

# The Role of BKKBN Bali on Promoting New Concept High Quality Family

1<sup>st</sup> Christina Whidya Utami  
 International Business Management Department  
 Universitas Ciputra  
 Surabaya, Indonesia  
 whidyautami@ciputra.ac.id

3<sup>rd</sup> Hilda Yunita Wono  
 Communication Science Department  
 Universitas Ciputra  
 Surabaya, Indonesia  
 hilda.yunita@ciputra.ac.id

2<sup>nd</sup> Monika Teguh  
 Communication Science Department  
 Universitas Ciputra  
 Surabaya, Indonesia  
 monika.teguh@ciputra.ac.id

4<sup>th</sup> Charly Hongdiyanto  
 International Business Management Department  
 Universitas Ciputra  
 Surabaya, Indonesia  
 charly@ciputra.ac.id

**Abstract**—The Governor of Bali issued an instruction regarding the Socialization of the Krama Bali Family Planning (KB) Program. In this instruction, a family is suggested to have four children in order to have a better quality family. It is indeed contrary to National Population and Family Planning Agency (BKKBN) main program which encourages families to have only 2 children. Therefore to facilitate new regulations and existing local wisdom, BKKBN of Bali promoting new concept high quality family that emphasizes the prevention of early marriage, reproductive health and spacing of births.

**Keywords:** *high quality family, BKKBN Bali, family planning program*

## I. INTRODUCTION

On June 14, 2019, Governor of Bali, I Wayan Koster, officially issued instructions to regents and mayors throughout Bali to immediately stop the KB program campaign with the slogan of 2 children. He issued the ban through the Bali Governor's Instruction Number 1545 of 2019 concerning the Socialization of the Bali Krama Family Planning Program. The instruction was set in Denpasar dated June 14, 2019 [1]. The basic of the Instruction made by Koster refers to Law No. 52/2009 on Population Development and Family Development, and Law No. 23/2014 on Regional Government as amended several times, the latest by Law No. 9/2015 concerning Second Amendment to Law No. 23/2014 on Governance Area [2].

The background of the issuance of this Instruction is the stagnant condition of the population growth in Bali. The governor suspected that this condition was caused by the successful campaign of the two children program by the central government. As a result of this condition, it culturally

can threaten local wisdom in Bali. Especially in the context of giving names to children. Some names that are identical to the characteristics of Bali will certainly disappear if no rescue steps are immediately taken [3]. Generally Balinese give names to children according to birth order. The first child used to use the name Wayan, Putu, or Gede. For the record, for the nobility, usually prefer to use the name Putu rather than Gede or Wayan. Meanwhile the second child is usually given the name Made which is derived from the word Madya which means middle. Alternatively, you can also use the name Kade, Kadek, and there are also some areas in Bali that use the name Nengah. Furthermore, the third child tends to be named Nyoman or Komang. This name has a young meaning derived from the word Anom. Finally, the fourth child is generally named Ketut. Ketut has the word origin Ketuwut which means to follow [4].

In full, the governor's instruction states that respect for reproductive rights based on the Krama of Bali means that every family has the right to have descendants of more than 2 (two) people and even up to 4 (four) people, whose names consist of Wayan, Made, Nyoman and Ketut. Thus, the issuance of this Instruction also means stopping the campaign and dissemination of family planning for 2 (two) children are adequate or 2 (two) children are better who have been running for years [5]. The governor also instructed all staff in charge of family planning to campaign and socialize the new Krama Bali Family Planning (KB) based on local wisdom, to realize superior and high quality Balinese people families. This instruction was also carried out as the implementation of the vision of Bali Regional Development 'Nangun Sat Kerthi Loka Bali' through the Pattern of Universe Development Planning Towards a New Era of Bali [2].

Since the issuance of this instruction, there have been many pros and cons in Balinese society, as well as from the outside community. Deputy Chairman of the People's Representative Council for People's Welfare Fahri Hamzah supports this policy. He agreed because the concept of seeing humans as burdens and the causes of the problems pushed us to the attitude of anti-human. anti-humanitarian attitude means that it is contrary to the Second Principles of Pancasila, Fair and Civilized Humanity. Fahri is not worried, if the socialization of the two children program is sufficiently stopped, there will be an explosion of population that is detrimental to future generations, ie the future of the child is not guaranteed. Future generations will be able to carry the burden if the government provides good education [6]. I Gusti Agung Putu Gempa Yuliana, a public policy observer and Balinese citizen, provides support for this policy as well. He felt that the Karma Bali KB policy was a tribute to Balinese local wisdom. He also hopes that this policy will be followed by a real program that can support the Balinese who want to run it [7]. Irma Suryani, a member of the House of Representatives Commission IX from the NasDem Party Faction stated that this is called failing to understand what is called local wisdom. Family Planning is a program where birth is arranged so that the mother is healthy and the family is prosperous. Irma also explained that the setting of spacing of childbirth and the number of children are able to maintain the health of the mother's reproductive organs. Also, with the family planning of two children, affection and attention to children can be maximized, welfare can also be maximized for children [7]. Hasto Wardoyo, Head of the Central BKKBN, also responded that consideration of the number of children was a biological consideration, a health consideration. Research around the world, based on evidence has a uniformity in the statistics review that mothers who give birth to a third or more children have a high mortality rate. Women also tend to be more prone to bleeding in the third pregnancy. So scientifically having two children is far better for the health and well-being of mothers [7]. Due to the pros and cons in this community, the BKKBN of Bali, which has the main function of educating family planning, needs to take steps to campaign for this new concept, without eliminating the essential essence of the Family Planning program.

## II. THEORETICAL CONCEPT

### A. Family Planning Program in Indonesia

From the points in the direction of the 1999 State Policy Outline and existing legislation, the National Family Planning Program is one of the programs to improve the quality of the population, the quality of human resources, health and social welfare which has been carried out through birth regulation, maturation marriage age, increased family endurance and family welfare. The Direction of State Policy Outline is then further elaborated in the National Development Program which has been stipulated as Law Number 25 of 2000. The main purpose of implementing family planning is to improve the health and welfare of mothers and children, families and the community at large. With the successful implementation of planned families, it is expected that the birth rate can be reduced, so that the rate of population development does not exceed the ability to increase production. Thus the level of life and welfare of the people is expected to increase.

The family planning program is carried out on a voluntary basis and does not conflict with the religion, beliefs and morals of Pancasila. Thus, guidance, education and direction

are needed so that people with their own awareness can respect and accept the pattern of a small family as one of the main steps to improve their welfare. Therefore, the implementation of the family planning program does not only concern medical technical issues, but also covers other important aspects in the life and community life.

In accordance with the direction of Government development for the 2015-2019 period, the National Population and Family Planning Agency (BKKBN) is one of the Ministries/Agencies that is mandated to realize the Development Priority Agenda, especially in Priority Agenda number 5 (five), namely "Improving the Quality of Life of Indonesian People "Through" Population and Family Planning Development ". The focus in the implementation of the Population and Family Planning Program are [9]:

- ) Strengthening and integrating even and high quality family planning and reproductive health service policies
- ) Provision of facilities and infrastructure as well as guarantees the availability of adequate contraceptive devices and drugs in each family planning health facility and service network, as well as the utilization of health facilities for family planning services.
- ) Improvement of Family Planning services by using the Long-Term Method to reduce the risk of drop-out and non-Long-Term Methods by providing information on an ongoing basis for the continuity of family planning participation and providing continued family planning services by considering the principles of Rational, Effective and Efficient
- ) Increasing the number and strengthening the capacity of family planning field workers and health workers for family planning services, and strengthening institutions at the community level to support the mobilization and counseling of family planning
- ) Advocacy on population, family planning and family development programs to policy makers, as well as promotion and mobilization to the community in the use of contraceptive devices and drugs
- ) Increased knowledge and understanding of reproductive health for adolescents through education, socialization on the importance of 12-year compulsory education in the context of maturing marriage age, and increasing the intensity of family planning services for young couples to prevent births in adolescence
- ) Fostering family resilience and empowerment through family development activities in order to preserve family planning participation and influence the family of prospective acceptors to join family planning program
- ) Strengthening governance of family development and family planning through strengthening the legal, institutional, and population and family planning data and information
- ) Strengthening the Population and Family Planning Sector through the provision of information from the results of research/studies on Population, Family

Planning and Family Resilience and increasing research collaboration with universities related to the development of the Population, Family Planning and Family Development Program.

### B. *Diffusion of Innovation*

Diffusion of innovation is a process by which new ideas are communicated to the public. What is unique about the diffusion of innovation is that there is novelty in a message delivered, so that it creates uncertainty in the mind of the communicant. This uncertainty causes the message is not easily accepted by the communicant, because the idea still needs to be tried and the benefits are still not imagined. Therefore social construction is needed to be able to run and develop these ideas [10]. There are four elements in the diffusion of innovation, namely:

#### J Innovation

Innovation is certainly a key element in the process of diffusion of innovation. It is this innovation that causes the need for the diffusion of innovation. Innovation can be interpreted as an idea, a practice, or an object that is still new to individuals and society. There are five characteristics of innovation that affect an individual or society's decision to accept or reject a decision, i.e.

##### a. Relative Advantage

What is meant by relative superiority is the strength of an innovation compared to the conditions without it. If the innovation has a great advantage, the community will more easily accept the innovation. This superiority can be seen from various aspects such as economic value, efficiency, social prestige, comfort, satisfaction, and so on.

##### b. Compability

What is meant by compatibility is the suitability of innovation with the applicable values, the recipient's field of experience, and their needs. If the innovation contradicts the prevailing values, is not in line with the experience of the recipient, or does not match the needs, the innovation will be difficult to accept.

##### c. Complexity

An innovation has certain complexity to be understood and used by the community. The more complicated and difficult to apply, the innovation will also be more difficult to accept

##### d. Trialability

In order for an innovation to be more easily accepted a demonstration that can be seen or felt by the community. If the trials can be felt directly, then the innovation will be more easily accepted than if only demonstrated.

##### e. Observability

The results of innovation will also affect the level of acceptance. Therefore, the easier the results or the impact of the innovation is seen by others, the easier the innovation will be accepted.

#### J Communication Channel

After an innovation is made, the next thing to do is communicate it. Communication here aims to achieve mutual understanding between the bearer of innovation and the recipient of the innovation. In order for the messages carried by the communicator to be conveyed properly, an appropriate communication channel must be chosen. In the diffusion of innovation there are generally several communication channels that can be used, namely interpersonal, mass media, local channels, and cosmopolitan channels.

Interpersonal channels are the most basic channels that can be used, namely by conveying directly from individuals to other individuals. The mass media is also one of the channels that is considered effective, especially if the target of diffusion of innovations is large numbers of people and far away locations. But the mass media will be lower in effectiveness if used to provide innovations that are difficult to accept. Local channels are one of the more effective channels for socializing more complicated innovations because messages are put through existing social systems. This channel requires an effort to recognize the social system and adjust the message to the condition of the social system. While cosmopolitan channels are channels that are outside the existing social system. This channel is more suitable for forming initial awareness because it is more informational and less persuasion is given.

#### J Time

Time is also very crucial in the diffusion of innovation. The time dimension can be seen from several sides in influencing the diffusion of innovations. The first is in terms of the recipient. Generally, age will affect the acceptance of an innovation. Someone who is older will tend to be slower to accept innovation compared to someone who is younger, so they need more time for the diffusion process of innovation. Besides the recipient, the acceptance stage is also in the time dimension. Innovations are generally included in several stages, namely the distribution of knowledge, the formation of attitudes, decision making for acceptance of innovation, the implementation of innovations, and confirmation of decisions. In each of these stages the communicator must be able to see and arrange the right time so that each stage can run well.

#### J Social System

The social system is units that are interconnected and incorporated in an effort to solve a problem and achieve certain goals. This social system can be an organization, a sub-system of an organization, or a community group. The process of diffusion in a social system is strongly influenced by several things including prevailing social norms, the social structure of the system, the role of leaders and agents of change, the type of decision making in the social system, and how they deal with the consequences.

### III. DISCUSSION

#### A. Innovation

The Krama Bali Family Planning Program is a breakthrough from the family planning program that has been announced by the Indonesian government. In this program, the community is no longer encouraged to only have two children, but four children. This rule itself is a social innovation based on Balinese local wisdom. The existence of these rules provides different opportunities and views for the people of Bali to regulate the condition of their families. Usually the ideal family that is doctrined consists of father, mother and two children, now converted into father, mother and four children in accordance with the customary naming in Bali. Because this new policy is considered contradictory with the old policy that has long been circulating, it needs special efforts to conduct socialization so as not to get caught up in a circle of pros and cons in society. Therefore, the BKKBN of Bali took steps to find common ground between the new policy and the policy that had been there for a long time. This similarity is raised in the concept of a "high-quality family". The new policy to have four children and the old policy to have two children equally lead to higher quality families. Therefore, this concept was raised by BKKBN of Bali in educating the public. With this high-quality family concept, BKKBN of Bali provides a relative advantage for the community. The community certainly wants their family to become a prosperous family, therefore the acceptance of this concept is greater.

In addition to avoiding lengthy debates about the number of children, BKKBN Bali places more emphasis on preventing early marriage and birth intervals that are too close. As for the number of children in the family, the BKKBN of Bali surrenders entirely to the decisions of each family. People can freely determine the number of children in their families according to their own abilities and conditions. But the community must still understand the importance of family planning. Things that continue to be socialized by BKKBN of Bali are prevention of early marriage, prevention of birth intervals that are too close, and prevention of pregnancy in old age.

The recommended age of marriage is at least 20 years, so there will not be cases where "child looks after children". There is a village in Bali where the average person is married after 16 years, even though 16 years old is still classified as children according to the law. If the child immediately has a child after marriage, then she/he will raise a small child at the age of childhood. This certainly has a very bad impact because children certainly do not have the mental readiness to raise children. They also have not been able to build an established life to be able to guarantee the welfare of their families. Not to mention they may still have a desire to look for experiences in life that they cannot get if they have to take care of the family. Eventually there was a high rate of divorce and neglect of children. Therefore, the prevention of early marriage became a focus that was socialized by the BKKBN of Bali.

Besides preventing early marriage, the BKKBN of Bali also focuses on maintaining inter-birth intervals. Many problems also occur as a result of birth intervals that are too close. The ideal birth interval between each child is four years. This is because each child certainly requires attention from their parents. If the birth interval between siblings and siblings is too close, then parents will tend to be unable to pay attention

to the mental and emotional development of their children. Therefore, setting birth intervals becomes crucial in family planning.

Last but not least, the BKKBN of Bali also advocates prevention of pregnancy in old age. The ideal age for a woman to get pregnant is under 40 years. More than that, the risk that will be experienced by her will be large. Some risks that may be experienced by mothers include difficulties in giving birth normally, severe complications during pregnancy, gestational diabetes, gestational hypertension, miscarriage, infant death at birth, and it can even lead to the death of mother too. Seeing this condition, pregnancy in old age should be prevented especially if the family already has enough children.

Indeed, if all three focus in family planning is carried out, the community can be assured of having a high quality family without being burdened by the number of children. If they are aware of getting married at an adequate age, giving intervals between births, and preventing pregnancy at old age, then the ideal number of children in the family will follow. So the debate about the ideal number of children can be avoided by changing the focus of the message being socialized.

#### B. Communication Channel

In an effort to diffuse the innovation of the Bali Karma KB Program, BKKBN Bali uses various channels that they have developed so far. The simplest channel they use is still an interpersonal channel. This channel has the advantage of being close to the community and making it easy for people to ask questions and give answers about this sensitive issue. Socialization through interpersonal channels is carried out through cadres and field workers. They are tasked with providing counseling and answering community questions. Besides through the interpersonal channel, BKKBN of Bali also collaborates with local mass media to conduct socialization. Head of advocacy, information and education of BKKBN of Bali, I Made Arnawa, held talk shows with various mass media related to high quality family socialization. BKKBN of Bali also actively uses their website to disseminate information on this issue.

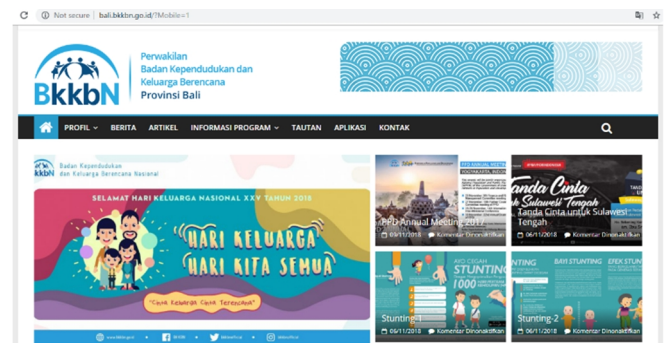


Fig. 1. BKKBN of Bali Official Website

To reach the target at a young age, BKKBN of Bali also uses social media including Instagram and YouTube. They actively create content and upload it on social media. This is done mainly to socialize the prevention of early marriage age, where the main target is millennial generation. They also have a small studio in the office to create their social media content.

With the use of these diverse and precise media, the diffusion of innovations on Karma Bali family planning program so far has been going well.



Fig. 2. BKKBN of Bali Official Website



Fig. 3. BKKBN of Bali Official Website

### C. Time

The target age for , the diffusion of innovations on Karma Bali family planning program is quite diverse. From young people to socializing prevention of early marriage, middle-aged people who have started families to plan birth intervals, and people aged 40 years and older to prevent high-risk pregnancies. Therefore, acceptance of this new information also requires time and ongoing effort from the BKKBN of Bali. In order for the socialization to run well, the BKKBN Bali information and education division carried out a continuous outreach program. They do regular updates on their website and social media.

### D. Social System

In the social system, , the diffusion of innovations on Karma Bali family planning program is quite acceptable to the community. This is because the one who initiated this policy was the Governor, a respected person in Bali. In addition, this policy was taken from local Balinese policy. Therefore, according to the social system, there are no significant obstacles to the diffusion of this policy.

## IV. CONCLUSION

The diffusion of innovations on Karma Bali family planning program is currently in the process. The BKKBN of Bali began its diffusion by looking for similarities between old

policies and new policies so that the concept of high-quality family emerged. This concept does not emphasize the ideal number of children in the family, but rather the planning towards a prosperous family. There are three things to focus on in this concept, namely prevention of early marriage, prevention of birth intervals that are too short, and prevention of high-risk pregnancies in older women. With this concept, BKKBN Bali seeks to provide relative advantages, without the need to clash with policies that cause debate. In its distribution, BKKBN of Bali uses various channels including interpersonal channels through cadres and field workers, mass media, official websites, and social media Instagram and YouTube. Social media is used to reach younger targets. The age of the diffusion of innovation targets are very diverse, where they are ranging from adolescents to ages above 40 years. Therefore, it takes time and continuity to be able to reach all targets equally. Whereas the social system found no significant obstacles because the initiator of this policy was a respected governor and this policy was rooted in local Balinese policy.

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