



# THE IMPLEMENTATION OF UNLIMITED COMMUNICATION INFORMATION COMMUNICATION AND EDUCATION PROGRAM FAMILY PLANNING (KELUARGA BERENCANA A.K.A KB) IN THE ERA OF HARYONO SUYONO'S LEADERSHIP

By

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## ABSTRACT

Every communication program has a strategy to ensure its success. As is the case with the Family Planning (Keluarga Berencana a.k.a KB) communication program initiated in the Haryono Suyono era. The program has become a spotlight in the world that Indonesia is able to control the birth rate. The purpose of this paper is to find out what the implementation of the Haryono era family planning communication program looks like, how it is evaluated, and if it is implemented in the current era, is it possible. The data collection method uses direct interview techniques. Thus, this paper uses a qualitative approach. It can be concluded that the implementation of the family planning program run by Haryono Suyono uses 3 (three) principles, namely (1) forming and maintaining a personal and humanist communication network, (2) setting and maintaining communication targets through simple messages, (3) the time dimension. Communicators need to maintain their reputation and have the authority and support to carry out family planning communication programs. Thus, the implementation of the program can be efficient and effective.

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## 1. INTRODUCTION

Around 1967 Haryono once made a script read by Ali Sadikin. The impact of the speech was able to persuade the community in receiving the family planning program. The family planning program echoed by the Haryono era not only raised clinical issues, but also succeeded in becoming a massive movement in the community for decades. The Family Planning (Keluarga Berencana a.k.a KB) communication program launched by Haryono is called Komunikasi Informasi dan Edukasi a.k.a KIE (Information Communication and Education), simplified into the KIE KB program. The main target of family planning is couples of childbearing age or can also be network members who have the most couples of childbearing age. The goal should be approached with more frequency.

Quoting from the results of Putri's study, et. al. (2019), that Haryono Suyono as the head of BKKBN, contributed to the success of the KB program during the centralization period under the leadership of President Soeharto. Haryono Suyono's success has become the world's spotlight that Indonesia is able to control the birth rate from the previous pro-natalis/pro-birth to birth control. Research by Jeremy Shiffman (2004) shows that in the management of KB programs in Indonesia, politically Haryono Suyono approached the governor to help make the KB

program a success. The slogan at that time was Two Children Enough (Dua Anak Cukup), Boys / Girls Equal. During the New Order period, the government at that time wanted to realize the Norm of Happy and Prosperous Small Families (Norma Keluarga Kecil Bahagia dan Sejahtera a.k.a NKKBS). The strategy of meeting the needs of the community in the New Order era is known as demand fulfillment which means that Couples of Childbearing Age (Pasangan Usia Subur a.k.a PUS) choose to use contraceptives according to their respective abilities and opportunities (BKKBN, 2011b in Putri, et. al., 2019).

According to Blackburn (quoted in Robinson, 2009) it is revealed that women's sexuality is again framed as a nature that is indoctrinated in family planning. The doctrine of family planning on women's sexuality is that women are mothers who use modern contraceptives, produce two children with a short birth distance, healthy children and get a good education, later as productive workers and citizens who are loyal to the state. Mohamad's Research in Women, et. al. (2019), stated that in the 80s the family planning program was launched with the demographic goal of limiting the number of population. The Two Children Enough program was delivered vigorously and there was an element of coercion.

The slogan "Two Children" is quite echoed throughout Indonesia. The foundation of the family planning program is on the shoulders of women and the government as the person in charge of the family planning program. President Soeharto at that time collaborated with many parties such as community leaders, religious leaders, women's organizations such as Family Welfare Empowerment (Pemberdayaan Kesejahteraan Keluarga a.k.a PKK) and through the mass media. As a result, many women are moved to use contraceptives. This leaves women with no choice over control over their reproduction because of state power. As stated by Dewi and Kusuma (2014), the emergence of PKK and KB aims to control women's activities in the political space.

Haryono is open to collaborating with academics in setting his communication strategy. J. Baran et al. in Islam (2013), provide the understanding that communication is the process of sharing of meaning, interpreted as a contact relationship between humans, both individuals and groups. Various inputs ultimately inspire to produce unique and different programs in order to produce the most effective and efficient strategies. Haryono called this strategy a communication program without restrictions. In that era, Haryono's strategy was classified as out of the box, outside of the tradition at that time. For Haryono, communication is something that can educate the community without communication restrictions. A communicator is a recipient of a message or receiver who can be an individual or a group. In the communication process, the communicator is the party who receives and interprets the message from the communicator. The communicator in this article is BKKBN. All parties in the environment around the communication target become communicators of the KB program. This is what is interpreted as a communicator target without restrictions. In the end, this paper aims to review the success of the family planning program that was initiated by Professor Haryono Suyono. The purpose of this paper is to find out what the implementation of the Haryono era family planning communication program looks like, how it is evaluated, and if it is implemented in the current era, is it possible.

## 2. RESEARCH METHOD

This study uses primary data from the results of direct interviews with Haryono Suyono. So that the type of research is qualitative. Secondary data is used to complete the analysis. Secondary data is obtained from relevant research studies and previous reports. The validity of the data is carried out through the process of triangulation of sources and theories. Quoting from Creswell & Creswell (2018) and Sarantakos (2013), that source triangulation means that researchers use different sources to obtain data with the same technique. This source triangulation technique also goes through several stages, namely, direct and indirect interviews and observations. For theoretical triangulation, it is carried out by comparing the final results of research in the form of information formulation with relevant theoretical perspectives.

## 3. RESULTS AND ANALYSIS

When handling the family planning (KB) program, Haryono served as the deputy with the highest power over the bureaus in the BKKBN institution. Haryono admitted that in that era the organizational culture was centralized, and the tendency of the bottom line was to submit to the instructions of the leadership. Currently, the tendency is that the command system has changed to a democratic system. This means that individuals in each structure have the autonomy to have an opinion regarding the central program. The democratic system has weaknesses, where to ensure that all lines in the BKKBN organizational structure can be in line with each other, a longer process time is needed. The solution to shorten the time is to implement strict rules and strict controls.

Professor Haryono Suyono has a scientific background in sociology. So that the family planning communication program that he applies is based on the character of the community. At that time, the target of the family planning communication program was people living in Indonesia. Even though residents live in Indonesia, the



target of the program is not aimed at a specific type of community. This means that all people have the potential to be recipients of messages, and then each community receiving the message forwards the message to others. Haryono called this strategy a communication program without restrictions. Haryono made the target without restrictions so that it became a communication relay movement. This means that family planning communication movements or programs do not limit certain community targets, all become recipients of messages. In the end, each recipient of the message is expected to relay the message to others.

#### **First Principle: Forming and Maintaining a Personal and Humanist Communication Network**

All parties can become communicators of the KIE KB program, even within BKKBN. So that no one becomes a spectator. This means that all divisions and BKKBN staff are active as program communicators. If in the present, at least actively continue through personal social media, becoming an active communicator in every environmental activity. Active in community gatherings, communication within the family and other interpersonal communication activities. Haryono does not want people to just be spectators, but they must be players, to be the subject of communication. This is the first principle that Haryono holds. All become the subject of communication and form a network. All are the subjects of the message. This strategy is to give the impression that the communication activity does not belong to BKKBN employees, but to the community. Moreover, BKKBN has limited working time. BKKBN employees are limited by working hours. But if it is a ulama or community leader, at any time it has the potential to continue the family planning program at flexible times. Synergy with community elements is important, because with its capacity it can reach residents. Such as religious leaders, security and order apparatus, and educators. The leaders will be left to develop a communication strategy to their community. So you don't have to collaborate with BKKBN. Because usually in the collaboration it is the dominant one who plays a role, then the others are just spectators. Just leave the apparatus, teachers, and religious leaders to reach out to their own forums or seek their own communion.

Haryono also gave a stage to public figures or religious leaders. There are types of figures who are pro-family planning and anti-family planning. For those who are anti-family planning are not given the opportunity to speak on the radio, they are not given the opportunity to appear on TV. Even in the meetings, the moderator has been told to give opportunities to the opponents at the last moments of the event. So that the opposing party does not control the audience. An atmosphere is created so that it becomes a pro atmosphere. For the cons, it is made that there is no place. Haryono admitted that this strategy is effective, besides that for the opposing parties, it has been eroded for a long time. So there is conditioning. The moderator is always accompanied by staff who know the character of the audience. Even the extreme ones, for the opposing party in the next meeting, they were not invited anymore. So that communication not only affects the audience, but also makes the audience affected. This technique conditions the communication process not only from the communicator, but also from targets that automatically become a community through audience engineering.

The KB communication program launched by Haryono is called KIE a.k.a Komunikasi Informasi dan Edukasi (Information Communication and Education). He explained that at the education stage, it targets closed groups such as schools and universities. Although initially closed, Haryono deliberately conveyed the same message repeatedly. Thus, the delivery of program messages is not only done once. This is in accordance with the concept of Continuity and Consistency described by Cutlip, Center, & Broom in Afizha and Kholik (2021), that communication is carried out repeatedly with various variations of messages and the messages must be consistent, which means that the messages do not contradict each other, making it easier to carry out the communication process.

Access to reach various levels of society is also owned by Haryono. Freedom to be able to communicate with influential figures, such as religious leaders, teachers, regent leaders, governors and so on. The ease of reaching these figures is another strategy so that they can become resource persons as well as communicators, or trusted messengers to the environment and society. Quoting the concept conveyed by Cutlip, Center, & Broom, in Afizha and Kholik (2021), that Credibility is communication that starts from an atmosphere of mutual trust created by communicators earnestly to serve the public who have faith and respect. According to Mulyana (2008) in Silvia and Paramita (2018) credibility consists of several dimensions, one of which is a dimension that shows how the speaker is perceived with respect to the subject presented as well as opinions about the speaker's intelligence, the information he has, his competence, and authority.

In explaining the concept of social relations, it is defined by using the opinions of Gillin and Gillin in Soekanto (2013), that social relations can be interpreted as a continuous bond in the social aspect dynamically between human groups or between individuals and social groups (Soekanto, 2013). In simple terms, social relations are also referred to as social interactions, which according to Soekanto cannot be separated from two social values, namely social contact related to the bond between several parties and communication values which are the process of conveying messages in order to become a dynamic decomposer that can strengthen the value and direction of social contact (Soekanto, 2013). So it can be said that before the formation of social relationships, each party concerned will start the

main stage, namely social contact and continue with the communication process. With the effective use of the role of communication in managing and unraveling these differences, the direction of social relations tends to lead to positive relationships or unity (Hamsinah, Jannah, Ardhojo, Meliala, 2022).

The communication formed by Haryono is a transfer of power. That is the ability to transfer power to others. This means that these informants are given the freedom to forward family planning messages. Even when there is a mistake in the content of the message, Haryono allows and refrains from criticizing them in front of others. Indeed, if it is wrong, it must be reprimanded, but not in public. The mistakes can be explained privately and let them correct them. This is conveyed in a whisper so that the person is not embarrassed and remains confident. In this way, Haryono is confident that the reprimanded party will not lose face. When we trust others to socialize the family planning program, give full support. Because many people don't want to talk because they are afraid of being wrong. So if someone wants to talk, then give support. This strategy is an effort to maintain the network in a humane manner.

Haryono believes that the network formed can be used not only for family planning but also for other positive purposes. In order to do so, maintaining a network must be made into a personal network. Not only familiar in the task, but familiar personally. Haryono described that even if the officials are busy, we can meet his wife and get to her kitchen. So it means, if the officials in the area cannot be found, you can meet his wife. He can even meet his wife while cooking. This illustrates the success in creating a solid network. According to Haryono, if you haven't been able to enter the kitchen, it means that you are not familiar with the network. Haryono conveyed to the staff and the BKKBN communication team that they were able to form a very familiar and personal network.

Because the network is so great, it is often a means for BKKBN to get ideas in the development of family planning programs. If there is an idea from them and it can be used as a national idea, then those who have the idea will be very happy. One of them is the idea of jargon "two children is enough". The determination of jargon in the family planning communication program is also necessary. The jargon "two children are enough" was considered appropriate to represent the family planning program at that time. Although this also opposes the myth of "many children have a lot of fortune" or religious beliefs. In response to this, Haryono's strategy is to give a role to religious leaders. So, for example, the target recipient of the KB message is for the students, let Mr. Kyai give it. It was not Mr. Haryono's team that gave it. So that through religious leaders, the students are directed to participate in the family planning program movement.

As a reward, religious leaders are given the convenience to carry out worship such as Hajj and Umrah through state facilities. Indeed, this step is not easy and cheap. So, for example, out of 100 religious leaders, approximately ten people succeeded. But then we announced the ten on a large scale. Create an atmosphere of pride that they have succeeded in obtaining rewards and rewards. By announcing through the mass media, it became a source of pride for the religious figure and encouraged other figures to participate in supporting the KB program.

How the reward program is given is also a challenge for BKKBN to convince other institutions such as the Ministry of Religious Affairs, the Ministry of Finance and others involved. At first, it was difficult to convince, because it was a request that had nothing to do with the success of KB. So we have to have a thought of how to connect. So it can be concluded that when we involve other institutions in our communication program, our ability is also needed to convince the other party.

In another example, Haryono's ability to succeed in convincing other parties is during an effort to get legal support. Haryono said, when asking for the support of the Prosecutor's Office, the Attorney General asked what our relationship with KB is? Haryono explained that in the law there is something to do with family planning. The marriage law cannot be before 17 years old, if you violate it, you can go through legal proceedings. So by socializing to the public that the law of marriage must be over 16 years old. So that later it will be seen by the President that the Prosecutor's Office supports the KB program. With this explanation, the Attorney General finally mobilized his prosecutors to take care of KB through a marriage law socialization program. Then when Haryono collaborated with the Ministry of Public Works. Minister of Public Works, what does it have to do with KB? Then it was answered that the ministry takes care of repairing the holes in the road, we take care of the holes that run on it. So because we both take care of the holes, it's better for us to work together. From the story, sometimes the humor strategy can succeed in diluting the atmosphere and meeting the other party.

Then when partnering with the Indonesian National Police, Haryono assured that BKKBN wanted to install billboards on the roadsides. The content of the sentence in the billboard is to connect the traffic safety program with the KB program. As for the costs, they are obtained from the company's CSR. This was finally agreed upon and supported by the Indonesian Police. So an outdoor media installation in the form of a billboard was made, "Be careful on the street, there are two of our children waiting at home". From this experience, Haryono's program is supported by the police and gets the points of installation places, and is financed by companies that want their logo images to be installed.





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### **Principle Two: Setting and Maintaining Communication Goals through Simple Messages**

The measure of the success of the formation of a communication network is the accuracy of determining the target fragmentation. So make sure to reach someone who has influence and that influence then spills over to other young childbearing age couples. The main target of family planning is couples of childbearing age or can also be network members who have the most couples of childbearing age. The goal should be approached with more frequent frequency. The secret of communication is how the communicator gets the main goal. The family planning (KB) program has the main target, namely couples of childbearing age. When the main target is known, we carry out a siege strategy. Movements through community leaders, billboard installation, and the use of various media were deployed in the main target areas. Socialization is carried out with frequent intensity and continues to be monitored. Haryono said that if later if it has succeeded in besieging the target, the task of BKKBN is sometimes just to go around and monitor.

Haryono began the delivery of the KB message by designating certain communities that he called friends. Friends are among the community, they can influence or can influence the community. So that communication programs have no limits. As a first step in the implementation of the family planning communication program, Haryono set targets that are considered to have the potential to support the birth rate reduction program. Haryono then grouped them into 3 (three) types, namely: (a) the main group; namely those who have 0 (zero) to 2 (two) children, (b) tertiary groups; namely those who have more than 3 (three) to 4 (four) children, and (c) the Luberan group; namely couples who have more than 4 (four) children. The Luberan group is not the main target, but remains the target of the communication program because it can have the potential to have awareness and forward the message of family planning to their environment. The target of supporters (overcrowding) is the community in general. So the 5 child and 6 child are the target supporters who are not required to enter Family Planning. There is no need to chase. So if you don't participate in family planning, it's okay. But when they want to participate in family planning, they must be praised. Once the target is known, the communication strategy varies according to the characteristics of other communities.

According to Haryono, the primary target must change. Not only his knowledge, but also his attitude and behavior changed. If so, Haryono believes that if the target of young people in family planning has changed, then finally he will want to join family planning by himself and want to be a pioneer in his environment. Especially now that the digital era is easier to spread ideas, and has the opportunity to become a national issue. So that the presence of various digital platforms today makes it easier for communicators. Because the essence of the network must be able to target young age networks. This age is the main target of parties or groups that can reduce the number of population. For Haryono, one person who has influence up to ten people, will be better than one person who has the influence of a few people. Therefore, groups that have many members of young fertile couples, must be made members of the network. In this second principle, Haryono looks for communication subjects starting with couples of childbearing age. Every time the subject plays a role, it is expected that the impact will be extraordinary, including: primary impact, secondary impact, tertiary impact (overflow). Thus, in addition to primary, tertiary, and outsourced targets, the KIE KB program is open to collaborating with various influential parties. Central and regional government officials, religious leaders, media partners, and so on. So that individuals who have influence are made friends of the program. So the more staff searches for a subject and the subject is active, then this is called successful.

The communication strategy developed by Haryono is in the form of expanding the reach, meaning that the communication network is everywhere. In addition, make sure the meaning is the same throughout the network. So that if the center delivers program A, then it is the same until it reaches the villages or to the villages. After that network members are given attention or awards. For example, those who feel like friends, will be sent a letter of appreciation from BKKBN. Usually the recipient of the letter will frame it as pride. With this system, the network is not only formed but the network is maintained. The maintenance is not to blame but praise, so they are happy to help. Haryono assigned BKKBN staff to maintain the network. The staff does not need to tell stories about convoluted content, because family planning is enough to inform the most essential things in a simple way so that it can be mastered by the network. Later, the doctor who went down to the community explained and assisted the technical use of family planning products. So that the communication strategy in managing family planning (KB) messages is simple so that it is easy for the public to understand.

### **Third Principle: Time Dimension**

The third principle, the formation of networks needs to pay attention to the time dimension. Communicators need to know the distribution of their communicative targets. This time dimension means moving from the network that is formed. The speed of the communication program process is highly dependent on how to use time. This means that when it comes to a new area, the priority village is the one that has the largest number of primary targets of childbearing age. Then it will move to other villages that have a lower number of primary targets, and so on. If there

are no couples of childbearing age and are predominantly inhabited by parents in a village, then there is no need to visit. So communication is very dependent on how we divide the time dimension. Haryono explained that there are 3 (three) stages of the approach process. (a) The first dimension is the introduction stage, (b) the second is to enter, (c) and the third dimension is graduation. The passing dimension is characterized by the target's willingness to participate in the family planning campaign program. This is as described in the theory of Social Penetration.

The Social Penetration Theory developed by psychologists Irwin Altman and Dalmas Taylor provides a comprehensive framework for understanding the development of interpersonal relationships (Altman & Taylor, 1973). This theory argues that as relationships progress, individuals gradually reveal more personal information and intimate thoughts, leading to deeper levels of closeness and trust. At the heart of this theory is the idea that relationships develop through a systematic process of self-disclosure, in which individuals start with superficial interactions and gradually move towards more intimate exchanges (Altman & Taylor, 1973). This theory outlines 5 (five) different stages of relationship development: orientation, exploratory affective, affective, stable, and depenetrative. In the orientation stage, individuals engage in small talk and exchange basic information. As the relationship progresses, the affective stage of exploration involves more personal disclosure and the development of emotional bonds. The affective stage is characterized by increased trust and the sharing of deeper thoughts and feelings. Eventually, a stable stage is reached, where relationships become more predictable and routine. Finally, the depenetrating stage occurs when a relationship ends, and the individual withdraws from the intimacy they once experienced (Sumartono & Megawati, 2022). The Social Penetration Theory also states that the depth of self-expression is influenced by the level of intimacy felt between individuals. Studies have shown that people are more likely to disclose sensitive information to people they perceive as high-level close friends, than lower-level close friends (Yovetich & Drigotas, 1999). This pattern is believed to be enforced normatively, as individuals are more comfortable spreading personal information upwards in the hierarchy of intimacy than downwards.

As well as community leaders who are rewarded. Communication targets also need to be respected. Attention can be given in the form of awards. If they succeed, they must be given an open award, so that others are moved to want to imitate them. The award can be done through news in the media, or announcements during open meetings with the community. The announcement in itself is an interesting piece of information and will be imitated by others. Because humans really want to be rewarded. And the awards given in public are very important. An award is a type of compensation or reward given to an individual or group for good behavior, achievement, contribution, or effectively completing a task in accordance with the goal (Lubis and Nasution, 2023). Then according to Indriantoro in Lubis and Nasution (2023), appreciation is one of the human resource management techniques used to foster cooperation between the workforce and the implementation team in order to achieve the goals and objectives that have been set. Haryono also explained that national and international award symbol products are finally only stored in the closet. If it is sold, the value of the material is not necessarily there. In fact, the importance of the award is when it is given. So let others watch it. So even though it is less of material value, but because the award is given in front of the crowd, the price is high.

Haryono concluded, the formation of a network is number one in communication. Who are the network members who need to be approached, then that is the goal. Then also do an evaluation. This method is sure to succeed in any program, not just the family planning program. Creativity is needed in handling communication programs. For Haryono, creativity will inspire communicators to compile a variety of unique communication messages. A unique communication program is a gap so that the communication message can attract attention and stick in the minds of the public. As in the example of how Haryono proposed ideas for the National Family Day event on June 29, 2024. Haryono proposed one idea of a family pilgrimage on national family day. Haryono asked BKKBN friends to broadcast it. The national pilgrimage was initiated to appreciate the parents who participated in family planning in the 1970s. They are currently elderly or have passed away. So that the program is so that children and grandchildren make a pilgrimage to the grave and remember the brand's parents. Haryono admitted that this idea arose because his wife was gone. So that inspired Haryono to gather his family by calling his children and grandchildren to make a pilgrimage to his grandmother's grave.

Haryono also argued that whoever leads the BKKBN needs to master communication techniques with the principle of freedom. This means that they have the authority and support to carry out the family planning communication (KB) program. Then the communication technique that is carried out is using a communication network formation system. Thus, the program can be delivered efficiently and effectively. In addition, as the main communicator, BKKBN not only delivers programs but is able to go down and be able to be the eyes and ears. This is so that the solemn or rumors can be responded to immediately. Haryono also reminded that as a communicator, it is necessary to maintain reputation and good name anytime and anywhere. Even when covered by the media, make sure that no activities that can cause controversy are recorded. Haryono also conveyed the importance of maintaining the



network. Maintain good relations with all communicators, with superiors and other officials, even to the leadership of the State.

#### 4. CONCLUSION

The success of the KIE KB program is measured by a change in target behavior. The success of the KIE KB program in that era can be an inspiration for other communication programs in the current era. In general, the communication strategy of KIE KB professor Haryono includes: (a) Forming and maintaining a communication network, (b) Entrusting the network to become a successor to the message with humanist supervision, (c) Setting a target message recipient so that the communication strategy is tailored to the target group, (d) Ensuring that all individuals in the BKKBN organization (message communicator) are committed and consistent in running the program, (e) Maintaining a reputation as a communicator, (f) Have access to collaborate with all parties, (g) Support for the budget for program implementation, (h) Support for other agencies, (i) Repeated message delivery and (j) Give awards and media broadcasts.

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