Indicators of Successful Policy Implementation of the Kampung Family Planning (KB) Program in Deli Serdang District, North Sumatera Province

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ABSTRACT. This study aims to analyze and evaluate the implementation of the Village Family Planning (KB) program policy in Deli Serdang Regency as well as the various efforts made to make changes in the implementation of the village family planning policy. This type of research is a mixture of qualitative and quantitative (mix methods) with a sequential explanatory strategy. The location is in Deli Serdang Regency, North Sumatra Province. Collecting data through the questionnaire method, Focus Group Discussion (FGD), semi-structured interview method and documentation. Qualitative data analysis method results with qualitative analysis according to Miles and Huberman and quantitative data using descriptive methods. The results showed that the implementation of the KB village program policy in Deli Serdang Regency and the various efforts made to make changes in the implementation of the KB village policy from the communication indicators of the implementers was good, the HR indicators had met the needs, but from the aspect of infrastructure it was still lacking, financially still very limited. For democratic indicators, implementers are able to collaborate their capabilities with existing policies. Regarding the indicators of the bureaucratic structure of the working group as the implementer of the KB village program, they have a good understanding but they are still lacking in action in implementing the KB village program.

Keywords: Regional Apparatus Organizations, Facilities, Bureaucracy, Family Planning.

1. INTRODUCTION
A quality family planning program can create a family that is prosperous, healthy, independent, advanced, has the ideal number of children, is responsible, has insight into the future, is harmonious and devoted to God Almighty. To improve the quality of family planning programs, the new paradigm built by the BKKBN is to emphasize respecting reproductive rights in improving the quality of family life [1]. Although population growth has tended to decline, what needs to be understood is that the absolute population growth rate is approximately 3 million people per year and will continue to grow even though the family planning program continues to run well. The National Development Planning Agency (BAPPENAS) calculates that in 2025 Indonesia's population will be 273.7 million [2], so that the current and future family planning program is very much needed in order to maintain a balance of population growth, economic growth, and environmental carrying capacity, as well as natural resources.

The National Population and Family Planning Board (BKKBN) has the responsibility to play a more active role in the implementation of this family planning program, especially on the following targets: 1) strengthening understanding of family functions, especially in terms of strengthening the mental and character of all family members; 2) early childhood development through integrated holistic, holistic Toddler Family Development (BKB) in order to form children's character from an early age; 3) guidance for families with adolescents, as well as direct coaching for adolescents in the preparation of a qualified national generation through the Planning Generation (GenRe) activity; and 4) guidance through families with elderly people, increasing family economic resilience through UPPKS activities, and developing Prosperous Family Service Centers (PPKS) [3].

Based on BKKBN records, Indonesia's population growth rate currently reaches 1.49
The high commitment of the Deli Serdang Regency Government in producing the Population Family Planning and Family Development program in this area includes guidance for the KB Village which was marked by the receipt of the Satya Lencana Development sign from the President of the Republic of Indonesia in July 2019 to the Regent of Deliserdang. With this success, of course, it must be maintained and improved so that in the future it can become an example for other regions [9]. It was explained again that the background for the formation of the KB village in the countryside, among others, the family planning program no longer resonates, to improve the quality of life of the community at the village level through the KKBPK program and related sectors in order to create quality small families. Through this program, it is hoped that the implementation of 8 (eight) family functions in social life, namely the family function, the function of love and affection, the function of socialization, the function of education, the function of work, the function of income, the function of participation, and the function of development.

The purpose of the Kampung KB program is to improve the quality of life of the community at the village level through the Population, Family Planning and Family Development (KKBPK) program and the development of other related sectors in order to create quality small families. In particular, this KB Village was formed in addition to increasing the participation of the government, non-governmental and private institutions in facilitating, assisting and fostering the community to carry out the KKBPK program and related sector development, as well as to increase public awareness of population-oriented development.

Various policies have been carried out by the Deli Serdang Regency Government in reducing the population and poverty, either through improving infrastructure, the economy or through the development of health status, community participation and education levels, but in fact the main source is population problems. The reality is that there are still high rates of infant mortality and maternal childbirth, low public awareness of reproductive rights, and a fairly high rate of population growth, which is not comparable to the carrying capacity of the environment and natural resources.

One way to suppress the above problems is by increasing the empowerment of communities and families who are currently unable to escape from the traps of poverty and underdevelopment. In other words, empowering is enabling and independent of the community and family. In the concept of empowerment, according to [5], humans are subjects of themselves. The empowerment process that emphasizes the process of giving the family / community the ability to become empowered, encourage or motivate individuals to have the ability or empowerment to determine their life choices.

Community empowerment towards family and community welfare efforts is in accordance with [6], which is the result of an amendment from [7], that development must be aimed at increasing the highest awareness, willingness and ability of family / community life, as an investment for development, human / community resources. Everyone is obliged to participate in realizing, maintaining and improving the welfare of the family and society as high as possible. The government is responsible for empowering and encouraging active family or community participation in all forms of improving welfare [8].
socio-cultural function, the protection function, the health and reproductive function, the environmental function, the economic function and the social education function.

2. METHODS

This type of research is qualitative descriptive. Qualitative research as a research method based on the philosophy of postpositivism, is used to examine the conditions of natural objects, where the researcher is the key instrument, data collection techniques are triangulation, data analysis is inductive or qualitative and the results of qualitative research emphasize meaning rather than generalization [10]. The nature of descriptive research is a form of research that is intended to describe or describe existing phenomena, both natural phenomena and human engineering [11] & [12]. This research was conducted in KB Village located in several sub-districts in Deli Serdang Regency, North Sumatra Province. The determination of informants was based on the grouping of key informants (key informants) and additional informants (key sedoncary) [13]. Key informants are the Regional Apparatus Organization (OPD) and stakeholders who are involved or play a role as the implementer of the KB Village program. Additional informants are the target objects or local communities who live in 6 (six) KB Kampung in Deli Serdang Regency, North Sumatra Province. There is no limitation on the number of each categorization of informants in this study. Given that the amount depends on the needs during the data collection process.

3. RESULT AND DISCUSSION

A. Result

1. Implementation of the Village Family Planning Program Policy through the Family Function Approach in Community Empowerment in Deli Serdang Regency

Based on the results of field research on the implementation of the Kampung KB policy program through the family function approach in community empowerment in Deli Serdang Regency, linked to Edward III's theory [14], the indicators studied include: communication, resources, disposition and bureaucratic structure. Implementers who become informants in the research are regional organizations and stakeholders.

2. Communication

With regard to communication indicators, it explains the relationship between family planning villages with 8 family functions, as follows.

a. The implementer's understanding of the Kampung KB program

Informant I1 (Sub-Division of Inter-
program, namely:

"Kampung KB operational for its mobilization in North Sumatra, its position is in dalduk, if all family planning services are in the field of family planning. If we are dalduk, we can process the data on the results of the service in dalduk. More focus on the mobilization section of each OPD. In different regencies / cities that hold the KB village, there are those in the field of family planning, if we are controlled by the population. From the BKKBN, the derivatives go to the P2KB and P3A Office then to UPT Kecamatan and then go straight to the KB village. The KB village is one sub-district, each district has 1 KB village. For the cultivation of an area of 1 RW, the focus is on 1 RW, in the KB village itself the poktan is at the RW level, basically when a KB village is formed, it is automatically formed BKB, BKL, and BKR is created in that 1 RW. The point is that we always prioritize the KB village beside the others. The KB village was created because one of the achievements in family planning was very low, and even then it was determined by the BKKBN of North Sumatra Province, so we are not the ones who decide, they already have data through family data collection.

"Implementation of the KB village is not only about family planning services, but there are BKB, BKL, BKR, PIK-R, and UPPKS which are all called pokja (working groups). We provide guidance to the pokja administrators, to the heads of working groups, as representatives, to be forwarded back to the community through them.

From informants I1 and I2 it can be seen that the implementation of the village family planning program policies consists of the KB-KR (Family Planning-Reproductive Health) program, the PK (Family Development) program and the Population Program. These programs should be supported across sectors. The KB-KR program runs with socialization activities and free family planning services. The family development program was formed by 5 groups, namely BKB, BKR, BKL, PIK-R, and UPPKS to carry out community development activities in the KB village through empowerment by implementing 8 family functions. From the concept map of the KB Village Program above, it can be seen that the KB village consists of the KB-KR (Family Planning-Reproductive Health) program, the PK (Family Development) Program and the Population Program, which is supported by cross-sectoral support.

Informant I3 (Head of the District Family Planning Counseling Center, District Apparatus) argues that so far the implementation of the KB village program is:

"Kampung KB is a remote village in the mountains close to a river where there is a lack of knowledge and the community's insights are less advanced and the coverage of family planning is low, so that's what was appointed as a KB village.

"Regarding the KB Village policy program, so far there has not been counseling for teenagers (PIK-R), but there has been counseling on PIK-R in KB villages that were invited to KPRI, PIK-R children were often invited outside, held craft-making activities and exhibited them. The records of activities that have been carried out in Kampung KB are in the pokja book. Because they each have their own activities, so it is in each poktan leader. They will take note of whatever coaching is carried out by the P2KB and P3A or BKKBN offices.

Informant I4 (Chairman of the Cadre Forum and PPKBD of Percut Sei Tuan Subdistrict) expressed his opinion on the extent of the implementation of the KB village program, namely:

"The implementation of the KB Kampung in Tanjung Rejo Village and Percut Village is still lacking in community participation. We have carried out coaching for the head of the working group, but we have not been able to convey to the community, there are not many activities, but there is already a BKB, there is PAUD.

Informant I5 (Chairperson of the PKB in Galang Subdistrict) has his opinion on the extent of the implementation of the KB village program, namely:

"What I understand about the KB village is catching up with the village that was designated as a KB village, according to the specified criteria, namely: left behind, poor, slum, borders, riverbanks, railroad edges and left behind in all developments.

"One month with 2 months and 3 months must have different achievements, it must be more developed, if it does not develop, walking in place means that KB Village is not being fostered by us. Many MOPs are in KB villages (data on the number of achievements in the Keramat Gajah Village and Batu Lokong Village).

Informant I8 (The Head of the Keramat Gajah Village) expressed his opinion about the extent to which the KB village program was implemented, namely:

"The implementation of the Kampung KB program is good, the heads of the working groups participate in mentoring from the office, and the posyandu continues, family planning services also exist.

From the statements of informants I3, I4, I5 and I8, it can be seen that the implementation of the KB village program in the KB-KR program has gone well, because there has been an increase in the number of family planning acceptors in Deli Serdang Regency, especially in the Kampung KB.
area of Galang District (Keramat Gajah Village and Desa Keramat Gajah Village), Batu Lokong) and Gunung Meriah District (Marjandi Tonga Village and Kutabauy Village). Percut Sei Tuan Subdistrict (Tanjung Rejo Village and Percut Village) has not been running well because the facilities are still lacking and the community does not participate. In general, the Family Development (PK) program in Deli Serdang Regency, especially the development of the KB village community through empowerment by implementing 8 family functions, is still not supported by community participation in poktan, because there is still a lack of contribution from the poktan chairman and a lack of cross-sectoral coordination. The following is a matrix that explains the implementers' understanding of the Kampung KB program as shown in Table I.

**TABLE 1. Matrix Of Interview Results On Implementers' Understanding Of The Kb Village Program In Deli Serdang Regency**

<table>
<thead>
<tr>
<th>Thematic</th>
<th>Answer</th>
<th>Conclusion</th>
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<tbody>
<tr>
<td>The implementer's understanding of the Kampung KB program</td>
<td>- The implementation of the Village KB program policy consists of the KB-KR (Family Planning-Reproductive Health) program with socialization activities and free family planning services, the PK (Family Development) program has formed 5 groups namely BKB, BKR, BKL, PIK-R, and UPPKS and Population Program (I1 and I2).</td>
<td>In general, the implementers understand what Kampung KB is and what the Kampung KB program is.</td>
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<tr>
<td></td>
<td>- Kampung KB is a remote village in the mountains close to a river with a lack of knowledge and the community's insights are less advanced and the coverage of family planning is low, that's why it was appointed as a KB village. The implementation of the KB village program in the KB-KR program has gone well, increasing the number of family planning acceptors, especially in Galang District (Keramat Gajah Village and Batu Lokong Village) and Gunung Meriah District (Marjandi Tonga Village and Kutabauy Village). Percut Sei Tuan Subdistrict (Tanjung Rejo Village and Percut Village) has not been going well. In the Family Development (PK) program, community participation in poktan is still lacking. Population programs have not been implemented properly due to a lack of cross-sectoral coordination (I3, I4, I5 and I8).</td>
<td>The implementation of the Village KB program policy consists of 3 programs and 5 groups.</td>
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Based on the Table I matrix, the results of the interview regarding the implementer's understanding of the KB village program in Deli Serdang Regency, it can be seen that the implementers generally already understand the KB village program, have understood 3 programs and 5 poktan in the KB village program, the program implementation has gone well in Galang District and Mount Meriah, but not well in Percut Sei Tuan District, however, the population program has not been implemented due to lack of cross-sectoral coordination.  

*b. Implementer understanding of the eight family functions*

Researchers conducted interviews related to how the application of 8 family functions in community life in this KB village to I1 (Sub-Division of Inter-Institutional Relations and Field Line Development, BKKBN of North Sumatra Province) said that: "The working group (pokja) must be in accordance with 8 family functions, at the village level. So what is called Kampung KB, is not at the RW level, but at the village level, the name is Kampung KB because to identify although actually when talking about the regional scope of RW is a village, a village is RW, but in the guidelines issued by BKKBN that KB Kampung is at the same level village, so the working group at the village level."

"Poktan. Just like before, I said that in the KB Village the management is the Kampung KB working group, the Kampung KB working group has sections such as the economic section, the poktan can enter, the UPPKS poktan, the poktan is an activity group, now in the KS there are several"
poktan, for example, tribina, BKB, BKR, BKL, UPPKS, and PIK-Remaja. Well, later on there will be a reproductive health section, PIK-R can enter the activities there, so each section has a program of activities that lead to 8 family functions. There the activity, Socialization about the health and professionalism, family planning services and others."

I2 (Section for the Movement and Utilization of Family Planning Extension (PLKB) and Family Planning Cadres, P2KBP3A Office of Deli Serdang Regency) expressed his opinion on how to implement 8 family functions in community life in this KB village, namely:

"The implementation of the 8 family functions, in the KB village, actually from us the material is applied, what they are good at, counseling about the family, what we have conveyed is the implementation of 8 family functions. Only from them should convey it again to the community. The point is what they have said they understand."

From statements I1 and I2 it is explained that 8 family functions in community life in the KB village have been implemented through coaching that have been carried out by BKKBN and the P2KBP3A Office. In every guidance and outreach that is carried out, 8 family functions are still inserted.

I3 (Head of the Gunung Meriah District Family Planning Counseling Center) expressed his opinion on how to implement the 8 family functions in community life in this KB village, namely:

"The eight (8) functions of the family are to drive community activeness which consists of 8 functions between religion, education, culture, production, love and so on."

"For its implementation, a working group (pokja) was formed, from the provincial, city, sub-district and urban village levels, and RW. The Pokja must be in accordance with 8 family functions, but the coaches are not under us, but the PKK and working groups are adjusted to 8 family functions."

I4 (Chairman of the Cadre Forum and PPKBD of Percut Sei Tuan Subdistrict) expressed his opinion on how to implement the 8 family functions in community life in this KB village, namely:

"8 family functions in Kampung KB, usually religious counseling, for example in majlis ta'lim, UPPKS economic counseling or pokja under the PKK, if UPPKS is under the KB office, it means they go through UP2K (Business to Increase Family Income). If the economic counseling is UP2K or UPPKS, because it is under the working group through the UP2K. There is PKK, there are Dinas P2KB and P3A, if Dinas P2KB and P3A are UPPKS, if PKK is UP2K."

I5 (Chairperson of the PKB in Galang District) expressed his opinion on how to implement the 8 family functions in community life in this KB Village, namely:

"What I know about the 8 functions of the family is to place a family function where at the time the family can live in harmony, peace, happiness and prosperity in the world and its end. Because in it there is a life order that respects each other, so that no one violates the rules or norms of life."

I6 (Head of Marjandi Village Tonga, Gunung Meriah Subdistrict) expressed his opinion on how to implement the 8 family functions in community life in the KB village, namely:

"The implementation of the 8 family functions in the KB village continues to be implemented. We have a working group in accordance with the 8 family functions, so if there is an event we try to implement the eight family functions in that one event or activity."

I7 (Chairman of the Marjandi Tonga Village Forum and Chair of the UPPKS Activity Group) expressed his opinion on how to implement the 8 family functions in community life in this KB village, namely

"8 family functions are well implemented, if there are activities we use the implementation of 8 activity functions."

I8 expressed his opinion on how to implement the 8 family functions in community life in this KB village, namely:

"I don't know if the implementation of the 8 family functions, yes, maybe there is."

The implementation of the 8 family functions in community life in the KB village according to I3, I4, I5, I6, I7, and I8 can be seen that the implementation of 8 family functions is carried out in every activity of the KB village. However, there are still some family planning village officials who do not know what the 8 family functions mean. Based on the results of interviews with several informants related to the understanding of 8 family functions in the implementation of the KB village
policy program through empowerment of the family planning village community through empowerment by implementing 8 family functions, it can be seen, generally the implementers already know 8 family functions. However, some family planning village administrators did not know and understand the 8 family functions so that the implementation of the 8 family functions was not optimal. The following is the matrix that explains the implementer's understanding of the 8 family functions that are implemented as an effort to empower the community in the family planning village as shown in Table II below:

**TABLE 2. Matrix Of Interview Results On Implementers' Understanding Of The 8 Family Functions In Kampung KB, Deli Serdang Regency**

<table>
<thead>
<tr>
<th>Thematic</th>
<th>Answer</th>
<th>Conclusion</th>
</tr>
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<tbody>
<tr>
<td>The implementer's understanding of the 8 family functions in Kampung KB</td>
<td>The implementation of 8 family functions in community life in the KB village has been implemented through coaching that has been carried out by BKKBN and the P2KBP3A Office (I1 and I2). The implementation of 8 family functions in community life in Kampung KB is carried out in every KB village activity, but there are also administrators who do not know the 8 family functions (I3, I4, I5, I6, I7, and I8).</td>
<td>In general, the implementers already know the 8 family functions and what are the activities in them. However, some of the administrators are not aware enough that the implementation is not optimal.</td>
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</table>

Source: Results of interviews with informants (2020).

From the matrix of the results of the informants’ answers in table 2 regarding the implementer's understanding of the 8 family functions, it can be seen that generally the implementers already know 8 family functions as one of the functions in community development in the KB village community and the activities in it. However, some of the administrators are not aware enough that the implementation is not optimal.

**B. Discussion**

In addition, 8 family functions, namely religion, social and culture, love and affection, protection, reproduction, socialization and education, economy and environmental development, which so far have not had standard indicators. In the future, it is necessary to develop an 8 Family Function Empowerment Model with indicators to be more directed towards the objectives of the KB Village program policy, namely: improving the quality of life of the community at the village level or the equivalent through the Population, Family Planning and Family Development (KKBP) program as well as other related sector development in the context of realizing a quality small family. According to [15], family empowerment aims for the community to explore the capacities and capabilities of the community in realizing the quality of family life from various aspects of life. Empowerment has three important stages, namely empowerment, capacity building and awareness [16]. Referring to this theory, the researcher offers a Family Empowerment Model which will be applied through 3 stages, namely:

1. **The empowerment stage.**

   This stage is awareness and the stage of forming behavior towards conscious and caring behavior so that they feel they need their own capacity. At this stage, motivation and encouragement is given that everyone has the ability to work and is able to give the best for their family [17]. The intervention at this stage is carried out by socialization, counseling and education to the community. The purpose of the empowerment stage is so that the community is better acquainted with and aware of their abilities in exploring and utilizing their abilities to improve the quality of life and at the same time the welfare of the community.

2. **The capacitating stage**

   After the community has a commitment to change behavior that has not been able to develop self-creativity towards a more efficient direction, the village government can provide facilities in the
form of various skills, especially for mothers by conducting training on various types of processing dishes that can be sold in the market [18]. These skills can also be in the form of skills to open a small business such as making pottery, weaving, and other handicrafts. For men, training in agriculture, fisheries and other sectors can be provided.

3. Awareness stage
   In this stage, it is hoped that the community can take a role in improving the quality of family life, where there has been cooperation between family members, the community and other communities to realize the ability of themselves or families to improve the quality of life both in terms of religion, education, socio-culture, economy, health and environment [19]. At this time, the officers involved can provide assistance to the family to monitor the implementation of the family planning program if there are obstacles or obstacles in realizing the Kampung KB program policy.

4. CONCLUSION
   Based on the analysis and discussion of the research results according to the defined problems, it can be concluded:

4.1 The role of regional apparatus organizations (OPD) and stakeholders in the implementation of the village family planning program policy in Deli Serdang Regency.
   The OPDs and stakeholders who play a role in implementing the village family planning program policies have not entirely contributed to the KB village, only a few have contributed in the form of donating modest funds and providing training or counseling only. OPDs and stakeholders who have contributed include the Health Office to disseminate early detection of high risks of pregnancy, childbirth and postpartum, development of posyandu cadres, development of environmental knowledge through the PHBS concept. The Community and Village Empowerment Service in training community empowerment cadres (KPM). The Social Service, according to PKH data, provided cash assistance of Rp. 600,000 via the Post Office. The Agriculture Service provides plant seeds and others, such as guava, mango, avocado, kale and spinach seeds. The Manpower Office offers jobs that already exist, but the realization is not yet there. However, cake making training, embroidery training already exists. The Ministry of Religion has carried out socialization and religious counseling. Stakeholders who took part in the PKK TP, Deli Serdang Police, BNN, Kodim, Pramuka, and Aisyiah / Muslimat NU.

4.2 Barriers found in the implementation of the village family planning program policy in Deli Serdang District.
   The obstacle found was the lack of financial support for the implementation of the village family planning program, so it is necessary to propose a special budget for this program. In general, in the three sub-districts where the research was conducted, the community did not participate in the village family planning activities and their understanding that the KB village meant that the community had to do family planning.
   Based on the conclusions of the research results after being analyzed and discussed, several suggestions are proposed, namely:

4.2.1 This research will be useful in adding scientific knowledge related to the implementation of the KB Village program policy and referencing the community empowerment model in implementing the Village KB program policy through a family approach in Deli Serdang Regency, both local community elements, stakeholders and policy makers.

4.2.2 This research provides input for the Department of Population Control, Family Planning and Women's Empowerment and Child Protection in Deli Serdang Regency in making and refining the KB Village policy with a family function approach strategy approach.

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