



## The development of family planning (KB) program in Kulon Progo, Indonesia (1971-1998)

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### ABSTRACT

Kulon Progo Districts had been participated in the realization of KB program in Indonesia. The purpose of this research is to investigate: 1) General condition of Kulon Progo Regency before 1971; 2) The implementation of Family Planning program (KB) in Kulonprogo district from 1971 to 1998; 3) the socio-economic and cultural impact of the realization of family planning (KB) program in Kulonprogo district from 1971 to 1998. This research used historical research method according to Kuntowijoyo which consist of: (1) Topic selection; (2) Heuristics; (3) Source Criticism (Verification); (4) Interpretation; (5) Historiography. The result of this research shows that (1) General condition in Kulonprogo district before 1971 is an underdeveloped area and lack of welfare. (2) The realization of KB program in Kulonprogo district includes finding new acceptors, increasing the number of active acceptors (KB Lestari) and operational activities which consist of Communication, Education and Information (KIE), Contraception service and integration with other government agencies. (3) The realization of Family Planning (KB) program in Kulon Progo district from 1971 to 1998 result in socio-economic and cultural impact.

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### INTRODUCTION

A large and unbalanced population can cause population problems. These population problems are population distribution that is not in accordance with natural carrying capacity, high population growth rates, young population structures that become a burden and workforce growth that is not balanced with job opportunities (HS, 1983). Population problems are determined by growth rates, distribution patterns, density levels, and unfavorable age structures (BKKBN Pusat, 1995). The philosophy that developed, namely many children, much fortune, also contributed to the high population growth rate. This community philosophy has been embedded since the forced cultivation era. Starting with the implementation of the forced cultivation system which required a lot of labor, not only the head of the household who had a workload, but also his wife and children. Thus, the phrase many children, much fortune became very relevant at that time because having many children could help and ease the workload of the head of the family. At that time, around 64% of families were involved in the implementation of forced cultivation (Ham, 2018).

The supporting factors of the high population growth rate require a solution. The resolution of the population growth problem is carried out so that high population growth can be suppressed. Controlling population growth can also improve people's living standards, accelerate economic development, expand employment opportunities, as a plan and evaluation of national development (Tahute & et al., 2016). One way that can be done to control population growth is by promoting the Family Planning or KB program nationally by the government. The Family Planning Program is a micro regulation that limits the number of children in a family to control the high population growth rate in a country (2015). For developing countries, fertility is expected to decline as socio-economic development increases. Government policies related to family planning can also accelerate the decline in fertility rates (Nations, 1984).

The Special Region of Yogyakarta is one of the provinces with the second most densely populated area in Java after DKI Jakarta. In the 1980 population census, the Special Region of Yogyakarta had a population density of 868 people/km<sup>2</sup> (Biro Pusat Statistik, 1981). The area of the Special Region of Yogyakarta is 3,169 km<sup>2</sup> with a population of 2,750,813 people in the 1980 census. This number increased when compared to the population in 1971, which was 2,488,544 people (Biro Pusat Statistik, 1971).

Population growth in rural areas has a greater quantity when compared to urban areas. Every year, population growth in Kulon Progo continues to increase. In the 1961 population census, the population in Kulon Progo was 337,127 people (Biro Pusat Statistik dan Pusat Penelitian dan Studi Kependudukan UGM, 1980). In the 1971 Yogyakarta Special Region Population Census, the population of Kulon Progo was recorded at 370,629 people. A high population growth rate of 2.98 percent occurred in the period 1961 to 1971. This number increased in the 1980 census, the population of Kulon Progo increased to 404,135 people (Biro Pusat Statistik, 1981). The increase in population in Kulon Progo Regency is caused by various factors. Cultural, religious, and educational factors have shaped the negative response of the community to Family Planning issues and leaders consider these issues very sensitive in the early days of national development which may worsen the situation (Hull, 2006). Based on the background that has been explained, the author is interested in researching the Development of Family Planning (KB) in Kulon Progo Regency (1971-1998).

## RESEARCH METHOD

This research uses the Kuntowijoyo historical research method which consists of 5 stages (Kuntowijoyo, 2003):  
*Topic Selection*

The selection of this topic is based on emotional closeness, namely the author's concern about the sharp increase in population in the last decade, while Indonesia once experienced the glory days of family planning during the New Order era. Before the implementation of the family planning program, the phenomenon of sharply increasing population growth also occurred in the period before the New Order. If it is not immediately addressed and becomes a shared concern, it is feared that Indonesia will experience a similar population explosion phenomenon. Then, intellectual closeness because the author teaches a course in Contemporary Indonesian History.

### *Heuristics*

After the topic is selected, the next step is heuristics or source collection. This source collection is done by looking for books, articles, journals, sources that are relevant to the topic to be studied. Historical sources are divided into 2, namely primary sources and secondary sources. Primary sources are in the form of interviews with sources and archives.

Secondary sources are supporting sources used by the author. Primary sources were obtained by the author by visiting the UNY Central Library, the UNY FISHIPOL Library, the DIY BKKBN Library and Online Journals.

### *Verification*

Source criticism or verification is an activity to find the validity of source data. Source criticism can be done in 2 ways, namely internal criticism and external criticism. External criticism is source criticism by looking at the typing method, type of paper, writing style, ink and printing tools. Internal criticism by observing and comparing the substance of the source.

### *Interpretation*

Interpretation is an activity of interpreting data obtained from historical sources or historical facts. (Kuntowijoyo, 2013) In this interpretation stage, the author uses the methods of public policy analysis and health anthropology. The public policy analysis method is used to analyze policies issued by both central and regional governments related to Family Planning and the health anthropology analysis method is used to culturally analyze Family Planning in community life.

### *Historiography*

Historiography is the final stage in writing history, namely the activity of pouring research results into written form. Historical writing is written chronologically according to the sequence of events that occurred. In this

stage, all data and facts that have gone through the verification and interpretation stages are poured into written form.

## RESULT AND DISCUSSION

### *General Conditions of Kulon Progo Regency Before 1971*

Kulon Progo Regency is one of the regencies in the Special Region of Yogyakarta Province. Kulon Progo Regency is the second largest area in the DIY Province, with an area of 542.75 km<sup>2</sup>. Overall, Kulon Progo Regency consists of 12 sub-districts, 88 villages and 933 hamlets (BPS Kabupaten Kulon Progo, 1981). Population growth in Kulon Progo Regency in a period of 10 years, namely 1961 to 1971, increased. Kulon Progo is an area in the Special Region of Yogyakarta with a population in 1961 of 337,127 people with details of 163,110 male residents and 174,017 female residents. (Biro Pusat Statistik dan Pusat Penelitian dan Studi Kependudukan UGM, 1980) This number continued to increase in 1971 to 370,629 (BPS Kabupaten Kulonprogo, 1991). The population growth rate in Kulon Progo Regency from 1961 to 1971 was 2.98 percent. The following table shows the number and population density in Kulon Progo Regency in 1961 and 1971, detailed per sub-district.

Table 1. The Population of Kulon Progo in 1961 and 1971

No	Subdistrict	1961	1971
1	Temon	19,887	22,767
2	Wates	33,503	37,834
3	Panjatan	29,168	34,061
4	Galur	24,489	27,498
5	Lendah	29,063	31,439
6	Sentolo	33,564	35,103
7	Pengasih	35,048	37,825
8	Kokap	32,312	36,881
9	Girimulyo	23,259	25,018
10	Nanggulan	24,144	24,727
11	Samigaluh	25,609	28,446
12	Kalibawang	27,354	29,030
<b>Total</b>		<b>337.400</b>	<b>370.629</b>

Source: Kulon Progo Population Results of the 1961, 1971, and 1980 Census

Population growth in Kulon Progo Regency is certainly inseparable from changes, be it social, cultural and economic changes in society. The social conditions of society are greatly influenced by the level of people's welfare. In the 1960s to 1970s, Kulon Progo Regency was an area with poverty, backwardness and lack of welfare. The consumption of staple foods in Kulon Progo Regency in 1965 was dominated by mixed rice (corn and cassava). Almost all residents of Kulon Progo's staple food is "sego-jagung" (rice mixed with corn), even in sub-districts such as Girimulyo, Samigaluh and Kokap the staple food is "Oyek" Thiwul (Dewantara & Mardiya, 2003). Rice is a commodity that is considered to have a fairly high price so that to save money, people mix it with corn/cassava.

The livelihoods of the people in Kulon Progo include farming, trading, coconut tappers, laborers, small employees, sea fishermen, temper salt makers on the south coast and digging for manganese (Kutoyo, 1996). Most of the land area in Kulon Progo is used as rice fields/agriculture. The population in Kulon Progo Regency who work in the agricultural sector occupy the highest percentage among other types of employment. In the 1970s, in Kulon Progo, there were many young mothers aged 20 years old, who not only had many toddlers, but were also pregnant at the same time. The position of the husband as the main decision maker was still very much felt. The wives only served as "role models" without trying to voice their rejection.

### *Implementation of Family Planning in Indonesia*

Since the First Five-Year Development Plan (Pelita I), the Family Planning program has been developed as one of the national programs outlined in the General Guidelines of State Policy (GBHN). The objective of this national Family Planning program is to reduce the fertility rate by 50% in 1990 compared to 1971 (BKKBN Pusat, 1981). The policy on Family Planning was issued by considering the composition of the population,

geographical area, education level, social and cultural community. The government was very careful in dealing with the issue of the Family Planning Program as a national program because it concerns the socio-cultural problems of the Indonesian nation. (BKKBN Pusat, 1981).

Overall, the Family Planning program consists of six stages, namely the first stage is the Family Planning program approach stage through a special organization (BKKBN). The second stage is the Family Planning program approach stage which is linked to and is part of the health program. The third stage is the approach and coaching stage which has been combined with the development of other fields. At this stage, the Family Planning program began to be directed to reduce the fertility rate by 50% in 1990. The fourth stage is the reach is expanded to rural areas, where the governor and regent are responsible for implementing the KB program in their regions. The fifth stage is the medium and long-term stage where efforts to develop the Family Planning program have been formulated. The sixth stage is the community and institutional approach stage by linking it to aspects of daily life. (BKKBN Pusat, 1981)

#### *Implementation of Family Planning in Kulon Progo Regency (1971-1983)*

The implementation of the Family Planning program in 1971 to 1983 was an exploratory stage. The implementation of KB in Kulon Progo Regency in 1971-1980 was based on Presidential Decree No. 8 of 1970 concerning the Organizational Structure and Work Procedures of the National Family Planning Coordinating Agency. As a continuation of the Presidential Decree, the following was issued: Joint Decision of the Minister of Home Affairs and Head of BKKBN number 147 and 247 in 1971. About Implementation of Family Planning Programs in the Regions (especially for Java and Bali). The joint decision was issued with the consideration that the Family Planning program needs to be intensified in its implementation in the regions, including Kulon Progo Regency.

In the period from 1971 to 1983, the implementation of Family Planning in Kulon Progo Regency was focused on finding and meeting the target acceptors. The most popular contraceptive was the condom. The selection of condoms as the most popular contraceptive was based on practical use, easy to obtain, and based on the experience of expert doctors, condoms had no side effects for the user (Sastroamidjojo, 1957).

During this period, the elements of coercion to find and reach the target acceptors were still very much felt. Family planning officers visited every house in their work area and invited Fertile Age Couples (PUS) to do family planning. If there were PUS who did not want to do family planning, the PLKB then forced them to do family planning. During this period, many mothers were afraid to do long-term family planning (IUD/Sterile), so they chose condoms as an alternative. (Muginem, 2021). As a result of this, the demand for condoms became high in Kulon Progo Regency, thus earning the title of King of Condoms.

#### *Implementation of Family Planning in Kulon Progo Regency (1983-1988)*

The implementation of family planning in Kulon Progo Regency in the period 1983 to 1988 entered the phase of expanding family planning. The implementation of family planning in Kulon Progo Regency in this period was based on Presidential Decree Number 64 of 1983 concerning the National Family Planning Coordinating Agency. In the Presidential Decree, the Family Planning Program has had implementing units consisting of Government Departments or Agencies and community associations or organizations. The family planning program is integrated with other national development programs.

The implementation of family planning in Kulon Progo Regency in the period 1983 to 1988 produced significant results. In 1985/1986, the highest achievement of New Effective Family Planning participants for each Regency/Municipality was Kulon Progo Regency, which was 82.5%. The tendency to use effective contraception (IUD + Medical Operative) in Kulon Progo Regency increased. Data in March 1985 showed that the use of Effective Contraceptives had a percentage of 47.3% and in March 1986 it increased to 52.5% (BKKBN Provinsi DIY, 1987). The comparison between the achievement of New Family Planning participants with the addition of Active Family Planning Participants in 1986/1987, Kulon Progo Regency experienced a decline compared to the initial situation (BKKBN Provinsi DIY, 1987).

As previously stated, the implementation of the national Family Planning program is political-structural. This is also evidenced by the willingness of teachers and civil servants' wives to implement family planning (Widiyati, 2020). Some of them became family planning acceptors because of coercion and work demands. As one of the requirements for employment, it must be proven by participating in the Family Planning program (Hartini, 2020). However, there are also some who participate in the Family Planning program voluntarily because they understand the importance of regulating the number of children.

In 1988, the Family Planning to experience a change in policy direction. The policy change is stated in the Supplement to the Regional Gazette of the Special Region of Yogyakarta Province Number 3 of 1998 (Instruction of the Governor of the Special Region of Yogyakarta Number 2/INSTR/1988 Concerning the Implementation of the Independent Family Planning Program in the Special Region of Yogyakarta Province.

This Governor's Instruction changes the pattern of implementing family planning which was originally a government program completely changed towards an independent movement from the community.

#### *Implementation of Family Planning in Kulon Progo Regency (1988-1998)*

Entering 1988, the Family Planning program including in Kulon Progo Regency was assessed not only in terms of quantity with the number of Fertile Age Couples (PUS) who became KB participants, but also had reached a wider area, namely improving the quality of the population (Dewantara & Mardiya, 2003). At this stage, the government slowly began to make the community independent in KB. KB is no longer seen as an obligation from the government, but KB has been seen as an awareness for a more prosperous life.

The elements of coercion that occurred in the early periods of the implementation of family planning also decreased. In the period 1988-1993, the community did not feel much coercion. The number of PLKB in each hamlet was not as many as in the early periods of implementation. The number of PLKB or Family Planning Cadres in each hamlet in the period 1988-1998 was usually 1-2 people in each counseling (Sundari, 2021). In this period, the community has realized that family planning is a need that they strive for themselves.

The Kulon Progo Regency Government has made various efforts to popularize KB. The media used to popularize KB are entertainment media that are close to the community such as wayang performances, ketoprak, film screenings with "layar tancep" and radio broadcasts. In Kulon Progo Regency, there are the "Guyon Maton KB" Wayang Performance and Ketoprak KB (Mardiya, 2020).

The Family Planning Program continues to develop better and gets a positive response from the community with the increasing number of active KB participants in Kulon Progo Regency and most of them use IUD contraceptives (BPS Kabupaten Kulonprogo, 1998). The acceptance of the Family Planning program by the community in Kulon Progo Regency can be said to be positive. KB counselors are well received by the local community. The community's perspective that many children means many blessings is also starting to fade (Mardiya, 2020). However, there are still some people who refuse to use KB for reasons of privacy and religion (Marsiyati, 2020).

#### *Socio-Economic Impact of Family Planning Implementation in Kulon Progo Regency (1971-1998)*

Among the other four level II regions in the Special Region of Yogyakarta Province, Kulon Progo Regency has consistently experienced a decline in population growth. The declining population growth also indicates a declining fertility rate. This shows that the implementation of Family Planning in Kulon Progo Regency has been successful. The following is a table of the decline in population growth in the Special Region of Yogyakarta Province from 1961 to 2000.

Table 2. DIY Population Growth 1961-2000

Regency	1961-1971	1971-1980	1980-1990	1990-2000
Kulonprogo	0.95	0.29	-0.22	-0.04
Bantul	1.32	1.21	0.94	1.19
Gunung Kidul	0.81	0.68	-0.13	0.30
Sleman	1.26	1.56	1.43	1.50
Yogyakarta City	0.88	1.72	0.34	-0.39
<b>DIY</b>	<b>1.07</b>	<b>1.09</b>	<b>0.58</b>	<b>0.72</b>

In the economic sector, in general the Gross Regional Domestic Product (GRDP) at Constant Prices has decreased. The decrease occurred because of the monetary crisis (Mubyarto, 2001). During 1998, Kulon Progo Regency experienced a decline in economic production of 15.18%. This can be seen from the comparison between 1997 and 1998. The sector that was quite resilient in facing this crisis was the agricultural sector (BPS Kabupaten Kulonprogo, 2000). Population growth is one of the factors that influences GRDP and the level of public consumption (Niode & et. al., 2015). The more the population increases, the more GRDP and consumption will increase. If there is a decrease in the population, then GRDP and consumption will also decrease.

#### *Cultural Impact*

After the implementation of the Family Planning program in Kulon Progo Regency from 1971 to 1998, there were changes in the social and cultural fields in the Kulon Progo community. The health culture in the community, having more than 3 children, has changed to 3 children is enough and 2 children is better. In addition, the philosophy of many children, many blessings has slowly faded along with evidence of the success of the Family Planning movement in Kulon Progo Regency (Mardiya, 2020). Couples who have more than 2 children feel ashamed and then the desire to use family planning arises.

Changes in the use of contraceptive methods also occurred. Previously, for family planning, people still used traditional methods, namely Interrupted Coitus or Periodic Abstinence. However, there was a slow change towards the use of practical contraceptives, condoms. In fact, in the period 1978-1983, Kulon Progo was known as the "King of Condoms" in the province of the Special Region of Yogyakarta. Then, the title changed to "King of IUDs" in 1985.

The culture of having many children is also rare. Elementary school students are increasingly rare. Unlike before the family planning movement was carried out on a large scale, many fertile couples had small children who were still in elementary school. However, after the implementation of family planning in Kulon Progo Regency, it is rare to find, even teachers have difficulty finding students (Sukirah, 2020).

In on the other hand, the cooperation carried out by the government with many parties such as community leaders, religious leaders, women's organizations such as Family Welfare Empowerment (PKK) and through the mass media has yielded results. The result is that many women are moved to use contraception and the family planning program is still attached to the PKK. This makes women have no choice over control over their reproduction, because the power of the state (Putri & et. al., 2019). Women seem to be shouldering the burden together with the government to make family planning a success in Indonesia.

## CONCLUSION

Family Planning is a national government program that aims to reduce the fertility rate by 50% in 1990 from the number in 1971. The Family Planning Program has become a national program owned entirely by the government since the establishment of the National Family Planning Coordinating Board (BKKBN) through Presidential Decree No. 8 of 1970. Then, its implementation in the regions began in 1971, namely through a Joint Decree of the Minister of Home Affairs and the Head of BKKBN number 147 and 247 in 1971. About the Implementation of Family Planning Programs in the Regions (Especially for Java and Bali). The pilot provinces include West Java, DKI Jakarta, Central Java, Special Region of Yogyakarta, East Java, and Bali. Kulon Progo Regency as one of the areas that implemented Family Planning before 1971 is a picture of a backward and less prosperous area. There was a high increase in the number of residents every year. During that period, many young mothers were found who already had many children.

The implementation of family planning in Kulon Progo in the period 1971-1980 was an exploratory or introduction stage. During this period, the community still did not understand the importance of family planning. Family planning was considered taboo to talk about. Efforts made were focused on finding new family planning acceptors. In the period 1983-1988, the implementation of family planning in Kulon Progo Regency progressed. There was a change towards the use of long-term contraception in 1985 where Kulon Progo Regency ranked first in the province of the Special Region of Yogyakarta with the most IUD acceptors. The period 1988-1998 was a period of independent family planning popularization in Kulon Progo Regency. Family planning in Kulon Progo Regency has achieved success during this period. The community has realized the importance of family planning and made family planning a norm in their lives. The socio-economic impacts caused by the implementation of family planning in Kulon Progo Regency are that the family planning program can suppress the population growth rate. The population has decreased in percentage from before the implementation of family planning in Kulon Progo. The community feels the benefits of family planning, namely by limiting the number of children it can improve family welfare. A small number of children will minimize family expenses and can be allocated to other things. The level of education of the Kulon Progo community has also increased.

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