
Service Innovation for Family Development for Toddlers at The Extension Center for Planning Family Planning Services

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ABSTRACT

Purpose: Not yet optimal Family Development Program for Toddlers at the DPPKBP3 Extension Center, Kedawung District, Cirebon Regency, Lack of Family Planning Extension officers Lack of facilities and infrastructure to support the Toddler Family Development Program (BKB). The Regional Government establishes a family development policy through fostering family welfare resilience, one of which is carried out by means of: The BKB program as a part of the Family Planning (KB) program aims to increase the knowledge and skills of parents and other family members in fostering growth and development of children under five through physical stimulation, motor intelligence, emotional from socioeconomic as well as possible is one of the efforts to be able to develop family functions. Armed with this knowledge and skills, it is hoped that parents will be able to educate and nurture their toddlers from an early age so that these children can grow and develop into quality Indonesian human beings.

Design/methodology/approach: The research method used is a qualitative research method.

Practical implications: State your implication here. The results showed that the factors that influence the Policy for the Community Development Program for Toddlers at the DPPKBP3 Extension Center, Kedawung District, Cirebon Regency are communication, resources, disposition and bureaucratic structure.

Originality/value: This Paper is Original.

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I. INTRODUCTION

Forming and sculpting the character of the Indonesian human figure who is truly useful for society, the country and the nation is not an easy job and only takes a blink of an eye. Efforts to build character from an early age are a continuous and very complicated effort. In the future, children who are intelligent, have good character, stable personality, are independent, disciplined, and have a high work ethic are urgently needed by the guidance of the era of globalization, because in this era we have to compete with other nations. Thus, Indonesian children need to be prepared to have a comparative advantage and competitive advantage globally as well. Early character building is key.

By observing the current conditions, where the appreciation and experience of religious, ethical and moral values tends to decline, resulting in deviant behavior such as conflicts between religions and social issues, fights between teenagers / students, environmental destruction, drugs, alcohol and sexual deviance. as well as various other crimes. For this reason, through family empowerment, it is hoped that it can create resilient families, namely families that have resilience and resilience, both physically, materially and psychologically, to live

independently and to be able to develop themselves and their family members to live in harmony, physically and mentally prosperous.

Law Number 52 of 2009 concerning Population Development and Family Development in Article 48 paragraph 1 concerning Family Development Policy through Fostering Family Resilience and Welfare in order to carry out family functions optimally as referred to in Article 47 that the Government and Regional Governments determine family development policies. through fostering family resilience and welfare, it is carried out by:

Improving the quality of children by providing access to information, education, counseling, and services regarding child care, nurturing and development through BKB;

Improving the quality of adolescents by providing access to information, education, counseling, and services regarding family life preparation through BKR and PIK-Youth.

Improving the quality of life of the elderly in order to remain productive and useful for the family and society by providing opportunities to play a role in family life through BKL;

The BKB program as a part of the Family Planning (KB) program aims to improve the knowledge and skills of parents and other family members in fostering the growth and development of toddlers through physical stimulation, motor intelligence, emotional intelligence from socio-economy as well as possible. developing family functions. Armed with this knowledge and skills, it is hoped that parents will be able to educate and nurture their toddlers from an early age so that these children can grow and develop into quality Indonesian people.

So far, the implementation of the Toddler Family Development Program has been initiated since 1984 (BKKBN). At the DPPKBP3 Extension Center, Kedawung District, Cirebon Regency, the implementation of the Toddler Family Development program has not gone as expected / has not been optimal. The number of children under five in Arjawinangun District is currently around 9416 children. The number of members per one BKB group is 20 toddlers at each level with the age category 0-5 years. The categories are divided into five age levels including 0-1 years, 1-2 years, 2-3 years, 3-4 years, and 4-5 years. Referring to the number of children under five and the number of RWs in Kedawung Subdistrict, totaling 129, ideally each RW should have one or two BKB groups. However, currently the BKB group in Arjawinangun sub-district only amounts to 9 developing / active groups.

II. LITERATURE REVIEW, FRAMEWORK AND HYPOTHESIS

A. Literature Review

Resti Fauziah, Nandang Mulyana, Santoso Tri Raharjo, Effectiveness of the Implementation of the Toddler Family Development Program, Padjajaran University Bandung, 2014

The Effectiveness of the Implementation of the Toddler Family Development Program, BKKBN developed the Toddler Family Development program which aims to improve the understanding and skills of parents in caring for children under five. The purpose of this study was to determine and describe the effectiveness of the implementation of the Bina Keluarga Balita program. implementation of family coaching programs.

B. Public Policy

Public policy studies attempt to review various theories and processes that occur in public policy. It can be said that public policy cannot be separated from the policy formation process itself. Thus, one of the objectives of public policy studies is to analyze how step by step the public policy formation process is so that a public policy can be realized.

Anderson defines public policy as a series of actions that have a specific goal which is followed and carried out by an actor or a group of actors to solve a particular problem. Anderson further said that there are important elements contained in public policy, including:

1. Policies always have goals or are oriented towards certain goals.
2. Policies contain the actions or patterns of actions of government officials.
3. Policy is what the government actually does, and not what it is intended to do.
4. Public policy is positive (is the government's action on a particular problem) and negative (the decision of a government official not to do something)
5. Public policy (positive) is always based on certain compelling (authoritative) laws and regulations.

Based on the definitions and elements contained in the policy, the public policy is made in the framework of solving problems and to achieve certain desired goals and objectives.

From the above definitions it can also be concluded that public policy is:

- a. Public policies are made by the government in the form of government actions.
- b. Public policy whether to do or not to do something has a specific purpose.
- c. Public policies are aimed at the benefit of society.

C. Policy Implementation

Policy implementation can simply be interpreted as the process of translating regulations into action. In practice, policy implementation is a process that is so complex that it is often politically charged due to the intervention of various interests.

According to B. Winarno (2004), they argue that implementation is what happens after the law is enacted that provides program authority, policy, benefits, or a tangible type of output.

Meanwhile, B. Winarno (2004) also gives his views on implementation by saying that in general, the task of implementation is to form a linkage that makes it easy for policy objectives to be realized as an impact of a government activity.

III. RESEARCH METHODS

The qualitative research method according to Sugiyono (2016) is a writing method used to examine conditions such as natural, (as opposed to) is an experiment where the researcher is a key instrument, the data collection technique is carried out by triangulation (combined) analysis and is inductive and results Qualitative research emphasizes the meaning of generalizations.

Qualitative methods are used to obtain in-depth data, data that contains meaning. Meaning is actual data, definite data is a value behind the visible data. Therefore, in qualitative research it does not emphasize generalizations, but rather emphasizes meaning.

Qualitative Research Methods according to Moleong (2012) are research that intends to understand the phenomena experienced by research subjects, for example regarding perceptions, motivation, actions, etc. holistically and by means of descriptions in the form of words and language. in a specific context which is natural and by making use of various natural methods.

The method that I use is a descriptive qualitative method. The reason the author uses qualitative methods is that the research used to determine the implementation that has been carried out optimally or not and to look for supporting factors and obstacles to the implementation of the toddler family development program policy is not to find out how much influence one variable has on other variables. However, the research that the author did was to explore, find and explain about the implementation of the program for the Family Development Program for Toddlers at the Extension Center for the Office of Women's Empowerment, Child Protection, Population Control and Family Planning (DP3KB) Kedawang District, Cirebon Regency.

Determining key informants and supporting informants in this research is related to the implementation of policies for the Family Development Program for Toddlers at the Extension Center for the Office of Women's Empowerment, Child Protection, Population Control and Family Planning (DPPKBP3) Kedawang District Cirebon Regency, namely using purposive sampling technique of informant retrieval. sample-informants as needed.

The consideration of people as informants in this study which consisted of key informants and supporting informants from Kedawang District, Cirebon Regency on the grounds that the author received an accurate assessment and information regarding the Implementation of the Program for Family Development Program for Toddlers at the Extension Center for the Office of Women's Empowerment, Child Protection, Population Control and Family Planning (DPPKBP3) Kedawang District Cirebon Regency.

The technique of testing the validity of the data is by using the triangulation technique. According to Moleong (2012) triangulation technique is a technique of checking the validity of data that utilizes something other than the data for checking purposes or as a comparison of the data. Through the data validity testing technique, the author uses the triangulation technique by comparing the various data obtained by checking, re-checking, and cross-checking the data. Moleong (2012), data analysis is the process of organizing and sorting data into patterns, categories, and working hypotheses can be formulated.

IV. RESULTS AND DISCUSSION

A. Implementation of The Program for Family Development for Toddlers at The DPPKBP3 Extension Center, Kedawang District, Cirebon Regency.

The BKB program as a part of the Family Planning (KB) program aims to improve the knowledge and skills of parents and other family members in fostering the growth and development of toddlers through physical stimulation, motor intelligence, emotional intelligence from socio-economy as well as possible. developing family functions. Armed with this knowledge and skills, it is hoped that parents will be able to educate and nurture their toddlers from an early age so that these children can grow and develop into quality Indonesian people.

The Toddler Family Development Program (BKB) is one of the programs developed by the National Family Planning Population Board (BKKBN) in an effort to create family resilience and create quality Indonesian people as the implementation of Law No. 52 of 2009 on Population Development and Family Development. The BKB program is one of the most strategic activities in striving for the realization of potential human resources through efforts to increase family knowledge and skills in honing and fostering growth and development of toddlers through the role of parents in the family.

The Bina Keluarga Balita program policy is implemented by the Extension Center at the sub-district level, which is integrated with the Population Control, Family Planning, Women's Empowerment and Child Protection Office of Cirebon Regency. The implementation of the Toddler Family Development policy is carried out directly by family planning extension officers by providing outreach to the community, especially mothers with toddlers.

Kedawang sub-district is one of the sub-districts in Cirebon district which consists of 25 villages. The implementation of the BKB program in Kedawang District has not gone as expected. This is due to the very limited number of family planning extension officers, the lack of facilities and infrastructure in the BKB program such as the Educational Game Tool (APE) and the lack of funds to support the program.

The number of family planning extension officers in Kedawang District is only 2 people to guide 8 villages. This is because many officers have retired and the authority for PLKB recruitment is fully handed over to the Regional Government and as of January 2018 they have become Central ASN employees, which means that the addition of PLKB will fully become the authority of the Center. Ideally, one family planning extension worker guides 2 assisted villages.

Table 1. The Toddler Family Development Program (BKB)

| No | Desa | Jumlah | | | Jumlah | | | | Klasifikasi | | | Jumlah Ioro | Ket | | |
|----|--------------|--------|----|----|------------|----------------|----------------|--------------------------|-------------|-------|--------|-------------|-----|------|---|
| | | Dukuh | RW | RT | Ibu Balita | Ibu Pst Balita | Kader yang Ada | Kader yang Sudah dilatih | Jumlah APE | Dasar | Berkmb | | | Parp | |
| 1 | Kalikota | 2 | 7 | 44 | 355 | 40 | 3 | 3 | - | 2 | - | - | 2 | - | - |
| 2 | Kedungdawa | 1 | 6 | 32 | 238 | 40 | 3 | 3 | - | 2 | - | - | 2 | - | - |
| 3 | Tuk | 3 | 7 | 17 | 256 | 40 | 3 | 3 | 1 | - | 2 | - | 2 | - | - |
| 4 | Kedungiaya | 5 | 6 | 26 | 345 | 20 | 3 | 3 | - | 1 | - | - | 1 | - | - |
| 5 | Kertawinngan | 2 | 5 | 30 | 230 | 20 | 3 | 3 | - | 1 | - | - | 1 | - | - |
| 6 | Sutawinngan | 2 | 6 | 21 | 204 | 20 | 3 | 3 | - | 1 | - | - | 1 | - | - |
| 7 | Pilangsari | 9 | 13 | 31 | 860 | 40 | 3 | 3 | 1 | - | 2 | - | 2 | - | - |
| 8 | Kedawang | 4 | 7 | 28 | 467 | 40 | 3 | 3 | - | 2 | - | - | 2 | - | - |

In the table above, it can be seen that in Kedawang District there are 8 villages and there are 28 hamlets, 57 RWs. The number of mothers who have children under five in Kedawang Subdistrict is 9416. Out of 9416 mothers under five, there are only 800 mothers under five who participated in the BKB. As well as the number of existing and trained cadres, namely 24 people. The number of APE available is only in Kedawang District, which is only 5 groups / villages that have it. The classification of groups in BKB is divided into 3 categories, namely basic, developed and complete. The number of basic groups is 31, the developing group is 9 and the full group does not exist.

It can be concluded that the implementation of the BKB Program in the District Banjarharjo is not yet optimal. It can be seen that there are still few cadres, the number of APE (Educational Game Tool) that not all BKB groups have, namely only 5 groups that have APE. The BKB group belongs to 3 categories, namely basic, developed and complete. In this category there are still very limited groups where the development and completeness are still very minimal, even in the plenary category there are no groups at all.

B. Factors that Influence The Implementation of The Program for Community Development Program for Toddlers at The DPPKBP3 Extension Center, Kedawung District, Cirebon Regency.

Measuring the success of a policy implementation can be seen from the process by questioning whether the program implementation is in accordance with what has been determined, namely looking at the action program of individual projects and second, whether the program objectives are achieved.

In implementing a policy, sometimes there are still obstacles and factors that influence the failure of a public policy. As in the family development program for toddlers, many factors affect human resources, such as family planning extension workers in Kedawung sub-district.

Communication

Communication is critical to the success of achieving the goals of the implementation of public policies. Effective implementation occurs when the decision makers already know what they are going to do. Knowledge of what they will do can work if communication runs well so that any policy decisions, policies and implementation regulations must be transmitted (or communicated) to the appropriate personnel department. In addition, the communicated policies must be precise, accurate and consistent. Because in every activity process that involves human and resource elements, it will always deal with the problem of how the relationship is carried out. As for the parameters of communication are as follows:

- a. Submission of socialization / counseling for the under five family development program

According to the results of an interview with Mr. Sulistiyo as the Coordinator of the Family Planning Extension Officer, Kedawung District, Cirebon Regency, said that:

"The BKB program is included in the tribina of the KKBPK program, namely the Population Family Planning and Family Development Program, which is basically to train the intelligence of children in under-five groups, especially in Kedawung sub-district which is divided into 8 villages and in each village a group has been formed and already has a SK. . It is hoped that there will be additions in each village developing into each RW".

The results of the interview with Kartia as the Family Planning Instructor said that:

"For BKB, each village should exist because it has been targeted from the regency, but the activities are not all smooth and run smoothly because there are only a few family planning officers, so there is currently no assistance because if they are not assisted it does not work, so they must always be assisted before it can run. If the officer does not accompany it, it will stop, if we want there to be a competition / new assessment, we will raise it again. All villages have formed groups but the implementation is not going smoothly".

Meanwhile, another opinion expressed by Mrs. Ida as the BKB Cadre argues that:

"We approach the parents first, then we ask that the child is how many months / years old the child is and what can the child be according to his age. If for example the child has not grown according to his age, we will give homework to the mother that the child must be trained again".

Community Understanding of The BKB Program

According to the results of an interview with Mr. Sulistiyo as the Coordinator of the Family Planning Extension Officer, Kedawung District, Cirebon Regency, said that:

"Each group that is formed consists of 20-30 members in one group, but perhaps for lack of understanding because the child has graduated from grade school and over 5 years old, he has left".

The results of the interview with Kartia as the Family Planning Instructor said that:

"The community's understanding of BKB actually understands because BKB activities are integrated with posyandu because the target of the BKB program is mothers who have toddlers. If right there he joins the posyandu because he has a toddler, he has to join BKB too and he understands, but if he doesn't have small children then he doesn't understand what BKB is. So the target is only mothers who have toddlers".

Meanwhile, another opinion expressed by Mrs. Ida as the BKB Cadre argues that:

"The problem is that there are children whose names must be crying, fussy, so they are less focused and conducive, so maybe their understanding is not very good.

Another opinion was also expressed by Mrs. Isti as the BKB participant said that:

"Actually, I don't really understand because I joined BKB when I just wanted to compete".

As for the opinion of Mrs. Elin as a BKB participant who said that:

"For understanding, I don't understand because I just joined BKB and have never had any activities".

While the expression of Mrs. Cici as a community / mother of toddlers said that:

"I don't understand BKB, I understand posyandu because BKB has never had any counseling while my child is in PAUD".

Based on the results of interviews with informants that the understanding of the community / BKB participants regarding the BKB program did not really understand. This is due to the lack of optimal counseling given by officers.

Resource

Resources have an important role in policy implementation, because no matter how clear the consistency of policy provisions or rules is, if the personnel responsible for implementing a policy lack the resources to do their work effectively, the implementation of the policy will not be effective.

In addition, there must be a determination or appropriateness between the number of staff required and the expertise that is firmly held to be worked on. Funds to finance the operational implementation of the policy, relevant and sufficient information on how to implement a policy, and the willingness and ability of various parties involved in implementing the policy. As for the parameters of the resource are as follows:

1. Human Resources

Based on the results of interviews with informants, the human resources at the DPPKBP3 Extension Center in Kedawang District are inadequate, namely there are only 2 family planning extension workers to guide 8 villages and that causes them to be less optimal in conducting BKB guidance / counseling because ideally one officer fosters two villages.

2. Facilities and infrastructure

Based on the results of interviews with informants that the facilities and infrastructure are inadequate, that is, only 5 villages / groups get APE even though BKB activities must require APE for their activities so that it is less effective.

Fund

Based on the results of interviews with informants that the funds in the BKB are deficient and even non-existent, only occasionally there is financial assistance. This could hamper the program's running because without funds, it would be difficult to achieve a successful policy implementation.

Disposition

The disposition or attitude of the policy implementer is an important factor in the approach regarding the implementation of a public policy. In policy implementation, if they want to be successful effectively and efficiently, implementers must not only know what they have to do and have the ability to implement the policy, but they must also have the will to implement the policy. The attitude of an implementor must have a good attitude so that in policy implementation there are no obstacles because if the attitude of an implementor is very decisive in the success of the policy. As for the parameters of the disposition are as follows:

1. Motivation

Based on the results of interviews with informants, the motivation given by the family planning coordinator is good enough by always providing support and support.

2. Attitude or behavior

Based on the results of interviews with informants that the attitude / behavior of officers in the field is friendly and kind to the community in Kedawang sub-district.

Bureaucratic Structure

Although the resources for implementing a policy are available, or policy implementers know what should be done, and have the desire to implement a policy, it is possible that the policy cannot be implemented or realized because there are weaknesses in the bureaucratic structure. The bureaucratic structure is important in policy implementation because bureaucracy requires cooperation with various parties to achieve a desired goal.

As for the parameters of the bureaucratic structure are as follows:

1. Coordination with other agencies

Based on the results of interviews with informants, the coordination has been quite good, namely coordination with education such as early childhood education and also with health such as posyandu.

2. Standard Operating Procedures

Based on the results of interviews with informants that the Standard Operating Procedures (SOPs) in the BKB are clear, namely from the district level to the sub-district level and one of them in BKB must have an APE (Educational Game Tool) and the time for counseling to be done once a month.

C. Obstacles in The Implementation of Policies for The Family Development Program of Toddlers at The DP3KB Extension Center, Kedawang District, Cirebon Regency.

The factors that hinder the implementation of the program for the Family Development Program for Toddlers at the DPPKBP3 Extension Center, Kedawang District, Cirebon Regency are in line with the policy implementation model according to George C. Edward III, namely communication, resources, disposition and bureaucratic structure. Where these four variables are crucial in the successful implementation of a policy. If there is one variable that is not implemented, a policy implementation will fail or the goal of a public policy will not be achieved.

Obstacles in the Implementation of the Community Development Program Policies for Toddlers at the DPPKBP3 Extension Center, Kedawang District, Cirebon Regency, namely:

Communication

Lack of communication provided by officers to the community / BKB participants. This can be seen from the perspective of the community's understanding of the BKB program that there are still many people who do not understand the BKB program because the counseling is not optimal.

Resource

- a. Family Planning Staff / Extension

There is a shortage of family planning extension workers at the DPPKBP3 Extension Center, Kedawang District, Cirebon Regency, namely that there are only 2 family planning extension workers who have to coach 8 villages in Kedawang District because ideally one officer guides two villages.

Facilities and infrastructure

- b. Facilities and infrastructure

Lack of adequate facilities and infrastructure. One of the facilities and infrastructure to support the BKB program is the APE (Educational Game Tool), which only has 5 groups / villages while in Kedawang sub-district there are 8 villages.

- c. Fund

Lack of funds to support the BKB program. Funds are an important factor in policy implementation because funds are very influential in the success of a public policy.

D. The BKB Program Policy Model in Kedawang District, Cirebon Regency

To facilitate the implementation of the BKB program in Kedawang District, Cirebon Regency, it is necessary to create an appropriate model in order to achieve the objectives with the George C. Edwards III Policy Implementation Model as illustrated as follows:

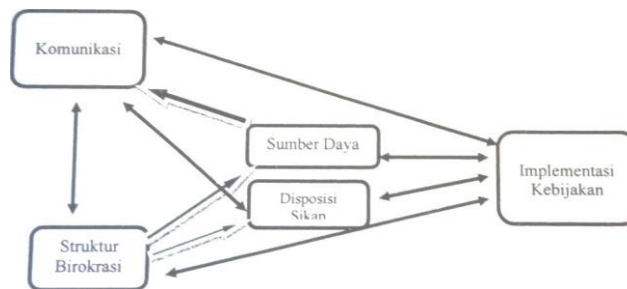


Figure 1. The BKB Program Policy Model in Kedawang District

From this model and the results of the research obtained, it is necessary to recommend that there are internal and external influences so that the policy is implemented, it is necessary to know the internal and external factors of the BKB policy in order to minimize obstacles in policy implementation and the implementers themselves can find out what is needed in the implementation. BKB policy in Kedawang District Cirebon Regency,

V. CONCLUSION

Based on the discussion of the results of research on the Innovation of the Policy Model for the Family Development Program for Toddlers at the DPPKBP3 Extension Center, Kedawang District, Cirebon Regency, it can be concluded as follows:

1. The implementation of the Toddler Family Development Program Policy at the DPPKBP3 Extension Center, Kedawang District, Cirebon Regency has not been optimal. This is due to the lack of human resources such as family planning counselors, lack of facilities and infrastructure such as APE (Educational Game Tools) and not optimal counseling.
2. The factors that influence the Policy for the Family Development Program for Toddlers at the DPPKBP3 Extension Center, Kedawang District, Cirebon Regency, namely:
 - a. Communication

Lack of communication provided by officers to the community / BKB participants so that many people / BKB participants do not understand about the BKB program. This is because the counseling has not been optimal yet.

b. Resource

Resources in the BKB program are inadequate, such as the lack of family planning instructors, namely that there are only 2 family planning extension officers who have to coach 8 villages in Banjarharjo sub-district because ideally one officer guides two assisted villages. Lack of supporting facilities and infrastructure in the BKB program, namely only 5 groups / villages that get APE (Educational Game Tool). As well as a lack of financial support in the BKB program.

c. Disposition

The disposition / attitude of the officers is good enough where the officers are always friendly to the community when they are in the field.

d. Bureaucratic Structure

The coordination that has been done is quite good, namely coordinating with PAUD (Early Childhood Education) and Posyandu because BKB is a cross-sectoral meaning that all lines are involved in activities or are interconnected.

3. Obstacles in the Implementation of the Community Development Program Policies for Toddlers at the DPPKBP3 Extension Center, Kedawung District, Cirebon Regency, namely:

a. Communication

Lack of communication provided by officers to the community. This can be seen from the perspective of the community's understanding of the BKB program that there are still many people who do not understand the BKB program because the counseling is not optimal.

b. Resource

Family Planning Staff / Extension

The lack of family planning extension workers in the DP3KB Extension Center, Banjarharjo District, Brebes District, namely that there are only 2 KB extension officers who have to coach 8 villages in Kedawung District because ideally one officer guides two villages.

Facilities and infrastructure

Lack of adequate facilities and infrastructure. One of the facilities and infrastructure to support the BKB program is the APE (Educational Game Tool), which only has 5 groups / villages while in Kedawung sub-district there are 8 villages.

c. Fund

Lack of funds to support the BKB program. Funds are an important factor in policy implementation because funds are very influential in the success of a public policy.

4. Edward III's Policy Model which is used as an analysis needs to be added with external and internal factors from the environment in which the policy is implemented.

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