

*Legal Perspective and Public Values in Family Planning Services:
Analysis at the Jambi City Population Control and Family Planning
Service*

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Abstract

Based on the problems that occur in the city of Jambi, the unmet need rate is still high and does not reach the target this indicates a lack or absence of public value in providing family planning services. This study aims to describe, analyze and explain public value in family planning services at the Jambi City Population Control and Family Planning Office. This research uses a descriptive qualitative method with a case study approach. The results showed that DPPKB Jambi City did not fulfill one dimension of Public Value in providing Family Planning (KB) services to the community, in other words, it had not created optimal public value in providing KB services in the substantial value dimension.

I. Introduction

Public services are a key aspect of modern society. The effectiveness and quality of public services is very important because it has a direct impact on the lives of citizens. Arsid et al. (2019) explained that service quality must be adjusted to the details where quality is seen as the level of excellence to be achieved. The provision of public services by government officials to the community is an involvement of the function of state apparatus as public servants so that the position of government officials in public services is very strategic because it will determine the extent to which the government is able to provide good services to the community and the extent to which the state plays its role properly in accordance with its founding objectives.

One area of public service that has an important role is related to the Family Planning program or more familiarly known as KB. According to Fandy (2020), the Family Planning Program as it is known today is the fruit of a long struggle carried out by figures or pioneers in that field, both domestic and abroad. Along with the times, the government then set the boundaries of the definition related to family planning. The definition of family planning, according to Law No. 10 of 1992 (on population development and family welfare development), is an effort to increase the awareness and participation of the community through maturing the age of marriage, birth control, fostering family resilience, improving the welfare of small, happy and prosperous families. Family planning is a government program designed to balance the needs of the population.

Quoting from chapter III Discussion of Strategic Issues Based on the Duties and Functions of DPPKN released by BKKBN and published by the District/ City Government of Boven Digoel, many problems were found in the quality of family planning services. Some of these problems include, among others, the rate of modern contraceptive use has not increased significantly; The unmet need for family planning is still high; There are still gaps in contraceptive prevalence rate (CPR) and unmet need, both between provinces, between regions, as well as between education levels, and between family expenditure levels; and The dropout rate of contraceptive use is still high, and there are still many other problems (Boven Digoel District Government, 2019). This research will focus on the problem of unmet need that is still high in Jambi Province.

Unmet need for family planning according to (Population and Family Planning Agency (BKKBN), 2021) is the proportion of married women of childbearing age who do not want to have another child or want to space their next birth (want to wait two years or more before the next birth), but do not use contraceptives. The causes of the high unmet need rate include low understanding and knowledge about family planning, local culture is still not open, geographical location, far and remote access and difficult to reach by health workers (Nabila et al., 2022).

Jambi Province has a population from the 2020 population census of

3,550,000 people and in 2023 the population of Jambi Province is 3,631,100 people. The average population in Jambi Province increases by 45,600 people every year. The largest contributor to the population in Jambi Province comes from Jambi City with a total of 619,600 thousand people.

According to BKKBN data for Jambi province in 2021, the highest unmet need for family planning occurred in Jambi City, which amounted to 16.86%, West Tanjung Jabung 16.19%, and Muaro Jambi 14.54%. Specifically, 11 sub-districts in Jambi City have the highest percentage of unmet need, namely East Jambi District 20.68%, Paal Merah 20.37%, and Pasar Jambi 16.67%. As the sub-district with the highest unmet need for family planning, East Jambi District has Sijenjang Village with the lowest unmet need rate, but there are still many highest unmet need rates in East Jambi, namely Sulanjana Village 38.40%, Budiman 38.09%, and Rajawali 25.68%. The high unmet need rate in Jambi City was later confirmed by the Jambi City DPPKB that the target that should have been achieved since 2021 is that the unmet need rate is at 8.6%, but until now this figure is still high (16.86%) and has not yet reached the target. This happens because people state that they do not need to use contraceptives because of the assumption that the age approaching menopause is difficult to get pregnant again even though this age is vulnerable to pregnancy. The community also considers that their odd jobs and middle-low income make them object and feel reluctant to join the family planning program.

In accordance with the Regulation of the National Population and Family Planning Agency of the Republic of Indonesia Number 13 of 2022 concerning Technical Guidelines for the Use of Family Planning Operational Assistance Funds for the 2023 Budget Year, the output of family planning services at the Population Control and Family Planning Office is to reduce the level of unmet need, increase the rate of use of modern contraceptives (mCPR) such as IUDs, implants, and injectable contraceptives, and population control to contribute to the development of quality and competitive Human Resources (HR). Based on the reality that occurs, DPPKB Jambi City does not fulfill the output of the Regulation of the National Population and Family Planning Agency of the Republic of Indonesia because the level of unmet need in Jambi City is still high and has not reached the target since 2021.

As a result, it can be said that this responsibility has not been fulfilled optimally by DPPKB Jambi City. Therefore, it is important to evaluate the services of DPPKB Jambi City in providing family planning services to the community both in terms of output. Evaluation of Jambi City DPPKB services in terms of output in providing family planning services to the community in this case will be studied in the perspective of public value. Basically, the creation of public value is built on an organizational strategy, namely the Strategic Trilogy (a strategic triangle) popularized by Mark Moore (Herdiana et al., 2022). Mark Moore wrote that public organizations are said to have created public value if the benefits and impacts received by the community are greater than the costs incurred, including the use

of legal aspects that force service users to comply with statutory provisions (Muhaimina, 2019).

What has been described previously, can be interpreted that it is relevant to the concept of good governance, which places public value as an important aspect. Public value refers to the concept that public services must provide added value to the community and be able to meet their needs and expectations. Therefore, research on how DPPKB Jambi City creates and measures public value in family planning services is relevant.

2. Research Method

This research will answer how public value in family planning services at the Jambi City Population Control and Family Planning Office. To achieve this, the method used is descriptive qualitative research method with a case study approach. Qualitative research is a study to explore and understand the meaning of individuals or groups related to social problems that can be used to interpret, explore, or gain a deeper understanding of certain aspects of human beliefs, attitudes, or behavior (Creswell, 2019). Qualitative research with a descriptive case study approach is intended to find out the concepts that subjects build around certain phenomena or events. This research is more intensified and in-depth to get a complete picture of the subject under study with the scope of the research covering the whole life or only certain aspects.

The focus of this research is the public value of family planning services at the Jambi City Population Control and Family Planning Office using the public value theory proposed by Moore (2013), namely legitimacy and support, operational capacity, and substantial value. The research will be conducted at the Family Planning service unit at the Jambi City Population Control and Family Planning Office and other places related to the provision of Family Planning services at DPPKB Jambi City. The informants in this study were the Head of the Jambi City PPKB (Population Control and Family Planning) Office, the Head of the Family Planning Service Affairs Division of DPPKB Jambi City, the Head of the Family Planning Service Guarantee Section of DPPKB Jambi City, Health Workers in the Family Planning Service Affairs Division of DPPKB Jambi City, Family Planning (KB) Cadres in Pakuan Baru Village Jambi City, Religious Leaders in Jambi City as well as Anti KB Communities and Pro KB Communities in Jambi City.

The data collection methods in this study are observation, documentation, and interviews. Data analysis in this study will be carried out in accordance with the qualitative data analysis technique proposed by Miles & Huberman (in Sugiyono, 2017: 246) known as the interactive model. This interactive model consists of several steps, namely data collection, data presentation, data display, data condensation, and conclusion drawing / verifying

3. Results and Discussion

This study uses the Public Value Theory according to Moore (2013) which

consists of the dimensions of legitimacy and support, operational capacity, and substantial value. These three indicators will be discussed in relation to family planning services at DPPKB Jambi City which have been analyzed previously.

3.1. Legitimacy and Support

Legitimacy and support according to Moore (2013) is A policy implemented in the public sector must have the support of the applicable regulations. A public organization will not be able to create a public value if it does not get support and power in the form of regulations agreed upon by the authorities. Legitimacy and support have a high urgency because they will affect the effectiveness and success of the family planning program itself. In general, Legitimacy is the ability of a program or agency to be accepted and recognized by the community and other parties entitled to family planning services in accordance with applicable rules and norms. Regarding this dimension, researchers summarize the results of their analysis in table 1 below:

Table 1. Results of Legitimacy and Support Analysis on Family Planning Services at DPPKB Jambi City

Dimension	DPPKB Jambi City	Confirmator
Legitimacy and Support	- Strengthened by the legal basis of Chapter 78 of the Indonesian Constitution No. 36 of 2009 concerning SOPs and the implementation of family planning programs.	- A user of family planning services gave positive legitimacy because she felt that she had been well served.
	- Getting support from the Jambi Provincial BKKBN, the Jambi City Government including the Sub-District Heads and Village Heads, the Health Office, along with 135 health facilities registered from working with DPPKB Jambi City including 20 UPTD Puskesmas and the Jambi Indonesian Midwives Association organization.	- A family planning cadre also provided positive legitimacy for the guidance provided to carry out her duties in serving the community.

Based on the information in table 1 above, it is known that DPPKB Jambi City has been able to generate legitimacy through several ways, such as relying on a clear legal basis, such as article 78 of the Indonesian Constitution No. 36 of 2009 concerning Standard Operating Procedures (SOPs) and the implementation of family planning programs. In addition, they also obtained support from related

parties, such as the BKKBN Jambi Province, Jambi City Government, sub-district and village heads, the Health Office, as well as 135 health facilities registered and cooperating with DPPKB Jambi City, including 20 UPTD Puskesmas and the Jambi Indonesian Midwives Association organization. Thus, the KB program can be ensured to have a strong base and clear legitimacy and support.

In addition, they have also gained legitimacy and support through positive experiences from family planning service users. One family planning service user provided positive legitimacy because she felt that she had been well served. This shows that the family planning program has provided significant benefits to the community, thus increasing the trust and legitimacy of the program. Legitimacy is also obtained by DPPKB Jambi City through family planning cadres who provide positive legitimacy for the guidance provided to carry out their duties in serving the community. Thus, it can be concluded that the family planning program implemented by DPPKB Jambi City can be ensured to have strong legitimacy and clear support from both cooperation partners and family planning cadres and service users, so that it can run effectively and efficiently in improving public health, especially with regard to the family planning program itself.

3.2. Operational Capacity

Operational capacity according to Moore (2013) are having employees to carry out services, placing employees according to their abilities, using technology in carrying out services and the availability of financial resources in the implementation of services. Operational capacity in family planning services includes affordability that enables people to have easy and effective access to family planning services, including geographic affordability and social affordability. In addition, effective and efficient operational management in the management of family planning programs, including planning, implementation, management, monitoring, and evaluation of family planning programs are also part of this operational capacity. Related to this dimension, researchers summarize the results of their analysis in table 2 below.

Table 2. Results of operational capacity on Family Planning Services at DPPKB Jambi City

Dimension	DPPKB Jambi City	Confirmator
Operational Capacity	- Has reliable cadres who have been decree by the Head of DPPKB Jambi City. - Having 1 nurse who acts as an administrator, as well as 4 midwives to carry out family planning services at the Duo Angso Clinic. - There is a program to increase the capacity and ability of employees	- One family planning user felt that the quality of human resources at the Duo Angso clinic was good because they were able to provide good services to her. - Midwife Mona and Midwife Yoesi confirmed that they have received capacity building programs and skills in family planning services which have had a positive impact on them.

through training and collaboration with various relevant parties held at least once a year.	- Family planning users are not aware of the SIDAKA KB application and AJAK program and only know about free family planning services at the Duo Angso Clinic.
- Innovations in the form of the SIDAKA KB application and the AJAK (Antar Jemput Alat Kontrasepsi) program.	- One cadre said that they did not understand the use of SIDAKA KB because there was no special socialization from DPPKB Jambi City.
- Has complete financial resources from the APBN and APBD	

Based on the information in the table above, the Duo Angso Clinic as the Jambi City DPPKB family planning service center shows good operational capacity through several indicators. First, having reliable cadres who have been decree by the Head of DPPKB Jambi City shows that the clinic has professional and competent human resources. Second, having 1 nurse as an administrator and 4 midwives to carry out family planning services shows that the clinic has a clear and effective organizational structure. Third, the existence of a program to increase the capacity and ability of employees through training and collaboration with various relevant parties shows that the clinic is committed to improving the quality of service and the ability of employees. Fourth, innovations in the form of the SIDAKA KB application and the AJAK program show that the clinic seeks to improve the efficiency and effectiveness of services.

Next, DPPKB Jambi City has complete financial resources from the APBN and APBD, indicating that the clinic has sufficient resources to carry out services. In addition, the quality of human resources at the Duo Angso clinic as perceived by one family planning user shows that the clinic has good service quality. Sixth, confirmation from Midwife Mona and Midwife Yoesi as employees of the Duo Angso Clinic service unit revealed that the capacity and capability building program has had a positive impact on them, indicating that the clinic has the ability to improve service quality. However, the shortcomings in the socialization of the SIDAKA KB application and the AJAK program indicate that the clinic still has room to improve operational capacity through increasing employee awareness and skills.

3.3. Substantial Value

Substantial Value according to Moore (2013) is value that creates something substantial (valuable) whether economic, cultural and social, political, educational, and ecological value. In the context of family planning programs, "substantial value" means the significant value derived from the program. The substantial value of family planning programs lies in improving reproductive health, reducing poverty, and improving the quality of life of individuals and communities. The importance of substantial value in family planning programs is

to improve the quality of life and health of individuals and communities, as well as reduce health costs and poverty associated with unplanned pregnancies and miscarriages. Regarding this dimension, the researcher summarizes the results of the analysis in table 3 below.

Table 3. Results of Substantial Value on Family Planning Services at DPPKB Jambi City

Dimension	DPPKB Jambi City	Confirmator
Substantial Value	- 100% free family planning services without any fees as a manifestation of the substance of economic values - Routine counseling, cooperation with religious leaders, traditional leaders, and social communities as well as culturally sensitive services as an effort to realize the substance of socio-cultural values	- One of the anti-control community members considered that DPPKB Jambi City has not been able to realize the substance of socio-cultural values because of her experience of being forced to use family planning. - A family planning user also confirmed that some of her neighbors were forced to use family planning for data collection purposes for DPPKB Jambi City. - There was never any special socialization conducted by DPPKB, only through family planning cadres.

In the context of public value theory, the points in the table above can be linked to the substance of value associated with free family planning services and routine counseling. Free family planning services without any fees can be considered as a manifestation of the substance of economic value, because it allows wider and more equitable access for the community to obtain reproductive health information and services. This can improve the substance of socio-cultural values by increasing community awareness and participation in efforts to improve reproductive health.

However, some communities consider that DPPKB Jambi City has not been able to realize the substance of socio-cultural values because of the experience of coercion to use family planning. This can have negative implications for the substance of socio-cultural values, as it can increase community distrust and reluctance towards family planning services. In addition, some communities also confirmed that some of their neighbors were forced to use family planning for the sake of data collection for DPPKB Jambi City, which could worsen the substance of socio-cultural values. In an effort to improve the substance of socio-cultural values, DPPKB Jambi City has conducted special socialization that is more effective and inclusive, and increased cooperation with religious leaders, traditional leaders, and social communities. This can help increase community awareness and participation in efforts to increase community participation in family planning services, as well as improve the substance of the socio-cultural

values of family planning services in real terms.

4. Conclusion

Based on the research results obtained by the author regarding public value in Family Planning services (Study at the DPPKB Kota Jambi), it can be concluded: The DPPKB Kota Jambi does not meet several dimensions of Public Value in providing Family Planning (KB) services to the community. In other words, public value has not been optimized in delivering KB services, particularly in the dimension of substantial value. Based on the dimensions of legitimacy and support, these have been well fulfilled as they are reinforced by the legal foundation of Article 78 of the Indonesian Constitution No. 36 of 2009 concerning SOP and the implementation of the FP program. Additionally, there is support from the BKKBN of Jambi Province, the Jambi City Government including sub-district heads and village chiefs, the Health Department, as well as 135 registered health facilities that cooperate with the DPPKB Kota Jambi, including 20 UPTD Puskesmas and the Indonesian Midwives Association of Jambi.

Based on the dimension of operational capacity, it has been well fulfilled as the DPPKB Kota Jambi has competent cadres appointed by the Head of the DPPKB Kota Jambi. Additionally, they have one nurse serving as an administrator and four midwives to provide Family Planning services at the Duo Angso Clinic. The DPPKB Kota Jambi also has programs for enhancing the capacity and skills of its staff through training and collaboration with various relevant parties, conducted at least once a year. Moreover, service innovations include the SIDAKA KB application and the AJAK (Pick-up and Drop-off Contraceptive Tools) program, as well as Muyan KB (Mobile Service Unit). The DPPKB Kota Jambi also has comprehensive financial resources from both the national budget (APBN) and the regional budget (APBD).

Based on the dimension of substantial value, it has not been well fulfilled because the community perceives that the DPPKB Kota Jambi has not succeeded in realizing the substance of socio-cultural values due to instances of coercion in using Family Planning methods. One FP user confirmed that some of their neighbors were forced to use FP methods for the sake of data collection for the DPPKB Kota Jambi. Furthermore, there has never been a dedicated outreach effort by DPPKB staff to disseminate information about the program and service innovations.

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