

A PROJECT TO HELP PRACTITIONERS  
HELP THE RURAL POOR

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IPPA YOUTH PROJECTS:  
IMPROVING RURAL FAMILY LIFE IN INDONESIA

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International Council for Educational Development, 1978.

## PREFACE

This case study examines an experimental youth project of the Indonesian Family Planning Association that was initially inspired by a new "youth program" of the International Planned Parenthood Federation. The case is of interest in its own right but also because it represents an effort to respond to a basic quandary faced by a growing number of voluntary organizations that have been the pioneers of family planning in developing countries. The quandary is this: What role should such an organization seek to play after the national government finally adopts a strong population policy and takes over responsibility for nationwide family planning services?

If the private organization simply goes on doing what it was doing before the government stepped in, it is likely to fade into a marginal participant in the overall national family planning effort. Or worse, it may soon find itself on a collision course with an energetic new government population agency. If in order to avoid such a collision it agrees to confine its program to educational and motivational activities, leaving entirely to government the providing of clinical services and distribution of contraceptives, then the private organization will become divorced from the mainstream of action and may soon lose its credibility and effectiveness.

What other alternative is there? The most promising and potentially useful one, which the International Planned Parenthood Federation has been encouraging its member associations to pursue, is to seek out some important new frontiers to work on where further bold and imaginative pioneering is needed. The most obvious such frontiers are defined by the following five common weaknesses of conventional family planning programs.

First, they have been largely urban-centered and have not reached out effectively to serve the great majority of the population living in rural areas, especially the poorest and most destitute families in greatest need of help. Second, they have preferred to "go it alone," concentrating on their own limited organizational objective of winning "acceptors" while keeping their distance from closely related family improvement needs and services (such as primary health care, nutrition, general maternal and child care, and opportunities for poor women to earn some income) that would make natural allies for gaining broader acceptance of family planning, especially among lower income families. Third, many family planning programs are not even integrated internally; their so-called Information, Education, and Communication components live separate lives of their own, divorced from one another and from the service

and distribution components. Fourth, family planning programs have generally concentrated their efforts on married couples who already have a number of children, thereby neglecting the youth and younger adults who will be tomorrow's parents and whose energies, if effectively mobilized, could add great strength to the family planning movement. Finally, most family planning services have been clinic-based and dominated by the medical profession rather than being community-based with opportunities for local people to participate directly in running the programs.

A variety of innovative efforts by both voluntary and official agencies have been initiated in recent years in an attempt to overcome the above weaknesses, especially in Asia where most governments have already mounted sizeable family planning programs. Three specific examples of such innovative efforts are examined in earlier ICED case studies in this series that focus on the SAVAR project and the BRAC program in Bangladesh, both of which integrate family planning with health and other family improvement services in rural areas, and the Community-based Family Planning Service in Thailand. Another ICED case study, still in process, is examining the Philippines Population Commission's "Outreach Program" that seeks to bring family planning services directly into the villages and where possible to mesh them with other family improvement activities.

The unique feature of the Indonesian experiment examined in the present case study is that it focuses specifically on rural youth groups in an effort to engage their energies in a broad population education effort directed at out-of-school rural youth (who constitute the great majority of their age group). As so often happens the first time out, this experiment encountered a variety of unforeseen difficulties and was still far short of achieving its original goals at the time of the ICED study. But this is precisely what makes the study of special value to others interested in working with rural youth, for the likelihood is that they too will encounter similar kinds of difficulties unless they are forewarned and forearmed.

ICED was very fortunate in securing two able and experienced Indonesian partners to carry out this case study. We wish to express ICED's deep appreciation to Mr. Soenarjono Danoewidjojo, former Director of PENMAS (the Indonesian national community education program) who was the principal investigator and author of the report, and to Mr. S. Sudarmadi of the National Ministry of Education and Culture who served in his private capacity as a special consultant to ICED in helping to organize the study and in making substantial professional contributions. During two visits to Indonesia Dr. Manzoor Ahmed, Deputy Director of the overall ICED international study of which this case study is a part, worked closely with these Indonesian partners (with whom he had worked extensively on previous occasions) in designing the study and making field visits to project sites. He also assisted in the final editing of the report and contributed an introductory commentary.

We also extend our special thanks to Mrs. Sophie Sarwono, Chairman of the Indonesian Planned Parenthood Association and to

Dr. Z. Rachman Masjhur, Executive Director of IPPA, both of whom not only welcomed the idea of an independent examination of this experimental project but cooperated fully in carrying it out, and to Dr. Haryono Suyono, Coordinator of Research and Development for the Indonesian National Family Planning Board (BKBN) who gave encouragement to the study and provided ICED with much useful information on the nationwide family planning program. We have no doubt that many others, both in Indonesia and elsewhere, will benefit from the useful lessons derived from this interesting experiment, but we are especially hopeful that the IPPA itself will find the ICED study useful to its own future operations.

Finally, we wish to acknowledge ICED's indebtedness to the several co-sponsoring organizations listed on the reverse of the title page whose generous financial assistance made this whole international project possible. We hasten to add that ICED has enjoyed full independence in carrying out the project and, along with the author, is solely responsible for the content and conclusions of the present report.

Philip H. Coombs, Project Director  
Vice Chairman of ICED

October 5, 1978

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INTRODUCTION\*

IPPA'S INVOLVEMENT IN YOUTH

The youth are important in family planning programs as well as in broader efforts to improve the quality of life of rural families because they form close to a quarter of the total population in developing countries and because, as a group, they stand at the threshold of adult roles and responsibilities in the family, the community, and the nation. The youth in developing countries also include large numbers who, at a crucial juncture of life, are especially affected by the deprivation of educational opportunities and the denial of active participation in the process of national development.

Interest of the Indonesian Planned Parenthood Association (IPPA) in youth is traceable to the increased attention of its parent body, the International Planned Parenthood Federation (IPPF), to the youth question. In May 1973 IPPA personnel attended a regional workshop in Singapore for the Southeast Asia and Oceania Region of IPPF on ways of bringing population and family-life education to out-of-school youth. Each national team in the workshop worked on developing a pilot project for its own country. It was here that the outline and concept of the Tangerang youth project took shape.

After elaboration and refinement of the plan outlined at the Singapore workshop, the Tangerang project was implemented in 1975 in two subdistricts of Tangerang district, 25 kilometers west of Jakarta. The planning phase of the project included various steps, such as the identification of out-of-school educational activities for youth in the two subdistricts, the development of appropriate population education curriculum and content, and the selection and training of population education instructors.

The project itself, over a six-month period, and in the course of about 48 hour-long sessions, provided instruction on population matters to 700 youths who were already participants in such programs as Qur'an recital, family life education, scouting, dance lessons, and English lessons.

The original plan, as developed by IPPA participants in the Singapore workshop, was to insert population education components in ongoing vocational skill projects, so as to make population education a

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\* These introductory comments were written by Manzoor Ahmed of the ICED staff.

part of a broader effort to improve the life prospects of underprivileged out-of-school youth. In practice, apparently because a cluster of appropriate vocational training projects for out-of-school youth located conveniently in neighboring villages was hard to find, the project used as vehicles other educational programs that had little to do with the economic situation of youths from poor families. In fact, many of the participant youths, particularly those belonging to Boy Scouts and Girl Guides and some members of the dance and English courses, were students in secondary level institutions rather than out-of-school youths.

Recognizing these anomalies in the project, members of an evaluation workshop (consisting of IPPA personnel and involving outsiders) recommended that in any subsequent expansion of the project illiterate rural youths be the target group and population topics be presented in the context of a functional literacy approach. Whether the functional literacy approach would have been effective in reaching out and helping youths from poor rural families (given the uneven record of functional literacy programs) and whether IPPA could have or should have launched a literacy program are moot points.

As it happened, after the conclusion of the Tangerang pilot project, IPPA tried out a new approach of reaching the young people by working with leaders of youth groups. The unstated assumptions behind this approach were that the social dynamics of out-of-school rural youths permitted the emergence of leaders or leadership roles, that these leaders or potential leaders could be identified, and that with appropriate instruction and orientation from IPPA these leaders could influence the points of view and perceptions of their peers. The youth leaders project called for the selection and a two-week training of "leaders," each of whom in turn, would lead periodic discussion and instructional sessions with peer groups. IPPA would provide a small financial incentive for a period of twelve months to the groups which each group could use in support of its own activities.

We do not know if the underlying assumptions behind the project plan were justified or not. However, implementation of the project made it clear that reaching the most underprivileged groups was difficult. In one of the more successful project locations in the Wonogiri district of West Java--where visitors interested in the project were often taken--the youth leaders and the peer groups belonged to cultural, recreational, and sports organizations of local youth. These preexisting organizations provided a base of operation for the selected youth leaders and offered some assurance that education and information activities might continue after the termination of the IPPA project. Members of these groups were young people who had a relatively high level of education, many of whom had white collar employment and generally belonged to "middle-class" families. It appears that only youths from the relatively better-off families had the inclination or could afford to join the youth activity groups. Members of the groups were, of course, expected to contact other youths in their respective villages and propagate the population messages to them. Discussion with members of the groups did not reveal that this was done seriously or on a broad scale. In any case, it is debatable that these kinds of contact could be very effective. They were at least two steps removed from IPPA and were likely to have been carried out in a patronizing and somewhat

"didactic" manner, because those outside the groups were not social and cultural peers of the group members and were not participants in the group activities.

Another youth project implemented by the Yogyakarta chapter of IPPA in 1977 attempted to serve indigent girls among the youth by combining training in sewing with population education. The expectation was that the one-month course would equip the participants with an income-producing skill and at the same time make them better informed about matters relating to family planning and family welfare. The courses were over-subscribed and evoked an enthusiastic response among young girls in several villages near Yogyakarta. However, the participants, again judged by their educational level and occupational status, were girls from the relatively better-off families. The girls attended the instructional sessions in both sewing and population topics, but few acquired sufficient proficiency to be able to earn an income. Moreover, it seems that insufficient attention was given to the question of market demand for sewing skills in the locality. This experience points to the general problems that are faced in attempts to improve the socioeconomic prospects of rural youth from poor families by offering skill training only.

#### IMPORTANT FEATURES OF YOUTH PROJECTS

The three youth projects have some important characteristics in common that point to both their limitations and their possibilities.

1. The projects focused unambiguously and categorically on education and information for out-of-school youth in both population and family planning topics. The approach was purely pedagogical, employing such paraphernalia as curricula, instructors, instructional sessions, and lectures as distinguished from an action-oriented learning-by-doing approach. The projects were not concerned with the possibility that the youth might play an active role in the national or local family planning activities, or, indeed, in other community development efforts that impinged on the welfare of families or of youths themselves. If the organizers of the projects were aware of existing knowledge about the integrated development approach (and how attitudes and behavior in respect of family planning depended on various socioeconomic factors), there was insufficient recognition of it in the projects. The instructional content did stress the negative consequences of population increase on various aspects of development. The instructional approach also made use of youth groups organized for other purposes to insert the population education content. The aim, however, was the delivery of population messages. The involvement of youth in motivational and educational activities within the context of a family planning (or a broader family welfare) action plan was outside the scope of the projects.

2. Each of the projects was planned and implemented on an *ad hoc* basis that was entirely contingent upon the financial support

that IPPA could get from its parent body. The duration of the operational phase of the projects ranged from one month to twelve months. In each case there was a sudden withdrawal of IPPA support and involvement when the project formally ended. This withdrawal impeded the development of any longer-range strategy and program approach for youth and affected any possible impact of the projects through follow-up activities. In situations where some residual activities continued or some of the activities were adopted by other collaborating organizations, IPPA failed to maintain a working relationship with them and therefore missed the opportunity to maintain influence and strength.

3. In each project the population education component was planned, directed, and managed by IPPA itself. Even when a "vehicle" agency was looked for, as in the Tangerang project, it was for the purpose of inserting IPPA's population education component into the existing program rather than of making the collaborating organization a full partner in the effort or of giving it the responsibility for carrying out the population education part along with other educational activities. In the other projects that were entirely managed by IPPA, its role was even more dominant. This dominance of IPPA may have discouraged other organizations, particularly those active in the youth field, from sharing the responsibilities of population education for youth and may have been a factor in limiting the potential multiplier effect of the projects.

4. As we have noted above, the projects attracted the "middle-class" and educated sections of out-of-school youth and failed to reach the large majority of out-of-school youth who are illiterate or semi-literate and belong to the most disadvantaged socioeconomic groups.

5. At an average per capita cost of US\$13.50 (US\$48,000 for a total direct clientele of 3,600 young people), the projects must be judged expensive and impractical when considered in terms of the total needs of the country. This is a relative judgment that is supported by the fact that the projects for the most part served the more easily reachable educated, organized, and middle-class minority and failed to reach the disadvantaged majority whose total number in the country is close to 20 million.

#### IMPORTANT ISSUES

The experience of the youth projects of IPPA raises a number of questions for which clear answers are needed. What really are valid and viable objectives for IPPA in serving the needs of the youth? Who among the youth should be the prime target groups for youth activities? What is the best approach for carrying out youth activities? What does the youth project experience of IPPA say for the future role and functions of IPPA? These are obviously interrelated questions and one cannot be discussed in isolation from the others.

#### Valid Objectives

IPPA has chosen to define its objectives for the youth projects in the narrowest terms, assigning itself a pedagogical and communication role. This appears to be in line with the approach supported by the parent organization, IPPF.<sup>1</sup> The range of possibilities here is wide and might include projects for the participation of youth in motivational and educational efforts for the larger community, in activities designed to improve the economic status of the

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<sup>1</sup>See IPPF, Working with Youth: Some Out-of-School Approaches to Population, Family Life and Sex Education, London, 1978. Also IPPF, Reaching Out-of-School Youth: A Project Planning Handbook for Population-Family Life Education, London, 1975.

youth themselves, or in active roles in more broadly conceived programs designed to improve the quality of life of disadvantaged families. Any combination of objectives that would be appropriate and feasible for IPPA cannot be considered independent of the resources and capacities of the potential target groups. Thus far it would appear that by adopting a narrow pedagogical definition of the purposes of the youth projects, IPPA has failed to develop an approach that reaches the disadvantaged majority among the out-of-school youth and has ruled out a significant role for itself in promoting an active involvement of youth in self-help and community development actions. It needs to be kept in mind that a pedagogical approach to youth activities that does not have a direct bearing on the economic situation of the participants cannot possibly arouse the enthusiasm of the young people from poor families that are struggling for survival. This observation is amply borne out by IPPA's own experience.

### Priority Targets

It has been noted in the report that a large majority of the young people in Indonesia is illiterate or nearly illiterate, having dropped out of school before acquiring a functional level of literacy skills. Although it is not documented in the report, it is likely that these same illiterate and semi-literate youths are also the sons and daughters of the landless farm laborers, pedi-cab drivers, petty peddlers, and similar groups with extremely low family income. Members of these groups have no opportunity to benefit from the recent emphasis that has been placed on population education in formal schools. Nor are they affected as much by the mass media and the modernizing influences and values of urban life as those with higher levels of education and income and a greater awareness of family planning issues. A small family-size norm is likely to be a part of the cultural milieu that is shared by the latter groups and from which the disadvantaged majority is excluded. Population education, as a focus for youth activities is, therefore, more appropriate to the illiterate and low-income youth than to those who are more fortunate. Be that as it may, the purely pedagogical approach is not likely to be effective in reaching the disadvantaged groups. Even if population education is the main concern, it must be presented within a broad-based strategy embracing the active participation of youth in activities designed to affect their social and economic situation. Although a case may be made for educating privileged youth in a broad-based strategy, it should not obscure priorities or distract attention from the urgent necessity of devising approaches to reach those who are disadvantaged.

### Viable Approaches

Obviously, a rigidly defined model of youth projects cannot be recommended; variation in approaches and emphases are acceptable and necessary even if there is a broad agreement about the main objectives and the target groups. However, if an integrated activist approach as opposed to a pedagogic-didactic approach is called for, certain implications for IPPA, should be mentioned. Given the limited resources of IPPA, its character as a voluntary organization, and its basic mandate in relation to population and family planning,

IPPA probably is in no position to launch development projects that can affect any sizeable number of youths. The best approach for IPPA is to seek out organizations and programs already engaged in youth development activities and to collaborate with them by providing inputs which it has the capacity to provide and which will help the cooperating organizations and programs to achieve common goals. A good start at collaboration was made by IPPA in the Tanerang project, although IPPA's input there became more an appendage to the existing programs than a part of it. This limited attempt at collaboration was abandoned in later projects.

Some organizations and programs with whom IPPA may possibly collaborate are described briefly in the appendix of this report. The author has not assessed the effectiveness and performance of these programs or the compatibility of their objectives and approach with those of IPPA. This IPPA must do when it seeks collaborative relationships. There are certainly other promising organizations in the country, particularly voluntary ones, that are not included in the appendix.

Meaningful collaboration will require IPPA to take a broader view of its own population objectives--to see them in relationship to the broader goals of the collaborating organizations and to identify them with the needs and aspirations of youth. IPPA also has to be willing to hand over the management of the collaborative effort to the collaborating organization. IPPA's own limited resources can go the farthest if it concentrates on such activities as--

- working with other organizations in developing new ideas and approaches for enhancing the participation of the disadvantaged youth in youth activities;
- becoming a producer, repository and distributor of informational and educational materials on population and youth activities for other organizations and agencies;
- assisting in the evaluation and analysis of programs and performances of other organizations and in planning and managing improvement in their programs;
- becoming a vehicle for the exchange of ideas and information, and even mutual collaboration among organizations interested in the youth;
- supporting experimental projects of other organizations which have promise of wide applicability and to provide seed money for innovative activities which, if proven out, will attract support from other sources.

#### IPPA's Overall Role

In the light of the above discussion, a general comment or two may be in order about IPPA's overall role in the context of the

## *INTRODUCTION*

national family planning program. As the report points out, the national program gives IPPA a circumscribed role mainly in the area of information, education, and motivation. Since the government policy is to entrust the BKKBN (National Family Planning Coordination Board) with full jurisdiction and operational control over family planning activities targeted at the adult population and BKKBN appears to be quite mindful of exercising this jurisdiction, IPPA activities in respect of the adult population have to be bound by the confines of IPPA's assigned role.

There may be some leeway for IPPA in the area of youth projects to break new grounds and move in new directions. There are opportunities for demonstrating the possibilities and problems in integrating family planning and population activities with other development activities, and for clarifying the practical implications of "beyond family planning" approaches through supporting appropriate youth activities. These opportunities can be seized only if IPPA reassesses its present policies and activities for the youth and takes note of the important lessons from its past experience.

## CHAPTER 2

### GENERAL BACKGROUND

#### THE YOUTH PROJECT OF IPPA

In Indonesia, according to the census of 1971, 61.7 percent of the population are under the age of 25, and 17.1 percent are youth between age 14 and 25 years. It is obvious that the youth, entering the reproductive age and soon taking upon themselves adult responsibilities of parenthood and maintenance of families, must have a sound grasp of population problems and family planning concepts, if they are expected to make sensible decisions about family life problems and family size. The youth who constitute such a large proportion of the population are at a crucial stage of life as far as family planning is concerned.

In line with the long-standing policy and goal of the Indonesian Planned Parenthood Association (IPPA)<sup>1</sup> to make all sections of the community aware of the many implications of population changes and to involve them in population activities, it was decided to launch a pilot population education program for out-of-school youth. The significance of the focus on out-of-school youth is that most Indonesian youths are either not in school, or have never been in school. Recent efforts to introduce population concepts and topics in the school program do not benefit those who have already left school or those who have never enrolled in school. The national family planning program, which of necessity emphasizes services to "eligible couples" and the recruitment of "acceptors" does not specifically cater to the requirements of adolescents and young adults.

The first IPPA youth project, financed by its parent organization, the International Planned Parenthood Federation (IPPF), was launched in eight villages of Tangerang district in West Java in March, 1975. The pilot phase of the project supported by IPPF lasted until

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<sup>1</sup>Known in Indonesian as PKBI or Perkumpulan Keluarga Berencana.

September, 1975. Subsequently, on the basis of the Tangerang experience, IPPA implemented other projects for youth in different locations in six provinces during 1976 and 1977. This report of the IPPA youth activities will attempt to set the youth activities in the context of the total IPPA program and the national family planning program, examine the details of the youth activities, and bring out the lessons learned from the Indonesian experience in the involvement of youth in programs for improving the quality of life of rural families.

#### IPPA - HISTORY, GOALS, AND FUNCTIONS

Perkumpulan Keluarga Berencana (PKBI), or the Indonesian Planned Parenthood Association (IPPA), was officially established in December, 1957 with a small group of physicians and social workers as members of its board. The organization set for itself the goal of rendering services to prospective as well as married couples in the form of pre-marital counseling; medical examination, diagnosis, and treatment of sterility; and planned regulation of pregnancies.

In view of the prevailing sociopolitical situation and public opinion about family planning at the time, the association had to restrict itself to activities of a sociomedical nature and provide services relative to birth spacing as well as overcoming sterility on a voluntary basis. Birth planning services were mostly given to women shortly after their confinement (following the postpartum approach).

Launching extensive open campaigns was hardly feasible because of the opposition of various groups and the lack of government support. Attempts were made to overcome these constraints by inviting prominent leaders in religion, education, and other fields in the community to discuss family planning ideas and concepts in a seminar setting. The family planning seminar held in Jakarta in 1963 was considered by the advocates of family planning to be a success. Other seminars were held in Bandung, Semarang, Bali, Yogyakarta, and Surabaya. A meeting held in Subang, in the center of a rubber and tea estate area was attended by about 200 sympathizers. IPPA soon spread itself outside Jakarta and opened six branches in Denpasar, Bandung, Surabaya, Semarang, Yogyakarta and Palembang.

Because IPPA as an organization was not entitled to run family planning clinics, its board members took steps in their personal capacity to establish a Family Planning Service Project designed to open and run family planning clinics. By 1964, 59 clinics were reported to be providing family planning services. Twenty-eight physicians were attached to them as consultants and 60 midwives as their assistants, while 4,980 persons were registered as regular visitors to those clinics. In June 1966, when circumstances permitted, the Family Planning Service Project was brought under the control of IPPA.

By 1967, IPPA, encouraged by the public response to its own pioneering efforts, began to view family planning, not just as a

necessary health service but as a legitimate means of promoting the economic well-being of the family and the socioeconomic development of the community and the nation. In the "Proceedings of the First PKBI Congress" (1967) it was noted:

Family planning in the sense of birth control needs to be practised in regions with dense population, while in areas with expanses of land family planning implies birth planning for the sake of maternal and infant health, and family well-being. Furthermore, family planning is one of the avenues for achieving justice and prosperity in society.

This Congress also expressed IPPA's appreciation for the government's family planning policy and indicated the association's preparedness to assist in the government's effort "down to the farthestmost corners of the country, in order that the benefits can be enjoyed by all strata of society." In the same year (July 1967) IPPA became a legally recognized corporate body and was accepted as an associate member of IPPF. Two years later IPPA became a full affiliate of IPPF, and therefore eligible for full financial and organizational support from the parent body.

In 1970 the Government instituted BKKBN (Badan Koordinasi Keluarga Berencana, or National Coordinating Body for Family Planning) with its main functions (1) to assist the President of the Republic in deciding government policies on family planning; and (2) to coordinate implementation of family planning programs.

Although BKKBN is nominally responsible only for coordination of family planning services, it has become the implementer of the national family planning program of the government (see below) and has therefore limited the direct role of other agencies, particularly the private ones, in rendering family planning services.

IPPA's main functions, as defined by its charter (and taking into account the national program of BKKBN), are in the field of manpower training, information and motivation, research and evaluation, and (to a limited degree) medical services. As officially set down in the by-laws of IPPA, its functions are to:

- provide information and education on family planning for the well-being of the family and community;
- do pre-marital and marital counseling, render assistance in cases of sterility, and for the spacing of pregnancies;
- render aid in family life education and population education;
- provide additional training to family planning personnel;

- assist the government in organizing and supervising the distribution of equipment and medicines;
- render, directly as well as indirectly, serviceable advice for the development of family planning in Indonesia;
- assist in a more efficient utilization of new contraceptive methods for tackling population problems;
- endeavour to make renovations in legal, social, cultural and other domains in support of family planning programs.

PKBI's organizational set-up parallels the national administrative structure. At the provincial level, there is a chapter (*daerah*) of the national organization, and a branch (*cabang*), covers a district (*kabupaten*) or a municipality (*Kota-madya*). By 1977, a chapter was established in each of the 26 provinces, and over 220 branches functioned throughout the country.

At the national level IPPA is managed by a central plenary and a central executive committee. The central plenary committee includes the central officials and representatives designated by provincial chapters. The central executive committee--composed of a chairman, two associate chairmen, a secretary general and a treasurer-- manages the implementation of IPPA activities and is assisted by an extensive operational staff, headed by an executive director. The operational responsibilities of IPPA are divided among the following bureaus:

- the Bureau of Information and Motivation,
- the Bureau of Medical Services,
- the Bureau of Administration and Finance, and
- the National Training and Research Center

At the provincial level there are provincial executive directors, who are assisted by heads of divisions, similar in function to the bureau heads at the central level. The executive committee of the district level branches generally has to deal directly with the local projects without the assistance of any executive director or other full-time personnel.

The Tangerang Project, because of its pilot character, was managed by a project officer appointed by the central organization in Jakarta rather than by the district branch. (The project site was only 25 kilometers away from Jakarta.) The other youth projects initiated subsequent to the Tangerang experience were managed by the provincial chapters with the direct involvement of the respective district branches.

### THE NATIONAL FAMILY PLANNING PROGRAM

The national program is directed by the BKKBN (Coordinating Body for Planning), which has established a nationwide organization consisting of 15,000 personnel to implement the program. BKKBN has offices and staff at the provincial, district, and subdistrict levels in the provinces of Java and Bali and provincial offices in the other provinces.

The national program is aimed at dealing with the following main features of the population situation in the country:

- (a) the sheer magnitude of population in the country, which has been estimated at 135 million (as of 1976);
- (b) the rapid population growth, the annual rate of which has been calculated to be 2.4 percent;
- (c) the uneven distribution of population. Java and Madura, constituting 6.9 percent of the total land area of the country, accommodate 64 percent of its inhabitants;
- (d) the composition of population, in which the "dependents" under the age of 15 make up 44.4 percent of the population.

The main target population is the poor, mostly farmer, families in rural areas and low income laborer families in towns. Beside clinical services the program is also concerned with informational and motivational tasks.

The PLKBs (family planning fieldworkers) employed by BKKBN at the village level, besides distributing contraceptives, have an important role to play in making the public aware of the disadvantages for both family and society of unplanned parenthood, pointing out the benefits of family planning, and encouraging eligible couples to join in the family planning program. The necessary clinical services are provided through health centers of the Ministry of Health and through clinics run by BKKBN.

The national program for the Second Five Year Plan (REPELITA II, 1974-75 to 1978-79) sets as its goal the intensification of the current family planning program in Java and Bali, especially to extend the community outreach in rural areas; and the expansion of family planning programs outside Java and Bali. It was expected that within the REPELITA II period a minimum target of 8 million acceptors could be achieved, in addition to over 2-1/2 million acceptors already registered in the REPELITA I period (1969-70 to 1973-74).

The number of new acceptors outside Java and Bali was expected to come to one million during the REPELITA II period; emphasis was to be laid on family planning programs in more densely populated provinces like Aceh; North, West and South Sumatra; West Nusatenggara; West and South Kalimantan; and North and South Sulawesi.

Table 1 indicates the progress of program implementation since the initiation of the program in 1969 to 1975.

Table 1  
Number of Family Planning Personnel, Clinics and Acceptors

REPELITA Year	Information Officers	Physi- cians	Mid- wives	Assistant Midwives	Clinics	Acceptors (in thous.)
1969/1970	--	421	855	75	727	355
1970/1971	--	556	1,678	580	1,465	1,810
1971/1972	1,930	791	1,758	605	1,861	5,194
1972/1973	4,644	883	1,776	1,143	2,137	10,790
1973/1974	4,780	1,186	2,241	1,959	2,235	13,690
1974/1975	6,639	1,956	3,421	2,657	2,877	15,929

Source: "REPELITA KEDUA" (Second Five Year Plan, Indonesia).

The Presidential decree (No. 8 of 1970) that established BKKBN, gave BKKBN the full authority and responsibility to carry out the national program. (There is also a National Family Planning Advisory Council, with a number of ministers as members, which is expected to give guidance and advice to the National Coordinating Board.) BKKBN is entitled to solicit support for program implementation from relevant governmental agencies at various regional levels (province, district, subdistrict, and village).

It also has the responsibility of working with voluntary organizations involved in family planning activities in orienting and adjusting their programs and goals to the basic national plan and of providing them within certain limits, with financial assistance. One area that BKKBN seems to have found particularly appropriate for collaboration with other government and private agencies is that of population education and communication.

BKKBN and the Department of Education and Culture instituted the National Population Education Project in order to introduce population education in the school curricula and out-of-school educational programs. After an initial probing of the possible approaches, the Ministry of Education in cooperation with BKKBN put into action in 1976 a plan to introduce population themes in the curriculum of secondary schools, to retrain teachers for this purpose, and to fully "assimilate" population education into the national education system.

Another major information and education effort known as the Informal Opinion Leaders (IOL) project is carried out through the IPPA. In this project volunteers who are likely to influence the attitudes and views of fellow community members are recruited in each

locality to serve as speakers and discussion leaders in community gatherings. The volunteers, in turn, are provided with appropriate briefing and information through the IPPA organizational network. In fact, being a channel for information, education, and communication is seen by the BKKBN as the major role of IPPA within the framework of the national population program. The youth activities of IPPA, although on a smaller scale than the IOL project, conform to the assigned IPPA role in the area of creating awareness and understanding of population issues among various sections and groups of society.

#### YOUTH IN INDONESIA

According to the 1971 census, the number of young people in the 15-24 age group was 20,552,000, or 17.35 percent of the total population (118,459,845). Projections of 1971 figures indicate a youth population of over 27 million out of a total population of 140 million in 1977.

The 1971 census also provides data concerning the number of people, 10 years and older, with various levels of education (Table 2), but does not provide specific data for the 15-24 age group.

Table 2

Population of 10 years and older, by Area, Sex, Level of Education  
(in percentages)

Area and Sex	Number in thousands	Level of Educational achievement						Uni- ver- sity
		No School	Not Completed	Primary School Completed	Jr. High Sch.	Sr. High Sch.	Acad- emy	
<b>Urban</b>								
<u>Areas</u>								
Male	7,245	12.5	30.1	30.7	17.4	7.0	1.2	1.1
Female	7,372	31.5	29.2	23.7	10.8	4.1	0.4	0.3
Total	14,617	22.0	29.2	27.2	14.1	5.6	0.8	0.7
<b>Rural</b>								
<u>Areas</u>								
Male	31,803	33.8	39.2	22.0	3.1	1.9	0.0	0.0
Female	34,006	55.9	28.6	13.6	1.2	0.7	0.0	0.0
Total	65,809	45.3	33.7	17.7	2.1	1.2	0.0	0.0

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Population within the 15-24 age group, by area, sex,  
and education level (in percentages) (1961 Census)

Area and Sex	No. in thous.	Level of Educational Achievements					
		No School	Primary School 3 Yrs. 5/7 Yrs.	Jr. High Schools	Sr. High Schools	Academy & University	
<u>Urban areas</u>							
Male	1,450	14.8	15.6	40.6	21.9	6.5	0.6
Female	1,442	34.8	16.5	30.6	14.1	3.5	0.5
Total	2,892	24.8	16.0	35.6	18.0	5.0	0.6
<u>Rural areas</u>							
Male	5,836	40.8	26.8	27.2	4.6	0.0	0.0
Female	6,771	65.3	19.0	13.6	1.9	0.2	0.0
Total	12,607	54.0	22.6	19.9	3.1	0.4	0.0

The census data of 1961 which provide information about educational achievement of youth showed that 54 percent of the rural youth in the age group of 15-24 had never attended school. Nonattendance was 41 percent among males and 65 percent among females. Among the urban youth, however, one-quarter of the youth did not attend any school. This rate was 15 percent for boys and 35 percent for girls. Census data of 1971 do show that 16 percent of the youth were participating in some form of formal education. They also show that among the youth in the labor force (not enrolled in educational institutions)

- a) 849 thousand, or 87 percent of the 972 thousand urban youth belonging to the male labor force, were employed;
- b) 383 thousand, or 90 percent of 427 thousand female urban youth in the labor force, were employed;
- c) 4.3 million, or 96 percent of the 4.5 million rural youth belonging to the male labor force, were employed;
- d) the analogous figures for the rural females were 2.56 million, or 98 percent and 2.62 million;
- e) in urban areas the male youth labor force made up 22 percent of the whole male labor force, while the female youth constituted 26 percent of the female work force; and
- f) the analogous percentages for rural areas were 20 percent and 23 percent respectively.

## CHAPTER 3

# ORIGIN AND DEVELOPMENT OF THE YOUTH PROJECT

### HOW IT BEGAN

IPPA had been interested in population education since 1970, especially in programs for out-of-school youth. The Association held several seminars on this subject in 1971, 1972, and 1973; it also participated in domestic as well as overseas seminars or workshops conducted by other organizations or by IPPF. An IPPA-sponsored panel discussion held in January 1972, in which representatives of youth and students' organizations in the Jakarta region took part, was especially concerned with ways and means of involving youth in the solution of population problems.

In May 1973 IPPF held a regional workshop on "Youth-oriented Programs" in Singapore, which was also attended by delegates of IPPA. Following this workshop, IPPA drew up plans for a pilot project to test the feasibility of introducing population education in existing nonformal education courses for out-of-school youth. Eight villages in the Tangerang and Ciputat subdistricts of Tangerang district in the province of West Java--about 25 kilometers west of Jakarta--were chosen as the sites for the youth project. Existence of a number of youth activities in the locality which would be used as the "vehicle" for providing population education, and proximity to the capital were important considerations in choosing the location of the pilot project.

The courses were expected to continue under their original sponsorship even after the pilot project for population education was concluded, thus permitting the population and family planning education program to continue on a self-supporting basis. A related aim was to assist the local organizations in carrying out population education activities by sharing population education materials, methods, and trained personnel of the project.

### Initial Development of the Project

A project officer appointed by IPPA undertook the responsibility for refining and elaborating the proposal prepared by the IPPA team that attended the Singapore workshop. Revisions were made of operational objectives, internal program arrangements, and the budget estimate.

The initial preparation phase lasting three months included the following steps:

- a) introductory and informatory approaches to germane government agencies such as BKKBN, Population Education Unit of Ministry of Education, and the district and local administration in order to ensure appropriate support for the youth project;
- b) selection of existing learning projects in the locality to carry out the population and family planning education program and consultations with their sponsors to secure cooperation with those projects;
- c) selection of instructors-to-be and prospective field conductors;
- d) recruitment of project management and field staff;
- e) collaboration with Bandung IKIP (Teacher's Training Institute) on the development of a training package and learning materials;
- f) training of prospective instructors; and
- g) printing of learners' source books.

Only those local learning projects which were locally managed and were running with reasonable efficiency were selected as the "vehicles" for the IPPA educational program. Other criteria were that the local project enjoyed the goodwill and support of the local youth, community, and the local administrative powers. Needless to say the willingness of the sponsoring bodies and the managers of the projects to participate in the population program was also one of the prerequisites.

The local courses which were regarded as suitable "vehicles" for the population education project were:

- a) the "Purnama" sewing course in Tangerang subdistrict;
- b) the Qur'an recital courses in the villages of Sukasari and Cipondoh (Tangerang subdistrict), Ciputat, Cirendeui and Jombang (Ciputat subdistrict);

- c) family life education courses in the villages of Karawaci, Sukasari and Gerendang;
- d) scouting groups (*Pramuka*) in the villages of Sukasari and Rempoa

Afterwards, the local chapter of KNPI (a nationwide youth organization) also joined in the population education program by making its English and dance courses available to the Youth Project.

Twenty candidates were selected for training--fourteen of them to become instructors for population education and six to become field conductors (of whom two would also function as instructors).

The *camats* (subdistrict heads) of Tangerang and Ciputat and one *Penmas* (Community Education Directorate of the Ministry of Education) field officer had also been requested to serve as field supervisors.

A lecturer at the Jakarta IKIP was appointed as the part-time project officer who had the overall management responsibility for the project. She had experience in population projects through her previous job as Executive Secretary of the Population Education Project of the government. She was to be assisted by two supervisors (one from the Muhammadiyah organization and one from IPPA's Bureau of Information and Motivation).

The content materials (a learning package for the training of prospective instructors and a manuscript for the learners' source books) for population and family planning education were prepared in cooperation with the Population Education Development Institute of the Bandung IKIP. This task was completed by December 1974.

The two-week instructors' training was conducted in February 1975 at Ciloto, a quiet place with a cool climate in the hills of Boror district (West Java Province). A detailed description of the training is given in the next chapter.

#### Functions and Approaches

After the preparatory phase had been completed, the actual learning program could begin. Learning sessions took place once or twice a week, depending on the time schedule agreed on by instructors and participants. The aim was, however, to get through 48 learning hours within 24 weeks.

The main topics covered in the program were: demographic phenomena, population and socioeconomic problems, population and economic development, population and sociocultural problems, population and the ecology, the development of responsible attitudes towards family planning and the spirit of self-help in the community.

Instructors used a combination of lectures and group discussion techniques in the presentation of learning content. Active participation of learners was generated and maintained by task assignments and study tours. Each instructor used whatever techniques were best suited to the subject concerned, the specific learning group, and the local conditions in general.

The project as a whole took ten months including the preparatory phase. The implementation of the actual learning program took approximately six months from March to September 1975.

An evaluation was conducted to assess the effectiveness of the project in meeting its goals and to judge the project's impact on students. A workshop was held to consider the implications of the project's results for the work of IPPA and to consider whether the pilot project could be used as a model for replication elsewhere in the country.

#### SOCIOECONOMIC BACKGROUND

Tangerang district is one of the twenty in West Java province. Bordering on Jakarta City on its east side, it is penetrated by overland traffic veins from the metropolis to the farthest parts of Western Java and across the channel to South Sumatra.

#### Demographic Data

The district has an area of 1,232 square kilometers and had a population of 1,066,695 in 1971. The population density of 866 per square kilometer was nearly twice the average of West Java province (466 in 1971). The eastern parts of the district, including Tangerang and Ciputat subdistricts where the youth project activities were located with 1,013 to 2,011 inhabitants per square kilometer, had strikingly higher density rates than the central and western parts. The population growth rate in the district (2.5 percent) is slightly higher than that of the province (2.3 percent).

#### Means of Livelihood

Data on the distribution of occupations for the whole Tangerang district were not available. The results of a socioeconomic survey conducted in Serpong subdistrict (near Ciputat) in 1972 may give us some idea of the distribution of occupations in the more rural Tangerang areas (Table 4).

Table 4

#### Occupations of Heads of the Family in Serpong subdistrict

Occupation	%	Occupation	%
1. Day Labourer	25.8	8. Government employee	3.7
2. Shopkeeper, peddler	19.1	9. Plantation Worker	2.1
3. Farmer	13.3	10. Employee/private business	3.0
4. Labourer + peddler	3.1	11. Entrepreneur	5.6
5. Labourer + farmer	4.9	12. Other combinations	3.8
6. Peddler + farmer	5.7	13. Unemployed	8.3
7. Farmer + other business	1.6		

Source: Proyek Serpong-Tangerang U.K.: "Latihan Kerja Ketrampilan dan Penyaluran Informasi K.B. pada Tenaga Usia Muda di Kecamatan Serpong" (Vocational Training and FP information for youth in Serpong subdistrict, 1975).

The use of total land area in Tangerang district is as follows:

Wet paddy land ( <i>sawah</i> ) .....	64,088 ha
--with technical irrigation	45,745 ha
--with semi-technical irrigation	7,500 ha
--dependent on rain	6,059 ha
--other types	2,755 ha
Dry land ( <i>tegal</i> ).....	52,678 ha
Plantation estates.....	5,285 ha
Brackish fishponds ( <i>empangs</i> ).....	4,500 ha
Forests (mostly mangroves).....	781 ha
Total.....	128,222 ha

Agriculture is one of the main sources of income in the district. In 1973 the 64,088 ha. paddy land yielded 252,024,000 kg. of rice (dry grain), corresponding to an average of 3,932 kg. per ha. This was more than twice the national production average which was 1,714 kg. per ha in 1973. The production of rice, with an average of 236 kg. per capita, taking into account the prevailing consumption rate in Indonesia (120 kg. per capita annually), is plentiful enough to yield a surplus to be shipped to other regions, especially to the neighboring city of Jakarta.

Other agricultural products are ground-nuts, soybeans, maize, sweet potatoes, and casava, while lowland vegetables and fruits are the principal horticultural items. The 5,285 ha under rubber plantations provide low yields, being mostly in a neglected condition.

Animal husbandry includes poultry keeping and the raising of cattle, sheep, pigs, and rabbits. Especially in Ciputat the raising of pedigree fowls has begun to spring up.

A major source of employment is the industries. The textile industry employed 3,168 laborers and the small industries (with a total of 398 enterprises) engaged 2,522 laborers in 1971. The 15,047 home industry undertakings employed 87,584 workers. Besides these, there were people gathering stones, gravel, and sand to supply material for the flourishing building trade in Jakarta.

### Regional Development

Based on a regional planning policy, West Java has been divided into seven "development regions," each with its own characteristics and development approaches. The Bogor-Tangerang-Bekasi region (now well known as Botabek area) had been designed to absorb the overflow of the rapidly expanding industries round about Jakarta. The Botabek development region is also to function as a settlement area for industrial workers, supplier of foodstuff, and ecological "buffer" for metropolitan Jakarta. For this latter purpose Botabek has to painstakingly maintain and improve its "green belts." The Botabek area is also subject to a balanced population policy, with targets for "maximum population capacity" and margin for growth for each district that includes immigration and natural growth.

Tangerang district, as a functional part of Botabek, has to subordinate its development program to a certain extent to the above-mentioned regional plan. In view of this constraint the district administration has formulated a geographic development pattern, according to which the whole district has been partitioned as follows:

- (a) settlement and "green belt" area: the subdistricts of Ciputat, Ciledug, Serpong and Tangerang (partly);
- (b) area for industrial development: the subdistricts of Batuceper, Tangerang, Cikupa, Curug and Pasar Kemis;
- (c) main-food supplying area: the subdistricts of Teluknaga, Sepatan, Rajeg, Mauk, Kronjo, Kresek and Balaraja with technically irrigated lands;
- (d) suppliers of horticultural products (vegetables and fruits): the subdistricts of Legok, Tigaraksa and part of Serpong.<sup>1</sup>

The significance of the subdistricts of Tangerang and Ciputat as industrial workers' settlement and ecology-based development area might have added to the eligibility of these two places as sites of the population education project of IPPA.

#### Education and Culture

The average educational level of the people in the district was, as in many other parts of the country, relatively low. A sizeable portion (53 percent) of the 10-years-and-older population had never attended school; over one quarter (27 percent) had attended but not completed primary school; 17 percent had passed through primary school; nearly 2 percent had reached junior high, and nearly 1 percent senior high level education. College graduates made up only 0.12 percent of the inhabitants; and university graduates, 0.05 percent.

The population of Tangerang district is a mixture of a few ethnic groups. Three languages can be distinguished, each of them predominant in certain localities. Sundanese is spoken mostly in the southern subdistricts of Balaraja, Tigaraksa, Cikupa, Curug, Legok and Serpong, and also in the more centrally situated Pasar Kemis and Tangerang. In the northwestern part of the district (Kronjo, Mauk, Kresek and Rajeg), the local vernacular is Javanese with a Banten dialect. In the eastern subdistricts, bordering on Jakarta town (Ciputat, Ciledug, Batuceper, Teluknaga), and the northern subdistrict of Sepatan, people mostly speak the well-known Jakarta-Malay. Nevertheless, most Tangerang inhabitants can communicate with each other in the Indonesian national language.

Most of the population, 94 percent to be precise, are Moslems. Hindus and Buddhists (about 4 percent) are scattered throughout the district, while Protestants (1.46 percent) and

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<sup>1</sup>Subdit PMD: "Kebijaksanaan Pembangunan Desa di Kab. Dt. II Tangerang" (Rural development policy in Tangerang district, IIInd level administration, 1976).

Catholics (0.88 percent) are concentrated in a few subdistricts, including Tangerang and Ciputat.

The district has three post-high-school-level institutions, (namely: two Islamic universities in Tangerang and Ciputat, and an aviation school in Curug), five senior high schools (two of which are state-owned), five senior high level vocational schools (for commerce, polytechnics, teachers' training and social work), 21 junior high schools (8 of which are state-owned), five secondary-level vocational schools (commerce, home-economics, agriculture, polytechnics and teacher's training), 356 primary schools (7 of which are private; and ten kindergartens. The number of primary school pupils including religious schools was 70,442 and that of their teachers 1,417 in 1974.

Much care has been placed on religious education; there are three religious teachers' training colleges, six secondary level religious teachers' training schools, four *madrasah sanawiyah* (secondary level) and 203 *madrasah ibtidaiyah* (primary level).

In addition, Tangerang district boasts 145 *pesantrens* (Islamic residential learning centers) with 18,315 *santris* (young learners) under the direct guidance and supervision of 177 *kyais* (religious scholars).<sup>1</sup>

#### Public Health

Health conditions in rural parts of the district are far from satisfactory. The most frequent diseases in the villages are those of the respiratory and digestive organs, skin diseases, acute infections, and nutrition deficiencies. Local outbursts of smallpox, diarrhea, and eye infections have been reported to have occurred occasionally.

Responsible for the health and medical care in the whole Tangerang district is the *dokabv* (district doctor), assisted by a female physician who is specifically in charge of the supervision of mother and child health (MCH) and family planning activities. There are six hospitals in the district: four in Tangerang town (the district civil hospital, a military hospital, a leper asylum and a small private hospital), one at Mauk and one at Curug.

In Tangerang there are two polyclinics for MCH care and family planning services, and each of the other subdistricts has a *Puskesmas* (community health center) which also renders general medical, MCH, and family planning services as well. The health center at Ciputat is, however, the only one having a medical doctor. There are also midwifery clinics in most subdistricts. Those health centers not having a physician themselves are supervised by medical staff members from Tangerang, Mauk, or Ciputat. Paramedical and nonmedical personnel of a midwifery clinic consist of a *bidan* (midwife), an assistant midwife, a MCH home visitor, and certain numbers of family planning fieldworkers (varying from one to six).

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<sup>1</sup>Proyek Pedesaan U.I.: "Gambaran Umum Kabupaten Tangerang" (General Picture of Tangerang District, 1975).

Legok and Kronjo were the only subdistricts having clinics without a *bidan*, and here assistant midwives were responsible for MCH and family planning services. In ten clinics MCH care was done by the MCH home visitor, who was at the same time in charge of the administration of MCH, and often of that of the family planning clinic as well. Only three clinics had a special administrative assistant.

### Family Planning

In all the clinics the *bidan*, assistant midwife, and MCH home visitor are expected to take care of the family planning service. BKKBN gives a compensation to the clinics for these services.

Most of the clinics are open daily for general medical care. There are special days fixed for MCH services, often coinciding with conventional "market days." In a number of clinics some days have been appointed for the *bidani*, or the assistant midwife, to accompany the family planning fieldworker on her home visits for family planning service, at least for examination and registration of those who want to become acceptors.

It was found that a great number of acceptors had been motivated by the family planning fieldworkers. Most of these fieldworkers were born and brought up in the region in which they were employed. Having had senior high school education, they underwent, before assuming their tasks as fieldworkers a three weeks' training at the regional IPPA training center in Bogor. In a few subdistricts (*viz.*, Cikupa and Teluknaga) the *dukuns* (traditional birth attendants) also played a role, though minor, as family planning motivators.

## CHAPTER 4

# FUNCTIONING OF THE YOUTH PROJECT

### ORGANIZATION AND PERSONNEL

The Tangerang Youth Project was under the direction of a project officer who, for the successful implementation of his task, was responsible to the Central Board of IPPA. This project officer was assisted by two technical staff members or supervisors in conducting and supervising the execution of the project. The supervisors were to visit the project localities every two weeks and submit a report on the visit to the project officer.

An advisory committee, consisting of the head of the district administration, the chairman of the National Population Education Project, the head of the training division of BKKBN Headquarters, and a representative of the IPPA Central Executive Committee, was to render consultative services and help the project officer in solving operational problems. They were also entitled to attend the project staff meetings and inspect the financial administration of the project.

To ensure regularity in the course of activities, eight field conductors were appointed. They consisted of local officials and representatives of nongovernmental agencies concerned with the local educational process, namely:

- two subdistrict heads (Tangerang and Ciputat)
- chairman of the Tangerang branch of BKKBN
- chairman of the Tangerang chapter of IPPA
- one *Penmas* (Community Education) field officer
- coordinator of the Qur'an courses
- two coordinators (Tangerang and Ciputat) of the PKK (Family Life Education) courses

The tasks of the field conductors were to conduct and directly oversee the implementation of the population education program within the several learning courses (Qur'an recital, PKK, sewing, *Pramuka*, etc.). They were also to draw up monthly reports on the progress of operational activities within the learning course they supervised and bring up suggestions for improvements to the project officer. The two subdistrict heads were also responsible for the overall coordination and supervision of the population education activities

in the learning courses within their respective subdistricts. The field conductors were expected to take part in the staff meetings, counsel and give guidance to the instructors, and control financial arrangements within learning groups.

Seventeen instructors were attached to the same number of learning courses in the two subdistricts, Tangerang and Ciputat, all of them being under direct supervision of the field conductors. They had undergone a two-weeks training beforehand and were responsible for educating the learners (i.e., participants of the learning courses) in the various subjects of population education. The instructors were also to prepare monthly reports on the progress of their work.

The Tangerang IPPA branch was the local organization which backed up the project. Its chairman, the district head's spouse, had made her influence felt in encouraging local power structures to give their support to the youth project. That the opening ceremony of the project, for instance, could splendidly be held at the official residence of the district head was a measure of the support given to the project by the district authority and was an important step in gaining acceptance of the project in the district.

The project officer and one supervisor were graduates in social and educational studies. The project officer was senior lecturer at the Jakarta IKIP and had served for many years as Executive Secretary of PNPk, the national population education project instituted by the Ministry of Education and Culture. In this last-mentioned function she had had considerable experience in conducting seminars, workshops, and training in population education, and this was of great advantage to her in the performance of her task as the manager of the population education project. One of the supervisors, a graduate of the Islamic Institute, was a lecturer at the University of Muhammadiyah. He had also had the opportunity to participate in various seminars and workshops on population education.

The team of trainers for the instructors' training consisted, beside the project officer herself, of personnel of the Population Education Unit at Bandung IKIP, who had beforehand devoted much of their time in arranging workshops for the development of learning materials in the field of population education.

Six out of the nine field conductors had joined the two-week instructors' training course and fully shared various learning experiences with the other instructor-to-be trainees. The sixteen instructors, entrusted with the task of conveying population education to the participants through the various types of learning courses, had been selected according to the following criteria:

- they should be put forward by the managers of the respective local organizations which conducted the local learning courses

- their appointment as teachers should be approved of by the head of the district, and
- they should be prepared to participate in the two-week full-time training course for instructors.

There were great differences in the educational background of the instructors. One of them had completed elementary school, five the junior high school and four the senior high school (or their equivalents), while four had graduated from the university with a *sarjana muda* (equivalent to the bachelor's) degree and one with a *sarjana* (equivalent to the master's) degree.

The training of prospective instructors was held from 27 January to 8 February 1975. The training curriculum included such conceptual subjects as policy, strategy, and implementation of population education out of school; relationship between population education and family planning programs; and population growth related to cultural, socioeconomical, and ecological conditions. It included practical subjects on instruction and learning, such as educational approaches in population education out of school, formulation of instructional objectives, methods in the use of audio-visual aids, and evaluation and learning practices.

Interaction between the trainer and the trainee was maintained through lectures, guided discussions, group consultations, and role-playing. The daily time schedule ran for ten hours from 8:00 a.m. until 10:00 p.m., with two hour breaks for lunch and dinner.

#### THE CLIENTELE

##### Number of Participants

The clientele for the population education in the project included young people between the ages of 14 and 25. Initially there was a total of 700 participants, consisting of 370 males and 330 females.

They were located in seventeen learning groups or courses:

- 6 Qur'anic recital groups with 195 learners (116 males and 79 females)
- 5 Family Life Education home economics (PKK) classes with 185 learners (64 males and 121 females)
- 3 sewing classes with 155 learners (110 males and 45 females)
- 2 scouting groups (*Pramuka*) with 44 Boy Scouts and 36 Girl Guides.
- 1 language study group with 54 participants (43 males and 11 females)

-- 1 dancing group with 31 members (all females)

The number of members in a group ranged from 20 (in one of the Qur'an classes) to 54 (in the language study group). Their educational background varied from primary to senior high level. Some learning groups consisted of learners from the same school level; others, of mixed groups with different educational backgrounds as shown in Table 5.

The following notes may provide a rough picture of the societal characteristics of the participants.

Learners in the Qur'an recital classes were relatively young in age (mostly adolescents) who devoted their spare time under guidance of the teacher to Qur'an reading and recital. The Qur'an students mostly came from more conservative Moslem families. These families were prone to oppose the family planning concept, although recently developed interpretations of Islamic tenets had opened the way for justifying and supporting family planning practices.

Participants enrolled for the Family Life Education/home economic classes were girls and young women who were interested in household skills such as cooking, needlework, and washing, and family health subjects such as hygiene, nutrition, and baby and infant care. They consisted of newly-married housewives and teenagers who were preparing for their role as housewives.

Those who attended the sewing class in Garendeng hoped to learn the arts of pattern cutting and machine-sewing and to prepare themselves for the tailoring trade. To this end they were willing to pay an apprenticeship fee and to pay as well for the material to be used for cut-out practices. They foresaw the economic prospects of the tailoring trade in the teeming metropolis of Jakarta.

The youngsters joining the *Pramuka*-group in Sukasari did so in the context of the extra-curricular program of the Junior High School they attended. Officially, enrollment in *Pramuka* was voluntary, but although no credit was to be given by the school staff for participation of pupils in *Pramuka* almost all of the Junior High students were engaged in the activities of this scouting organization.

The participants in the English language and dancing groups were members of the government-sponsored KNPI youth organization and aimed at making the most of their leisure time by engaging themselves in social, cultural, and recreational activities.

## MAIN FUNCTIONS

### Learning Activities

The Qur'an recital courses were located in the villages of Sukasari and Cipondoh (Tangerang subdistrict), Ciputat, Jombang, and Cireundeu (Ciputat subdistrict). The original learning activities were exercises in recitals of the Holy Script in original

Table 5  
Educational Levels of Clientele

	Levels	Types of Learning Groups and their Locations
Same Level	Primary School	Qur'an classes in Sukasari and Cipondoh;  Family life education classes in Karawaci and Garendeng;  the dancing group in Sukasari;
	Junior High School	<i>Pramuka</i> group in Sukasari
	Senior High School	Qur'an class in Cireundeu
Mixed Groups	Junior, Senior High, and other schools	Family life education classes in Sukasari;  Language study group in Sukasari;  Qur'an class in Ciputat
	Primary, Junior, and Senior High School	Sewing classes in Garendeng;  Qur'an class in Jombang;  <i>Pramuka</i> group in Rempoa

Arabic, stressing proper pronunciation, articulation, and intonation. The advanced study of the Qur'an also included translation and expounding of the Divine Revelations.

Population and family planning education were given once a week to these recital groups. The population topics were related to relevant teachings of religious tenets.

Learning sessions for family life education and home economics (PKK) took place in the villages Sukasari, Karawaci, and Gerendeng (Tangerang subdistrict), and Ciputat (Ciputat subdistrict). The subjects covered in the sessions included hygiene (personal and environmental), balanced diet, baby and infant care, organization of household duties, and maintenance of household accounts. The practical lessons included practices in cooking and dressmaking, but in some cases were extended to the making of productive handicrafts. Ex-instructors of PKK courses declared that many topics of population education could be related to some of the PKK subjects. There are, for instance, obvious connections between birth and death rates and baby care and personal hygiene, food production and nutrition problems in family; unemployment problems and family efforts in getting extra earnings; erosion control and home gardening; and pollution and environmental problems and garbage disposal and sanitation around home. (See the next section on learning content.)

Three sewing classes had their location at Gerendeng (Tangerang subdistrict). They belonged to the privately-owned training course for tailoring, bearing the name of "Purnama" (full shining). The training included the usual practices in designing, cutting, and machine-sewing. Two hours a week were devoted to population and family planning education in each of the three sewing groups.

Scouting exercises were held with the Pramuka assemblies at the villages Sukasari (Tangerang subdistrict) and Rempoa (Ciputat subdistrict). The Boy Scouts and Girl Guides practiced Morse and semaphore signaling, knotting, drilling, camping, and other outdoor activities. Population education sessions, however, were held in a classroom setting. The instructors attempted to associate the Pramuka emphasis on the virtues of country life with ecological aspects of the population problem. The significance of natural resources for national, regional, and local development, forest conservation, and pollution control were topics relevant to both the population education project and the scouting activities. Migration, as a manifestation of population dynamics, seemed also to be an inviting subject, since reports on the experimental settling of Pramuka-transmigrants from Jombang (East Java) in Lampung (Sumatra) were already widely known at that time.

At Sukasari (Tangerang subdistrict) the KNPI cultural groups were engaged in dancing practices and English language study. Learning activities in population education took place on Sundays (8:00-10:00 a.m.) and Fridays (2:30-4:00 p.m.) with the dance group, and on Fridays only (7:00-9:00 p.m.) with the language group. There were no direct links between the population and family planning

subjects and the dance practices or language studies. The idea was, in fact, merely to make use of the recreational and cultural gatherings as channels for population education.

### Content and Methods

Mention has been made of the attempts to relate the population topics with the regular subjects and activities of the various learning groups. The IPPA and IKIP team that prepared the content of the population education project and designed the training sessions for the instructors came up with a wide range of topics and themes which could be selectively emphasized in different groups according to the interests of the groups and the judgment of the instructors. The range of topics included:

1. Population: what we understand by population, causes of population growth, birth and death rates, migration, population density, age groups and population pyramid, Indonesia's "young" population.
2. Population and socioeconomic factors: primary and secondary needs of man, food, housing and clothing, preconditions for family well-being, family needs and family size.
3. Man as producer and consumer: historical development of production modes, relationship between producer and consumer, factors affecting consumers' needs, production and capital formation, necessity of saving and investment.
4. Population growth and production increase: diminution and splitting up of arable land, production factors, intensification of production methods, advantages of a small family size.
5. Population growth and employment: employment opportunities and available manpower, need for relevant skills, urbanization and its adverse consequences, spirit of self-help in community.
6. Population density and employment: inefficient use of land, population density in towns, internal migration (the so-called "transmigration").
7. Population, health and education: population density and shortage of educational facilities, personal and environmental hygiene, population density and health care facilities.
8. Illiteracy and population increase: educational deprivation and its consequences, illiteracy and poverty, the problem of drop-outs, youth delinquency.
9. Religion, culture, and population density: religious teachings on population issues and family planning

concepts, population growth and cultural norms, responsible parenthood, population growth and the social order.

10. Ecology of human life: position of man in the biological food cycle, the effect of population increase on this biological cycle.
11. Man and natural resources: utilizability of natural resources, necessity for its preservation, population growth and dissipation of resources.
12. Pollution and erosion: polluted water and air, population increase and pollution of the environment, disforestation and erosion, consequences of erosion, laying-out of "green belts," reforestation.

It was, indeed, a fairly comprehensive curriculum for a six-month program with 48 session-hours. The coverage of the topics and the emphasis given to each, of necessity, varied widely for different topics and different groups.

The instructional methodology was dominated by oral presentation, usually followed by learners' questions. The discussions were, however, conducted not without constraints and difficulties. Most of the instructors ascribed those difficulties to the heterogeneity of the participants' educational background and knowledge, shortage of time, and lack of group discipline.

Other educational modes occasionally employed to support the lectures and discussions were:

- task assignments
- study tours
- visits to local people
- readings on population issues
- the writing of essays, and
- encouragements to save.

Participants were instructed to bring to their classes pictures, articles, and reports pertaining to population and family planning issues from newspapers and magazines. Some groups were also assigned the task of collecting population data in the area. In some cases study trips were made to visit industrial enterprises, factories, and particularly family planning clinics. Budget limitations and time constraints were, however, reported as impediments to the study-tour program.

#### RELATIONSHIP WITH OTHER INSTITUTIONS

The pattern and mechanism of collaboration among government and nongovernment agencies in Tangerang district, as in other parts of the country, was not of such a nature that a very close working relationship could be established. The Tangerang Youth

Project was planned and designed essentially within IPPA. Naturally, various bodies such as BKKBN, PNPk, and other relevant government agencies were consulted; the district administration, in particular, was kept posted about the project and informed of its progress. The project could not have gotten off the ground and continued without the support of the relevant government agencies and the district authorities, but it was a passive approval of the project rather than an active collaboration and partnership.

It goes without saying that the Tangerang Youth Project developed a close relationship with nongovernmental agencies and voluntary organizations that allowed themselves to become the "vehicle" for the IPPA project by letting their learning groups become partners in the project. But nongovernmental agencies other than the "vehicle" organizations seemed to play an insignificant role in the project. One reason for these disparate reactions, advanced by former project personnel, was that a certain amount of financial benefit accrued to the organizations that became direct collaborators as the "vehicle" groups; other organizations who were not offered a financial inducement were apathetic and disinterested, especially because only the "vehicle" organizations enjoyed the financial benefits.

#### THE IMPACT OF THE PROJECT

The nature of the objectives and expected outcome of the project make it difficult to assess accurately the impact and the results of the project. The expected outcome of the project falls into two main categories:

- (a) increased awareness, understanding, and knowledge about population topics among the participant youths; and
- (b) development of a feasible approach for population education among the out-of-school youth, enhancing IPPA's capacity to carry out such youth activities, and achieving a multiplier effect in terms of population awareness in communities and of the capabilities for effective youth activities among the collaborating organizations.

An opinion survey conducted by the Bandung IKIP evaluation team among the participant youths after the implementation of the project shed some light on how well the first category of objectives had been achieved. An overwhelming majority of the participants held a positive attitude toward the project and seemed to grasp the basic concepts and themes propounded through the instructional sessions. A full 100 percent of the respondents considered population education "very important" or "important" for themselves. Ninety-eight percent of the respondents thought that population problems of the country called for urgent and immediate action, and 38 percent said that population increase in the country caused them personal anxiety. Almost all the respondents (98 percent) felt that everyone should participate in the family planning program. A summary of responses of the participants is given below.

<u>Opinion</u>	<u>Percentage of Respondents Agreeing</u>
Most appropriate age for boys to get married: 25-30 years	59
Most appropriate age for girls to get married: 20-25 years	74
Not in favor of young people marrying under age of 17	91
Children should earn a living before they get married	96
Family planning not contrary to religious teachings	89
Family planning not contrary to social customs	83
Disagree with the opinion that many children would bring more prosperity	57
Intend to encourage their children to practice family planning	66
Expect only three children in their children's family	78
A way out should be found to overcome the adversi- ties of population explosion at present	89
Not feel inferior having only one child	77
Not want to follow the example of families who have more than six children	59
Would not hesitate to practice family planning	77
Fewer children would mean relatively less expenditure for their schooling	91
Fewer children would mean greater chances to acquire well-being for the children	87

To what extent the expected multiplier effect was achieved is even harder to evaluate than the change of attitude among the youngsters. The following points, however, emerge from the Tangerang experience.

1. It is evident that existing organizations and activities involving youth can be utilized as "vehicles" for channeling population and family planning education for youth. In fact, collaboration with organizations that have a range of goals and activities inherently interesting to young people (and responding to their perceived social and economic needs) appears to be the only effective approach for population education among youth. An independent and narrowly conceived population education effort with its own organizational and operational paraphernalia is bound to be expensive and is unlikely to maintain the interest and motivation of the participants.

2. IPPA gained valuable experience in planning and organizing a population education effort for youth and developed a core of people in its own staff and in the collaborating organization (particularly, Bandung IKIP) with experience and expertise in planning, designing, and implementing population education projects for youth. In addition, there was a compendium of content materials

for population education for youth, training materials for instructors, and resource materials for the youth participants. Practical experiences were also gathered in instructional methods and processes, the background and interests of different youth clienteles, and collaboration with voluntary organizations conducting different types of youth programs. This foundation of experience and knowledge was relied upon by IPPA in initiating new youth projects in other parts of the country. (See next chapter.)

3. It stands to reason that the voluntary organizations that had made their learning groups available for the implementation of the population and family planning education project were the most affected by the activities of the project. Involvement in the project helped Muhammadiyah strengthen its information and motivation program for family planning. This program, which is incorporated within the *Majlis PKU* (Council for People's Welfare Development, one of the ten executive councils of Muhammadiyah) is concerned with giving information on family planning, primarily in religiously devout circles of society, which look questioningly at family planning and consequently have strong doubts about the admissibility of contraceptive practices. Religious learning sessions are, therefore, considered among the most suitable for discussions of family planning issues and the underlying population and family problems. Experiences gained in providing population and family planning education to recital groups also proved to be effective, and this led to the launching of several population education projects by Muhammadiyah making use of recital group sessions. The projects were located at Medan (North Sumatra), Jakarta, Bandung (West Java), Klaten (Central Java), Gunung Kidul (Yogyakarta) and Sidoardjo (East Java), and were conducted in cooperation with BKKBN, PNPk and other institutions.

4. It is unlikely that the youth project had any significant direct and immediate effect on family planning practices or acceptor rates in the several communities. The participant youths themselves did not generally belong to the target groups for family planning services and they were not expected to play a role in the provision of family planning services. It is possible, however, that the participation of a group of youths from a community in the project helped enhance the awareness of population issues and family planning measures in the community. Indeed, there are anecdotes of recalcitrant relatives and friends of the participant youths among "eligible couples" being persuaded to adopt contraceptive methods. It is a reasonable speculation that the concentration of a critical number of young adults--conscious, well-informed, and articulate about population issues and family planning practices--in a village community would have, in the long run, a salutary effect on village attitudes towards family planning.

#### COSTS AND FINANCE

Almost all of the funds needed for the implementation of the Tangerang Youth Project came from IPPF (International Planned Parenthood Federation). The total amount of this aid was US\$12,000.

This donation was spent on the principal project activities, such as instructors' training, population education learning sessions, and also for the remuneration of supervisory and administration personnel. Another financial input came from the district administration. This contribution, amounting to Rp.35,000 (about US\$90) was used primarily for providing small incentives in the form of writing materials to the learning groups. The management of the "Purnama" sewing class also contributed, especially for the purchase of batik dresses to be awarded to participants with outstanding learning achievements.

The budgeted expenditures and the actual amounts spent are shown in Table 6.

Table 6  
Expenditures of the Tangerang Youth Project

Category	Budget Estimate	Actual Expenditure
(1) Personnel	Rp. 809,000	Rp. 683,250
(2) Preparatory activities	165,000	77,000
(3) Instructors' training	1,713,500	1,648,905
(4) Operational costs of educational program	875,000	987,945
(5) Learning and administrative equipment	1,267,500	1,377,000
(6) Evaluation	150,000	165,900
Total	Rp. 4,980,000	4,940,000
	(Approximately US\$12,000.00)	

A superficial calculation (that of dividing the total cost of Rp. 4,940,000 by the number of participants, 700), reveals the unit cost per participant to be Rp. 7,057.14, or approximately US\$17.50. The above-mentioned cost figures, however, do not include the rental equivalencies of borrowed premises and equipment or take into account the monetary value of services rendered by volunteers. Similarly, there is no account taken of the so-called "opportunity-costs"; i.e., losses for such things as foregone opportunities, earnings, and rentals, on various components, human and nonhuman, of the pilot project. To see the unit cost of US\$17.50 in the perspective of the local economy, it may be noted that the annual per capita income in West Java in mid-70's was about US\$68 and the monthly cash earning of a rural laborer was in the order of US\$25.00.

There are still other considerations which cannot justify a simple dividing of the total cost by the number of participants in order to get the unit cost. In the above calculation, overhead charges like expenses for instructors' training and acquisition of durable equipment have been regarded as if they were utilizable only for the duration of the pilot project.

The cost structure of any expansion of the Tangerang approach will certainly be modified in various ways. The initial preparation and planning costs will, almost by definition, be reduced substantially; similarly the costs involved in the preparation of learning materials. The fact that the training of Tangerang instructors in Ciloto, 120 kilometers away from the project locations, by a team of trainers who came from Bandung suggests that arrangements could be made to cut travel costs considerably.

As for the actual operational costs of the project (i.e., those pertaining to the actual learning activities of participants), it should be kept in mind that the expenses for incentives, per diems, honoraria, rentals, and so forth will vary from location to location. Many of these expenditures will depend on the distance of the project sites from the headquarters, local conditions, technical requirements of the operation, personal commitments of workers, and the availability of free-of-charge resources. Overhead costs at the headquarters will probably show a tendency to go up with any increase of distance to the project site. Other costs, such as remunerations for operational services and purchase of learning materials, will vary, partly depending on the values of the concerned individuals: whether it is the "modern" business-like individualism or the traditional "gotong-royong" (mutual support) view of life that motivates them.

## CHAPTER 5

### EXPANSION OF THE YOUTH PROJECT

#### A NEW PROJECT DESIGN

A five-day workshop, held in November 1975 with the participation of IPPA personnel and others concerned with the youth project, examined the implementation and results of the Tangerang Youth Project and the possibility of its expansion. Members of the workshop agreed on the feasibility and desirability of an expansion, beginning with other areas in the Tangerang district itself. However, they felt that the Tangerang project did not reach the illiterate youths, a larger group than the literate youths and also probably in greater need of population awareness. The workshop, therefore, recommended that new youth activities should concentrate on illiterate youngsters, both male and female. The nature of the new projects as envisaged by the workshop was akin to functional literacy courses. The report of the workshop stated that the youth project

...should be aimed at raising the standard of life of the youth community through the imparting of knowledge, and functionalization of reading skills in daily life, so as to achieve well being of the family and generate acceptance of the small family concept as a solution to relevant problems.<sup>1</sup>

More specifically, the objectives suggested were as follows:

- (a) that the learner understand the causes and consequences of population growth;
- (b) that he be able to read and write, and make simple calculations;
- (c) that he can make his reading, writing and other skills more functional in his life.<sup>2</sup>

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<sup>1</sup>"Workshop on Tangerang Youth Project" (Report) I.P.P.A., Jakarta (1975).

<sup>2</sup>Ibid.

The workshop proposed that the participants be in the age range of 15-35 in order to permit young couples as well as women still in their fertile phase to enjoy the benefit of the project. Variations in the environmental setting for the learning units were to be taken into account by distinguishing among three categories, namely, the coastal fishing village, the industrial area, and the agrarian area.

IPPA, however, did not accept the recommendations of the workshop, shortage of funds and the lack of facilities and personnel being advanced as two main reasons. It appears that launching a functional education program for illiterate youth, even on a limited scale, was considered by IPPA to be too large and difficult a task for its own resources and area of competence.

IPPA's follow-up of the Tangerang project consisted of two types of youth projects, both of which benefitted from the experiences of Tangerang and yet were somewhat different in emphasis and approach. These were (a) a project for involving youth leaders in population education, called the *Biduk Kencana Remaja*, and (b) a project that combined skill training for girls with family life education. We turn to these projects in the following section.

#### A Modified Expansion Plan

In March-April 1976, six months after the completion of the Tangerang project, IPPA personnel and other collaborators participated in what was called a group meeting on curriculum development. This meeting drew up a modified plan for expanding the youth project.

The main features of this program were as follows:

- (a) approaching youth leaders in out-of-school settings;
- (b) equipping these leadership elements with knowledge and understanding of population problems and utilizing them for propagation of population knowledge and awareness among members of youth groups;
- (c) taking educational and informational activities down to the peripheral level (i.e., remote rural areas);
- (d) avoidance of dualisms in management by taking the implementation of the program in its own hand.

The new program differed from the Tangerang project by its focus on youth leaders as the instrument for propagation of ideas in their own youth organizations, and, in its apparent abandonment of the "vehicle" approach of using existing agencies and organizations.

The new youth program, given the name *Biduk Kencana Remaja*<sup>1</sup> (Youth Golden Vessel), was planned to be started in May, 1976 in selected locations in metropolitan Jakarta; West, Central and East Java; Yogyakarta and Bali. The successive phases of the program

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<sup>1</sup>An acronym formed by taking parts of the words "Bidang kependudukan Keluarga berENCANA" (the domain of population education and family planning).

implementation were as follows:

- (a) stock-taking of existent youth organizations and selection of their leaders for participation in the program;
- (b) training seminar for the selected youth leaders;
- (c) evaluation of the training seminar;
- (d) participation of group members in population and family planning education activities.

The youth leaders, selected from the respective project areas, were to undergo a training session for one week. After having completed the training they were to return to the project localities to assume their task of propagating among fellow youths in their communities knowledge and understanding of population problems. The community youths thus contacted were, in turn, to disseminate their own understanding and knowledge of population issues to their peers, at least three within one month. It was expected that in this way a community outreach could be attained of 5,400 youths per project area within six months (5 leaders per project area x 60 youths in two groups x 3 peers per month x 6 months).

The allocation of projects, number of youth leaders to be trained, site of training, and number of group members to be involved in the program, are indicated in Table 7.

Table 7  
Scope of "BIDUK KENCANA REMAJA" Project in 1976-1977

Province	No. of Project Areas	No. of Trained Leaders	Place of Training	No. of Groups	No. of Group Members
Jakarta Metropolitan	1	5	Bandung	10	300
West Java	2	10	Bandung	20	600
Central Java	2	10	Semarang	20	600
Yogyakarta Special Region	1	5	Semarang	10	300
East Java	2	10	Surabaya	20	600
Bali	1	5	Surabaya	10	300
Total	9	45		90	2700

This Biduk Kencana Remaja Program (BKR) was coupled with another IPPA activity, i.e., the premarriage counseling program. This counseling program involved the selection and training of three counselors from each BKR project location. The counselors could

supplement the instructional efforts of the youth leaders and provide necessary information and guidance to youths in the area in need of specific premarital or postmarital advice.

The expenditure for the BKR-cum-premarital counseling program had been budgeted as follows:

(a) Evaluation of youth involvement in family planning	\$ 4,838.
(b) Training seminar for youth leaders	10,299.
(c) Training-cum-workshop on premarriage counseling	4,275.
(d) Youth leaders' involvement project	8,407.
(e) Pre-marriage counseling project	<u>3,934.</u>
	\$ 31,753.

The case study team have had the opportunity to visit two locations of the BKR project, namely:

- (a) Sidoharjo subdistrict in Central Java, and
- (b) The Gemblakan-bawah ward in Yogyakarta town.

#### PROJECT IMPLEMENTATION IN CENTRAL JAVA

The BKR project in Central Java province was implemented in selected subdistricts (*kecamatan*s) of two districts, Wonogiri and Sragen.

Ten youth leaders, selected from ten *kecamatan*s in two districts mentioned, underwent a one-week training seminar in Semarang, which was designed to prepare the selected youths for communication and information tasks within, as well as outside, the youth organizations in their respective localities.

Criteria and requirements for the selection of trainees were as follows:

- (a) age between 15 and 35 (males as well as females),
- (b) good health condition (physical and mental),
- (c) preferably unmarried and not yet having his/her own family,
- (d) being a leader of a youth organization,
- (e) initiative, creative abilities, and open-mindedness,
- (f) ability in communication and human relations,

- (g) sense of social responsibility and interest in population problems,
- (h) willingness to share, after completing the training, knowledge and skills acquired in the training with other youths in their localities on an voluntary basis, and
- (i) willingness to draw up and submit monthly reports on their project activities to the local IPPA branch.

The selection was made by the IPPA branch, in consultation with governmental agencies concerned with youth affairs in the district, as well as the local council of the KNPI (National Youth Committee).<sup>1</sup>

The curriculum of the residential training in Semarang, which had been developed by the National Training and Research Center of IPPA, included two main subject areas:

- (1) family planning concepts in relation to the significance of small family size for national development,
- (2) population issues having a bearing on circumstances in the youth's future life.

Of practical importance also was the development of communication skills which would enable the trainees successfully to convey the relevant ideas and concepts to their groupmates.

After completion of the training the ten selected youths were assigned one BKR working area each. Each of the two districts had five working areas, where two youth groups were formed in each. One group consisted of 30 members.

The trained BKR leaders were called *pembina* (group conductors); their tasks were mainly to persuade their fellow-members of the following:

- the importance of small family size as the nation's way of life,
- the need for being alert to the consequences of rapid population growth, especially those affecting the future of youth,
- the importance of parental responsibility for the pursuing of family well-being.<sup>2</sup>

The *pembinas* were also to encourage the group members to involve other young people in the communication activities, so that

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<sup>1</sup>IPPA directions (April 1976).

<sup>2</sup>Ibid.

the pertinent ideas and opinions would be shared widely among the youth in each community.

Each BKR group member, called *pengganda* ("propagators"), was to communicate the ideas and concepts to at least three of his peers within one month. Thus, as noted above, it was expected that within six months an information outreach of 5,400 youths in each *kabupaten* project could be achieved.

#### BKR in Sidoharjo Subdistrict

The BKR activities in one location (the subdistrict of Sidoharjo in Wonogiri district) were coordinated and guided by the head of the local family planning field team of the national family planning program (BKKBN). This young man happened to be a dynamic individual, devoted to his task as a family planning field agent, and highly interested in working with local youth. The subdistrict head (*camat*) of Sidoharjo also was a person who appreciated the significance of youth activities and gave great encouragement and support to the BKR project and worked closely with the coordinator of BKR. Together the *camat* and the coordinator constituted an effective team and were largely responsible for the accomplishments of the project.

The five youth leaders selected for training from the area already belonged to informal sports, cultural, recreational, or social service groups in the locality. The training of the youth leaders, the cooperation of the *camat* and the local family planning head, and the availability of a small financial support (Rp. 100.00 per population education session per subgroup) were important factors that helped in the planning and systematization of the group activities and led to a formalization of the group structure. The active youth participants in the activities numbered about 200 and were divided into several subgroups according to the special interests of the members. Various sports groups included teams in soccer, volley ball, badminton, and table tennis. Cultural group activities embraced Javanese and Malay orchestral exercises, *reyog* (traditional horseman and lion dance), and drum-band. The art of traditional home and festival decoration were also practiced by one group. Another group was the *sinoman*, whose traditional job was to render assistance and services to fellow-villagers at the time of wedding parties, circumcision ceremonies, and so on.

Population activities in these groups consisted of two or three sessions in a month in which the project coordinator (who was also the local family planning program head) spoke to the subgroups. Monthly sessions for premarriage counseling were also held for those who were interested. The group members themselves claimed to have propagated population messages among youngsters in their respective villages. The IPPA branch in the district occasionally provided films and exhibits to be used in the group sessions. The branch, of course, provided a small subsidy for each instructional session to each group for the twelve-month duration of the project.

The groups and their multifarious activities, which predated the population project, continued after the official conclusion of the IPPA project and the cessation of the small subsidy. It is likely that the IPPA support and attention, though small in quantity, performed a catalytic role and strengthened the youth groups by supporting the leadership, giving the members practical organizational experience, and bringing to the attention of the local administration the significance of youth activities. The groups also learned to generate resources for themselves by charging small fees for sports events, cultural performances, and social services.

#### Comments on Sidoharjo BKR

It was difficult for the study team to ascertain the extent of population education that continued after the completion of the IPPA project. The coordinator reported that periodically he took advantage of group gatherings to bring up population topics. The study team had the impression, however, that the enthusiasm for the continuation of population discussion was on the wane among the groups and that the utility and importance of continuous discussion (in a purely information and communication context) among the same participants was not very clear to the group members.

The study team also found that most of the youth participants in the group activities had completed at least primary education and many had completed the higher secondary level. The so-called out-of-school youths in the groups were those who did not go for a higher level of education after completing primary or secondary education. Most of them were employed in various wage-earning occupations (rather than farming) and many had white collar occupations as teachers, clerks, shop assistants and so on. Girls were well represented in the groups. Youths belonging to the lower socioeconomic strata--illiterate or primary school dropout boys and girls belonging to families of landless farm laborers, subsistence farmers, petty tradesmen, or drivers of pedicabs--seemingly were not members of the groups. These youths were probably not excluded by design. The social position of the participants, their interests and life style, and the somewhat exclusive nature of the group activities (cultural and recreational activities requiring certain amount of leisure and even personal expense) did not help the participation of the most underprivileged groups of youths in the project.

#### PROJECT IMPLEMENTATION IN YOGYAKARTA

The BKR project in Yogyakarta region was located in the Yogyakarta town. This city, in ancient time the capital of a sultanate, is at present the seat of the regional government of the same name.

This city is more densely populated than the country's capital: while the population density in Jakarta in 1971 was 7,726 per square kilometer; Yogyakarta accommodated 10,531 people on the average per square kilometer.<sup>1</sup>

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<sup>1</sup>REPELITA II (Second Five Years Plan), Jakarta (1974).

The town is divided into 14 *kacamatan*, with populations varying from 13,000 (kac. Kotagede) to 44,000 (kac. Gondokusuman). Each *kacamatan* is partitioned in a number of *rukun kampungs* (urban wards), each of them headed by a *ketua RK* (ward-boss).

The BKR project in Yogyakarta town had a number of different locations. Five *rukun kampungs* had been chosen as sites of the project, namely: Suryatmajan, Gamelan, Iromejan, Gemblakan Bawah and Panembahan. The project was later extended to additional wards, although additional youth leaders were not trained for these wards.

Five young men considered to have met the requirements for their prospective function as *pembinā*, had been trained at the provincial training center in Semarang together with the ten other trainees from Central Java. After the training they were given the responsibility of conducting BKR activities in one or two *rukun kampungs*.

The Yogyakarta branch of IPPA was in charge of the execution of the program in the project area. The provincial IPPA chapter, beside exercising direct supervision, also rendered supporting and consultative services to the project.

The educational program covered a broad variety of relevant subjects. Population issues and family planning matters constituted the core topics, but other youth-related subjects were also included in the program. The monthly records of the Yogyakarta IPPA branch had, for instance, made mention of the following topics:

- mental health among youth
- the menace of venereal disease
- addiction to drugs
- the role of youth in community development
- upbringing of the young generation
- youth companionship (between both sexes)
- early detection of cancer

These topics were presented by physicians, police officers, and community leaders who served as guest lecturers. IPPA officials at the provincial level and other competent functionaries occasionally gave lectures pertaining to family planning and population matters, such as:

- economic consequences of population growth,
- ecological problems,
- demographic data and their implications,
- the Islamic view on population matters, and
- anatomy of human reproduction.

Lectures were usually followed by opportunities to raise relevant questions. Charts, slides, and filmstrips were used whenever applicable.

Instructional hours were alternated with such recreational activities as volley ball, table tennis, chess, badminton, folk songs, and drama performances. The female section of BKR youth were

also engaged in cooking, sewing, flower arrangement and *janur* (young coconut-leaves) decoration practices. There were *arisan* (savings groups in which the proceeds are distributed among members by periodic lottery) gatherings as well, which were held periodically.

The various activities were organized and managed by the lady chairman of the Yogyakarta IPPA branch, who was *ex officio* executive officer of the project. In order to enhance the spirit of solidarity among participants and to maintain a sense of belonging to the BKR movement, friendly gatherings and social meetings were held, occasionally coupled with games and contests. Such events were usually attended by IPPA board members and certain town officials (particularly the ward bosses).

The Yogyakarta BKR project organized, as part of the program, study trips for the youth participants. The trip to Kaliurang in August 1976, for instance, was taken advantage of by paying home visits to study family sizes in community. In December 1977 BKR groups from four locations went on a tour to Sragen, a district in Central Java where a BKR project was being run by the local IPPA. The trip program included discussions (on population and family planning matters) at Taman Jurug, and table tennis, volley ball and soccer matches at Karangmalang (one *kacamatan* town in Sragen district). The traveling BKR groups were accompanied by the head of the social welfare section of the Yogyakarta municipality office, members of the municipal council, IPPA and BKKBN staff, and a few newsmen.

The Yogyakarta project also provided premarriage counseling. But, although PKBI headquarters had already given directions for integrating the premarriage counseling program within the BKR project (with selected group members as counseling clients), there was no regular counseling service program going on in the project area. IPPA staff members in Yogyakarta found that youngsters who did not yet have a definite marriage plan were not interested in attending the premarriage counseling. Instead of providing direct counseling services, the project management, therefore, turned to other approaches such as organizing lectures and discussions, distributing bulletins, and radio programs on premarital topics broadcast by RRI (National Radio Network) on the first Monday of every month.

After the conclusion of the IPPA-sponsored project, funds for honoraria, travel allowances, and back-up material were no longer available. The BKR organization, therefore, had to continue its activities on a self-sustaining basis and to raise funds on its own. For that purpose, a project had been initiated to start a collective tailoring business, by training 25 male and the same number of female BKR participants in the tailoring trade. The sewing machines and other equipment needed were provided by IPPA; two sewing instructors were hired to conduct a regular training course once a week. Mimeographed manuals, liberally illustrated, were provided to the trainees.

The tailoring training was scheduled to run for 14 weeks. Male and female groups were instructed separately, using the same premises and training facilities but on different days.

It was anticipated that products of the prospective tailoring shop would find a ready market in Yogyakarta town itself. Authorities of the municipal office had reportedly undertaken to place orders with the BKR organization for the purchase of uniforms for their office personnel

#### PLANNED BKR PROJECTS OUTSIDE JAVA AND BALI

IPPA has decided to expand the geographical coverage of the BKR project and has drawn up plans for conducting projects of the same type in North Sulawesi, South and West Kalimantan, and North Sumatra. The objectives, project design, target population, and so forth are to be the same as those for the BKR projects already implemented in Java and Bali.

A slight difference is that in each province there would be only one project area, to be managed by the local IPPA branch, and that each project area would have ten *pembinas* with the same number of working areas. One *pembina* would lead two working groups.

In each working area 60 (2 x 30) members of the working groups would serve as *pengandas* ("multipliers" or propagators), who are expected to propagate population and family planning concepts to 18 (6 x 3) other youths within six months. It is anticipated that, in this way, a community outreach of 10,800 (10 x 2 x 30 x 6 x 3) young people could be attained in each project area.<sup>1</sup> The working groups are to hold meetings four times a month, three times on the main BKR topics and once on the premarriage counseling program.

The project activities were scheduled as follows:

- |   |                             |
|---|-----------------------------|
| -- training and workshop for premarriage counselors     | March 1978                  |
| -- training seminar for youth leaders (BKR)             | May 1978                    |
| -- implementation of the main program of BKR project    | July-Dec. 1978              |
| -- implementation of the premarriage counseling program | July-Dec. 1978 <sup>2</sup> |

The total budget estimate for the whole project was \$22,724, consisting of \$14,542 for training and \$8,182 for other educational and informational activities.

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<sup>1</sup>  
IPPA directions (February, 1978).

<sup>2</sup>  
Ibid.

## SKILL TRAINING AND POPULATION EDUCATION FOR GIRLS

A special project undertaken also under the auspices of the Yogyakarta chapter of IPPA was different from the larger youth involvement effort described earlier in its aim of combining population and family life education with training in sewing for young girls. The project was planned in recognition of the fact that youths from low-income families, particularly girls, were not attracted to educational projects that did not help improve their economic situation.

The specific objectives of the new project implemented in late 1977 were stated to be the following:

- to provide information to young girls in rural areas on concepts and methods of family planning;
- to give them understanding of the relationship between population growth and family and national welfare;
- to provide them with sewing skill so as to equip them with a proficiency needed for earning a living.

The target groups consisted of four groups of 48 girls each. Thus, 192 trainees from villages in Wonosari district near Yogyakarta were to be included in the project. Actual enrolment turned out to be 207 girls.

Each group underwent a one-month intensive training course in sewing interspersed by family planning learning sessions. The four groups were trained successively, thus making use of the same instructors and sewing machines. Before performing their respective tasks, the family planning educators and sewing skill instructors had to follow an orientation course themselves for two days. For the training course six sewing machines were purchased by IPPA and the materials for cut-out and sewing practice were supplied. The machines would remain the property of IPPA, to be used for similar training programs in other places.

Following completion of the one-month training the trainees were expected to practice their skill, still remaining under the supervision of the project management. It was hoped that the village administration would help some of the trainees in acquiring working capital for starting sewing shops.

The budget estimate for this project was as follows:

	<u>Rp.</u>
-- Preparatory work	100,000
-- Purchase of sewing machines	300,000
-- Orientation course for sewing trainers and FP-educators	200,000
-- Hiring of two sewing trainers	320,000
-- Honoraria/travel allowance for FP educators	96,000

	<u>Rp</u>
-- Supervisory visits	40,000
-- Honoraria for project management	60,000
-- Purchase of materials for practical training	384,000
-- FP learning materials (inc. AVA)	100,000
-- Stationary and report forms	60,000
-- Translation of reports	<u>40,000</u>
	Rp. 1,700,000
	(equivalent to US\$4,150.)

The funds came from IPPF through the national IPPA.

Information collected by a sample survey of 60 trainees by the Yogyakarta IPPA office reveals something of the background of the trainees.

The majority of respondents came from big families: 93.4 percent of their families had more than three children. The numbers of children in the families ranged from 2 to 11, with an average of 6.4, while the mode number was 6 (represented by 20 percent of the families).

The educational levels of respondents were as follows:

	<u>percent</u>
-- not completed primary school	1.7
-- completed primary school	63.3
-- not completed junior high school	3.3
-- still attending junior high school	3.3
-- completed junior high school	21.7
-- still attending senior high school	6.7

The age-range was from 14 to 24, with an average of 18.1 and a mode of 17 years (30 percent of participants). Thirty-five percent of the respondents earned an income from farming and 3 percent were peddlers, while the remaining 62 percent had no earning of their own and depended on their families for support. Seventy-eight percent came from farmers' families and 20 percent had one of the parents as a government employee. A great part (80 percent) of the respondents had enrolled after being informed by village officials of the opening of the forthcoming family-planning-*cum*-sewing course.

Nearly four-fifths of them tried, after having completed the sewing course, to make clothes on their own, whether for other persons (53 percent) or for themselves (27 percent). One-sixth of the respondents decided to seek ways for improving further the sewing skills gained so far.

The study team did not have the opportunity to visit the groups, since the project had already ended at the time of the team's visit. Discussion with concerned IPPA personnel at the Yogyakarta chapter indicated that the sewing courses elicited enthusiastic response from young girls in villages and provided them with an opportunity to get some population and family life education. It was unlikely that a month-long sewing course would give the trainees the proficiency needed to earn an income or that there would be such

demand for sewing skills in the communities as to keep all the trainees occupied. Moreover, despite the intention of the organizers of the project to attract members of the underprivileged groups, girls from the poorest families evidently did not participate. The educational level of the participants and the fact that two-thirds of them depended entirely on their families for support (unlikely among the poorest section) support this contention.

## CHAPTER 6

### CONCLUSIONS AND LESSONS

Creating an awareness and understanding of the population problem and its implications for the welfare and development of the nation among the out-of-school youth and involving them in the national population program is one of the main functions of IPPA. Since 1974, IPPA has been engaged in discovering and developing viable and feasible approaches and methods, consonant with its resources and its role in the national scheme to reach the out-of-school youth population. The experimental Tangerang Youth Project and the subsequent youth leaders project and the skill training project for girls represent the efforts of IPPA to make the large out-of-school youth population the beneficiaries of increased knowledge and understanding of population and family planning issues.

It is clear that the objectives of the youth projects were defined narrowly by IPPA and were confined to the propagation of knowledge and understanding that justify and support the national program for population control. Activities designed to improve the overall social and economic situation of out-of-school youth or projects concerned with the broader goals of rural development with an eventual bearing on the attitudes, values, and behavior of the concerned groups with regard to family planning were seen as outside the scope of IPPA responsibilities. Population education for young people, of course, could not be totally isolated from other aspects of their lives and it was found necessary to utilize the "vehicles" of other activities and organizations to carry the messages of IPPA to the young people. In some instances, activities such as skill-training were sponsored by IPPA to facilitate population education. However, information and communication on population matters remained the goal of IPPA youth projects; other activities and organizations were instruments that served this central goal.

The objectives and strategies of the projects also did not embrace the prospect of any active role of the youth participants, either in the national family planning effort or in broader development activities for the benefit of the community at large. Some multiplier effects of the projects were envisaged, but these were again in terms of communication and information. That is, it was expected that participants would help propagate the message to other nonparticipant youths. The young people were the target of the population education effort so that they could make appropriate personal decisions regarding their family life.

Possibilities were not envisioned of harnessing the human resources represented by the youth for the national population program and of evolving integrated approaches to family welfare through the involvement of youth. The youth projects, therefore, have to be judged and the experiences assessed from the narrow perspective of population education.

#### FULFILLMENT OF THE OBJECTIVES

Objectives of the projects in terms of the dissemination of knowledge and understanding of population issues to the participants appear to have been achieved. The responses to the questionnaire survey of the participants in the Tangerang project show that the participants generally came up with the "desirable" statements. Responses were not available from the other projects. However, it is likely that they would not be very different, since the participants were subjected to the same type of instructional methods and content and the essential messages were rather straightforward. It has to be borne in mind that the projects constituted a substantial effort and commitment of resources to reach a relatively small proportion of the youth in the country. (The direct financial costs for the three projects totalled approximately US\$48,000 for 3,600 participants.)

The significance of "appropriate" responses of the participants in terms of their personal behavior, their values, and the eventual impact on their families is not possible to determine at this stage. It was also not possible to determine the multiplier effect of the projects in reaching nonparticipant youths.

#### LEARNING CONTENT AND METHOD

The "curriculum" worked out for the Tangerang project included a fairly exhaustive list of topics, which obviously could not be given a full or adequate treatment within the time limit with the actual personnel and resources of the projects. Selectivity was obviously applied and the treatment of the topics certainly varied widely in different situations. Nor was it necessary to cover the topics exhaustively. The aim was not to make population experts out of the young participants but to give them a basic understanding and awareness of population issues so that they became sensitive to these issues and were able to make intelligent and informed personal and collective decisions on these issues.

Experience gained in the three projects seems to indicate that selection of materials and topics for different groups with varied interests and educational background needs careful thought and judgment on the part of the organizers. It is not enough to present a mere laundry list of topics with the selection left to chance. Special attention must be given to finding ways of relating the topics to the specific interests and backgrounds of the participants.

A rigid didactic approach often fails to reach the audience, especially an audience without substantial formal education back-

ground. The "instructors" and "discussion leaders" need ideas, as well as a supply of materials and teaching aids on interesting ways of presenting materials and approaches to relating the instructional themes to the daily life of the learners.

#### SERVING THE UNDERPRIVILEGED

There was a broad variation in the educational background of participants in the project. Primary school graduates formed more than half of the whole clientele, but many had completed junior or even senior high school. No illiterates and few primary school dropouts were reported to have taken part in the projects. Given the high rate of nonenrolment and dropout at the primary level in Indonesia, the educational background of the participants clearly shows that the projects did not reach the underprivileged youth.

Reaching the underprivileged in projects of this sort is difficult. There is, in general, very little access to any type of organized learning opportunities on the part of people with small incomes and a low standard of living. Even when they are persuaded to come to educational programs, there is usually irregular attendance and a high dropout rate.

IPPA is aware of this problem and has been looking for appropriate educational approaches that will serve a broader range of clientele, particularly the lowest income group. The initiative taken at Yogyakarta to combine skill training and population education was expected to attract the low-income group. As it turned out, even this combined project could not attract the most underprivileged groups. The overall social and economic structure imposes almost insurmountable constraints on any effort to help the truly indigent and the destitute. Only a vigorous and well-planned direct attack at the root of poverty has any chance of being helpful to the destitute. Whether IPPA can unlock the secret of doing this effectively or whether it should engage in such efforts are open questions.

#### COOPERATION WITH OTHER ORGANIZATIONS

IPPA had made a good start in seeking cooperation with private organizations and governmental agencies in carrying out the Tangerang Youth Project. This initial step was not followed up in the later projects which IPPA, itself, attempted to manage and implement through its branches. The BKR projects, for instance, had no binding relationship with other organizations, although in the initial stages consultations were held with youth organizations like KNPI, and support was sought from the local administration, BKKBN, and other government agencies. The project plan was to create informal groups in the project area which were expected to continue on a self-supporting basis. It soon became evident that for the groups to exist, they had to maintain collaboration with existing bodies and agencies in the area and receive support from the local administration. Therefore, prior to the launching of a community-oriented project, it will be of advantage to explore possibilities for cooperation and mutual help with government services, private agencies, and even

business enterprises and individual volunteers. Enlisting the collaboration of such organizations and individuals opens up various possibilities, such as getting help in the recruitment of would-be clients, utilizing relevant expertise, taking advantage of other human resources, obtaining credit facilities, or at least securing a favorable position within an established sociopolitical structure. *Penmas* (community education), Muhammadiyah, KNPI (national youth committee), ZPG (student's movement for zero population growth) and LSD (village social institutions) are examples of these organizations and agencies. (See Appendix.)

Concerted efforts of the project management with local BKKBN workers can be of great benefit to the clientele. Besides its coordinating function in family planning programs, BKKBN has the expertise needed in family planning information and education. The accomplishments of the BKR project in Sidoharjo, as we have seen, are largely due to the enthusiastic support of the local family planning field workers.

#### COMMUNITY PARTICIPATION

The population and family planning education in the Tangerang Youth Project was implemented according to a scheme worked out in advance by the technical staff of the project. There was little participation on the part of the prospective clientele and community members in planning the program of training for instructors and in setting out the content, method, and objectives of the project. The instructors, in turn, conducted the learning sessions in their respective localities following the curricular pattern used in the instructors' training.

It would probably enhance the effectiveness of the project if the participant youth (and the community concerned with the educational program) could be involved in the planning of learning activities. The choice of learning content in terms of local needs, the most suitable time pattern for educational activities, the choice of working methods to be employed, and other matters could be decided in consultation with the participating youths. At the very least, representative members of the community should be brought into the process of planning and implementing the project.

The BKR project, less rigidly structured, seemed to be in a somewhat better position to make its clientele active participants in program planning and management. The responsibility given to the members of the BKR groups (*penggandas*) to propagate family planning and population matters to other youths was very likely one of the incentives to engage themselves in the planning and execution of various project activities.

#### FOLLOW-UP MEASURES AFTER TERMINATION OF PROJECT

Experiences with the project clearly show that the sponsoring agency cannot cut off all connections with the projects at the formal termination of funding and expect the projects to continue on a

self-sustaining basis. It is always necessary to work out a phased withdrawal, so that the project can adjust to changed circumstances and muster the strength to be self-sustaining. In Tangerang and BKR, as other organizations and established local groups, were already involved, it should have been possible to arrange for a gradual phasing out.

Mainly because of the interest and initiative of the *camat* and the local family planning field agent, the BKR project in Wonogiri retained its image as a population education project, even after official termination of IPPA support. Participants preserved their sense of attachment to the project management and sponsor, although remunerations and allowances were no longer paid. This situation probably cannot be replicated everywhere, but it underscores the importance of advance planning and initiatives to maintain follow-up links.

Follow-up programs can be carried on in various ways. One approach would be issuing a periodical bulletin or newsletter; the editorial staff may consist of the youth representatives themselves, assisted by ex-project staff members. It will be very useful to encourage correspondence among readers and editors of the newsletter. This would ensure a regular feedback from the participants and sustain their interest in population and family planning matters.

## APPENDIX

### ORGANIZATIONS, AGENCIES, AND INSTITUTIONS

The following is a description of a number of organizations, agencies, and institutions (in alphabetical order) in Indonesia that are working in the field of community development or nonformal education, some of them involving youth in their programs. These organizations and their programs suggest for IPPA various possibilities of youth activities that can be carried out in collaboration with other agencies in the context of an integrated development approach.

#### *BUTSI* (VOLUNTEER RECRUITMENT BODY)

*Butsi* is an interdepartmental body, with the Minister of Manpower and Internal Migration as chairman, and other ministers (Education and Culture, Agriculture, Foreign Affairs, Health, Industries, Information, Public Works, Religion, and Social Affairs) and the chairman of *BAPPENAS* (National Development Planning Board) as members. This body has the task of recruiting and employing volunteers (for the present, university graduates only) for rural development work.

Volunteers are of either sex with a *sarjana* (master's) or *sarjana muda* (bachelor's) degree and preferably unmarried. They are to serve as volunteers for two years. In one subdistrict a team of five volunteers is posted, but each volunteer usually works in one village. Usually remote villages, far from urban centers, are chosen. Preference is also given to villages involved in the "Applied Nutrition Program," the "Development Area Unit Program" (UDKP), and villages in designated regions for internal migration. A volunteer worker has to serve for at least one year in one village; after that he may stay in the same village or move to another.

Before assuming their tasks in the village, the volunteers have to go through the provincial, district, and subdistrict administration offices successively to be briefed on village development issues and problems. Then they meet the village head and officials they are assigned to assist and conduct a survey on development needs and resources of the village concerned. After that they have to undergo a one-month training in the provincial or district capital.

*Butsi* volunteers are not intended to serve as specialists or technicians in one or another speciality in development work. They are viewed as generalists who are able to identify various rural development needs and resources. They are to seek technical services and aid from various local extension, education, and information agencies in line with their working plan for the village community. However, volunteers are nevertheless expected to have certain practical skills, such as those of growing vegetables, constructing contour-ditches on sloping grounds, and vaccinating chickens. These skills may be helpful to them in maintaining the cooperation of the village people.

The number of *Butsi* volunteer employment since 1969 is as follows:

	<u>Sarjanas</u>	<u>Sarjanas Mudas</u>	<u>Total</u>
1969-1971	30	-	30
1970-1972	46	4	50
1971-1973	60	210	270
1972-1974	30	270	300
1973-1975	8	192	200
1974-1976	..	..	1504

These volunteers have lived and worked in 55,970 villages throughout the country.

#### INDONESIAN NATIONAL YOUTH COMMITTEE

The *Komite Nasional Pemuda Indonesia* (Indonesian National Youth Committee) or KNPI, sponsored by the government in 1973, strives to involve youth in attaining national objectives in ideological, political, economic, social, and cultural fields.

In the sphere of education emphasis is laid on the participation of youth in literacy work, community learning centers, and also on vocational and cadre training. The scheme for rural community development includes efforts in developing workable relationships with agencies engaged in rural development, initiating youth participation in broadening employment opportunities, and supporting the internal migration program.

The program for family planning is somewhat more elaborate. One of the aims is the augmentation of motivation for family planning among youth--to be attained by conducting orientation courses (at *kabupaten* level), establishing information teams (to be started in Jakarta, with the use of a mobile unit), utilizing existing mass media, and launching a project in 100 villages, starting in West Java. A second aim is the formation of a functional corps of family planning motivators, which involves the coaching of existent motivators as well as the development of new ones.

The cultural program *inter alia* embraces efforts in improving

regional culture elements (viz., folk-songs and folklores), and in promoting cultural appreciation among youth groups.

The plan of activities as sketched above was part of the KNPI Four-year Program which was to take effect beginning 1 April 1975. The level of implementation depends on the nature and scope of the different components. Seminars and workshops for development of concepts and overall policies, for instance, are held at the national level. Coaching, training, and orientation courses for "cadres" and leaders of local projects are conducted or managed by provincial or *kabupaten* executive councils (*Dewan Pembina*). Program execution at lower levels is entrusted to "cadre units" in subdistricts (*Kecamatans*), which consist of a number of working groups and "interest groups." The leaders of these groups are in charge of conducting activities in villages through existing youth organizations.

#### LPUB (INSTITUTION FOR COLLECTIVE ENTERPRISES)

The LPUB, a private voluntary organization, is active in developing collective enterprises with the aim of raising the socio-economic standard of life and the self-sustaining abilities of low-income population groups. It assists in organizing collective undertakings, identifying problems and potential resources, and strengthening motivation for overcoming these problems collectively.

There are about 315 collective enterprises functioning under the sponsorship of the LPUB. For the development of these collective enterprises, training sessions and workshops have been held in the respective fields of the enterprises. A bulletin entitled "Setia Kawan," is issued periodically to serve as a communication medium among the enterprise units.

This institution is affiliated with a private credit union counseling office, which aims at creating credit cooperatives so as to develop the socioeconomic potentials of the community. The program includes education in fundamentals of cooperatives and leadership training as well.

#### LSD (VILLAGE SOCIAL INSTITUTION)

In 1969 a government decision was taken to establish a special coordinating sector for all government activities concerned with rural development. This sector, known as "Sector K" is composed of various ministry representatives, with the Minister of Home Affairs serving as chairman and the Director General for Rural Community Development (PMD) as secretary.

This coordinating structure for rural development has been extended to various levels of administration, with each governor,  *bupati* (district head) and  *camat* (subdistrict head) in charge of coordinating the relevant services or government agencies in his area of jurisdiction. At each level PMD officials serve as secretaries of the interservice rural development group and assist in the coordination work.

The subdistrict (*kecamatan*) has been regarded as the proper administrative unit to be covered by a comprehensive joint development program. Therefore, several subdistricts in each *kabupaten* have been selected to function as project area units. These are the UKDP's (development area units), with the *camat* as chairman and other government services' heads as members.

Within the village community the LSD or *Lembaga Sosial Desa* (village social institution) is viewed as the center for community development activities, and as a vehicle for community organization for the effective use of local government services for village development. It is also a channel for improving communication within the communities themselves and between village people and the various government services.

Rural community development is considered to cover all aspects of village life affecting basic economic and social welfare. Given the number of government agencies and nongovernmental organizations concerned with various aspects of rural development, the role of LSD is considered important in strengthening coordination, in both the planning and implementation of relevant activities, among such agencies and organizations. Some of the special tasks of LSD are: data collecting; pooling of ideas, suggestions, and proposals from village communities; planning rural development programs; and managing implementations.

#### MUHAMMADIYAH

Since its formation in 1912 Muhammadiyah, a private Islamic organization with a progressive outlook, has been active in the domain of education, health and social services; it is working on the enunciation of codes of individual and community conduct befitting the needs of a developing society.

The central board, which has its seat in Jakarta and Yogyakarta, comprises ten councils (*majlis*). Four out of the ten councils are respectively in charge of:

- (a) the execution of educational programs in school and out of school;
- (b) the rendering of health and social welfare services in the community;
- (c) guidance to members of the organizations who are engaged in economic enterprises and concerned about economic problems in society;
- (d) guidance of youth activities.

A sister organization is the *Aisyiah*, composed of women members, and has its own central board. Though autonomous, it has organizational and complementary relationships with Muhammadiyah and

the youth and student activities for girls are coordinated by the Youth Guidance Council of the principal organization.

Private schools at all (kindergarten, primary, junior and senior high, and university) levels and Qur'an courses conducted by Muhammadiyah, among the major activities of the organization, are widespread throughout the country. The health care program is carried out through an extensive medical service system, consisting of 5 hospitals, 73 infirmaries, 298 MCH-centers, 318 polyclinics and 4 dispensaries. A family planning section which is under the same *majlis* as that for health, constitutes one of the more important private family planning units operating under the coordination of BKKBN.

There are three subsections within the family planning unit, namely, those for:

- a) education, information, and motivation
- b) consultation, and
- c) clinical services

The first subsection is to provide information regarding family well-being and planning and enlightenment of Muhammadiyah's point of view on family planning, particularly to religious leaders and scholars. The second provides counseling, within the framework of religious restrictions and admissibilities, to individual couples interested in practicing family planning. The third is in charge of rendering medical and paramedical services for family planning purposes.

The socioeconomic council of Muhammadiyah is at present in the process of developing a comprehensive socioeconomic action program for the organization.

As for the overall organizational set-up, Muhammadiyah has in certain areas a deeply rooted structure with branches in subdistricts (*kecamatan*) and subbranches in villages. However, only a limited part of the sectoral programs (viz., the conducting of Qur'an classes, kindergartens and primary schools) is being implemented down to the lowest organizational levels.

#### PENMAS (COMMUNITY EDUCATION)

*Penmas*, or *Pendidikan Masyarakat*, a community education system in Indonesia, is under the jurisdiction of the Directorate General for Nonformal Education and Sports, which is subdivided into four directorates, i.e., (1) Community Education (*Penmas*), (2) Youth Development, (3) Sports, and (4) Technical Personnel Development.

At provincial level the *Penmas* office is one of the ten *bidangs* (divisions) under the provincial representative of the Department of Education and Culture. At the district level the Office of Education and Culture has three sections, responsible for conducting

(a) primary and secondary schools; (b) cultural education; (c) *Penmas*, sports and youth development. At subdistrict level the Office of Education and Culture has to coordinate four field staff members, respectively in charge of: (a) primary school education, (b) *Penmas*, (c) sports and youth development, and (d) cultural education.

*Penmas* has two prominent and related functions: (1) the offering of a core program of basic education, and (2) the facilitation of other learning activities related to locally defined needs. The core program of basic education is formulated according to working principles as outlined in government financial policies and planning schemes. It is manifested in the structured and rather standardized learning activities, such as courses and practical training. Courses in literacy and numeracy, family life education, civics, leadership training, and prevocational skills form the core program supported by printed and other instructional materials. Learning material packages A (for illiterates and nonschool-attenders), packages B (for primary school dropouts), and packages C (for secondary school dropouts and primary school graduates) for basic education are being developed at the national learning center (PKB), while other learning materials are developed through several pilot projects.

The facilitative program involves activities in learning groups organized around specific problems or needs. Assistance is given to the groups in identifying and making maximum use of technical and other resources from varying nonformal education agencies. To support the village level program operation, a number of PKB's or *Panti Kegiatan Belajar* (learning centers) have been established at *Kecamatan* level and more are planned to be established.

#### THE STUDENT MOVEMENT FOR ZERO POPULATION GROWTH

A number of university students in Yogyakarta, realizing the adverse consequences of rapid population growth, and recognizing the need for a direct involvement of the young generation in effective population control actions, proclaimed the establishment of a Student Movement for Zero Population Growth (ZPG) in 1973.

The movement is aimed at engendering and fostering interest among youth in current population problems, promoting youth participation in population and family planning programs, and introducing the "small family" (with two children) concept as a mode to secure population stability.

Some activities thus far carried on by ZPG are as follows:

- (a) issue of monthly bulletins (*Warta ZPG*) with free distribution,
- (b) group information meetings,
- (c) radio broadcasts (through the national RRI network and a private broadcasting company),

- (d) seminars and orientation courses for youth,
- (e) maintainanance of a library,
- (f) promotion of population and family planning studies.

The ZPG Movement focuses its activities on the youth sector. In its initial stages it involved high school and university students in its program, but recently it has been giving more attention to youngsters in *pesantrens* (religious learning centers) and out-of-school rural youth.

The movement has its central board located in Yogyakarta and branch secretariats in Surakarta, Semarang, Surabaya, Cirebon, Bandung, Denpasar and Ujungpandang. Up to the present the organization has not spread down to the subdistrict and village level.