

# Implementation of the Population Alert School (SSK) Program at SMPN 2 Nganjuk

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Early marriage and bullying remain serious challenges to human resource development in Indonesia. In response, the National Population and Family Planning Board (BKKBN) initiated the Population-Aware School Program (Sekolah Siaga Kependudukan or SSK). This study aims to analyze the implementation of the SSK Program at SMPN 2 Nganjuk based on Edward III’s policy implementation model, which includes communication, resources, disposition, and bureaucratic structure, to determine its effectiveness. A descriptive qualitative approach was employed using purposive sampling. Data were collected through in-depth interviews, direct observation, and documentary studies, with validity tested through source and method triangulation.

**Keywords:** Edward III Model: Population Alert School, Program Implementation, Policy Implementation

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## 1. Introduction

Population problems among teenagers continue to be a big challenge for developing human resources in Indonesia. One major issue is early marriage. According to data from the East Java Statistics Agency in 2024, about 7.78% of women between the ages of 20 and 24 got married before they were 18. While this number has gone down from the previous year, it's still not close to the goal of reducing early marriages to 6.94% by 2030, as set by the National Medium-Term Development Plan (RPJMN) and the Sustainable Development Goals (SDGs). Early marriage causes many serious problems, including higher chances of complications during pregnancy and childbirth because the body isn't ready (Anastavia & Andhikantias, 2025), plus mental health issues, problems in their homes, and even divorce (Mutiah et al., 2024).

In addition to early marriage, juvenile delinquency in the form of bullying also shows an alarming trend in educational environments. Data from the Indonesian Child Protection Commission (KPAI) and the Indonesian Education Monitoring Network (Jaringan Pemantau Pendidikan Indonesia) shows an increase in cases of violence in schools from 285 cases in 2023 to 573 cases in 2024. Bullying has a significant impact on students' mental health, academic achievement, and ability to build healthy social relationships (Siti Nur & Arifin, 2022; Wanda & Harfiani, 2024). Both issues reflect weak literacy in population, life planning, and the readiness of adolescents to face the transition to adulthood.

In response to these conditions, the government, through the National Population and Family Planning Agency (BKKBN), initiated the Population Preparedness School Program (SSK) as an education-based intervention. This program is designed to integrate population-related material into subjects, learning activities, and school culture in order to equip students with an understanding of population dynamics, adolescent reproductive health, and responsible life planning (BKKBN, 2020). At the regional level, particularly in Nganjuk Regency, SMPN 2 Nganjuk is one of the schools implementing the SSK Program by

providing various program components such as the preparation of integrated lesson plans on population matters, the provision of a Population Corner, the implementation of student activities with population content, and the formation of a program implementation organizational structure involving various parties.

Empirical studies on the implementation of education policies using the Edward III model have been conducted by several researchers. Citra (2023) and Septiani (2024) used the Edward III theoretical framework to analyze the implementation of education policies and concluded that the success of policies is highly dependent on the synergy of communication between implementers, the commitment of educators, and consistent support in terms of facilities and bureaucratic assistance. However, both studies examined policies that differed from the SSK Program, so the context of their implementation cannot be directly generalized to population programs at the school level.

Specifically, several studies have examined the implementation of the SSK Program using a descriptive qualitative approach. Kartikasari and Hidayah (2021), Sudrajat and Mujadidi (2023), and Lyedya et al. (2024) show that the success of the SSK Program is influenced by school support, the integration of SSK material into learning through both subjects and extracurricular activities, and the availability of supporting facilities. Although they provide a general overview of SSK implementation practices, these studies tend to focus on the implementation process and obstacles without using a systematic policy implementation analysis framework. The descriptive approach used has not thoroughly analyzed how policy implementation factors operate and interact with each other in the context of the SSK Program implementation at the school level.

Meanwhile, the study conducted by Fathin (2022) is the only one that specifically analyzes the implementation of the SSK Program using Edward III's model in a secondary school environment. The results of this study show that the success of integrating population material into the curriculum and school programs is largely determined by factors such as communication, resource availability, and the disposition of implementers in the field. Although this study provides empirical evidence that the Edward III model is effective in analyzing the complexity of SSK implementation, the analysis stops after positioning each variable as an independent factor, without revealing the dynamics of interaction between variables in policy implementation practices. In fact, Edward III (1980) emphasizes that the success of policy implementation is not only determined by the existence of each variable separately, but also by the synergistic interaction patterns between the four variables.

After looking at the studies that are available, we found that there are several areas that need more attention. First, even though Edward III's framework is commonly used to study how education policies are carried out, there isn't much research using this framework to look at the specific situation of the SSK Program. Second, and maybe even more important, most past studies focus on just one part of how a policy is implemented, without looking at how the four parts of Edward III's model communication, resources, attitude, and organizational structure work together in the real-world situation of the SSK Program. It's important to understand how these parts connect because the success of a program in education isn't just about having enough resources or good communication on their own. It's also about how these parts affect each other, which ultimately shapes how the policy is actually put into action.

This study brings scientific value by looking closely at how the Population Preparedness School Program is carried out at SMPN 2 Nganjuk, using the Edward III model. It looks not just at each part of the program, but also at how different factors like communication, resources, attitudes, and the school's official structure work together during the program's implementation. The study tries to answer five key questions: (1) How does communication happen during the program at SMPN 2 Nganjuk? (2) Are the resources available and enough for the program? (3) What are the attitudes and readiness of those running the program? (4) How

does the school's official structure affect how the program is run? (5) How do all these factors connect and influence each other during the program's implementation?.

The purpose of this study is to analyze the implementation of the Population Preparedness School Program at SMPN 2 Nganjuk based on Edward III's policy implementation model, through a review of communication practices, resource utilization, implementer disposition, and bureaucratic structure, in order to determine the effectiveness of program implementation and identify the dynamics of interaction between variables that influence the success of implementation. This research is expected to provide a comprehensive understanding of the complexity of implementing the SSK Program at the educational unit level and to provide input for the improvement and sustainability of program implementation in the future.

## 2. Research Method

This study uses a descriptive qualitative method based on Edward III's framework for analyzing how policies are implemented. A qualitative approach was selected because it helps to deeply understand the process of implementing policies in a real-life setting. Specifically, this study looks at how the Population Preparedness School Program (SSK) is carried out at the level of educational units, considering the views of people directly involved in the program. According to this model, policy implementation is affected by four key factors: communication, resources, the attitude or mindset of those carrying it out, and the structure of the bureaucracy (Edward III, 1980). In this study, the SSK Program is seen as a public education policy that is implemented at the school level, placing schools as organizations responsible for turning policies into actual classroom activities, student behaviors, and school culture. The research focuses on understanding how the SSK Program is communicated within schools, the availability and quality of human resources and support facilities, the attitudes of those implementing the program, and how the school's bureaucratic structure influences the overall coordination and success of the program (Edward III, 1980; Winarno, 2016).

### Research Location and Time

This study took place at SMPN 2 Nganjuk, located in Nganjuk Regency, East Java, between October and November 2025. SMPN 2 Nganjuk was selected as the research site because it is one of the schools that has reached the highest category in implementing the SSK Program and has enough program indicators to be studied using the Edward III model.

### Research Subjects

The participants were chosen through purposive sampling, which means they were carefully selected based on their direct involvement, understanding, and role in planning, carrying out, and managing the SSK Program. There were 7 participants in this study, chosen according to the following criteria.

First, one (1) Deputy Principal for Curriculum who also serves as the main coordinator of the SSK Program at SMPN 2 Nganjuk. This subject was chosen because he has a comprehensive understanding of the overall implementation of the program, from planning, coordination with internal and external parties, to program monitoring and evaluation.

Second, two subject teachers who have integrated population material into the Lesson Plan (RPP). The selection of subject teachers was done purposively with the criteria of having compiled an integrated SSK RPP and actively implementing population material in classroom learning. This subject provides a perspective on the process of integrating population material into the curriculum, student responses to SSK-based learning, and the support received from the principal and SSK coordinator in implementing the program.

Third, one (1) guidance counselor (BK) who acts as the SSK Ambassador supervisor and peer counseling service manager. This subject was chosen because of their direct involvement in supervising SSK Ambassadors, managing the BK Room as a peer counseling facility, and monitoring the effectiveness of counseling services in supporting students' mental health and life planning.

Fourth, two SSK Ambassadors who are students selected through a selection process to become peer education and counseling agents. The selection of SSK Ambassadors as subjects was based on their involvement in population socialization activities, peer counseling, and management of the Population Corner. These subjects provide a student perspective on the dynamics of SSK activities at the student level.

Fifth, two representatives from the National Population and Family Planning Agency (BKKBN) of Nganjuk Regency who are directly involved in the guidance, monitoring, and evaluation of the Population Preparedness School (SSK) Program at SMPN 2 Nganjuk. These subjects were selected as external data sources because they have the authority and experience in conducting socialization, assistance, and assessment of SSK indicator achievements through monitoring and evaluation (Monev) mechanisms.

### **Data Collection Techniques**

Data collection was conducted through interviews, observations, and documentation. Interviews were used to explore information about resource management and utilization strategies in the SSK Program. Observations were conducted to directly observe program implementation and resource utilization in the school environment. Meanwhile, documentation is used to reinforce research findings through the examination of documents such as activity reports, learning modules, integrated SSK Lesson Plans (RPP), and other supporting documents.

First, triangulation among subjects was done by comparing statements from different parties involved directly in the implementation of the SSK program at SMPN 2 Nganjuk, both internal and external actors. For example, the role of school leadership and the level of commitment in implementing the program, as stated by the SSK coordinator, subject teachers, and guidance counselors, was confirmed through interviews with representatives from BKKBN Nganjuk County. The BKKBN side mentioned that low achievement of full status in some schools was due to the lack of active participation and commitment from the school heads in carrying out the SSK program. This finding is consistent with statements from internal subjects at SMPN 2 Nganjuk, which emphasized that support from the school head is a key factor in the success of SSK implementation. Similarly, information about the role of SSK Ambassadors in peer counseling, as shared by the SSK Ambassadors, was confirmed through interviews with guidance counselors and mentors who explained the existence of teacher support mechanisms and supervision over peer counseling activities at the school. The consistency of information from various actors strengthens the validity of data related to the variables of disposition and bureaucratic structure in the implementation of the SSK program.

Second, triangulation with external sources was conducted through interviews with representatives of the Nganjuk District BKKBN and analysis of the district-level SSK Program Monitoring and Evaluation (Monev) Recap documents. Information from the BKKBN was used to obtain a comparative picture of the implementation of the SSK Program in various schools and the factors that influence the differences in achievement between schools. Monev data shows that there are still schools that have not reached the full category due to constraints in terms of administrative completeness, availability of integrated lesson plans, and low commitment of school leaders in implementing the program.

Third, the method of triangulation is carried out by verifying the interview data through direct observation and analysis of program documentation. The coordinator's statement about the availability of integrated

population education lesson plans was checked using documents from monitoring and evaluation (Monev) and assessment team records, which showed that SMPN 2 Nganjuk has integrated lesson plans in several subjects as per the SSK program indicators. Additionally, the claim regarding the existence and functionality of the Population Corner was confirmed through direct observation of the physical condition of the Population Corner and documentation of student activities, including regular updates to the population bulletin board by the news club extracurricular group. Therefore, the research data is not only based on verbal statements from the subjects but also supported by physical evidence and official program implementation documents.

If inconsistencies or discrepancies are found between data from various sources, researchers reconfirm with the relevant subjects or seek additional data until clarity and consistency of information is achieved. This triangulation process ensures that research findings are not based on a single perspective, but have been verified through multiple sources and multiple methods, thereby enhancing the credibility and validity of the research results.

### **Data Analysis Techniques**

Meanwhile, data analysis in this study was conducted qualitatively using Edward III's policy implementation model as the analytical framework. The analysis process began with data reduction, which involved selecting, focusing, and organizing data from interviews, observations, and documentation to ensure its relevance to the research objectives. The reduced data was then coded and grouped based on four policy implementation variables, namely communication, resources, disposition, and bureaucratic structure (Edward III, 1980).

The next stage is the presentation of data in the form of a narrative description that is systematically arranged according to each variable and the interaction between variables. The presentation of data aims to make it easier for researchers to understand the patterns of policy implementation that emerge from the interaction between actors and the implementation process of the Population Preparedness School Program (SSK) at the school level. After that, conclusions are drawn and verified repeatedly to ensure that the research findings are supported by consistent and accountable data (Miles & Huberman, 1994).

### **3. Result and Discussion**

The School Readiness Program for Population Literacy (SSK) at SMPN 2 Nganjuk has been implemented since October 13, 2023. This program is part of the BKKBN policy aimed at improving population literacy and equipping students with knowledge about life planning, reproductive health, and preventing teenage issues. At SMPN 2 Nganjuk, the SSK program is carried out in an integrated way through learning activities, student events, and strengthening the school's culture.

Based on observations and documentation, SMPN 2 Nganjuk has met the main indicators as a school implementing the SSK program. These indicators include the existence of a decision letter (SK) for the SSK program, the preparation of an integrated Learning Implementation Plan (RPP) with population-related material, the provision of a Population Corner as a literacy space, and the conduct of student activities that include population-related content. The school also regularly participates in monitoring and evaluation (Monev) activities carried out by BKKBN Nganjuk County through direct visits or by submitting activity reports on the e-Monev system.

The implementation of the SSK Program at SMPN 2 Nganjuk involves various internal school actors, ranging from the principal, the Deputy Head of Curriculum as the SSK coordinator, subject teachers, Guidance and Counseling (BK) teachers, to students who act as SSK Ambassadors. In addition, external actors,

particularly the National Family Planning Agency (BKKBN) of Nganjuk Regency, play an important role in the process of socialization, guidance, and supervision of program implementation. To understand the dynamics of the SSK Program implementation in greater depth, the following analysis is compiled based on four policy implementation variables according to Edward III's model.

### Communication

Communication is an important variable in policy implementation because it determines the extent to which policy objectives and mechanisms are understood by implementers (Edward III, 1980). The results of the study show that communication of the SSK Program policy at SMPN 2 Nganjuk took place through various channels, both formal and informal, which created a relatively effective communication system.

At the external level, policy communication was carried out by the Nganjuk District BKKBN through socialization, guidance, and monitoring activities at schools implementing SSK. BKKBN representatives stated that they conducted monitoring every three months by providing direct guidance to schools, giving briefings to students and teachers, and evaluating the completeness of the administration and implementation of the SSK program. Information related to program objectives, SSK indicators, and reporting mechanisms is conveyed directly to schools, including how to use the e-Monev information system. This multi-channel communication strategy is in line with Edward III's (1980) concept, which emphasizes the importance of policy transmission through various media to ensure message consistency.

At the internal school level, policy communication is conveyed by the principal and SSK coordinators to teachers, educational staff, and students. SSK coordinators explain that they coordinate with various extracurricular activities and with SSK Ambassadors on a regular basis. Internal socialization is carried out through coordination meetings, learning activities, and the direct involvement of students as SSK Ambassadors. One of the SSK Ambassadors stated that they routinely hold socialization sessions in each class on various topics, such as early marriage, juvenile delinquency, anti-bullying, and promiscuity. The involvement of students as peer communicators demonstrates the importance of communication strategies that are not only informative but also participatory, actively involving students in the socialization process (Huda et al., 2025).

These findings are in line with the research conducted by Citra (2023) and Septiani (2024), which concluded that the success of a policy greatly depends on the synergy of communication between implementers. However, this study found an additional dimension that had not been identified in previous studies, namely the importance of informal communication as a complement to formal communication. The SSK coordinator stated that if we had any obstacles related to SSK, we could directly communicate with Ms. Chandra via WhatsApp or telephone, and always get a quick solution. The BKKBN representative confirmed this by stating that they were very responsive in responding to consultations through informal channels.

The use of informal communication has important implications for the effectiveness of policy implementation, enabling schools to quickly overcome technical and administrative obstacles without being hampered by lengthy bureaucratic procedures. This contrasts with the findings of Kartikasari and Hidayah (2021) and Sudrajat and Mujadidi (2023), which emphasize formal communication mechanisms in the dissemination and integration of SSK materials, without identifying the role of informal communication in overcoming implementation barriers.

Theoretically, Edward III (1980) emphasizes that policy communication must fulfill three aspects: clarity, consistency, and transmission. The findings show that the communication mechanisms implemented at SMPN 2 Nganjuk have fulfilled these three aspects. Clarity is evident from the implementers' understanding of the indicators and mechanisms of the SSK Program. Consistency is maintained through periodic

monitoring and the use of the e-Monev system as a documentation and reporting platform. Meanwhile, transmission is facilitated through multiple channels, including formal socialization, coordination meetings, field visits, and informal technology-based communication. However, the sustainability of this effective communication is highly dependent on the intensity of interaction between BKKBN and the school, which can be challenging in the event of personnel or policy changes at the district level.

## Resources

Resources are a determining factor in the successful implementation of policies because they are related to the ability of implementers to carry out programs (Edward III, 1980). The results of the study show that SMPN 2 Nganjuk has relatively adequate resources to support the implementation of the SSK Program, although the optimization of resource utilization still requires the ongoing commitment of all implementers.

In terms of human resources, the SSK Program involves the principal as the decision maker, the Deputy Head of Curriculum as the program coordinator, subject teachers who integrate population material into their teaching, guidance counselors who play a role in mentoring students, and SSK Ambassadors who drive activities among students. Subject teachers stated that for modules and lesson plans, SMP Negeri 2 Nganjuk has already integrated learning with SSK material, indicating that human resources at the teacher level have been prepared to support program implementation. This multi-actor involvement shows a clear division of roles in program implementation, which according to Edward III (1980) is an important prerequisite for effective policy implementation.

The existence of SSK Ambassadors as human resources at the student level is an interesting finding that demonstrates the strategy of empowering peer educators in population programs. One SSK Ambassador explained that they play a role in socialization in each class and provide peer counseling in the guidance counseling room, where students are usually more comfortable talking to their peers than to teachers, especially when the topic is reproductive health (Harianti and Nurbaiti, 2016). This strategy is effective in overcoming the limited number of guidance counselors by empowering students as agents of change. This finding enriches the research by Kartikasari and Hidayah (2021) and Lyedya et al. (2024), which mentions the importance of school support and the availability of facilities, but does not specifically identify the strategic role of peer educators in the implementation of the SSK Program.

In terms of financial resources, the SSK coordinator stated that the school provided a budget of around 5 million rupiah for various purposes, such as socialization with teachers, socialization with external agencies, and the development of SSK-based learning modules. Although this amount is relatively limited when compared to the school's total budget, the special allocation for the SSK Program demonstrates the school's commitment to supporting policy implementation. This finding is in line with Fathin's (2022) research, which emphasizes that the availability of resources, including financial resources, is a determining factor in the successful integration of population-related material into the curriculum.

Supporting facilities and infrastructure include integrated lesson plans, a Population Corner, a guidance counseling room for peer counseling, and various extracurricular facilities that support the SSK Program. The SSK coordinator explained that the school has a Population Corner, a healthy canteen that implements a plastic-free, dye-free, and instant food-free system, and the status of an Adiwiyata school that supports a healthy school ecosystem. The existence of these supporting facilities not only meets the formal indicators of the SSK Program but also creates a school ecosystem that is conducive to the internalization of population values in students' daily lives.

Direct observation results show that the Population Corner at SMPN 2 Nganjuk functions as a medium of information and a space for student creativity, which is managed by the journalism extracurricular activity

by updating articles on the wall magazine once a month or once every two weeks. The functionality of this facility confirms the findings of Sudrajat and Mujadidi (2023) that the availability of supporting facilities is an important factor in the success of the SSK Program. However, this study adds to the findings that the functionality of facilities is not only determined by physical availability, but also by management that actively involves students, so that these facilities become part of the school culture and not merely a fulfillment of administrative indicators.

The availability of resources is not only determined by quantity, but also by adequacy and suitability for implementation needs (Edward III, 1980). The findings indicate that the resources available at SMPN 2 Nganjuk are generally capable of supporting the implementation of the SSK Program. Subject teachers stated that so far, there have been no significant obstacles in the implementation of the SSK program and all activities are running smoothly. However, resource optimization still requires coordination and ongoing commitment from all implementers, because the success of the SSK Program implementation is not only determined by the availability of infrastructure, but also by the continuity and stability of the human resources managing the program (Fajri et al., 2020).

### **Disposition**

The disposition of implementers refers to their attitudes, commitment, and acceptance of the policies being implemented (Edward III, 1980). The results of this study indicate that the disposition of the SSK Program implementers at SMPN 2 Nganjuk tended to be positive, which was a key factor in the school achieving full status. This finding confirms Edward III's argument that a positive implementer disposition will increase the chances of successful policy implementation.

The principal showed strong support for the SSK Program, as stated by subject teachers that the principal was very supportive of the implementation of the SSK program because it had many positive impacts on students. This support was manifested in various forms, ranging from the issuance of a decree on the implementation of the SSK Program, the allocation of a special budget, to the granting of authority to the SSK coordinator to develop the program. The leadership role of the principal is crucial, as identified by BKKBN representatives that the failure of other schools to achieve full status is often due to the lack of activity and commitment of the principal in running the program.

This statement reveals that the principal's disposition is not only a supporting factor but also a determining factor that distinguishes schools that have successfully achieved full status from those that have not. The BKKBN representative emphasized that the most important factor is the principal's leadership. When the principal has strong commitment and motivation, the school can develop rapidly in the SSK program. These findings reinforce the research by Citra (2023) and Septiani (2024), which emphasizes the importance of educators' commitment to the successful implementation of education policies, while adding a new dimension that in the context of implementation at the school level, the disposition of the institution's leadership has a huge multiplier effect on the disposition of other implementers.

Subject teachers and guidance counselors also showed willingness to actively participate in the program, both through teaching and student mentoring. Subject teachers viewed the SSK Program as an excellent program, especially for adolescent students in junior high school who are entering puberty, because it helps students understand various aspects related to personal development, reproductive health, and future planning. This positive view shows that teachers do not see the SSK Program as an additional burden, but rather as a program that is in line with educational objectives and relevant to students' needs. This positive disposition differs from common findings in the literature on policy implementation, which often identifies implementers' resistance to new policies because they are considered to add to their workload (Edward III, 1980).

Why did this positive disposition develop at SMPN 2 Nganjuk? Analysis of interview data revealed several factors that contributed to the formation of a positive disposition. First, the SSK program was perceived as a program that provided tangible benefits to students, rather than merely fulfilling administrative requirements. Subject teachers stated that through the SSK program, students gained a better understanding of their life plans and did not only focus on school education, but also began to realize their future goals in life. This perception of concrete benefits increased the intrinsic motivation of teachers to implement the program seriously.

Second, support from the National Population and Family Planning Agency (BKKBN) in the form of guidance and responsiveness to consultations created a sense of support for implementers at the school level. The SSK coordinator stated that BKKBN was very quick and positive in responding, and they could communicate directly with Ms. Chandra via WhatsApp or telephone. This responsiveness reduced the frustration often experienced by implementers when facing technical obstacles, which, according to Edward III (1980), can affect implementers' disposition toward policies.

Third, involving students as SSK Ambassadors creates positive feedback that strengthens teachers' dispositions. SSK Ambassadors show enthusiasm in carrying out their roles, as evidenced by their regular socialization activities and the resulting decrease in juvenile delinquency rates at SMP Negeri 2 Nganjuk. The enthusiasm and positive impact seen in these students reinforce teachers' belief that the program they are implementing makes a real contribution, which in turn strengthens their positive disposition towards the program.

The findings of this study complement Fathin's (2022) study, which identified the disposition of implementers as one of the determining factors for the successful implementation of the SSK Program, by revealing the mechanism of forming positive dispositions and the multiplier effect of the disposition of institutional leaders on the dispositions of other implementers. This shows that disposition is not merely an independent variable that stands alone, but rather a variable that is influenced by contextual factors such as leadership, external support, and perceptions of the program's benefits.

### **Bureaucratic Structure**

Bureaucratic structure relates to the division of authority, work procedures, and coordination mechanisms in policy implementation (Edward III, 1980). The results showed that the bureaucratic structure for implementing the SSK Program at SMPN 2 Nganjuk had been established formally and functionally, with relatively flexible characteristics that did not hinder the responsiveness of implementation.

The school has a Decree (SK) on the implementation of the SSK Program, which stipulates the team structure, division of tasks, and program managers. Observations show the existence of an SSK Decree signed by the principal with an attachment listing the composition of the implementation team. The Deputy Head of Curriculum acts as the main coordinator who connects the principal, teachers, students, and external parties. The SSK coordinator explained that this structure allows for coordination with various extracurricular activities and with the SSK Ambassadors, which is carried out periodically to ensure that the program runs according to plan.

The coordination mechanism is carried out through two channels: internally within the school and externally with the Nganjuk District BKKBN. Internal coordination is carried out through regular coordination meetings involving subject teachers, guidance counselors, and extracurricular advisors. External coordination is carried out through monitoring and evaluation (Monev) activities scheduled every three months by BKKBN. BKKBN representatives explained that monitoring is carried out through MONEV activities every three

months by providing direct guidance to schools, giving guidance to students and teachers, and evaluating the completeness of administration and implementation of the SSK program.

In addition to direct monitoring, BKKBN also uses the e-Monev system as a digital platform for documenting and reporting activities. The SSK coordinator stated that BKKBN monitors the completeness and progress of the SSK program through documents that we upload to the e-Monev application. The use of this digital system increases the transparency and accountability of program implementation, while also making it easier for BKKBN to supervise many schools simultaneously. The bureaucratic structure that combines formal mechanisms (decisions, management structures, coordination meetings) with this digital information system demonstrates the adaptation of traditional bureaucracy to technological developments in order to improve coordination efficiency, which of course requires human resource competencies in the context of program administration management (Fajri et al., 2020).

An important finding from this study is that the bureaucratic structure of the SSK Program at SMPN 2 Nganjuk is relatively flexible, in the sense that it is not rigid in its procedures, allowing for direct coordination outside of formal procedures when necessary. This flexibility is very important in the context of policy implementation at the school level, where technical or situational obstacles often arise that require quick solutions.

Edward III (1980) emphasizes that an overly rigid bureaucratic structure can hinder flexibility in implementation and cause fragmentation, a situation in which responsibilities are divided so that no one party is fully responsible. In the context of SMPN 2 Nganjuk, the existing structure tends to support the implementation of the SSK Program because it is accompanied by relatively open and collaborative communication, as well as effective leadership from the coordinator in connecting various parties. The flexibility of this bureaucratic structure differs from common findings in Indonesian public bureaucracy literature, which often identifies procedural rigidity as an obstacle to policy implementation.

However, the flexibility of this bureaucratic structure is highly dependent on the disposition and initiative of individual implementers, particularly SSK coordinators and school principals. Data from the National Population and Family Planning Agency (BKKBN) shows that schools with active and responsive leadership tend to successfully achieve full status, while other schools experience obstacles due to a lack of initiative in implementing the program consistently. These findings indicate that a formal bureaucratic structure alone is not sufficient to guarantee successful implementation if it is not supported by the positive disposition and initiative of the implementers, confirming Edward III's view that policy implementation variables do not work independently but interact with each other.

A comparison with Fathin's (2022) research shows similarities in terms of the importance of a clear bureaucratic structure to support the implementation of the SSK Program. However, this study adds the finding that flexibility in the bureaucratic structure, particularly in the form of informal communication facilitated by technology, plays an important role in overcoming implementation obstacles that are not anticipated in formal procedures. These findings also complement the studies by Kartikasari and Hidayah (2021) and Sudrajat and Mujadidi (2023), which emphasize formal institutional aspects without exploring informal dynamics in bureaucratic structures.

### **Interaction Between Variables**

Edward III's model (1980) emphasizes that the success of policy implementation is not only determined by the existence of each variable separately, but also by the synergistic interaction patterns between the four variables. In the context of the implementation of the SSK Program at SMPN 2 Nganjuk, the research findings show a pattern of interaction between variables that explains the achievement of the school's full

status. This interaction analysis is the main contribution of this study, which distinguishes it from previous studies that tended to analyze each variable partially.

The first interaction identified is between the variables of communication, disposition, and bureaucratic structure. Regular visits by the BKKBN every two months and the use of instant messaging applications create consistent communication channels. As discussed in the communication variable, the responsiveness of the BKKBN through informal channels shows that a flexible bureaucratic structure allows schools to request guidance without going through lengthy bureaucratic procedures.

The flexibility of this bureaucratic structure prevents the fragmentation that often occurs in bureaucratic organizations (Edward III, 1980), where overly rigid procedures actually hinder implementation. However, informal communication tends to have relatively little chance of occurring if the implementing agency does not demonstrate a positive attitude. As identified by BKKBN representatives, schools that did not achieve the perfect category generally experienced obstacles due to a lack of activity in reporting activities through the e-monev system, which shows that even formal communication has not been implemented optimally.

These findings confirm that the variables of communication, implementer disposition, and bureaucratic structure in policy implementation interact with each other and are not independent. The success of SMPN 2 Nganjuk in achieving the perfect category was supported by the positive disposition of implementers at the school level who had a strong commitment to the effective implementation of the SSK program. This disposition encourages initiatives to utilize informal communication with BKKBN when facing implementation obstacles, which is made possible by a relatively flexible bureaucratic structure. BKKBN's responsiveness in responding to consultations through informal channels, without being hampered by rigid bureaucratic procedures, contributes to the smooth and successful implementation of the SSK program.

The second interaction identified was between disposition and resources. The principal's positive disposition manifested itself in the allocation of resources to support the SSK Program. The SSK coordinator stated that the school allocated around 5 million rupiah for SSK activities, indicating that the principal's support was not only verbal but also concrete in the form of a budget commitment. In addition, the positive disposition of subject teachers encouraged them to devote time and energy to integrating population material into their lesson plans.

Conversely, the availability of resources also influences the disposition of implementers. Subject teachers stated that for modules and lesson plans, SMP Negeri 2 Nganjuk has integrated learning with SSK material, indicating that the availability of prepared learning materials makes it easier for teachers to implement the program and strengthens their positive disposition. SSK ambassadors also stated that the existence of Guidance Counseling (BK) as a peer counseling facility helps them perform their roles better, which in turn strengthens their enthusiasm and commitment to the program.

This pattern of interaction shows a reciprocal relationship between disposition and resources: positive disposition encourages the mobilization of resources, while the availability of resources strengthens positive disposition.

The third interaction identified is between communication and resources. Effective communication from BKKBN helps schools optimize the use of limited resources. SSK coordinators stated that through consultations with BKKBN, they received guidance on how to integrate the SSK Program with other school programs such as Child-Friendly Schools and Adiwiyata Schools. This integration strategy allows schools to optimize existing resources without having to provide large additional resources for each program separately.

The BKKBN representative explained that one of the obstacles to implementing SSK in other schools is that schools have many programs from various agencies, so the program load is quite high, and not all schools understand that SSK can be integrated with existing programs. At SMPN 2 Nganjuk, effective communication with BKKBN helped the school understand how to integrate SSK with the Adiwiyata program (through the Healthy Canteen and environmental hygiene), with the anti-bullying program (through SSK Ambassadors), and with extracurricular programs (through PMR, Scouts, Journalism). This integration reduces the burden on resources and increases the efficiency of implementation.

These findings on the interaction between communication and resources provide an important practical insight: in the context of resource constraints often faced by schools, effective communication with policymakers can help schools find innovative strategies to optimize existing resources. This shows that resource adequacy is not only determined by the absolute amount of resources available, but also by the organization's ability to optimize resource utilization through appropriate strategies, facilitated by effective communication with external stakeholders.

Overall, the analysis of the interaction between these variables reveals that the successful implementation of the SSK Program at SMPN 2 Nganjuk is not only the result of the existence of the four Edward III variables separately, but also the result of the synergy between the variables that created a coherent implementation system. This finding makes an important theoretical contribution by filling a gap in Fathin's (2022) research, which analyzed Edward III's variables partially. This study shows that in the practice of policy implementation at the micro level, these variables do not work independently but interact with each other in complex and dynamic patterns.

The practical implication of these findings is that efforts to improve policy implementation effectiveness cannot be achieved by focusing on just one variable for example, only increasing resources or only improving communication but must consider how intervention in one variable will affect other variables. For example, increasing resources without accompanying positive dispositions among implementers and effective communication will not result in significant improvements in implementation. Conversely, a positive disposition combined with effective communication can optimize the use of limited resources.

The findings of this study also confirm the relevance of Edward III's model for analyzing policy implementation at the micro level (schools) in the Indonesian context. In addition, this study provides an empirical picture of the interrelationships between implementation variables in practice, particularly how communication, resources, implementers' dispositions, and bureaucratic structures support each other in the implementation of the SSK Program, even though these relationships are not explicitly formulated in Edward III's original formulation. Thus, this study contributes both theoretically and practically to the understanding and improvement of education policy implementation in Indonesia.

#### 4. Conclusion

This study concludes that the implementation of the SSK Program at SMPN 2 Nganjuk has been effective. The effectiveness of the implementation is not determined by the existence of each variable individually, but rather by the functional relationship between variables. The findings show that clear, consistent, and multi-platform communication by the school and BKKBN has been able to optimize limited resources. The positive disposition of the principal plays a role as a driving factor in resource mobilization and program sustainability, and a formal but flexible bureaucratic structure enables effective coordination between actors and stakeholders without creating administrative barriers, which is also key to successful implementation (Restianingati, 2024; Mahardhani et al., 2025). Conceptually, this study reinforces the relevance of Edward III's policy implementation model in the context of public administration in the education sector and provides

practical implications for strengthening policy implementation governance at the educational unit level. Secara konseptual, penelitian ini memperkuat relevansi model implementasi kebijakan Edward III dalam konteks administrasi publik sektor pendidikan serta memberikan implikasi praktis bagi penguatan tata kelola implementasi kebijakan di tingkat satuan pendidikan.

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