

# 1

## **Developing E – Learning for Family Planning Field Workers in Decentralization Era (Overview of the On-going Process)**

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### **Abstract**

A new strategic learning plan regarding enhancing performance of family planning field workers need to be established particularly in the decentralization era.

Reasons strengthened the establishment of E-learning have been identified. Some supportive factors and some non-conducive environment are positive and negative factors need to be considered in developing the learning. Therefore the development of E-learning should consider the involvement of many specialists and steps of establishing a strategic huge program due to the sustainability in the variety of family planning implementation and leaderships in the decentralization era.

## Introduction

Family planning is one of basic social program that undoubtedly contribute significantly to the advancement of a nation. The contribution of family planning program to sustainable development is primarily due to its significant roles in laying a strong foundation for future quality human resources that is in fact a prerequisite of being a developed country. Many experts argue that most of the development of a nation is determined by the quality of human resources and only little is due to the wealth of its natural resources.

The effect of family planning programs to development are of course not instant, and need decades to come before the programs play their roles in contributing to the provision of strong human resources for advanced development.

In line with the reform era, one of the main stream of the country has been decentralization. A challenge faced by the family planning program with regard to decentralization is due to the issuance of presidential Decree Np.103/2001 instructing that the authority of the programs should be transferred to local government by the end of December 2003. The critical issue is : *how to convince local government on the importance of family planning programs for the good of their people and for development to sustain in their regions.*

Another issue with regard to decentralizing family programs would be that of *capacity building*. For more than thirty years the government of Indonesia has implemented a centralistic government and in many cases the exercise of "top-down policies". To some extent this centralistic policies are related to the lower capacity of the local personnel is managing the programs. In this regard, when the time has come another critical issue would be improve the capacity of the field workers as local personnel in running the program effectively and efficiently.

Recently, a change of government administration came into reality

by moving centralized into decentralized administrations. As we all learned, these issue create many obstacles in maintaining sustainability for many program achievements in the community. Family planning is one of community program that need more attention from the local government compare to what they have now. The picture of the central office now shows it having less power and opportunity to enhance the quality of the program particularly in the implementation strategic. They have very limited resources to support family planning development for almost five hundred district and municipality level throughout the country due to authority that now transferred to the local government. However there is an agreement between central and local government, they are both responsible for improving performance of family planning fieldworkers. In addition to that the capacity of the responsible persons of family planning is the local level need to be improved. Aware of this positions, central BKKBN generated some alternatives to the improve the performance of the workers. One of the alternatives is to increase the utilization of the availability and accessibility of ICT surround the program as an opportunity to develop E-learning to reach the workers in the village level.

### **Reasons for E-Learning in family planning**

#### **a. A Change of Government Administration, Need Change in the Learning System**

The change in government administration from Centralized to Decentralized system creates a number of consequences. It needs to be well managed in order to have sustainability of the development program in the field. Beside management issue, a new type of collaboration and partnership need to be established, change of mind set of the leader and the staff as well as the stakeholders are needed.

In the effort of implementing the government policy, family planning coordination agency as one government body, has been trying hard to adjust to the change. But experiences showed that

decentralization process facing thousands of obstacles in bringing adaptation to the new system.

One of the issues within the family planning program is how the enhancement of the workers' performance can be managed, by whom, how and where should be conducted. A new approach in the learning system using new technology would be one of the solution to improve the performance of the field workers in the decentralization era.

#### **b. Geographic and Demographic Reasons**

Indonesia is an archipelago makes up of 13,500 islands. It is in tropical zone. The east to the west distance is equal to the east-west coast of the USA or from London to Istanbul. Indonesia has population of 225 millions (by Indonesian Demographics and Health Survey, 2007) with many different ethnic groups and languages.

The National Family Planning Coordinating Board (BKKBN) was incepted in 1970. It has a structure all the way down to the village level until the decentralization process took place in 2003. But in the frame of this new government administrative structure, central office of BKKBN still holds a national policy and coordination link to the International commitment of family planning. Formal Family planning fieldworkers consists of PLKB and PPLKB (Coordinator of PLKB) works in the village and sub district level. In the past there are approximately 40.000 workers work in this area as the key workers of family planning program. The current phenomena telling us that the number declined very significantly, in the almost 450 district and municipality level throughout the country, and 5.263 sub districts, 62.806 villages, only 22.000 fieldworkers work in those composition. To fulfill the need of the numbers and the quality, a collaborative action has been encouraged through a formal order from the Ministry of Interior. This decision needs to be combined with some actions to keep

them ready to work. For those purposes, an effective learning strategy is needed.

**c. Computer based Management Information System (MIS) in Family Planning has been established since two decades**

From the beginning of the establishment in 1970 of the National Family Planning Coordinating Board (BKKBN), it was recognized that generating, analyzing and using information were essential elements of an effective program. This understanding has continued to play a central role throughout the evolution of the program.

The purpose of having information is to use it in decision making process to improve the program. The key word is 'use'. All MIS strategies need to be directed towards this goal—to provide accurate, timely information, on the most appropriate topics, structured, so that it is readily understood and can be easily applied. Feedback must be received by people and institutions and understand its value to improve their decisions. All of these characteristics are necessary in order for the management information systems to be of optimal use.

Indonesia is a very large country, any national information system will contain a very large quantity of data. It was recognized by the early 1980s that these data would have to be computerized in order for the system to function effectively. The first computer was introduced in 1985. Since then, the policy has been to upgrade computer quality and expand quantity to ever-lower levels. By 1989 each of the 27 provincial offices used computers for its consolidation of data within the province. Extension of computers to the 300 districts (the number now increasing to more than 400 districts) began in 1993 and finished within two years.

In terms of infrastructure, the provision includes link to network, bandwidth or server, personal computer, cables or wireless. The

question is whether they are ready to facilitate the learning system that will be developed?

**d. Partnership and Cost Sharing among Central-Local-and other Sponsors interested in providing assistance, might be Explored**

Even though the local government was more interested in income generating activities compared to basic social services, a positive attitude towards new technology application among leaders in the local government has been growing. In relation to this opportunity, an approach to create a link between central office of family planning and other Institutions in the central level and the local level, need to be studied.

Collaboration could be explored in terms of Sharing Resources with Ministry of Education in the central level as well as at the district or sub district level, Center of ICT (Pustekkom), Open University (UT), and other institutions to get possible support needed. The collaboration includes building partnership with the local government and advocating government finance department at central level. A Global Funding Support is also another possibility.

**Reviewing the step and obstacles developing E-Learning for family planning fieldworkers**

**a. Securing Supportive Corporate Culture**

In order to accommodate change in the family planning program, a new vision, mission and strategy have been established. The new policy shows that a strong directive guidance has been trying to motivate the staff to work effectively. Commitment to establish a conducive working environment, a strategic plan for performance

improvement of the staff, and other approach to bring employees to attain the goal of the organization is the main project frame for strategic actions.

There are two factors influence this issue. The first factor is how the organization, the executive, the manager and the staff perceive the human resources and the human investment. The second factor is how they perceive learning. When they perceive learning as a need, a personal need, a need of the organization, it means they value learning as a priority of their career development, and as a way of self development to improve their working performance as well as the organizational performance. In general, it needs an effort to have learning as a culture of the organization of BKKBN. One of them is the need for a review of implementation of Learning Organization in each working unit

Common sense says that a better condition, i.e., better compensations or consequences for change, the bigger possibility of a person to change habit. In relation with this issue a study has been set up to get information regarding working and personal environment of family planning fieldworkers. One of strategic issue is the possibility of link the 'credit point' of family planning fieldworkers and learning as a new habit that they should have as a prerequisite of E-learning.

To start action relating to human performances, a structured approach have been applied to bring new vision to awareness, attitude and behavior change of the family planning staff. To guide the efforts a very strong leadership and a very strong commitment of the leaders to lead the change in the organization, are a must. The attainment of the goal and the speed of the change to be accepted by the staff are very much rely on the commitment of the leaders. A conducive environment for customize learning as individual and organizational needs is needed to bring the staff in a new boat to grow together with their leaders. It is a hard job to do. In general the picture of learning culture is not yet

appears even though organizational policies regarding this staff development have been stated for years. Learning organization program applied only in a few working unit.

Recently Balance Score Card (BSC) have been chosen as a guidance to bring all staff aware of their position in obtaining the success of the program. Hopefully performance improvement through instructional and non instructional solutions will be taken in following through the establishing new vision, mission and strategy regarding the staff development. Corporate culture is very close with the establishing value through learning, giving guidance and role model as well. Those are need learning theoretical support to frame the scientific approach in building the value. The organization need a strategic planned towards the approach. Who are the persons? Which team constructed to do the very important job? This is a huge mission that need a strategic plan and strong commitment to take the action and assure the sustainability. Looking at the past this institution experienced a success in establishing the training system. Therefore the existing system, the infrastructures, the professional skills owned by trainers and managers in Centers of Training, all of those assets need to be reviewed particularly the human resources who work in the training and development system. They are the backbone of the learning system in the organization. This, some how will determine the success of the new strategic policies of the family planning program.

The local environment with the decentralization system needs more attention. Who cares with the human resources who work in the social program such as family planning? They do not earn anything in terms of financial income, but they should spend much time and effort for facilitating community to build family welfare. In common the local government do not provide much welfare for this kind of program. Again human resources responsible for those program should have a strategic plan to get attention and support from the local government and local parliament. Exactly people



who work in the local level facing more obstacles to succeed in the program. To survive the program and place them as a priority program in Kabupaten/Kota will need much energy. Establishing learning as a value must be another thing needing willingness and commitment among the responsible person and party involve. Sometimes the responsible persons for family planning do not know their role to survive the institutions Most of them are new comer in family planning program who need time to accomplish their orientation to FP program. They do not aware, the important roles of family planning workers (PLKB). But again, the show must go on, the *decentralization system is there, everything* should be adapted to the new system and the new environment. Responsibility of all development program have been moved to the local government except for some components, which are still under controlled by headquarter. This is also new environment and exactly need a new mechanism in a new operational system and collaboration. All workers in the field level should be aware of all these changes.

Change in the global, national and local working environment and organization have been explored and discussed in the National Training Workshop forum for the head of institutions of family planning at Kabupaten/Kota. The same efforts have also been done for Family Planning Workers (*plkb*). *Further more an agreement* between Ministry of Interior (Depdagri), BKKBN and State Ministry of Empowerment of Government Aparatur (Menpan) stated that individual and career development of fieldworkers will be handled by BKKBN and the Local Government. In relation to this responsibility, BKKBN will support the need of fieldworkers in developing their capacity through learning. This idea come from the believe that without the fieldworkers family planning program is will not running well. They hold a very strategic position in the implementation of family planning program.

Institutions who are responsible for family planning in the local level are varies in terms of level ( such as Dinas/Badan/Kantor in

the kabupaten/kota level). Another type which differentiates the institutions is whether it is integrated or merged with other local government institutions or not. This condition will create obstacles to the enhancement of the staff in the field. But observing the progress of the family planning in the decentralization era, family planning and population should be prioritized to be one of the indicator of the success of government achievement of kabupaten/kota. This will be a way to enter the attention of the leader in the area, to keep learning and achieving the best performance of the staff as a culture of the organization. Therefore need to be maintained and developed using effective learning strategies.

Another reason is now the time to do learning with distance approach based on ICT. Technically ICT based learning in BKKBN will be supported by improvement of the infrastructure and tools in the System of Information Management in BKKBN. Another opportunity is the establishment of the Network in the provincial area by Jaringan Pendidikan Nasional (Jardiknas). But again the network is not going to the grass root level yet. How fieldworkers will be reached then? It is another challenge should be faced. Idea and action will be explored in the following issues of infrastructure and tool.

#### **b. Availability and Improvement of Infrastructures and Tools**

The following discussion will be focused on the technical issues of the application of ICT based learning for performance improvement of the fieldworkers. What infrastructure does the organization provide for possibility to develop ICT based learning for fieldworkers in the village. Chronologically infrastructures for management information system (MIS) have been available in the family planning program since 1970s and supported by computer in 1980s. Recently the organization will improve and enhance the capacity and the quality of ICT based information system to empower data and information for decision making process.

For the purpose, the existing ICT infrastructure will be reorganized and improved through activities as follows.

- The improvement capacity of ICT network will be built through increasing access to the Internet, data transfer and information. For this purpose, BKKBN central office will improve the performance through increasing Internet connection capacity from 256 kilobyteper second (Kbps) to 1.536 Kbps. This capacity is a prerequisite to facilitate access to build the Virtual Private Network (VPN) in order to strengthen the communication between Headquarter and the Provinces, in the form of data, voices and pictures, included in developing websites and conducting teleconferences.

The ICT network between BKKBN Headquarter with all family planning Institution in District level, will be done through VPN dial (using call number 080988012). Beside that, in order to cover transferring data and information activities between family planning Supervisor and Fieldworker in the Sub District and Village level will develop through Short Message Services (SMS) Gateway.

- Providing Software and Program Application Development  
To facilitate the changing of grand strategies and its targets, software will be provided including its program applications development. Redesign population and family information system (Siduga) is carried out due to the changing input in the form and registration system of Family Enumeration System that will be recorded in Family Database, and other program application for service center, performance management and others.

The arrangement and development program application that can be identified from family planning program activities such as:

- Program Applications for routine monthly and annually Reporting and Recording System family planning program (Database and monthly report of family planning clinic activities, Fieldworker activities and Family Enumeration System)
  - Program application for Support Program Mission (Stock and Distribution of contraceptive in warehouse, finance, personal, education and training, library on-line, standard procedure and inspection and control activities and others)
  - Procurement and upgrade software license, such as Lotus Notes, DB II, Java, Micro office access, for the development Family Database program application in HQ, Provinces and Districts.
  - Other Program application (Mapping and Utilize Family Database through program Web Intelligent and Business Object)
  - Providing Software of Balance Score Card (BSC) and its program applications. Software BSC and its Program Applications will be developed to support and monitor the implementation of management and planning performance.
  - Providing Software and its Program application through Short Message Services (SS) hand-phone. The advancement of information communication technology recently will be an opportunity to develop family planning data information through utilization of SMS handphone equipment. For this purpose, it will be provided and developed software and its program application of family planning data and information through SMS hand-phone.(Rachmat Santoso, 2008)
- Providing Computer and Laptop  
Standard working equipment includes computer hardware will be provided, i.e., PC and Laptop. Those hardware will be

distributed to family planning Manager in HQ, all provinces, all Districts and Family planning Fieldworker who are working in the village level

- Improving the BKKBN Website

In order to strengthen BKKBN Website, BKKBN will re-organize and improve the existing BKKBN Website by establishing other information and E-learning site as a mode of distance learning for the FP Fieldworkers in the village level using internet. For this purpose BKKBN have develop program LIPP-4 to organize and conduct Program Information Services and Empowerment through distance learning for Family planning Fieldworkers.

**c. Improvement of Management System and Structure**

Even though E-learning has been perceived as a tool to increase effectiveness of the new learning system, while in reality the management system and structure is relatively not functioning well, the action to establish E-learning still must go on. It is challenging when those obstacles will be solved by all parties who are involve in the development of E-learning for FP workers in the village. Decentralization system shows that a general and basic standard of management and operational of family planning program has been stated as a national policy. The implementation will be done by Kabupaten/Kota, consequently the success of the programs will be determined by them. In general, the management system and structure in five hundred kabupaten/kota throughout the country are functioning well and support the new learning system.

On the other hand the progress to improve "management" through implementation of Balance Score Card system should be considered as a real move. Both application of BSC and E-learning

need time to establish, need highly motivated team to make them success, need a very strong commitment to work together, need commitment to run the program effectively. It seem the issue of management system and structure should be considered as an important issue to study.

**d. Input from all Component of the Organization**

How is the issue raised in the process of the establishing E-learning ? There are specific component in the organization need to have collaboration in the establishment of the learning system. Those are Information system, Information Technology, Human resources, Training and Development, Management of field activities, and other component such as Planning , Supervision and others.

A series of technical meeting conducted separately by some component. Those are Information Technology, Information System, Field management, and Training.

Establishing commitments through a seminar has been conducted by socialization of E-learning to all executives and managers in the organization. The audience is top and middle management in BKKBN. But afterwards, collaboration is not running as smoothly as expected yet, each component explore their own business with their own pace.

According to the function they are responsible for, some need assessment still done separately, each component plan their own business and collect data separately as well. This picture shows inefficiency and not well coordinated. It also happened that in getting expert from outside organization, every component went out looking for their own expert. This outsourcing policy to have expertise from other institutions to establish e-learning was not discuss openly among them. Each component works with their own pace and agenda. They have their own network and they invite and visit them individually. But finally, a decree was signed to authorize a team functionally responsible for establishing

E-learning in BKKBN. A more efficient and effective way through internal coordination will draw a different picture in developing the new learning approach.

**e. Partnership among Headquarters-Local Government and Sponsors**

A preliminary action in establishing E-learning started with presentation paper in International ICT Symposium on Open and Distance Learning in Bali, (Sridadi, 2007) then a commitment for partnership was born. Some prominent institutions with experiences in developing E-learning are ready to assist and have collaboration for establishing E-learning for family planning fieldworkers. Some of them such as Open University, National Education Network (Jardiknas), ICT Center MOE (Pustekom), Seamolec, Computer Center University of Indonesia, Indosat, Telkom and some other institutions.

Following this event, within the constraint, some commitment *have been implemented, even though outsourcing and expertise assistance is just a matter of click to whom they want to collaborate.* For coming steps the power of the Committee Decree need to be strengthened with a more detail plan, mechanism and coordination agreed by all parties in the internal organization who are involved in establishing E-learning.

**f. Need Assessment as the First Step of Instructional Design**

Instructional design and interactive design need to be done professionally with regard to the design and development of E-learning. Attentions should be paid particularly to doing proper need analysis, collaborative team development and expertise support (Wilson, 2005).

The first step in instructional design is to collect data and information regarding important issues and problems related to

organizational environment of BKKBN, working environment of Fieldworkers, and personal environment of Fieldworkers. Those data relate to enhancing their knowledge and skills through E-learning and will be obtained through a Need Assessment and Analysis.

The analysis of data collected should consider some important issues in establishing E-learning for FP fieldworkers, including:

- Need for Basic Training on computer competencies for fieldworkers
- Need Training how to learn through E-learning
- Need an orientation course for related persons will be responsible in planning, implementation, monitoring and evaluation of E-learning
- Need special efforts to establish a commitment among related persons and institutions who will be involved in E-learning.
- Data collected should be enrich with more detail information regarding knowledge and skill needed
- Enrichment of data collected for additional working environment of FP fieldworkers and organizational environment of FP Institution in local area also be needed
- Issues of enhancing Credit Point of FP fieldworkers need to be elaborated

The next step will be to design the frame of coordination among components involved in establishing the e-learning system. Revitalization of the Infrastructure and managing information system to adapt the latest progress of ICT in BKKBN are in progress. The learning system itself is the core of the business of the e-Learning establishment for FP fieldworkers. Data collected through need assessment still needs enrichment, but sufficient to be used for designing the learning system. The team led by Training Center for FP manpower.



## **Conclusion and suggestion**

Important factors in establishing E-learning are supporting corporate culture, functioning management system, availability of infrastructure and tools, collaboration among components within the organization, teamwork of core professionals and components involved. Some identified factors indicate their strong influence to establishing condition for E-learning, while and other factors indicate obstacles that need commitment, collaboration and professional steps to overcome. The process of developing instructional design of E-learning for fieldworkers has just started.

### **Suggestion**

Suggestion for better design would be :

- The progress of designing the E-learning need to be reviewed periodically.
- Attention should be paid to professionally carried out instructional design by collaborative team development including the outsourced expertise.
- Indeed development of good E-learning course is complex. Both experience and literature indicate that a holistic team approach is required. (Mc Pherson and Nunes, 2004)
- Therefore, a number of specialists need to be involved. Although many specialist in education and training involved, they are relatively inexperienced in methods and process of developing e-learning.
- Other specialists, i.e., instructional system designer, web developers, graphic artist, animators, audio visual specialist are also needed to work closely with training managers and subject matters specialist.
- One of the key steps in the E-learning design process is the creation of the plan for "Interactive Design".
- A successfull E-learning needs to be able to successfully answer the question "what will the learner be doing when the learner is using courseware?"(Roger C Schank,2002)
- Involving important key steps mentioned above, a strategic learning design plan through proper project planning approach should be done in preparing the learning system.

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