

IMPLEMENTATION OF THE BANGGA KENCANA PROGRAM (FAMILY DEVELOPMENT, POPULATION AND FAMILY PLANNING) IN POPULATION CONTROL EFFORTS IN EAST JAVA PROVINCE

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Abstract

High population growth in East Java causes social and economic problems, such as poverty and unemployment. The Bangga Kencana program aims to reduce birth rates and create quality families to support sustainable development. This research analyzes program implementation using the theory put forward by Edward III using descriptive qualitative research methods. The research results show that effective communication between the government, BKKBN, and the community, as well as the use of social media, supports the success of the program. This program is supported by an organized work team, adequate budget, and highly committed implementers. A good bureaucratic structure as well as the implementation of SOPs and digital technology also facilitate program implementation.

Keywords: Bangga Kencana, Family Planning, Population Control

A. INTRODUCTION

Rapid population growth has become one of the global issues faced by all countries in the world. Along with the increase in population, various problems also arise, such as poverty, reduced employment opportunities, and a decline in the quality of human resources that cannot meet needs. The problem of rapid population growth is now a major and important concern for various countries in the world. (Liska et al., 2024). Based on data from the World Bank, the global population was recorded at 7.84 billion people in 2021, and by the end of 2022 it reached 8 billion people. The global population is getting higher by 832.87 million people (11.89 percent) compared to the previous ten years. This ongoing population growth has led to an increase in needs in various sectors of life (Amane et al., 2023)

By 2023, the world's population has reached 8 billion people for the first time in history (Liska et al., 2024). Basically, the world's population tends to continue to grow every year. Based on (Worldometers.info, 2024) through data compiled by the United Nations Department of Economic and Social Affairs, the Population Division estimates that by 2100, the global population will reach nearly 11 billion people, an increase of about 3 billion people compared to 2022. Although the population continues to grow rapidly, the rate of global population growth (in percentage) is that the economy has experienced an increase in decline over the past 50 years. In 1968, the global population growth rate was 2.1%/year, while in

2019 it decreased to 1.08%/year. Projections show that in the next 80 years, the rate of population growth will continue to decline (Amane et al., 2023)

The world's population growth continues to show an increase, with high birth rates in some developing countries and advances in the health sector increasing life expectancy (Sari et al., 2023). However, on the other hand, some developed countries are facing a demographic crisis due to a significant decline in the birth rate, accompanied by a rapid aging population (Ramin, 2024). Countries such as Japan, Italy, and Germany are beginning to feel the impact of the declining number of young generations, leading to labor shortages and an increased economic burden on caring for the elderly. This phenomenon poses a major challenge in balancing economic growth with social needs, and necessitates policies to attract immigrants or support an increase in the birth rate in the country.

The phenomenon of decreasing children in Japan is called the Shoushika phenomenon. The country is facing a sustained decline in the birth rate, with many couples choosing to have few or no children at all. The decline in the birth rate in Japan is a social and demographic phenomenon that indicates that the number of babies born in the country is decreasing (Nurlaela, 2017). This has an impact on population reduction, population aging, and the emergence of various economic and social challenges. There are a number of factors that contribute to the decline in the birth rate in Japan, including the high cost of living, limited childcare support facilities, changing trends in marriage, and shifts in people's values and lifestyles. (Eryano et al., 2023).

Population aging, otherwise known as the aging population phenomenon, is one of the most concerning problems in Japan. Every year, the birth rate continues to decline, while rising life expectancy accelerates the aging process of Japan's population. Despite this, Japan is still ranked 12th with a relatively small population compared to other similar countries, such as China, Taiwan, South Korea, the Philippines, Russia, and the United States, which has a population of around 123,294,513 people with an annual change rate of -0.53% (Eryano et al., 2023). Indonesia is the fourth country in the world in terms of population, with a total population of 281.6 million people in mid-2024, this figure increased by 1.11% from the previous year, namely in 2023 with the total population in Indonesia of 278.7 million people (BPS, 2024). The large number of unemployed people can lead to unemployment and increased crime.

For some countries, the increase in population is considered a positive thing because with a large population, an abundant number of workers can be an asset for development and the economy. However, on the other hand, facts show that rapid population growth can also have an impact on increasing crime rates (Putri & Nurwati, 2021). This happens because a country's economy is unable to keep up with the ever-increasing population growth rate. As a result, many individuals are unemployed due to limited employment, which ultimately encourages them to commit criminal acts, such as child exploitation, to make ends meet.

To address this problem, the Indonesian government has implemented various policies to control the rate of population growth, with the aim of preventing a significant population surge in the future. One of the concrete actions taken is to launch birth control programs, provide counseling on the importance of family planning, and improve access and quality of reproductive health services. In addition, the government also socializes the public about the

negative consequences of unplanned population growth, so that people become more aware of the importance of planning the number of children wisely. In Indonesia, there is a government institution that focuses on the population and family sector, namely the National Population and Family Planning Agency (BKKBN).

In Indonesia, the National Population and Family Planning Agency (BKKBN) has a crucial role in regulating the rate of population growth. As a government agency that focuses on population and family issues, BKKBN implements various programs to increase public awareness about family planning, provide access to contraception, and provide education and counseling for couples of childbearing age. With a family-based approach, BKKBN seeks to reduce the uncontrolled birth rate and support the improvement of the quality of life of every family in Indonesia. Through these measures, it is hoped that population growth can be well controlled and national development can run in a more balanced and sustainable manner.

One of the steps taken by the government to manage population growth is to develop flagship programs that are launched, namely the Family Planning Program (KB). According to Law No. 10 of 1992 concerning population development and prosperous family development, Family Planning is an effort to increase public awareness and involvement through maturing the age of marriage (PUP), birth control, family resilience formation, and improving the welfare of harmonious and prosperous small families. In practice, population and family planning programs are implemented by various parties. Starting from the central government disseminating information through public service advertisements, this program is then continued to the provincial, district, and village levels, even reaching every home or head of family who interacts directly with the community. (Gerits et al., 2022).

To achieve the common goal of a prosperous and quality population, support from population development policies is needed. Population development itself cannot be separated from the need for quality data and information, especially related to parameters in the field of population control and family planning (Population Family Development Program and Family Planning - *Bangga Kencana*) to the district and city levels. (Nono, 2024). This program aims to improve the welfare of families and communities by managing populations and building sustainable families.

The government launched the *Bangga Kencana* (Population Family Development and Family Planning) program based on the Head of BKKBN Regulation Number 6 of 2020 concerning the BKKBN Strategic Plan 2020-2024. The program, which was previously known as KKBPK (Family Planning and Family Development Population), was expanded in 2020 with the introduction of the *Bangga Kencana* Program. Through this program, the Indonesian government, represented by the National Population and Family Planning Agency (BKKBN), seeks to reduce the birth rate through the implementation and implementation of the *Bangga Kencana* Program. The main goal of this program is to regulate the birth rate in order to realize a prosperous family, by involving the entire community and other development sectors in its management.

The total population of East Java has reached 41,814.5 people in September 2024 data (BPS, 2024). The current high rate of population growth is a significant major problem. Without government intervention to strengthen the Family Planning program, the large

population and rapid growth rate can have a negative impact on the social, political, economic, and defense and security sectors.

Table 1: Average Population Growth Rate of East Java Province



Source : (BPS, 2024)

Controlling the rate of population growth in East Java is very important, considering that this province is one of the largest populations in Indonesia. Increasing population density puts great pressure on natural resources, infrastructure, and public services such as education, health, and housing. If left unaddressed, the high rate of population growth can exacerbate socio-economic problems, such as unemployment, poverty, and environmental damage. Therefore, strategic measures, such as strengthening family planning programs, equitable distribution of development to rural areas, and increasing public awareness of the importance of controlling the number of children, are urgently needed to ensure the sustainability of development and community welfare in East Java.

In addition to providing direct benefits to families, the use of family planning also has a large long-term impact on regional development in East Java. By controlling population growth, local governments can allocate resources more effectively to improve public services such as education, health, and infrastructure (Abidin, 2015). A decrease in the birth rate can also reduce the burden on the environment, given that East Java is one of the provinces with a high population.

The *Bangga Kencana Program* (Family Development, Population, and Family Planning) has a crucial role in controlling the population and realizing quality families through the use of birth control contraceptives. Contraceptives provide an opportunity for couples of childbearing age to plan a pregnancy according to their health conditions and financial capabilities, thus helping to create a balance between population growth and development capacity (Astiani, 2024).

With the appropriate and equitable use of contraceptives, this program is a strong foundation in efforts to build a quality generation and support the success of sustainable national development. This study aims to analyze the implementation of the *Bangga Kencana Program* in controlling population growth in East Java Province, especially in an effort to build quality families through population control and improving family welfare. This research also focuses on identifying challenges and obstacles faced in program implementation. With effective implementation, the *Bangga Kencana Program* is expected to make a major

contribution in supporting population control and improving the quality of life of the people in East Java Province.

The theory used as an approach to this research problem is the theory of policy implementation according to George C. Edward III in (Subarsono, 2005) which states that there are four variables that affect policy implementation, namely communication, resources, disposition, and bureaucratic structure. These four variables are interrelated and affect each other. The policy implementation theory of George C. Edwards III is very relevant to analyze the Bangsa Kencana Program in East Java Province, because each variable plays an important role in its success. Effective communication between the government and the community, the availability of adequate resources (labor, facilities, budget), a positive disposition of the program implementers, and an efficient bureaucratic structure will support the coordination and implementation of the program. All of these variables are interrelated, and if one of the factors is inhibited, the program's success in population control can be affected.

B. LITERATURE REVIEW

National Population and Family Planning Agency (BKKBN)

The National Population and Family Planning Agency (BKKBN) is a non-ministerial government institution in Indonesia that is directly responsible to the President through the Minister of Health (Agustini, 2023). BKKBN has the main task of population control and the implementation of family planning programs. This institution plays an important role in designing and implementing policies related to regulating the number and quality of the population as well as improving family welfare in Indonesia. The task and function of the BKKBN is to manage data and statistics related to the population to support development planning, provide information, education, and services related to contraception and reproductive health. The BKKBN (National Population and Family Planning Agency) indicator is a benchmark used to assess the success of population, family planning, and family development programs in Indonesia. Some of the main indicators of BKKBN include (Junarda, 2024):

1. Total Fertility Rate (TFR): The average number of children born by each woman during her fertile period.
2. Prevalence of Contraceptive Use (CPR): The percentage of couples of childbearing age (PUS) who use contraceptive devices or methods.
3. Unmet Need Family Planning: The percentage of PUS who want to prevent or delay pregnancy but do not use contraception.
4. Adolescent Birth Rate (ASFR): The birth rate in adolescent girls aged 15-19 years.
5. Maternal Mortality Rate (AKI): The number of maternal deaths during pregnancy, childbirth, and postpartum period.
6. Family Development Index (iBangga): An index that measures family well-being based on three main dimensions:
 - a. Peace (harmony in the family)
 - b. Independence (economy and education)
 - c. Happiness (mental and emotional well-being)

7. Coverage of Family Planning Services: The percentage of PUS that have access to family planning services

Central Statistics Agency (BPS)

The Central Statistics Agency (BPS) is a non-ministerial government agency in Indonesia responsible for collecting, processing, and disseminating statistical data (Yuniarti et al., 2024). BPS plays an important role in providing the information needed for planning and decision-making in various sectors of government and society. The tasks and functions of BPS include collecting data from various sources to produce accurate and reliable statistics, processing raw data into useful information through statistical analysis, disseminating statistical results to the public, including annual reports, surveys, and sectoral data (Munthe, 2018). The BPS (Central Statistics Agency) indicator is data or measures used to provide an overview of various social, economic, and demographic aspects in Indonesia. Here are some of the main indicators that are often presented by BPS (Erhan, T. P., 2016):

1. Social indicators which include poverty rate, human development index, open unemployment rate, and literacy rate.
2. Economic indicators include economic growth, inflation, trade balance, per capita income, and Gini ratio.
3. Demographic indicators which include population, population growth rate, sex ratio, and gross birth rate (CBR).
4. Environmental indicators include environmental quality indexes, and land use
5. Special indicators such as data related to multidimensional poverty, food security index, or data related to the Sustainable Development Goals (SDGs).

C. RESEARCH METHODOLOGY

This study uses a qualitative descriptive method to analyze the implementation of the Bangsa Kencana Program in population control in East Java Province, with informants from publications, the internet, documentation, news, and relevant discussions, as well as interviews with East Java BKKBN employees related to its implementation. The qualitative descriptive method is very relevant because the main focus of this research is to understand and describe the program implementation process, the challenges faced, and its impact on population control in the area, implementing programs that aim to improve the socio-economic welfare of families.

D. RESULT AND DISCUSSION

IMPLEMENTATION OF BANGGA KENCANA IN EAST JAVA PROVINCE

Communication

Effective communication is crucial to disclosing the goals, strategies, and functions of each party involved in the program. In East Java, communication between the central government, local governments, BKKBN, and the community needs to be well established to ensure that information related to the importance of family planning and population control can be clearly received. This includes counseling on the benefits of family planning, available programs, and how to access these services. In addition, good coordination between government agencies, including through social media, campaigns, and discussion forums,

also supports the success of this program. If communication between stakeholders runs smoothly, the program can be well received by the community, and its implementation can run more effectively.

Communication in the implementation of the Bangsa Kencana program in East Java involves the delivery of information from the East Java BKKBN which acts as the main agency that manages the family planning program. BKKBN is responsible for designing, coordinating, and communicating Bangsa Kencana policies and programs to districts/cities in East Java. The East Java BKKBN coordinates with health service facilities and all related agencies and the community for population control efforts in East Java Province.

The East Java BKKBN also utilizes online communication through their official social media accounts, such as Instagram @bkknjatimofficial and YouTube BKKBN East Java Official, to provide information and education related to efforts and activities carried out in controlling the population rate. Through this platform, the East Java BKKBN can reach a wider community, convey information about various programs, including the Bangsa Kencana Program, and provide an understanding of the importance of quality family planning. The use of social media is also an effective means to increase community participation in these programs.

Socialization as an effort to establish better communication and unite goals, BKKBN East Java carried out coaching for all environmental employees of BKKBN Representatives of East Java Province in the Sustainable Room, Surabaya. Based on Law Number 52 of 2009 concerning Families, BKKBN is entrusted with the task of two things, namely controlling the population growing in a balanced way and how to create quality families.

With all the limitations of human resources, the Representative of the East Java BKKBN, Dra. Maria Ernawati, MM, expressed her hope that all employees can make maximum contributions in implementing the Bangsa Kencana Program in East Java in accordance with their respective main duties and functions (tupoksi). This program is expected to run effectively with the active role of each individual in achieving the goals that have been set. Dra. Maria Ernawati, MM, emphasized the importance of a deep understanding of every aspect of the program in order to support the successful implementation of the Bangsa Kencana Program as a whole in the province.

As part of efforts to improve employee understanding and performance, the Head of Representative of BKKBN East Java also hopes that employee development activities can be carried out regularly every three months. This coaching activity aims to provide refreshment to employees related to their respective duties, as well as to deepen their understanding of the Bangsa Kencana Program. With this activity, it is hoped that all employees will understand and be able to carry out this program more effectively, so that it can have a positive impact on the community in East Java.

Resources

Human resources play a very crucial role in the implementation of the Bangsa Kencana Program. The number of human resources at the BKKBN Representative Office of East Java Province is 106 employees divided into several work teams, namely the Work Team for Quality Access, Quality of Family Planning Services, and Reproductive Health as many as 11 people; the Family Resilience and Stunting Prevention Work Team as many as 12 people;

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Population Control Work Team as many as 11 people; KIE and Public Relations Work Team as many as 8 people; The Field Line Mobilization Work Team is 6 people; Reporting and Statistics and ICT Management Working Team as many as 7 people; Training and Competency Improvement Work Team as many as 11 people; BMN Finance, Budget, and Management Work Team as many as 13 people; The Legal, Organizational, and Personnel Work Team is 6 people; Performance Planning and Management Work Team of 5 people; Public Work and Public Service Team as many as 12 people; as well as the ZI WBK/WBBM and SPIP Work Team as many as 4 people. The division of this work team is designed to support the effective and coordinated implementation of tasks. With this structure, each team is expected to make an optimal contribution according to their respective responsibilities.

With the assistance of qualified workers in the BKKBN of East Java Province, it is hoped that maximum work results can be achieved in the implementation of population and family planning programs, so that the goal of controlling the rate of population growth can be achieved effectively and sustainably. This is in accordance with the results of controlling the population growth rate in East Java Province in 2023 can be seen based on the parameters of the Bangsa Kencana Program in 2022-2023. Based on the results of the Bangsa Kencana program, we can see from the achievements of TFR, ASFR (15-19 years old), MUKP and mCPR in East Java Province.

Table 2. Parameters of the East Java Province Bangsa Kencana Program in 2022-2023

No.	Parameter	2022	2023
1.	TFR (Angka Kelahiran Total)	2,01	1,98
2.	ASFR (Angka Kelahiran Menurut Usia) 15-19 Tahun	25	21,3
3.	MUKP (Median Usia Kawin Pertama) Wanita	20,4	21,1
4.	mCPR (Prevalensi Kontrasepsi Modern)	59,4	67,5

Source : (Directorate of Reporting and Statistics of BKKBN, 2024) and (Representative of BKKBN East Java Province, 2023)

The TFR in East Java of 1.98 has exceeded the national achievement of 2.14 (Indonesian Population Report, 2024). When compared to other large provinces on the island of Java, the TFR figure in East Java Province is much lower. Then for the ASFR achievement of 21.3, it has exceeded the national achievement. Based on the results of the 2023 Family Data Collection Update (PPK-23), the national MUKP is at 22.3, but it still pays attention to the rate of young marriage, poverty, education, adolescent health, and stunting. Furthermore, for the achievement of MUKP 21.1, the national target of 22 has been achieved, the Median

Target of the Median Age of First Marriage for Women (MUKP) in 2023 in East Java is 21 years.

While the achievement of MUKP in East Java Province in 2023 is 21.11 years or in other words 100.52%, it is still necessary to pay attention to the maturity of the marriage age so that the potential for risky pregnancy can be prevented). The achievement of mCPR is 73.36 out of the target of 68.73%, with the number of PUS 6,117.54 which means that it has exceeded the national achievement of 60.4 which is one of the success factors is by holding social service activities for MOP and MOW family planning services which are carried out every weekend, both Saturday and Sunday, according to requests from the district or city. Every year, on average, this activity has succeeded in attracting acceptors of approximately 18,401 (2.06%) MOW and MOP participants (585 (0.07%) in 2023 (Performance Report of BKKBN Representatives of East Java Province, 2023).

In addition to a qualified workforce, financial resources also have a crucial role in supporting the smooth running and success of the Bangsa Kencana Program in BKKBN East Java. Adequate funding is needed to ensure that the implementation of various program activities runs optimally, ranging from socialization, education, to the implementation of intervention programs that aim to improve community welfare. With sufficient financial support, BKKBN can expand the range of services, optimize the use of technology, and provide the necessary facilities in order to achieve program goals, such as improving the quality of family life and controlling sustainable population growth. Therefore, it is important to ensure efficient and appropriate budget allocation so that the Bangsa Kencana Program can run optimally.

The Employee Budget, especially salaries for employees who support the operations of the East Java Province BKKBN Representative organization, is a priority expenditure for every Government Agency. The availability of this budget is very important to support the smooth running of activities, which involve support from district/city OPD-KB in the implementation of the program, as well as partners such as the IRL team who play a role in helping the implementation of the Bangsa Kencana Program activities in districts/cities in East Java. In addition, the budget is also allocated for the Rakerda, which is an annual meeting held after the National Working Meeting to evaluate the implementation of programs and budgets from the previous year. No less important, a budget for official trips is also needed to support monthly monitoring and evaluation activities in districts/cities in East Java that are the target of the program, ensuring that the implementation of the program can be carried out properly and according to the objectives.

Each performance target in the East Java BKKBN requires a sufficient budget to ensure the successful implementation of the program, such as efforts to reduce the total birth rate through technical guidance for Bangsa Kencana activities in Quality Family Villages. A budget is also needed to increase the prevalence of modern contraceptives (mCPR), as well as to reduce unmet family planning needs. In addition, the budget is allocated to facilitate the implementation of the Family Development, Population, and Family Planning program at all district/city levels in East Java Province. With adequate budget allocation, these various programs can run optimally, support the achievement of the goals of the Bangsa Kencana Program, and have a positive impact on the community in East Java.

Funding for the implementation of the Bangsa Kencana Program and the acceleration of stunting reduction at the East Java Provincial BKKBN Representative is sourced from the State Budget in the form of pure rupiah. The total budget allocated for the Provincial BKKBN Representative in 2023, after going through several revisions and automatic adjustments, is IDR 497,205,071,000 (Performance Report of the East Java Provincial BKKBN Representative, 2023).

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Facilities and infrastructure are very crucial assets to improve employee performance at the East Java Province BKKBN office. Adequate facilities will help employees in carrying out their duties and responsibilities more efficiently and productively. The provision of proper work equipment, such as computers, software, and comfortable meeting rooms, will improve the quality of work and communication between employees. With optimal facilities and infrastructure, it is hoped that the East Java Provincial BKKBN can carry out its programs more effectively and achieve the goals that have been set. During 2023, the East Java BKKBN Representative has held ICT facilities and infrastructure in the form of the purchase of cameras, voice recorders, Ipads, LCD Projectors, 1 unit of 72-inch standing TV bracket, 40 inch LED TV and bracket, 1 soundcard unit, 1 switcher unit, 4 Lenovo laptops intended for the Jember KKB Training Center (Performance Report of the East Java Province BKKBN Representative, 2023).

Disposition or attitude of the executive

Implementing disposition or attitude refers to the attitude, motivation, and commitment of individuals or groups involved in policy implementation. Positive or negative attitudes towards policies can affect the effectiveness of implementation, because implementers who have a supportive attitude tend to be more enthusiastic and committed in implementing the policy. The implementation of the Bangsa Kencana program at the East Java Provincial BKKBN Representative has shown high commitment considering that the problems that occur in the East Java BKKBN are quite complex.

For example, the success of the East Java Provincial BKKBN Representative in achieving the mCPR target can be seen through several activities, such as social service family planning services of one million acceptors in September 2023, carrying out social service activities in MOP and MOW contraceptive services which are carried out every Saturday and Sunday according to requests from districts/cities. Every year, on average, the number of acceptors of around 18,401 (2.06%) MOW and MOP participants (585 (0.07%) in 2023, awards to strategic partners, and a decrease in funds for the mobilization of KB MKJP into the BOKB scheme (Performance Report of BKKBN Representatives of East Java

Province, 2023). These activities show the attitude of the implementer who has a high commitment to the achievement of goals, in line with the theory of implementation of Edward III on the indicator of disposition or attitude of the implementer. This disposition is reflected in active implementation, initiatives to find family planning acceptors, and support for partners in efforts to achieve policy targets, all of which reflect the positive attitude and high motivation of the program implementers.

The success of the East Java Provincial BKKBN Representative in achieving the ASFR reduction target for 15-19 years is driven by various strategic factors. One of them is the goal of mobilizing family planning services that are right on target, by prioritizing young age groups to do family planning, considering the high risk of pregnancy in adolescence. In addition, KIE Bangga Kencana's activities aimed at young couples have adopted an approach that is in line with their lifestyle, namely by utilizing social media and interactive methods of conveying information, such as videos and three-dimensional content. The goal of this effort is to be more effective in reaching out and educating youth about proper family planning. Good coordination with district/city KB OPDs and other partners also plays an important role in fostering Youth PIK and BKR groups, which are a means to disseminate information and increase adolescents' awareness of the importance of family planning (Performance Report of BKKBN Representative of East Java Province, 2023).

The various steps taken by the East Java Provincial BKKBN to pursue the ASFR reduction target also reflect a high commitment to program implementation. National priority programs that increase the knowledge of young women about health and nutrition education, as well as the development of an integrated service model for prosperous families through the *siapbahagia.com* web, show innovations in providing family assistance towards welfare. In addition, PKBR socialization through social media and Bakti Genre activities is also part of efforts to increase adolescents' understanding of family planning. All of these efforts reflect the disposition or attitude of the implementers who are highly committed to implementing the policy, in accordance with the implementation theory of Edward III, which emphasizes the significance of having a positive attitude and motivation from the implementers in achieving the program's goals in an effective and efficient manner.

The relationship between a good enough implementation attitude and having a high commitment in the implementation of the program is very crucial to achieve the goals that have been determined, especially in the context of the East Java Provincial BKKBN Representative. A good executive attitude is reflected in their dedication, responsibility, and motivation in carrying out their duties, despite facing complex challenges, such as declining teen birth rates and increasing rates of modern contraceptive use. In this case, the high commitment of the BKKBN implementers can be seen from the implementation of various activities that have been well planned, such as social service family planning services, family planning services MOP and MOW that are routinely carried out, as well as efforts to give awards to partners. This shows that the implementers not only carry out their duties with full responsibility, but also take the initiative to exceed expectations in order to achieve the set targets.

According to Edward III's implementation theory, the disposition or attitude of the implementer is one of the key factors in the successful implementation of the policy.

Implementers who have a positive attitude and high commitment tend to be more proactive in finding solutions, overcoming obstacles, and innovating to achieve better results. In the context of the East Java BKKBN, program implementers who show high commitment not only carry out their duties routinely, but also take the initiative to find family planning acceptors and improve coordination with partners and family planning OPDs. They are actively adopting contemporary approaches, such as using social media and interactive methods to target adolescents and young couples. All of this reflects the attitude of implementers who not only have the ability to implement policies, but also have high motivation to ensure that these programs are successful and have a positive impact on society. This link between good implementation attitudes and high commitment is critical in ensuring that policies can be implemented effectively and efficiently, as described in Edward III's theory of implementation.

Bureaucratic Structure.

According to Edward III, the most fundamental structural element in an organization is the basic operating procedures or standard operating procedures (SOPs). SOPs designed in an organization contain standard guidelines for carrying out tasks, especially in organizations that tend to be stable and do not undergo significant changes.

The East Java Provincial BKKBN Representative Office has implemented the existing standard operating procedures (SOP) in the implementation of its duties. Each work team has SOPs or standard work procedures that have been adjusted to their respective conditions and needs. In addition, monitoring and evaluation of the SOPs are carried out periodically to ensure their suitability with operational dynamics and increase the effectiveness of task implementation in each work team. There is a compensation system for service recipients if the services provided do not meet the standards listed in the SOP and are carried out through an integrated/integrated system through the Community Complaint service which can be accessed through WA or website. Tidak hanya berhenti sampai disitu, Perwakilan BKKBN Provinsi Jawa Timur juga mengembangkan beberapa inovasi pelayanan yang membuat masyarakat lebih mudah menjangkau dan mengakses informasi dan pelayanan yang diberikan dengan memanfaatkan teknologi digital seperti www.siapbahagia.com dan Kalender Pintar Pengasuhan.

BKKBN East Java has implemented SOP activities contained in the Population Control Sub. Field of Population Education Cooperation which is like socialization activities of population education materials through formal, informal, and non-formal channels in districts/cities in East Java with the process of implementing activities starting with the planning stage which includes two main steps, namely compiling the concept of activities in the form of a frame of reference and preparing administrative completeness such as invitation letters, activity materials, and other documents. The output of this stage is in the form of documents needed to carry out the activity, including the concept of the frame of reference, invitations, and activity materials that are ready to be used.

Furthermore, at the implementation stage, the East Java BKKBN held meetings with partners who focus on population education, such as private and public universities, youth population coalitions, and KB OPDs in Regencies/Cities (Performance Report of East Java Province BKKBN Representatives, 2023). Through Focus Group Discussion (FGD), they

formulated a curriculum for courses that integrate KKBPK content, so that population education materials can be well received by various parties. The result of this implementation stage is that partners who better understand population materials, including programs such as Population Standby Schools and the integration of KKBPK materials in the higher education curriculum. In the last stage, namely evaluation, the activity is followed up with the preparation of activity and accountability reports. The output of this evaluation stage is in the form of a Letter of Accountability (SPJ) document and an activity report that summarizes all activities that have been carried out. Thus, all stages of SOPs starting from planning, implementation, to evaluation have been carried out properly in accordance with the provisions set by the East Java BKKBN.

E. CONCLUSION

Based on the results of the study, the Bangsa Kencana program in East Java Province has shown significant results in population control and improving the quality of families. Indicators such as a decrease in Total Fertility Rate (TFR), the achievement of mCPR and MUKP that exceeded the target, and routine social service activities for family planning services, such as MOP and MOW, show the effectiveness of this program. The success of this program is supported by effective communication between the central government, regions, BKKBN, and the community, as well as the use of social media for family planning education. Competent human resources, employee development, and adequate budget allocation also facilitate the implementation of the program.

However, challenges remain, including maturing the age of marriage, intensive counseling on family planning, and meeting the needs of family planning in remote areas. This program also faces obstacles in controlling programs in certain areas. Several problems related to the unequal distribution of family planning services and low participation in special target groups still need more attention. To increase effectiveness, improvements in resource utilization, coordination, and technology are needed.

Overall, the Bangsa Kencana Program in East Java has been running well with high commitment from the implementers, but it still needs improvement in several aspects so that the program's goals can be achieved optimally.

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