

# The Central Registration System for Family Planning Workers

*from the analysis  
of workers' personnel cards*

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## **Introduction**

Korea's family planning program has been developed with the family planning workers as the central figures. The problem of manpower is very important in the family planning program as well as in the business administration.

It is characteristic that Korea's family planning program has been focussed on family planning workers. Since the launching of the program, the ideal system, organization and the proper arrangement of the workers according to the scale of program, have been important subjects of interest.

The achievements of the program show great differences according to the local characteristics and the workers' abilities and activities. Evaluation has found that the frequent transfers and high turn over of family planning workers have been a great hindrances to the program. Three evaluation surveys in 1965, 1969 and 1971 attempted to search for problems of workers and to settle them.

This study describes the findings of an analysis of the workers' personal record cards, which were made for the operation of the central registration system for family planning workers in 1972.

This analysis is to provide useful data not only for planning the training program of this institute, but also for assessing the performance of the program.

## **The Central Registration System**

Since the family planning workers play the pivotal role in the success of the program, their movement such as transfer and retirement causes enormous impediment to the training program. Therefore, it is necessary to grasp the movement status of workers as soon as possible in order to diminish such hindrances to the program.

The central registration system aims at;

- 1) understanding more exactly and promptly the movement status of family planning workers.
- 2) getting the necessary information for planning supply and demand of health workers,

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- 3) providing the necessary data to make the training plan,
- 4) understanding the reasons for resignation of health workers,
- 5) locating the necessary teaching assistants suitable for the training course,
- 6) compiling the basic data for training evaluation and preventing omission or duplication in selection of the workers due for training.

All the family planning workers throughout Korea were provided with cards asking for their personal history such as general characteristics, occupational and training experiences. Anything of further changes for workers will continue to be modified by the reporting system through each senior family planning worker.

In establishing the central registration system, ten (10) central supervisors and eleven (11) provincial family planning supervisors were designated as the evaluation personnel and given the necessary training for the work. The Institute maintains an automatic reporting system through each senior health center family planning worker in order to compile accurate data of any changes as early as possible.

The Institute also plans to conduct follow-up investigations of a sample of health centers.

### Family Planning Workers in 1974

At the end of December 1974, there were a total 2,613 authorized positions for family planning workers. There were 2,583 positions filled and 30 vacancies, which is considerably less than the 50 vacancies at the same time the previous year.

The present status of family planning workers by province in 1974 is shown at Table 1.

**Table 1.** Family Planning Workers in 1974

Province	Population (1970)	Prov. F.P. Supervisors		H.C. F.P. Workers		Eup-Myun Workers		Total		Population per worker
		A.P.	O.P.	A.P.	O.P.	A.P.	O.P.	A.P.	O.P.	
Seoul	5,433,198	3	3	210	204			213	207	25,508
Pusan	1,842,259	2	2	97	90			99	92	18,609
Kyunggi	3,296,950	2	2	97	25	222	200	321	327	10,271
Kangwan	1,837,015	2	2	52	51	141	135	195	188	19,421
Chungbuk	1,453,899	2	2	40	42	111	105	153	149	9,503
Chungnam	2,808,345	2	2	70	69	194	193	266	264	10,558
Jeonbuk	2,386,381	2	2	63	56	164	164	229	222	10,421
Jeonnam	3,932,540	2	2	68	91	290	267	360	360	10,924
Kyungbuk	4,476,067	2	2	129	153	289	258	420	413	10,657
Kyungnam	3,057,647	2	2	89	105	236	223	327	330	9,351
Cheju	358,085	2	2	10	11	18	18	30	31	11,936
<b>Total</b>	<b>30,882,386</b>	<b>23</b>	<b>23</b>	<b>925</b>	<b>997</b>	<b>1,665</b>	<b>1,563</b>	<b>2,613</b>	<b>2,583</b>	

\*A.P. ; Authorized positions,

O.P. ; Occupied positions

**Table 2.** Licence Status of Workers

Kind of Licenees	Health Center Workers	Eup-Myun Workers	Total
Nurse	439(43.0)	7(0.4)	446(17.3)
Nurse-aide	484(47.5)	1,435(91.8)	1,919(74.3)
No Licence	97(9.5)	121(7.8)	218(7.4)
Total	1,020(100%)	1,563(100%)	2,583(100%)

*Licence Status of Family Planning Workers*

Only 17.3 percent of workers hold a licence of nurse or midwife, while 74.3 percent of workers have a nurse-aide's and 8.4 percent have no licence. (See Table 2.)

*Age Status of Family Planning Workers*

Nearly half (47.5%) of all the workers are less than 25 years of age, 42.4 percent are 25 to 39, and 10.2 percent are 40 or older.

The group aged under 25 represents only 21.8 percent of all the health center workers, while the same age group composes 64.1 percent of the fieldworkers. Generally the

**Table 3.** Age Specific Distribution of Workers

Age	Health Center Workers		Eup-Myun Workers		Total	
	1972	1974	1972	1974	1972	1974
-19	14 (1.7)	18 (1.8)	83 (6.0)	38 (2.4)	97 (4.3)	56 (2.2)
20-24	148 (17.7)	204 (20.0)	745 (54.0)	965 (61.7)	893 (40.3)	1,169 (45.3)
25-29	199 (23.8)	237 (23.2)	235 (17.0)	288 (18.4)	434 (19.6)	525 (20.3)
30-34	192 (23.0)	202 (19.8)	149 (10.8)	110 (7.0)	341 (15.4)	312 (12.1)
35-39	109 (13.1)	164 (16.1)	99 (7.2)	95 (6.1)	208 (9.4)	259 (10.0)
40-44	86 (10.3)	106 (10.4)	55 (4.0)	43 (2.8)	141 (6.4)	149 (5.8)
45+	86 (10.3)	89 (8.7)	13 (0.9)	24 (1.5)	99 (4.5)	113 (4.4)
Unknown	1 (0.1)		2 (0.1)		3 (0.1)	
Total	835 (100%)	1,020 (100%)	1,381 (100%)	1,563 (100%)	2,216 (100%)	2,583 (100%)
Mean Age	32.5	32.2	26.3	25.8	28.6	28.4

fieldworkers are younger than the health center workers. It is significant enough to mention that the age of workers has shown a tendency to lower year by year. The group aged less than 25 among the health workers shows only 11 percent in 1965, 14.5 percent in 1971<sup>1)</sup> and 19.4 percent in 1972. This tendency is shown among the fieldworkers as well. The same age bracket of fieldworkers shows 40 percent in 1965, 52 percent in 1971<sup>1)</sup>, 60 percent in 1972 and 64 percent in 1974. The activities of these younger workers are observed with keen interest in the performance of their duty.

### *Educational Status of Workers*

According to the findings of the analysis, 7.8 percent of all the workers attended university or more, 64.7 percent attended high school, and 27.5 percent attended middle school and below.

The educational level of health center workers is relatively higher than that of fieldworkers. The proportion of workers with the educational background of high school or more is more than 86 percent among the health center workers and 63.1 percent among the fieldworkers.

However, the level of education among the workers has shown a slight decline. The proportion of workers with the educational background of middle school and below is about 10 percent among the health center workers and 23 percent among the fieldworkers in 1971. In 1974, 13.1 percent of the health center workers and 38.8 percent of the fieldworkers had middle school education or less.

**Table 4.** Educational Background

School	Health center Workers		Eup-Myun Workers		Total	
	1972	1974	1972	1974	1972	1974
Middle school	122 (14.6)	134 (13.1)	475 (34.4)	576 (38.8)	597 (26.9)	710 (27.5)
High school	596 (71.4)	710 (69.6)	886 (64.2)	960 (61.4)	1,482 (66.2)	1,670 (64.7)
College	117 (14.0)	175 (17.2)	20 (1.4)	27 (1.7)	137 (6.2)	252 (7.8)
Unknown		1 (0.1)				1 (0.03)
<b>Total</b>	835 (100%)	1,020 (100%)	1,381 (100%)	1,563 (100%)	2,216 (100%)	2,583 (100%)

### *Marital Status of Workers*

Of all the family planning workers, a total of 55.4 percent in 1974 are unmarried; 21.6 percent of the health center workers and 78.0 percent of the fieldworkers. Accord-

1) KIFP, A Survey of F.P. Workers, 1972 p. 9

ding to the data of 1971, the initial year of registration system, 25.2 percent of the health center workers and 65.9 percent of the fieldworkers were unmarried. In the two years between 1972 and 1974, unmarried workers have increased by 6.9 percent. This analysis of registration cards shows that the recently employed workers are younger and less-educated, and a smaller percentage of them are married.

It seems that the recent employment of many new workers has created a lowering of the worker's quality. Younger, less educated and unmarried workers, however, are not always weaker to their duty than the other workers.

As the family planning workers play the central role in the performance of family planning program, the workers' lowered quality as above will not offer a good prospect for the family planning program in the future.

Therefore, it is desired that the employment of new workers always accompany the training.

### *Duration of Service*

The average duration of service of the workers is about 4.4 years. The health center workers have an average of 5.2 years of service, while the fieldworkers have 3.8 years. This shows that by the end of 1974, health center workers generally had been engaged in the field of family planning for a longer period than fieldworkers.

A total of 25.1 percent of all the workers have less than two years' experience in the field: 17.3 percent of the health center workers and 30.1 percent of the field workers.

As of February 1972, 57.4 percent of all the workers had been working less than two years, consisting of 39.2 percent of the health center workers and 68.5 percent of the fieldworkers. The above figures indicate that the worker's length of service in this field has generally increased.

A total of 23 percent of all the workers had seven years' experience or more (36.6% of the health center workers and 13.9 percent of the fieldworkers).

**Table 5.** Workers' Duration of Service ('72 & '74)

Duration (yrs.)	Health Center Workers		Eup-Myun Workers		Total	
	1972	1974	1972	1974	1972	1974
-2	327(39.2)	177(16.3)	946(68.5)	471(30.1)	1,273(57.4)	648(25.1)
2-3	99(11.9)	158(15.5)	124(9.0)	301(19.3)	223(10.1)	459(17.8)
3-4	60(7.2)	45(4.4)	49(3.5)	122(7.8)	109(4.9)	167(6.5)
4-5	63(7.5)	65(6.4)	44(3.2)	271(17.3)	107(4.8)	336(13.0)
5-6	47(5.6)	92(9.0)	33(2.4)	35(2.2)	80(3.6)	127(4.9)
6+	239(28.6)	483(47.3)	185(13.4)	363(23.1)	424(19.1)	848(32.8)
Total	835(100%)	1,020(100%)	1,381(100%)	1,564(100%)	2,216(100%)	2,583(100%)
Average Duration (yrs.)	3.7	5.2	2.5	3.8	2.7	4.4

Since the beginning of the family planning program, the family planning workers have been treated as temporary employees. Very little consideration has been given to promotions or raises, even for those workers with a very long period of service in the family planning program.

It is, therefore, desirable that some measure be implemented for treatment of workers so as to discourage them from resigning or transferring.

### *The Training Background of Workers*

Of all the workers, 16.8 percent had not received any kind of family planning training. This comprises 25.4 percent of the health center workers and 11.3 percent of the fieldworkers.

However, that figure decreased to nearly one third (16.8%) in 1974, as compared with 44.2 percent, that of 1973, when 32.7 percent of the health center workers and 24.0 percent of the fieldworkers did not receive any family planning training at all.

**Table 6.** Movement Status of Workers (Jan-Dec. 1974)

The Whole Workers	Retire	Transfer	Change	Total
2,583(100%)	693(26.8)	449(17.3)	293(11.3)	1,435(55.5)

**Table 7.** Age Status of Moved Workers in 1974

Age	No. of Workers	Retire or Change	Transfer	New Employment
—19	56(2.2)	24(2.4)	3(0.6)	54(5.6)
20—24	1,169(45.3)	436(44.2)	250(55.6)	510(52.6)
25—29	525(20.3)	278(28.1)	94(20.9)	194(20.0)
30—34	312(12.1)	113(11.4)	51(11.3)	107(11.0)
35—39	259(10.0)	72(7.3)	24(5.3)	55(5.7)
40—44	149(5.8)	42(4.2)	20(4.4)	39(4.0)
45+	113(4.4)	21(2.1)	7(1.5)	11(1.1)
<b>Total</b>	<b>2,583(100%)</b>	<b>986(100%)</b>	<b>449(100%)</b>	<b>970(100%)</b>
<b>Average Age(yrs.)</b>	<b>27.9</b>	<b>26.9</b>	<b>26.2</b>	<b>25.8</b>

**Table 8.** Marital Status of Moved Workers in 1974

Marital Status	No. of Workers	Retire or Change	Transfer	New Employment
Married	1,152(44.6)	392(39.7)	153(34.1)	354(36.5)
Unmarried	1,431(55.4)	594(60.3)	296(65.9)	616(63.5)
<b>Total</b>	<b>2,583(100%)</b>	<b>986(100%)</b>	<b>449(100%)</b>	<b>970(100%)</b>

In response to the problem of an increasing number of untrained workers, the Institute has prepared the basic training courses. Untrained workers amount to seven hundred persons at present. These workers will be trained at several different sessions because of the limited capacity of the Institute. In the near future, the Institute will consider the problem of integrating the training programs for family planning workers and maternal & child health workers.

It is possible to get the support and approval by the authorities concerned and the cooperation with other related organizations to do so.

#### *The Movement Status of Workers*

According to the analysis of movement of family planning workers, 55.5 percent of all the workers experienced mobility during 1974. Of these, 26.8 percent retired, 11.3 percent changed their job for other jobs such as maternal & child health worker or tuberculosis control worker, and the other 17.4 percent were transferred to other places. (See Tables 5, 6, 7)

It has been observed that these worker's high movement rate of retirement, change of job and transfer could affect the achievement of family planning program. The following tables 6, 7, 8 show the movement status of workers by age and by marital status.

## 家族計劃要員에 대한 中央登錄

— 要員들의 人事記錄 카-드를 中心으로 —

孔 世 權\*

1974年 12月末 現在로 全國 家族計劃要員 現況은 定員이 總 2,613名으로 이中 2,583名은 充員이 되어 勤務하고 있으며, 나머지 30席은 空席으로 있다. 그러나 前年에 比하면 이것은 훨씬 적은 數字다. 即 前年에는 50席이나 空席으로 남아 있었다.

1974年の 家族計劃要員 現況을 要約하면 다음과 같다.

1) 家族計劃要員中 단지 17.3%만이 看護員이나 또는 助産員의 免許를 가지고 있고, 要員의 74.3%는 看護補助員의 資格證을 所有하고, 나머지 8.4%는 아무런 免許도 갖고 있지 않다.

2) 全 要員中 거의 半數인 47.5%가 25歲미만이며, 42.4%가 25歲에서 39歲까지의 年齡이고, 10.2%가 40歲 이상의 年齡群이다.

25歲 未滿의 年齡群에 속하는 保健所要員은 21.8%뿐이고 邑·面要員은 64.1%가 이 年齡群에 속한다. 一般的으로 邑·面要員들이 保健所要員들보다 더 젊은 傾向을 보여 주고 있다. 그런데 家族計劃要員들의 年齡이 해마다 점점 낮아지는 傾向을 나타내고 있다는 것은 注目할 만한 일이다. 즉 1965년에는 保健所要員中 25歲 미만은 단지 11%, 1971년에는 14.6%, 1972년에는 19.4%를 각각 나타내고 있다. 이러한 傾向은 邑·面要員들 間에서도 마찬가지로 이들중 25歲 미만인 者가 1965년에 40%, 1971년에 52%, 1972년에 90%, 1974년에는 64%를 각각 나타내고 있다.

3) 全 要員中 7.8%가 大學以上の 卒業者이고, 高卒이 64.7%, 中學校 以下の 學歷을 가진 사람이 27.5%를 나타내고 있다.

그런데 保健所要員들의 教育水準이 邑·面要員들의 教育수준보다 비교적 높은 편이다. 즉 高卒 以上の 學歷을 가진 者가 保健所指導員中에서는 86%, 邑·面要員들 中에서는 93.1%를 차지하고 있다.

그러나 要員들의 教育水準은 약간 낮아지는 傾向을 나타내고 있어서 1971년에 保健所要員中 中學校 以下の 學歷을 가진 者가 10%, 邑·面要員은 23%를 차지하고 있는데 반하여 1974년에는 보건소요원중 13.1%, 邑·面要員中 38.8%를 占有하고 있다.

4) 全 家族計劃要員中 55.4%가 未婚이다. 즉 보건소지도원중 21.6%, 邑·面要員中 78.0%가 未婚이다. 한편 要員登錄制 實施의 첫해인 1971年度의 資料에 의하면 보건소지도원중 25.2%가 未婚이었으며, 邑·面要員중에서는 65.9%가 未婚이었다. 1972年에서 1974年까지 2年間에 未婚 要員의 數가 約 6.9% 增加하였다. 要員登錄 카-드의 分析에 의하면 一般的으로 近來에 採用된 要員들이 더 젊고 教育水準도 더 낮고 未婚者가 많은 것으로 나타나 있다.

5) 要員들의 平均 근무기간은 約 4.4年이다. 즉 보건소지도원이 5.2年, 邑·面要員이 3.8年の 근무경력을 갖고 있다. 1974年末 現在로 保健所指導員이 邑·面要員보다 더 오랫동안 家族計劃 分野에서 근무하였음을 나타내고 있다.

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全 要員中 2年 미만의 근무경력을 가진 者가 25.1%를 차지하고 있는데, 보건소지도원중 17.3%, 읍·면요원중에서는 30.1%가 2年 미만의 근무경력을 갖고 있다.

한편 1972年 2月末 現在로 수집된 資料에 의하면 가족계획 분야에 2年 未滿의 經歷을 가진 者가 57.4%이며, 요원 직종별로 볼 때 보건소지도원중 39.2%, 읍·면원중 68.5%가 2年 미만의 經歷을 가지고 있다. 위의 수치를 보면 가족계획 분야에 근무경력이 점점 늘어 난다는 것을 알 수 있다.

全體 要員중 7年 以上の 經歷을 가진 者는 23%나 된다(보건소지도원 36.6%, 읍·면요원 13.9%).

6) 전혀 가족계획 훈련을 받지 않은 要員들이 全 要員중 16.8%를 차지하고 있는데, 보건소지도원중 25.4%, 읍·면요원중 11.3%가 훈련교육을 받지 않은 것으로 나타났다.

그러나 이 수치는 1973年の 44.2%에 比하면 1974년에는 거의  $\frac{1}{3}$ (16.8%)로 줄어 들었다. 1973년에는 보건소지도원중 32.7%, 읍·면요원중 24.0%가 전혀 훈련을 받지 않았다.

7) 家族計劃要員의 動態分析에 의하면 全要員중 55.5%의 動態를 나타냈는데, 이중 26.8%가 퇴직을 하였고 11.3%가 母子保健 및 結核要員等으로 轉職을 하였으며, 나머지 17.4%가 다른 地域으로 轉動된 현상을 나타내고 있다.