

IMPLEMENTATION OF THE FAMILY PLANNING VILLAGE PROGRAM IN GAHARU VILLAGE, EAST MEDAN SUB-DISTRICT

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ABSTRACT

Received: May 2023

Accepted: June 2023

Keywords:

Public Policy, Implementation, Family Planning Village Program

The Family Planning Village (KB) program is one of the government's programs in the form of strategic innovation in implementing the priority activities of the Family Planning and Family Development (KKBPK) population program as a whole in the field. One of the implementations of the KB Village policy was carried out in the Gaharu Village, East Medan District. information about the community. This study aims to see how the implementation of the KB village program in the Gaharu sub-district, East Medan District. The research method used is descriptive research method with a qualitative approach. . The data obtained was then analyzed qualitatively by examining all the data that had been collected which was supported by the results of interviews with a theoretical approach according to Edward there were four variables in policy implementation namely; communication, Resources, Disposition and Bureaucratic Structure. From the research results it can be seen that there are still obstacles in process in implementing the KB Village Program. communication with the public is still relatively minimal. This resulted in the community not understanding the purpose of the KB Village program. The management has been provided with coaching and training, but there are still some managers who do not understand their duties and responsibilities. There is no commitment from the implementor to continue implementing the KB Village Program. The lack of management commitment to achieving common goals is also an obstacle in implementation.

1. INTRODUCTION

Indonesia is one of developing country that still has problem in development catagories, one of which is about population. The population itself is a resource or asset of a nation. A productive population becomes an asset in development, but an unproductive population can become a burden on development. The main problems that are often faced by Indonesia are; large population with relatively low quality; population growth rate is still high; relatively high fertility with uneven distribution; mortality (child mortality rate is still high, maternal mortality rate is still high, life

expectancy rate is relatively low); Mobility (unequal distribution, urbanization, transmigration, TKI/TKW).

In addressing high population rates, the National Population and Family Planning Agency (BKKBN) is tasked with creating the Government's development priority agenda for the 2015-2019 period (on the National Development Dimension) with a focus on working on the dimensions of health and mental character development to integrate into the Population program , Family Planning and Family Development (KKBPK).

BKKBN has a responsibility to play a more active role in 1) strengthening understanding of family functions, especially in terms of strengthening the mentality and

character of all family members, 2) early childhood development, 3) coaching for families who have teenagers, as well as direct coaching to teenagers in preparing a quality generation of the nation through Generation Planning or GenRe activities, and 4) fostering through families who have elderly, increasing family economic resilience and developing the Prosperous Family Service Center (PPKS).

KB Village is a strategic innovation in implementing the priority activities of the Family Planning Population and Family Development Program (KKBPk) as a whole in the field. KB Village involves all fields within the BKKBN and synergizes with ministries/agencies, work partners, relevant agency stakeholders in accordance with the needs and conditions of the region, and implemented at the lowest government level (in accordance with the requirements for determining KB village locations) in all districts and cities. With the KB Village program, it is hoped that the KB program will be able to reach the community again, especially those in villages, throughout Indonesia.

The declaration of the KB village is a momentum to be able to provide a number of assistance to the community, such as; the BKB package (Toddler Family Development) kit; use the IUD (Intra Uterine Device) kit; Genre package (Planned Generation); Appropriate Technology Tool (ATTG), Implant kit; PMT (Additional Feeding) for pregnant women; MP (Complementary Food) -ASI; home improvement; scholarships; Aid Fund for Farmer Women's groups and Aid Fund for Adolescent Counseling Information Centers; Distribution of birth certificates and marriage certificates as well as various community needs according to data in the area.

Reporting from *kompas.com* In 2020 North Sumatra Province will still have the fourth largest population with a population of 15.14 million people, and Medan City as the largest population in North Sumatra with a population of nearly 2.3 million. Medan is the most densely populated city in North Sumatra, namely 8,544 people per square km.

Even based on Indonesia's population projections (2015-2045) on the basis of the results of the 2015 Inter-Census Population Survey (SUPAS), the population of North Sumatra in 2015 was 13.96 million people and will increase to 14.8 million people in 2020. Then, the population North Sumatra will increase to 17.66 million people in 2045. In 2020, the productive age population will reach 66.7% of the total population of North Sumatra with a dependency ratio of 49.1%. That is, every productive population has a burden of 49 people of non-productive age.

Therefore, the Mayor of Medan, North Sumatra Province, formed Medan Mayor Regulation Number 13 of 2020 concerning the Development of Family Planning Villages in Medan City. One of the reasons this regulation was formed is to improve people's welfare and poverty alleviation efforts in synergy with the BKKBN Program. Whereas based on the provisions of Article 14 paragraph (1) letters a and b of the Constitution Number 52 of 2009 concerning population development and family development it states that Regency/City Governments are responsible for determining the implementation of population development and family development in the City, as well as conducting outreach, advocacy and coordination implementation of population development and family development in accordance with the needs, aspirations and capabilities of the community.

In order to manage the KB Village, it is necessary to form a KB Village Working Group (K3KB). The formation of K3KB can be developed according to the conditions, needs, abilities and other content desired in each region, but the goal still refers to the implementation of the 8 family functions.

One of the sub-districts implementing the family planning village program is the eastern Medan sub-district in the Gaharu sub-district. Gaharu Village was designated as a KB Village based on a decree from the Mayor of Medan. From a physical perspective, the condition of Kelurahan Gaharu is a densely populated area and is on the outskirts of the railroad tracks. It was this criterion that Gaharu Village was then chosen as the Kampung KB Village. Gaharu sub-district is also a sub-district with quite high social problems, in 2017 there were still children dropping out of school due to economic reasons, around 76 children (0-18 years) in this kelurahan did not have birth certificates for economic reasons and other. Then families who do not yet have a Birth Certificate will be targeted for Educational Information Communication (IEC) and Population Administration services to obtain a Birth Certificate.

As a process, indicators of the achievement of the KB village model do not only look at results, but success is also based on input, process and output. The success of the input is marked by the proportional number of PLKB/PKB, the availability of operational support (budget). The success of the process is determined based on increasing the frequency and quality of advocacy and IEC activities, improving the quality of family planning and KR services, periodic meetings of BKB, BKR, BKL, UPPKS activity groups, IMP meetings, staff meetings and mini workshops, Taman Posyandu services (PAUD, Health/ Posyandu and BKB), marriage certificate, birth certificate and KTP.

In the end, in the Gaharu sub-district, it was found that there were many KKBPk program targets but did not participate in group activities. For example, many teenagers were found but did not participate in PIK youth activities or the genre (Planning Generation) or Youth Family Development (BKR). Elderly groups already exist, but parents/families have not been actively fostered in the Toddler Family Development (BKB) group.

Table 1. Percentage of Family Participation in Poktan (Activity Group)

No	Group's Activity	Percentage
1.	Bina Keluarga Balita (BKB)	74,2 %
2.	Bina Keluarga Remaja (BKR)	60,71%
3.	Bina Keluarga Lansia (BKL)	82,76%
4.	Usaha Peningkatan Pendapatan Keluarga Sejahtera (UPPKS)	6,21%
5.	Pusat Informasi dan Konseling (PIK-R/M)	20,83%

The success of this KB village can also be seen from all the participation from all related sectors. At the beginning of this program, there were still a number of obstacles faced by the related sectors, both from the community and field officers for the Family Planning Village Program.

Based on the description, the authors are interested in conducting research with the title: "Implementation of the Family Planning Village Program in Gaharu Village, East Medan District".

2. METHODS

The research method used in this study is a descriptive research method with a qualitative approach. Descriptive research with a qualitative approach, describing, summarizing various conditions, situations, phenomena of social reality that exist in the community which is the object of research. This qualitative, descriptive approach explains phenomena in depth through a thorough, complete and accurate data or information collection program.

Bagdan and Taylor (1975) in Meolong (2012: 4) define qualitative methodology as a research process that produces descriptive data in the form of written or spoken words from people and observable behavior. Qualitative research places more emphasis on the process of inferring the relationship of observed research phenomena using scientific logic. Qualitative research is considered to be able to provide valid answers to the problems to be resolved in a study. This is in line with the research objective of looking at how the Implementation of the Family Planning Village Program in Gaharu Village, East Medan District.

The location of this research is at the Secretariat of the KB Village Working Group (K3KB) in Gaharu Village, which is located at Sutomo No. 77a street, Gaharu District of East Medan. The stages of implementing this activity are planned to start from the preparation stage, observation, to writing a research report.

Research subjects or informants are people who are able to provide information about the situation and background conditions of the research (Moelong, 2012: 97). The informants in this study are those who know and have clear, accurate and reliable information needed related to the research object being discussed. The informants included BKKBN representatives of North Sumatra Province, Head of the Family Planning Section of DP2KB Medan City, Chair of the Working Group (Pokja), Administrators of the Gaharu KB Village, Communities participating in the Activity Group (Poktan)

3. RESULT AND DISCUSSION

Implementation of public policy is one of the activities of the public administration of an institution, intended as one of the process activities carried out by administrative units or bureaucratic units at various levels of government both vertically and horizontally in the process of public policy. These administrative units are manifestations of administrative acts. Where is the public policy process that can be grouped into three functions, namely: public policy formulation, public policy implementation, monitoring and evaluation (results) of public policies are still related to administrative actions.

In this case, administrative units are an organization, while the process of activities carried out in an effort to realize the public policies that have been set are activities related to the implementation of management functions. The purpose of the organization as a medium to achieve goals or realize interests/needs. There are various kinds of interests/needs, so organizations are formed in different ways, for different purposes, different types of work. Therefore, a public organization (bureaucracy) was formed with the function and task (mission) to serve and protect the public interest. Thus, the organization is formed with the hope of influencing public life and its responsibility to manage the impact in a consistent way and by using democratic standards.

One form of public organization (bureaucracy) is the BKKBN. According to Presidential Regulation Number 62 of 2010 concerning the BKKBN, the task is to implement government in the field of population control and family planning. In accordance with the policy directions of the Working Cabinet government, the BKKBN is mandated to participate in improving the quality of life of Indonesian people by being expected to become a reliable and trusted institution in creating a balanced growing population and quality families.

The Family Planning Village Working Group (K3KB) or more commonly referred to as Pokja (Working Group). The establishment of KB Village Working Groups/administrators can be developed, adapted to the conditions, needs, capabilities and other contents desired in their respective areas, but the goal still refers to the implementation of the 8 family functions. As the legality of implementing programs and activities in the KB village, the management of the KB village is approved by the Regent/Mayor with a Regent/Mayor letter (SK).

In any complex organization, every part must work together, so that each can produce the expected results. The existence of an adjustment effort from each different part, will be able to contribute maximally, so that overall results are obtained. The application of management to administrative units as public organizations is intended to realize the goals of public policy effectively and efficiently. This public policy goal is very important to be realized, because it contains the values needed by the public which, if realized, can improve the quality of public life.

Communication

A program implementation will run well if the measures and policy objectives are understood by the individuals who are responsible for achieving the policy objectives. Clarity of policy measures and objectives thus needs to be communicated appropriately with implementers. Consistency or uniformity of the basic measures and objectives needs to be communicated so that the implementor knows the exact size and objectives of the policy.

Communication can be done in two forms, namely oral communication and written communication. Communication in this connection, it can be seen that there is a relationship direction from top to bottom (downward) and from bottom to top (upward) or two-way communication (two way traffic), besides that there is communication from the left side to the right side, and vice versa (lateral communication).

The problem that is commonly encountered in communication is the transfer of understanding from one person to another. First of all, someone has to translate the codes from his perception into a message composed in a mutually understandable language. The message is the transfer through the channels of symbols into perception. So, the perception of language and message is a triangular relationship that cannot be separated.

So the best communication is done face to face (face to face communication). This communication has many advantages because it can be judged from the level of acceptance of the understanding of the people being spoken to, because it can directly ask questions, can judge from the answers, can know clearly the meanings, and can know clearly what is being said.

Direct communication is also needed within the KB village work group so that the desired goals can be achieved together. The Gaharu KB Kampung Working Group, which has several sections or sections, needs clear coordination and communication so that each section understands the main tasks and functions. If implementers can exchange information continuously, actions or implementation of work that conflict with program objectives can be avoided. Basically, an organization may not be able to run a program by itself without assistance from other units or organizations. Therefore, coordination becomes a liaison in communicating between relevant cross-sectors.

Therefore, direct communication in the form of direct meetings involving the parties involved, such as the entire management of the working group, DPPKB, sub-district head, village head, TP PKK, PLKB, and work partners schedule meetings or it can also be said that deliberation forums are held in the long term. certain time.

In the coordination of Kampung KB Gaharu, there are several channels of communication namely, upward communication, downward communication and horizontal communication across sectors. The form of downward communication carried out in the implementation of the Kampung KB Gaharu program is in the form of conveying it to the implementing working group on the field line, including giving instructions to the PLKB coordinator, PLKB direction, and coaching to the Gaharu KB Village management working group.

Horizontal form of communication, is a form of communication carried out between one government organization and another. There are several related cross-sectors such as the Health Office and the Puskesmas.

Apart from communicating with cross-sectoral and fellow Pokja administrators, it is also necessary to communicate with the community to provide an understanding of the KB Village program. The form of communication can be in the form of individuals or groups. Can be done in a special meeting or door to door. One form of direct communication is in the form of socialization. Socialization is carried out so that people can receive first-hand information. The introduction of a program can help the community to understand the purpose of the program.

Unfortunately, the people of Kelurahan Gaharu still think that the Family Planning Village Program is only limited to controlling the rate of population growth. Even though KB Village is a miniature of the total implementation of the KKBPK program as a whole. The

purpose of Kampung KB is to improve the quality of life of the community in order to create quality small families.

However, there are still some people who do not consider activities as a necessity. The lack of public awareness hinders its implementation. Even though meetings are held on an ongoing basis, community attendance is still relatively low.

Due to the delivery of ineffective communication, the community does not understand in depth the purpose of the KB Village. Thus, it affects the participation of the community. The implementers can be expected to be aggressive in interacting with the community. Continuity is also needed so that people are aware of how important it is to run this family planning program.

RESOURCES

Resources are also things that can affect the success of implementation. According to Edward III, resources consist of human resources (staff), information, authority and facilities. In practice, implementation will not work if there are no executors. In the KB village program, the KB Village Working Group is an important implementer because the Working Group is a group in the field line. In this way, the Working Group interacts directly with program targets. So that way, it takes qualified staff of experts to carry out their duties. The KB Village group already has a clear organizational structure, namely line and staff organizations. This organizational form is generally used in government organizations. This organization consists of line units and staff units. In a line organization are people or units that directly participate in carrying out the achievement of the main tasks/objectives of the organization.

In the East Medan sub-district, a mini workshop was held which was attended by sub-district and Village level stakeholders of Kampung KB Gaharu to then be followed up with a mini-workshop at the village level and Village/Kelurahan Cadre Training (Care Working Group per sector which has been implemented in the Organizational structure of Kampung KB Gaharu) with the target that each cadre is able to carry out the planned KB Village activities.

After receiving training at the village level. Gaharu Working Group cadres carry out Communication, Information and Education (IEC) to the community. With training and coaching in advance, it can ensure that members of the Gaharu KB Village Working Group are able to interact with the community either individually or in groups by utilizing social forums such as recitations, BKB meetings, BKR meetings or UPPKS meetings.

Unfortunately, the organization's management only focuses on coaching and training to become assistants for the KB Village. Even though in this era of technological development, it is very necessary to have knowledge about technology. Most administrators with an age range of 40 years and over still have difficulty managing information through the network (online). Manual recording of files and data also reduces efficiency in data storage. While other Kampung KB administrators are already using social media to introduce their activities, the Gaharu KB Village Working Group is still not taking advantage of information technology that is growing.

The next important resource in implementing the KB village program is information. As one of the efforts to disseminate information in implementing the Gaharu KB village program is to determine guidelines or directions. These instructions or guidelines serve as specific regulations/handbooks for members of the Working Group. The guidelines also contain targets, indicators and recommended activities to be carried out according to community needs in overcoming crucial problems in densely populated settlements and other problems and are written in sentences that are easy for community leaders to understand.

So if we look at the practice, the Pokja Kampung KB has been carried out in accordance with a framework that explains the duties and functions of each party, especially the roles of field line parties. The output of the activities carried out is in accordance with the main tasks and functions listed in the KB Village implementation guidelines so that each section can find out the main tasks and indicators of the output to be achieved.

Disposition

Disposition or attitude of policy implementers is one of the factors in the approach regarding the implementation of a public policy. Disposition is the character and characteristics possessed by the implementer, such as commitment, honesty, democratic nature. If the implementor can carry out the policy properly as desired by the policy maker. When the implementor has a different attitude or perspective from the policy makers, the policy implementation process also becomes ineffective.

Appointment of bureaucrats for a program is important to do. With the existence of a Mayor's Decree, it can give authority to the family planning working group in carrying out its duties and functions. In practice, the Working Group is a forum to facilitate the community to achieve a more prosperous life, both in terms of health, education and just population data collection. The existence of legal regulations regarding the Gaharu KB Working Group can help reinforce them as a law-based organization. With the appointment of bureaucrats it also facilitates coordination, namely with a clear division of responsibilities for each individual and section. A clear division of responsibilities can reduce disputes or conflict between different members, but can also help in carrying out work with unity of purpose.

Through the Mayor's circular letter No. 470 of 2019 regarding the intervention of the Medan City Regional Apparatus Organization (OPD) in carrying out eight family functions in KB Village. Where it is stated in each function, namely the form of intervention and the implementers who will carry out their authority and responsibility for the KB village program.

Each role given to each party has a different function, but in achieving the goals of Kampung KB gaharu the functions and roles of each of these parties are related to one another.

If the administrators of the Gaharu KB Village do not understand the goals and objectives of the task force given, it will have an impact on negligence in carrying out activities, thus forcing the Chairperson of the Pokja and PLKB to work even more extra to provide an understanding to the Gaharu KB Village administrators regarding the roles, goals and objectives of each section .

One of the ways to motivate the Pokja management is to give them incentives. With the provision of incentives, it can be expected to increase performance and commitment to implementing the KB village program. According to the Big Indonesian Dictionary (KBBI), incentives are additional income (money, goods, etc.) given to increase work enthusiasm.

Even though they are both rewards or remuneration for services, salaries and incentives must be distinguished, because incentives are more towards motivation or stimulus given to improve the performance of administrators. Providing incentives for an organization to its management must be with careful consideration.

Unfortunately, the provision of incentives can backfire because members of the Gaharu KB Village Working Group only pursue incentives. They do not understand in depth the purpose of the KB Village program itself. They only carry out the tasks given with the hope of a reward, which results in negligence in the responsibilities of the task.

Many of the administrators of the Gaharu Village Working Group do not understand the big picture of this program. Meetings are held only as routine work that must be done. In the end, the community did not see the seriousness and commitment of the Pokja management. At least every administrator must understand the goals, objectives and indicators according to the guidelines in the Gaharu KB village program which has been established since 2017. However, if the goals set are only occasionally socialized to the board, this will only make the guidelines a formality. It takes seriousness and commitment from the management to truly understand the goals and objectives of this KB village program.

Bureaucratic Structure

Bureaucratic structure is an organizational structure in charge of implementing policies that have a significant influence on policy implementation. Aspects of the organizational structure are the Standard Operating Procedure (SOP) and fragmentation. An organizational structure that is too long will tend to weaken oversight and cause red-tape, namely complicated and complex bureaucratic procedures, which make organizational activities inflexible.

Administrative SOP is a standard intended for administrative types of work. In administrative implementation, administrative SOP can be used for planning, budgeting and other processes. With the existence of SOPs in Administration, the working group administrators have standardization in completing the work that is their duty.

In accordance with Mayor Regulation Number 13 of 2020 concerning Development of Family Planning Villages in Medan City, Village Family Planning Assistants, hereinafter abbreviated as PPKBD, are several cadres who voluntarily play an active role in managing the Family Planning Program at the Village level or equivalent. According to Article 2 of Perwal Number 13 of 2022 the purpose of enacting this Mayor regulation is to serve as a guide in implementing the development of KB Village in Medan City.

However, the aspect of understanding the main tasks and functions is still not optimally understood. The management

of the Gaharu KB Village Working Group only focuses on their duties but still requires further assistance by the PLKB and the Chair of the Working Group to understand them about the duties and functions carried out as the person in charge of the section.

The form of supervision in the gaharu KB village program is by monitoring each activity directly by PLKB to document activities from start to finish. Each cross-sector is required to provide a report, this can be seen from the reports made separately by each institution. Of course the implementation of the KB Village program also requires a sizable budget. The budget obtained comes from Regional Revenue because the principle of KB Village is from, by and for the community itself, so that the financing needs for KB Village come from the APBD and/APBN Budget, as well as local potential sources if any. The development of the implementation of activities and the realization of the budget are routinely reported by the head of the KB Village in stages to the head of the KB SKPD to be copied to the Mayor as the KB Village Trustee and the Head of the Provincial BKKBN representative.

4. CONCLUSION

The KB village program is one of the government's programs in the framework of population control and family planning to make the development priority agenda a success. The success of KB Village can also be seen from all the participation from all related sectors, therefore it is necessary to coordinate both between units within the organization and with related agencies or parties.

Based on the formulation of the problem in this study, namely how to coordinate K3KB in implementing the KB Village program in the Gaharu sub-district, Medan Timur District, it can be concluded that there are still obstacles in implementing the KB Village Program. This can be seen from the indicators of policy implementation according to Edward III where these indicators are communication, resources, disposition, and bureaucratic structure.

Based on the results of the research that has been described previously, it can be seen that although the communication that exists between cross-sectoral groups and members of the KB Village Working Group is good, communication with the community is still minimal. This resulted in the community not understanding the purpose of the KB Village program. Inefficient delivery of messages to the public results in low public participation. This also has an impact on the continuity of the meetings held, even though the Working Group continues to hold activities, the community is still often absent from activity group meetings.

The second indicator is Resources. Resources can include human resources or resources in the form of facilities to boost the process of implementing the Gaharu KB village program. Pokja staff or administrators play a very important role in the implementation of this program. Thus, the administrators need a qualified educational background to foster and guide the community so that the community wants to participate in and understand this KB village program. In practice, administrators have been provided with guidance and training, however, there are still some administrators who do not understand their duties and responsibilities.

In this era of technological development, human resources who understand computers and networks are also needed. Unfortunately, the Gaharu KB Kampung Working Group has not been maximal in using information technology in the network. That way, manual data storage is still found.

The third indicator is Disposition, namely the attitude of the KB Village program implementers. There needs to be a commitment from the implementor to continuously carry out the implementation of the Family Planning Village Program. The lack of management commitment to achieving common goals is also an obstacle in implementation. The management of the Pokja Kampung KB only carry out their duties and functions to get incentives. Lack of commitment affects the less optimal management in carrying out activities. This resulted in the Chairperson of the Working Group having to repeat it over and over again to provide an understanding of the objectives of the KB Village. Where in the end the chairman had to take part in the field because of the negligence of members of the Gaharu KB Village working group management.

The last indicator is the bureaucratic structure. Aspects of the organizational structure are the Standard Operating Procedure (SOP) and fragmentation. An organizational structure that is too long will tend to weaken supervision and cause red-tape, namely complicated and complex bureaucratic procedures, which make organizational activities inflexible.

This is the final part containing conclusions, limitations and recommendations. The conclusions will be the answers of the hypothesis or research question, the research purposes and the research discoveries. The conclusions should not contain only the repetition of the results and discussions. It should be the summary of the research results as the author expects in the research purposes or the hypothesis. Research limitations and recommendations contain deficiency in the research and suggestions associated with further ideas from the research.

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REGULATION

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