

Population Coalition Policy in Strengthen Population, Family Planning and Family Development Programs in Central Java Province

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Abstract

Population problems have broad dimensional aspects so that partnerships are needed with the formation of Population Coalition. Central Java Province is one of the provinces in Indonesia which has a Population Coalition based on Decree of the General Chairperson of the Indonesian Coalition for Population and Development Number: 002/SK/KK-PROV/III/2019. Therefore, it is very important to examine the implementation of Population Coalition policies and the factors that influence their implementation at the provincial level. This research is qualitative research with a sociological juridical approach. The results showed The implementation of the population coalition policy in Central Java province produced outputs and outcomes in the form of the preparation of a grand population design; communication of information and direct education to the community or stakeholders; development of population education; the formation of population coalitions and youth coalitions of population at the district/city; collaboration with universities in Central Java In Thematic KKN and research on population problems where this is very useful in strengthening the KKBPK program. The factors that influence the implementation of the Central Java Province Population Committee regulation, facilities, and infrastructure, as well as community and cultural factors that still do not care about population problems.

Keywords: policy; population coalition; population program; family planning; family development.

Abstrak

Masalah kependudukan mempunyai aspek dimensi yang luas, , sehingga diperlukan suatu kebijakan yang tepat untuk menanganinya. Peraturan Badan Kependudukan dan Keluarga Nasional (BKKBN) No. 6 Tahun 2020 mengamanatkan untuk dibentuknya jejaring kemitraan berupa koalisi kependudukan. Provinsi Jawa Tengah salah satu provinsi yang mempunyai Koalisi Kependudukan berdasarkan Surat Keputusan Ketua Umum Koalisi Kependudukan Indonesia Nomor : 002/SK/KK-PROV/III/2019. Oleh karena itu, penting untuk meneliti pelaksanaan kebijakan koalisi kependudukan dan faktor yang mempengaruhi dalam pelaksanaannya di tingkat provinsi. Penelitian ini merupakan penelitian kualitatif dengan pendekatan yuridis sosiologis. Implementasi kebijakan koalisi kependudukan provinsi Jawa Tengah menghasilkan output dan outcome berupa penyusunan grand desain kependudukan, komunikasi informasi dan edukasi langsung kepada masyarakat atau stakeholder, pengembangan pendidikan kependudukan, pembentukan koalisi-koalisi kependudukan dan koalisi muda kependudukan di tingkat kabupaten/kota, kerjasama dengan perguruan tinggi dalam hal KKN Tematik dan penelitian-penelitian, dimana hal tersebut sangat bermanfaat dalam penguatan program KKBPK. Adapun faktor-faktor yang berpengaruh terhadap pelaksanaan kebijakan Kolaisi Kependudukan Provinsi Jawa Tengah yaitu sumber daya, sarana dan prasarana, serta faktor masyarakat dan kebudayaan yang masih belum peduli terhadap masalah kependudukan.

Kata Kunci: kebijakan; koalisi kependudukan; program kependudukan; keluarga berencana; pembangunan keluarga.

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Introduction

Population development and family development must receive special attention in

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the framework of sustainable national development. The Sustainable Development Goals (SDGs) were adopted by the United Nations (UN) in 2015 to “end poverty and set the world on a path of peace prosperity and opportunity for all on a healthy planet” by 2030. This ambitious framework includes 17 goals (e.g., no poverty, zero hunger, good health, quality education, etc.) with 169 targets and 231 unique indicators. The SDGs have been widely adopted to guide policy makers in development efforts around the world, but they also have been criticized as too unwieldy and all-encompassing. The Economist (March 26, 2015) concluded that the “SDGs are unfeasibly expensive” and “are so sprawling and misconceived that the entire enterprise is being set up to fail.” Nevertheless, the SDGs are now an integral part of the global development movement and are often cited by advocates of specific interventions (Sachs, Traub., et.al, 2020).

Population development and family development are integral parts of the nation's cultural, social, and economic development that cannot be separated from the development of other sectors in the context of human development and Indonesian society. The wide coverage of population problems causes population development to be carried out in a cross-sectoral manner. Therefore, it is indispensable for the government to determine the right population policy in dealing with various population problems. One of the strategic issues currently developing in Indonesia that needs attention in formulating policy directions, strategies, and program/activity policies in the The National Population and Family Planning Board's (hereinafter abbreviated as “BKKBN”) strategic plan is the strengthening of the Population, Family Planning, and Family Development Program (hereinafter abbreviated as “KKBPK Program”).

The BKKBN as mandated by Law Number 52 of 2009 about Population Development and Family Development, has the task of implementing the Population, Family Planning, and Family Development Program. This is in line with Article 3 of Presidential Regulation Number 62 of 2010 about the National Population and Family Planning Agency, states that the BKKBN has the task of carrying out government tasks in the areas of population control and family planning. At the end of 2019 the BKKBN packaged and introduced the term KKBPK Program into the Family Development, Population, and Family Planning Program or abbreviated as *Bangga Kencana* as stipulated in BKKBN Regulation Number of 2020 about the BKKBN Strategic Plan 2020-2024. The KKBPK program or what is now known as *Bangga Kencana* covers three areas, they are population concerning the number, structure, growth, distribution, mobility, distribution, quality, and condition of welfare relating to politics, economy, socio-culture, religion, and the environment of the local population. Family planning is an effort to regulate childbirth, distance, and ideal age of delivery, regulate pregnancy, through promotion, protection, and assistance under reproductive rights to create a quality family. And family development is an effort to create a quality family that lives in a healthy environment. BKKBN contributes directly to KKBPK program by controlling population growth and strengthening population governance, improving maternal, child, family planning (in Indonesia known as KB) and reproductive health, and increasing the involvement of women/mothers in maintaining growth and

development children and character education in the family. Educational assistance is a key element in improving access to and quality of education and is currently at the heart of social assistance programs in Indonesia, the allocated budget for educational assistance has constituted the largest share of total government expenditure for targeted social programs for a little over to decades, surpassing that of health, village, and community programs (Sari, 2019). Population and family planning programs aiming to participate in creating economic and social welfare for the entire community through population planning and control efforts (Hidayat, 2013).

KKBPK is a very complex governmental program in which the results could not be seen in a short time. The program includes population programs, family planning, and family development. The success indicators of this program can be calculated from 3 aspects, they are: first, quantity indicator aspect; second, population quality improvement aspect, third, population mobility aspect. KKBPK program is not only needed as a policy, strategy, and optimal effort for opportunities for demographic bonuses but also to create harmony in the period of population changes conditions that can influence and develop continuously (Heldayani, et.al, 2018).

This program neither can be realized by BKKBN itself at the central, provincial, and district/city levels. Therefore, it is necessary to build partnerships between the BKKBN and the stakeholders, including cooperation with the University Population Study Center, the Indonesian Family Planning Association (in Indonesia known as PKBI), non-governmental organizations that are concerned about population issues, also establish cooperation with religious institutions and the public figure (Sumaryanto, 2012). One concrete form of establishing a partnership network between the BKKBN and the stakeholders is through a Population Coalition (Bartini and Mediastuti, 2017).

Quoted by Ema Sulistiyowati (the Chairperson of the Central Java Province Population Coalition) from jateng.kemenag.go.id, the Population Coalition can become an information center as well as a means of exchanging information about KKBPK program related to matters across sectors. The success of the KKBPK program will affect awareness, health, and family welfare. This is reinforced by the fact of the research result on the effectiveness of maturing age at marriage in the Purbalingga Regency is showed that the Population Coalition/partnership by various agencies and stakeholders related to population is necessary (Utami and Afwa, 2020) The purpose of establishing a Population Coalition based on Article 9 of the Articles of Association of the Indonesian Population Coalition are:

1. Increasing the commitment of the government and all stakeholders to make residents and families as the central point of development.
2. Increasing the participation, ability, and independence of the community in efforts to build families, control quantity, improve quality, and direct population mobility.
3. Developing the population and family education as early as possible and sustainably.
4. Increasing the quality and integration of data/information on population and family.

5. Increasing the capacity of various community organizations that care about and participate in population and family development.
6. Increasing the coordination, integration, and synergy of various development activities in the population and family sector.

In Indonesia, the Population Coalition has been formed since 2003 and included in the Articles of Association of the Indonesian Population Coalition. The Indonesian Population Coalition is a social organization concerned with population and development issues in the form of a legal board either at the central or regional level. The organizational level of the Indonesian Population Coalition Association consists of the Central Indonesian Population Coalition covering the entire territory of the Republic of Indonesia and the Regional Indonesian Population Coalition consisting of the Provincial Indonesian Population Coalition including all Provinces and The Regencies Indonesian Population Coalitions including all districts/cities. Population Coalitions are formed by involving various community stakeholders who have concerns and interests in KKBPK program matters.

The Population Coalition of Central Java Province was formed in 2011 purposed to facilitate the preparation of the 2020 Population Grand Design including the KKBPK Program. The importance of conducting the formation is to build synergy between institutions so that population programs are understood extensively. In short, the main task of this coalition is as a platform of communication, information, education, also as a thought for the government, whether in district/city, province, or central government to provide solutions to the government regarding population development through advocacy, communication, education, information, or various thoughts contributions from the seminars or research' results. Based on interview with Saratri Wilonoyudho (The Chairperson of The Central Java Province Population Coalition 2019-2023), the Population network/coalition aspect in Central Java Province has been established by involving institutions such as Development Planning Office at Sub-National Level or in Indonesia known as BAPPEDA, Public Health Office, Population and Civil Registration Office or in Indonesia known as Dindikcapil, Central Statistic Agencies or in Indonesian known as BPS, Education Office, and others.

Based on the Evaluation and Work Plan of the Central Java Province Population Coalition in 2017 by the Chairperson of the Central Java Province Population Coalition Saratri Wilonoyudho, said that in Central Java Province the Population Coalition was not provided at all district/city levels. This is a challenge for the Central Java Provincial Population Coalition to establish the District Population Coalition to work together with both Province and Central Population Coalition so that it could provide solutions to the government regarding population problems. Given the importance of the role and function of the Population Coalition in assisting the government, especially the BKKBN in determining policies for population issues, it is necessary to know the implementation of the Population Coalition of Central Java Province's policies to strengthen population, the

Family Planning Program, and Community Development and other factors, also what affects implementation.

Research Problems

The existence of a Population Coalition in Central Java Province and its role is needed in the field of population, especially in strengthening the Population, Family Planning, and Family Development programs. Thus, the problem formulations raised in this scientific article are: *first*, how is the implementation of the Population Coalition policy as an effort to strengthen the Indonesian Population, Family Planning, and Family Development Program in Central Java Province? and *second*, what are the factors that influence the implementation of the Population Coalition policy as an effort to strengthen the Indonesian Population, Family Planning, and Family Development Program in Central Java Province?

Research Methods

This research is qualitative research with a sociological juridical approach. The use of this approach method will direct the researcher to empirically examine the implementation policies and the factors affecting the population implementation policies by descriptive research specification and qualitative analysis. The research took place in Central Java Province. The data collected through interviews, literature study, and documentaries, which were then analyzed using qualitative methods

Discussion

1. The Implementation of the Population Coalition Policy as an effort to Strengthen the Indonesian Population, Family Planning, and Family Development Program in Central Java Province

The Indonesian Population Coalition Association is a continuation of the Indonesian Coalition for Population and Development which was established in Jakarta in 2003 for an indefinite time. The Indonesian Population Coalition is domiciled in Jakarta, while the Regional Indonesian Population Coalition Association is domiciled in the capital city of each region. The Indonesian Population Coalition is a social organization that concern with population and development issues in the form of a legal board.

The Indonesian Population Coalition Association consists of elements from civil society (academics, religious/traditional leaders, NGOs, professional organizations, the media), also elements of the government and private sector both as organizations and individuals who have a vision, mission, and commitment to population issues. The organizational levels of the Indonesian Population Coalition Association consist of:

- a. Indonesian Central Population Coalition covers the entire territory of the Republic of Indonesia.
- b. Indonesian Regional Population Coalition which consist of:
 - 1) Indonesian Province Population Coalition covers the entire territory of the province.
 - 2) Indonesian District/City Population Coalition covers the entire territory of the district/city.

Based on the research results, the Population Coalition is an independent organization initiated by BKKBN colleagues as working partners, especially for stakeholders. Population Coalitions have been formed throughout Indonesia, both at the central, provincial, or district/city levels. In 2020, there have been formed 35 District/City Population Coalitions in Central Java Province. It was formed in 2011, where every five years there is a change of management. In 2019/2023, the management of the Population Coalition for Central Java province was formed based on Decree Number: 002/SK/KK-PROV/III/2019 about the Ratification of the Indonesian Coalition Management for Population and Development of Central Java Province for the 2019-2023 Period, this data based on interview with Endang (BKKBN Staff of The Central Java Province).

Based on Article 11 of the Articles of Association, the Indonesian Population Coalition has the following roles and functions:

- a. Communicating information and education and providing population education for the community;
- b. Providing recommendations and carry out advocacy to promote policies, programs, and budget allocations that are conducive to population and family development;
- c. Building partnerships, develop networks, foster cooperation between various parties and organizations that have a vision and mission;
- d. To become a center for studies and information as well as a means of exchanging information on population and family development;
- e. Providing support to partners and potential partners who require expertise and skills;
- f. Sustainably developing population education.

As has been explained in the background, that one of the priorities in population problems in Indonesia is how to strengthen the KKBPK program, or what is now known as “Bangga Kencana”. Therefore the Population Coalition as one of the partners or population networks initiated by the BKKBN has an important role in making it happen. The Population Coalition must carry out a correct policy to be able to implement it. A policy can be defined as a series of program plans, activities, actions, decisions, attitudes, either to act or not by the actors and as a stage in solving the problems faced. Policy determination is an important factor for an organization to achieve its goals (Iskandar, 2012). Policy is often defined as actions taken by the government and in the form of guidelines for action (Muadi, Ismail and Ahmad, 2016). The policy is different from the law, the law can impose or prohibit a behavior, while the policy only guides the action that is most likely to get the desired result.

Policy implementation has various meanings depending on the approach point of view used (Humaizi, 2013). Policy implementation is a continuation of the policy formulation and determination process. So that the implementation of policies can be interpreted as actions taken either by individuals or by government groups. They are oriented towards achieving the goals outlined in policy decisions. Implications of policy implementation are the consequences that arise as a result of implementing the policy. The results of the evaluation of policy implementation can produce the expected (intended) impact or the unexpected impact (spillover negative effect) (Ramdani, 2017).

The policy implementation process does not only concern the behavior of responsible administrative/government agencies to implement the program and generate adherence to the target group but also concerning the network of political, economic, and social forces. Either directly or indirectly influence the behavior of the stakeholders. Either the policy's errors or imperfections usually be evaluated after the implementation of the policy. In vice versa, the success of the policy can be analyzed on the consequences as a result. The policy assessments are including policy content, policy implementation, and policy impact (Ramdani, 2017).

Thomas R. Dye describes the public policy process in several stages, including (Dye, 2005):

- a. Identification of policy problems
- b. Agenda setting
- c. Policy formulation
- d. Policy approval
- e. Policy implementation
- f. Evaluation of policies.

In this article, the focus of the policy process in the opinion of Thomas R Dye is on the policy implementation stage. However, in a policy implementation is closely related to the policy formulation process. in the sense that good policy formulation can be realized in the form of programs that can be implemented to achieve these policy objectives (Islamy, 2000). Parties who play a role in managing the policy implementation stage namely policy makers (Rosa, 2011) , which is in this case Population Coalition and BKKBN Central Java Province. Based on the results of research on the implementation of the population coalition policies of Central Java Province in supporting the Family Planning and Family Development Population Program, are as follows:

- a. Making a study on the reduction of the Total Fertility Rate (TFR) based on the 2017 Indonesia Demographic and Health Survey (DHS)

The Population Coalition makes a study using secondary data from health census or survey by BPS in every 5 years to provide input for the decision-makers. For example, the decline in the TFR figure in Central Java was still high, which was previously around 2.5 percent, now turn to 2.3 percent, although it has not yet reached the ideal figure of 2.1 percent. Most of the success of fertility reduction was associated with the increase of welfare and health, decreased mortality, and increased education and urbanization.

So that to achieve a Balanced Growing Population (BGT) with a TFR of 2.1 in 2024, the support and cooperation of all relevant stakeholders are necessary. Birth regulation through various priority activities in the Family Planning and Reproductive Health Sector or in Indonesia known as KBKR which is comprehensive and maturation of the age of marriage are the efforts in lowering the TFR as stated in the 2020-2024 BKKBN Strategic Plan.

b. Arranging the 2019 population parameters

There are 5 population parameters set in the Central Java Province Strategic Plan, they are:

- 1) Decreased total birth rate (TFR)
- 2) Increased prevalence of modern contraception or in Indonesia known as CPR.
- 3) Decreased the unmet need for family planning (unmet need).
- 4) Increased in KB participants who are actively using the long-term contraceptive method or in Indonesia known as MKJP.
- 5) Decreased rates of contraceptive discontinuation

c. Disseminating the writings on population and family planning through the mass media

One of the ways to either advocate or socialize family planning is through writing in a newspaper or a journal. There have been many writings by members of the Population Coalition of Central Java Province that has been spread through mass media or journals. The writing results are either in the form of a concept study or research done by a Population Coalition in collaboration with stakeholders.

d. Socializing and provocation the formation of population coalitions to 33 districts/cities

The Central Java Provincial Population Coalition must encourage the formation of population coalitions in districts/cities. This population coalition is very important as a BKKBN assistant in its duties in demography.

e. Socializing the preparation of the Central Java Population Development Grand Design and assisting districts/cities to compile it

Several aspects should be considered in the preparation of a grand design for population development, they are:

1) Population quantity

Population quantity control is carried out to create suitability, harmony, and balance between the population and the environment, either in the form of natural and environmental carrying capacity as well as conditions for social, economic, and cultural development. Control of population quantity is carried out through birth control, family planning, reducing marriage numbers, reducing mortality, and regulating population rates. It could be said that the indicator of population quantity is the total fertility rate (TFR), for instance, two children for a couple.

2) Population quality

Based on Article 1 point 5 of Law Number 52 of 2009, what is meant by the quality of the population is the condition of the population in both physical and non-physical aspects including the degree of health, education, work, productivity, social

level, resilience, independence, intelligence, as the basic measurement to develop abilities and enjoy life as a godly, cultured, personalized, nationalized, and live decently as a human being. Quality development is carried out through improving health, education, religious values, the economy, and socio-cultural values.

3) Population mobility

Population mobility regulation aims to achieve an optimal population distribution based on the balance between population size and natural and environmental carrying capacity. The indicators are balanced between regions and their environment and also become the focus of government attention not only in big cities but also in small cities. In this case, the Population Coalition cooperates with the employment office, the local Bapeda institution.

4) Family development

Family development is an effort to create a quality family that lives in a healthy environment. Family development policies through fostering family resilience and welfare. Family development is carried out by providing communication, information, and education about knowledge, and child development providing advocacy and counseling for adolescents that are accommodated through the Youth Consultation Information Center, improving the quality of the elderly through Elderly Family Development, increasing economic access through efforts to increase prosperous family income, and so on.

5) Population data tidying

Population and family data and information must be used by the Government and regional governments as the basis for policymaking, implementation, and development like elections, direct cash assistance, social assistance, and so on.

f. Creating a model village for ideal population registration, together with the Neighborhood/Hamlet/Urban Village Officer and other village officials

One of the population coalition policies implemented in Central Java Province is the development of the Family Planning Village program as regulated in Governor Regulation Number 77 of 2017 about The Development of Family Planning Village in Central Java Province. Family Planning Village, hereinafter referred to as Kampung KB, is one of the efforts to strengthen the Population, Family Planning, and Family Development Program which is managed and organized from, by, and for the community in empowering and providing facilities for the community to obtain total services for the Family Planning Program, as an effort to create a family that is quality in an area at least at the level of a Village or Hamlet. For example, one of the programs is in collaboration with the health office, village midwives, and community leaders to educate people to adopt a healthy lifestyle, reduce maternal mortality and improve the health of children under five. Then also about entrepreneurial practices so that resources remain in the village.

g. Inviting teachers of biology, geography, religion, etc. to leave messages on population and reproductive health that do not burden the students

All districts/cities in Central Java Province have a standby population alert schools. This population alert school will not change the existing curriculum in the service, yet how the teaching staff understands the population and inserts population materials when they teach the subjects. For example, when teaching mathematics about a geometric row, teaching staff gives an increase in population.

- h. Cooperating with universities to carry out thematic Real Work Lectures or in Indonesia known as KKN on population and family planning

The efforts made by the Population Coalition to establish partnerships with the stakeholders was by coordination. The simple way that is done by creating a WhatsApp group to come up with ideas about the problems that exist in their respective regions. For example, either initiating KKN or simply helping village governments with physical projects.

- i. Making research studies and prepare policy briefs in collaboration with the Center for Population Studies at Higher Education in Central Java

The Central Java Province population coalition is conducting researches related to population problems, one of them is related to population control in Central Java Province in collaboration with Semarang State University. The results of the study could be used by the BKKBN of Central Java Province in determining policies or making decisions.

The implementation of the population coalition policy in Central Java Province such as the programs mentioned above will not run without cooperation with various parties. For examples is the Youth Population Coalition cooperation. Based on Article 25 of the Indonesian Population Coalition Article Association, stated that the Youth Population Coalition (hereinafter abbreviated as KMK) is an autonomous body within the scope or part of the Indonesian Population Coalition. KMK is a complementary organization to increase the responsibility and capacity of the younger generation is facing population problems. KMK was formed as an effort for partnerships among young generation organizations that concern to the efforts to overcome population problems to achieve the mission of the Population Coalition. KMK can be formed either at the Central, Provincial, or Regency/City levels. Members are on duty and functioning as the activators and supporters of the vision, mission, and goals of the Indonesian Population Coalition. KMK supports the policies of the Population Coalition for Central Java Province, especially regarding programs related to youth or millennials.

The contribution of the Population Coalition is very helpful for the KKBPK program because the coalition comes from various elements, most of them are academics who certainly understand the problems under their field of expertise. The Population Coalition is a platform to exchange ideas and discuss population issues at the BKKBN. They help regional heads and policymakers in advocating the regions. Usually, their voices are more likely heard than the voices of the bureaucracy. In the preparation of the grand design, for instance. BKKBN collaborates with the Population Coalition and IPADI as they are who can provide advice related to the population. The preparation of the grand design must

involve all agencies in charges such as the BKKBN, Population and Civil Registration Office, Transmigration Office, Social Office, Health Office, and Education Office. Right after each agency submits its indicators, it will be combined so that it is synchronized.

Policy implementation can be seen from the policy process framework which consists of inputs, processes, outputs, and outcomes (Humaizi, 2013). Based on the foregoing, the implementation of the population coalition policy in Central Java province can be seen from the following elements:

- a. Input is the resource used as the spearhead in the implementing organization process. The resources used in the implementation of the population coalition program include limited organization, human resources, facilities and infrastructure, and finances.
- b. Process, namely the interaction between related agencies or executors and the community. Communication and interaction of the population coalition of Central Java province with the community or related institutions is still lacking, this is because during the 2019 Covid pandemic, direct communication and interaction cannot be carried out, communication is carried out with social media so that not all programs are carried out optimally.
- c. Output, namely the output resulting from the population coalition policy in the form of the preparation of a grand population design, the formation of population coalitions and youth coalitions of population at the district/city level where this is very useful or helpful, especially the BKKBN in determining policies in the population sector.
- d. Outcomes, namely the population coalition of Central Java province, gave results in order to strengthen the KKBPK program, including communication of information and direct education to the community or stakeholders, collaboration with tinffi officials in the case of Thematic KKN which included the KKBPK program, making research with universities in Central Java on problems. demography.

2. Factors that Influence the Implementation of Population Coalition Policies in Central Java Province in Efforts to Strengthen Population, Family Planning, and Family Development Programs

As population ageing is increasingly becoming one of the top global economic challenges in the twenty-first century to be resolved by governments, insurers, and pension plan sponsors, the study on life expectancy has never been more compelling and crucial (Li, 2020). In the implementation of the policy should achieve its goals, yet obstacles often appear. The Population Coalition of Central Java Province as an independent institution in implementing its work programs has many obstacles because the coalition consists of various elements. According to Soekanto (2004), 5 factors influence the operation of the law they are the legal factors themselves, law enforcement factors, facilities and infrastructure factors, community factors, and cultural factors. If Soerjono Soekanto's theory is linked to the implementation of the population coalition policy in Central Java Province, the portrayals obtained as follows:

- a. The legal factors themselves

The population coalition arrangement is implied only in the Regulation of the Head of BKKBN that instructs each region to form a partnership network to assist the BKKBN's in running the KKBPK program so that the implementation of the population coalition program refers to the policies of its officer. Regulations related to population coalitions do not yet have a clear legal umbrella, thus the opinion is said that the government's political will in dealing with population problems is still low (Muhamin, 2012).

b. The law enforcement factors

Law enforcers here might be meant to an officer of the population coalition. For certain regions, Population Coalition management to gather each element in a complete formation sometimes is difficult due to its composition and voluntary. There are regional heads such as regents/mayors who don't concern about it. Thus, the coalition is only a title.

c. The facilities and infrastructures factors

The absence of a Population Coalition Central Java Province secretariat office is one evidence of the lack of facilities and infrastructures. Instead, the secretariat merged in the BKKBN office with minimal facilities. Besides, management must collect the budget either from voluntary self-fund or cooperation grants because the government does not provide a specific budget.

d. The community factors

Lack of community participation in helping or collaborating with the population coalition as it is a non-profit organization so that volunteerism is needed from the community who cares about population problems. For instance, the formation of the Youth Population Coalition to help the tasks of the Provincial or Regency Population Coalition, which involves the younger generation/millennial got a passive response.

e. The cultural factors

Lack of coordination between the Central, Provincial, and Regional BKKBN. Even though, in the Regencies/Cities of Central Java Province, the Population Coalition has been formed, however, the implementation is not visible. For example, the population coalition of Banyumas and Purbalingga Districts, some agencies not yet cared about the position or existence of a population coalition.

Almost in line with Soekanto's opinion, according to Nurcholis (2005), the success or failure of policy implementation is also influenced by the following conditions:

- a. The support and rejection of external agencies. If external agencies support, the policy implementation will be successful. Conversely, if they refuse, the implementation of the policy will be failed. Therefore, to be successful, policymakers and the implementers must on the same vision and perception in every policy taken.
- b. The availability of sufficient time and resources.
- c. The support from every existing resource. The more support, the higher the success rate will be.
- d. The ability of policy implementers to either analyze the causality of problems arising from policy implementation. The more capable policy implementer to analyze the

causality between one activity and another or between one activity and its impact, the higher the success rate will be.

- e. The compliance of the implementer towards the agreements and goals agreed at the coordination level.

If Hanif Nurcholis' opinion is related to the implementation of the population coalition policy of Central Java Province that strengthen the Population, Family Planning, and Family Development program, it portrays that: *firstly*, in terms of support or rejection of external agencies, the Population Coalition has received support from internal agencies, meaning the management members and BKKBN, however, the support from external agencies is less. It can be inferred from the fact that some agencies are still not concerned about the existence of a Population Coalition, even though the results of studies from the Population Coalition are often used or useful for them. *Secondly*, in terms of time and resources, it is not optimal because the Population Coalition consists of various elements with various backgrounds so that they have difficulty to obtain uniformity in time and resources that caused non-optimal implementation. *Thirdly*, in terms of support, the existing resources are not yet supported. *Fourthly*, in terms of the policy implementer, exactly the Population Coalition consists of people with merit in their fields that ideally support the population program. They are not only from the academics and the BKKBN of Central Java Province Institution but also from various community leaders who are concerned with population issues. *Lastly*, the Population Coalition of Central Java province has sufficient capacity. It is proven by various studies related to the population, for example in the formulation of a grand design that is beneficial to either stakeholders or related agencies.

According to Edward III, Van Mater, and Van Horn, four factors influence the successful implementation of a government program policy, they are communication, resources, disposition, and bureaucratic structure (Wahyudi, 2016):

- a. Communication

To achieve the successful implementation of public policies requires the implementers to know what to do clearly. The goals and objectives of the policy must be well-informed to the targeted group to reduce the gap between policy planning and implementation. If it is not clear, resistance from the targeted group may occur (Affandi and Warijo, 2015). The communication done by the population coalition includes Information and Education Communication towards various related parties. However, good communication must be done in two directions. Often some agencies, institutions, and parties either do not care or do not respond to the policies of the population coalition yet, in fact, it is related closely to their programs.

- b. Resources

Resources include human resources, financial resources, and equipment resources needed to run the policies. The Population Coalition of Central Java Province in terms of resources is less optimal, especially in the funding and equipment or facilities. So, this certainly affects and hinders policy implementation.

c. Disposition

Disposition is defined as the tendency, desire or agreement of the implementers to run the policy. Dispositions are characteristics possessed by policy implementers, such as commitment, discipline, honesty, intelligence, and democratic character (Wahab, 2010).

Related to this, the population coalition of Central Java Province, which includes the management, certainly has a strong commitment and desire to support and assist BKKBN in the Population, Family Planning, and Family Development programs. However, the population coalition in implementing policies does not only partner with the BKKBN because population problems involve various aspects, so they must coordinate and cooperate with other agencies that also respond to their performance.

d. Bureaucratic structure

This bureaucratic structure includes organizational structure aspect and division of authority aspect to measure the effectiveness of a policy in the bureaucracy. That is when there is policy harmonization arranged with a comparison of the application in the long run (Sudrajat, 2018). Regarding the bureaucratic structure, the management of the Population Coalition of Central Java Province has been formed based on the Decree of the Indonesian Coalition for Population and Development, while its duties, functions, and powers have been regulated in the Article of Association, however, in reality, to implement population policies a strong bureaucratic structure is also needed so that in its application will get positive responses from various institutions or agencies.

Conclusion

The Population Coalition is a social organization that concern to population and development issues in the form of a legal board. The Population Coalition policy in Central Java Province has been implemented under collaboration with the Youth Population Coalition and various related institutions/stakeholders in strengthening the Population, Family Planning, and Family Development programs that include conducting Communication, Information, and Education (KIE), provide population education for society, provide recommendations and carry out advocacy to promote policies, programs, and budget allocations that are conducive to population and family development, build partnerships, develop networks that have the same vision and mission, become a center for studies and information and a means of exchanging information about population and family development, provide support either to partners and potential partners who need their expertise and skills, develop population education in each district, and encourage the formation of the Coalition population/Youth Coalition in all districts in Central Java Province by sustainable manner. The implementation of the population coalition policy in Central Java province produced outputs and outcomes in the form of the preparation of a grand population design, communication of information and direct education to the community or stakeholders, development of population education, the formation of popular-

tion coalitions and youth coalitions of population at the district/city level in collaboration with higher education institutions in In the case of Thematic KKN which inserts the KKBPK program, conducts research with universities in Central Java on population problems where this is very useful or helps especially the BKKBN in determining policies in strengthening the KKBPK program. The factors that influence the implementation of the Central Java Province Population Committee policy are the support from BKKBN as the supporting factor, meanwhile the regulations, resources, facilities and infrastructure, as well as community and cultural factors that still do not care about population problems as the obstacle factors.

Suggestion

- a. The need to strengthen the Population Coalition Institutional/Organizational regulations in the form of legislation.
- b. The need for attention from the government regarding the fulfillment/addition of resources in the form of budgets, facilities and infrastructure.
- c. Making an MoU between the Central Java Population Coalition and agencies or stakeholders as a form of strengthening work programs related to population issues

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