUS) to use MKJP. The concept applied by the Kampung KB program is quite interesting, with an emphasis on interpersonal communication. Using strategies with interpersonal communication can be described as sending and receiving messages between two people or among a small group of people, with some effect and some immediate feedback. Interactions in interpersonal communication are verbal and nonverbal interactions that influence each other (14).

The provision of information in the form of counseling influences the use of contraception. The officers' technical capabilities also impact the continuity of contraceptive use (15). Family planning cadres use the strategy of providing counseling by developing

an interpersonal communication strategy. However, this strategy experienced problems during the COVID-19 pandemic.

The COVID-19 condition has made family planning volunteers develop persuasive strategies by utilizing technology such as WhatsApp to socialize. The WhatsApp application in Kampung KB Bergas, Semarang, is divided into four groups according to the number of hamlets/RW. Based on the interviews with PPKB or Village Family Planning Assistants, it was explained that conversations via WhatsApp also developed strategies with personal chat. The use of groups is used to replace socialization which is usually carried out routinely, such as in PKK activities or programs at the village level to educate women on various aspects of family welfare. In addition, based on the data obtained, the COVID-19 condition positively impacts interest in using long-term contraceptives. The declining economic condition of residents in Bergas Village who have jobs such as traders in the Pasar Johar area due to the pandemic, explained by family planning volunteers, is a strong motivation in convincing PUS (Fertile Age Couples) to use MKJP.

TABLE 1: Data on the Implementation of the KB Village Program on the Use of Contraceptives.

No.	Hamlet (RW)	Fertile Age Couple (Sept 2020)	Fertile Age Couple (Aug 2022)	Total Couple-Active KB (Sept 2020)	Total Couple-Active KB (Aug 2022)	The couple-Non-KB (Sept 2020)	The couple-Non-KB (Aug 2022)
1	RW 1	71	61	38	51	33	10
2	RW 2	42	39	10	29	13	10
3	RW 3	10	20	8	17	2	3
4	RW 4	24	51	15	45	9	6

Explain data from the table using the ELM theory that using contraceptives socialized by family planning volunteers is persuasive and a possibility that people will evaluate the information critically. The increase in the participation of fertile-age couples from the pandemic to the post-pandemic period can be analyzed by receiving messages. ELM theory, which joins the socio-psychological tradition, helps explain how individuals process information through mechanisms that provide attention, memory, intervention, selection, motivation, planning, and organizing (16). In this case, the COVID-19 pandemic, which affects economic conditions, has motivated couples in the Bergas KB Village to participate in the family planning program. In the analysis through persuasive communication channels, Elaboration likelihood has a concept of how the process of receiving messages is divided into central and peripheral routes (17).

When someone processes information through the central route, then actively and critically thinks about and weighs the content of the message by analyzing and comparing it with the knowledge or information that someone already has. Meanwhile, in

the peripheral route, in contrast to the central route, where information is processed less critically, changes that occur are temporary and have less effect on how to act (17). The long journey of the Kampung KB Program since 2018 has made persuasive communication strategies in ELM theory in a central position.

The persuasive communication strategy involving family planning volunteers with fertile age couples explains strategies for seeking and influencing the views of others, aiming mind: to reinforce positive opinions, crystallize latent or unformed opinions, and neutralize negative opinions (18). Then, the central route involves family planning volunteers as a persuader supported by assistance from the Puskesmas and BKKBN is beneficial and productive in reinforcing positive opinions because it offers the advantage of addressing people who already think the same way.

The pandemic of COVID-19 has become a persuasive strategy that promotes a threat or fear appeal. Some research on fear appeals shows that A highly credible source gets a good response from a fear appeal. If the audience knows and trusts the message source, they are much more likely to comply. Moreover, if a strong fear appeal threatens the welfare of a loved one, it tends (18). For this reason, family planning volunteers become figures in the central communication channel and become credible sources in the socialization of the KB village program.

## 4. Conclusion

The role and duties of Family Planning volunteers assist the Government in suppressing the population spike. In 2016, the Kampung KB program was launched. The strategy for implementing the Kampung KB program, like in Bergas, are to develop personal communication with an interpersonal communication approach. In addition, during the COVID-19 pandemic, such as in 2020, the implementation of the Bergas KB Village program created innovation by utilizing technology in the process of delivering messages to use MKJP. KB village activities in Bergas continue after the pandemic. In 2022 by combining technology and bringing back activities such as PKK. Then, referring to the ELM theory, family planning volunteers encourage the persuasion communication process to be on the central route. The continuation can see by the explanation of the categorization in the central route of the village family planning program by showing an increase in the use of contraception. Then, the weakening economic conditions due to the COVID-19 pandemic became a communication strategy by developing the fear appeal technique. The uncertainty of conditions during a pandemic has become a threat that positively impacts the delivery of messages by family planning volunteers for fertile

couples age-using contraception. The fear appeals strategy of messages conveyed during the pandemic has increased KB users in the post-pandemic.

## Conflict of Interest

In the research process until the writing of this article, there was no conflict of interest between the authors related to the writing or publication of this article.

## Acknowledgment

The authors would like to thank colleagues from Jenderal Soedirman University for an inspiring atmosphere of scientific growth. The authors would also like to thank the volunteers of Kampung KB Bergas, Semarang, for agreeing to provide information and the data needed in this research.

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