

CRISIS AND COMMUNICATION MANAGEMENT IN NATIONAL POPULATION AND FAMILY PLANNING BOARD IN THE POST-REFORM ERA

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Abstrak

Krisis bisa terjadi pada semua organisasi dan institusi privat maupun pemerintah. Hal ini bisa diakibatkan oleh berbagai macam faktor baik internal maupun eksternal dimana perubahan lingkungan tersebut menuntut institusi untuk beradaptasi. Badan Kependudukan dan Keluarga Berencana Nasional (BKKBN) adalah institusi pemerintah yang sukses dengan sosialisasi program Keluarga Berencana (KB) pada tahun 1960-1990 dengan mengurangi laju pertumbuhan penduduk. Setelah reformasi terjadi di Indonesia, TFR (rata-rata jumlah anak pada pasangan usia subur) stagnan di angka 2,6. Perubahan lingkungan yang ditandai dengan Otonomi Daerah (OTDA) pada Januari 2004 dimana otoritas pemerintah pusat termasuk program KB diserahkan pada pemerintah daerah.

Artikel ini menggunakan metode kualitatif menjelaskan BKKBN dalam menghadapi krisis komunikasi setelah pemberlakuan OTDA. Program KB tidak lagi menjadi prioritas di pemerintahan daerah. Anggaran bahkan personel untuk sosialisasi KB menjadi berkurang. Ada empat tingkatan penting dalam krisis menurut Steven Fink, prodromal stage, acute stage, chronic stage, dan resolution stage. Harus ada strategi komunikasi yang berbeda pada tiap tingkatan. BKKBN harus bisa meraih kembali kepercayaan publik untuk mengatasi krisis tersebut.

Kata kunci: pemerintah, krisis, manajemen komunikasi, reputasi

Abstract

Crisis can occur in all organizations and institutions both private and government. It can be caused by many factors, both internal and external, which one of which is the environmental changes that requires an institution to adapt. National Population and Family Planning Board (BKKBN) is a governmental institution that has succeeded in the socialization of Family Planning (FP) Program in the 1960s-1990s by reducing the rate of population growth. After post-reform era happened in Indonesia, Total Fertility Rate (TFR), children average number from childbearing age couples stagnant in 2,6. Environmental changes marked by Regional Autonomy Regulations (OTDA) arrangement in January 2004 where authority of the Central Government including FP Program is devolved to Local Governments.

This article is using qualitative method, explaining BKKBN facing communication crisis after OTDA enactment. The FP Program is no longer as a priority in local government. The budget support even personnel for the socialization of FP Program is reduced. There are four important stages in the crisis by Steven Fink, prodromal stage, the acute stage,

chronic stage, and resolution stage. There must be different communication strategies at each stage. BKKBN need to regain public trust to overcome the crisis.

Keywords: communication management; crisis; government; reputation

INTRODUCTION

Changes of the environment demand an organization or institution to adapt these changes. An organization must be able to survive in the uncertainty that might occur in the future. Environmental changes can be identified when the turmoil arose in internal and external companies, when something came out which is the emergence of something outside the organization's habits and it is considered extraneous by the organization. The various changes that occur is the development of information and communication technology (ICT) that makes the members of the organization need to improve their capabilities in the use of ICT in support their performance. Beside that, social, economic, politic and culture changes can affect the sustainability and existence of an organization, such as transformation in the political system adopted in a country resulted in the change of government regulations in the implementation of the state that could affect various sectors within the country.

A dynamic environment is inevitable that can create a crisis for the organization if it does not manage the environment well. A crisis is perceived as the result of external threats, something that happens to the environment, attacks and affects the organization (Ihlen, et al., 2009: 12). Crisis can arise from both internal and external organizations. Even crises from a single source such as the economic crisis can spread to other sectors and involve stakeholders, even if the crisis

ignored, it can claimed lives, properties, and reputation (Kasali, 2008: 221). Crisis anatomy that can occur in an organization are prodromal stage, acute stage, chronic stage, and resolution stage (Fink in Kasali, 2008). These stages can map the level of crisis experienced by an organization.

For example, the economic crisis that occurred in 1998 in Indonesia, impacted a lot on various sectors not only economic but also political, social and cultural sector. The crisis caused a lot of chaos happening in Indonesia that changed many things. It also ended "Orde Baru" era and the emergence of the reformation era. Reformation era has had a significant impact on governance and engendered Law No. 22 of 1999 about Regional Government which contains about the implementation of Regional Autonomy (OTDA). The law changed the previous centralized system of government into decentralization (handover of central government affairs to regional government affairs). A few years later the law was revised to Law No. 32 of 2004 on October 15th, 2004. The enactment of this law brings changes for various sectors, both government and private.

To face this crisis, an organization must be able to adapt, make changes in communication management that determines the strategic communication for the organization to stabilize and keep on the track according to its vision and mission so that they can survive well to get through the crisis. Grunig and Hunt equate communication management

with Public Relations (Grunig, 1992: 4). Communication management is not just communication techniques. Public relations and communications management described as the whole of planning, execution, and evaluation of the communication made by an organization on internal and external public. It can affect the ability of an organization in achieving its objectives.

For government institutions in Indonesia, communication management of crisis has been regulated in the Regulation of the State Minister of Administrative and Bureaucratic Reform (PAN RB) no. 29 year 2011 on General Guidelines for Communication Management of Crisis in the Government Institutions Environment. The regulation states that errors in crisis management may pose a negative risk, such as increased intensity of issues, public scrutiny, and disproportionate media coverage; decreased reputation and credibility; as well as the occurrence of disruption to the implementation of activities.

National Population and Family Planning Board (BKKBN) is one of the non-ministerial government institutions (LPNK) that is affected by the implementation of post-reform regional autonomy. BKKBN has a major role in the successful declined the rate of population growth (LPP) in Indonesia. In 1960-1970, LPP of 2,32% rose to 2,34% in 1970-1980, then fell in 1980-1990 to 1,7%. During that period, the communication strategy was carried out by one command from the central government to the local government in order to decrease the Total Fertility Rate (TFR) that is the average number of children in one fertile-age couple that can have a big effect on the

Population Growth Rate in Indonesia Family planning programs are massively echoed by various sectors, both ministries and government institutions, and become a measure of the success of a region, thus making KB not only a government program but also a 'movement'.

On that time, communications strategies that command from the central to the bottom line involve community participation and supported by budgets and human resources, FP extension agents (PKB) and FP field workers (PLKB) which the management is still under the central government (BKKBN). Nevertheless, in Law No. 32 Year 2004 which describes Regional Autonomy states that government affairs (from the central government) submitted to the local government accompanied by funding sources, the transfer of facilities and infrastructure, and personnel in accordance with decentralized affairs.

BKKBN itself acknowledged that in the era of decentralization, the existence of family planning program and the institutional of BKKBN experienced a critical period. Regional autonomy associated with political and economic policies has an impact on the institution, budget, availability of personnel and others. Following the stipulation of the OTDA regulation, Presidential Decree Number 09 Year 2004 on Position, Task, Function, Authority, Organizational Structure and Working Procedure of Non-Departmental Government Institution states that some affairs in Family Planning are submitted to district and city governments. In the institutional aspect, budgetary and personnel elements of the FP extension agents (PKB) and FP field workers (PLKB), management authority is

left entirely to the local government, both districts/municipalities.

Since then, BKKBN has experienced communication and institutional crisis because the communication strategy that was previously implemented through a single command was disconnected because the FP program by most local governments was no longer being prioritized. The identity of institutions such as tagline, jingle and logo are still printed in the minds of the people of Indonesia due to the incessant and massive socialization of Family Planning Program by PKB/PLKB. Nevertheless, since the declining performance of PKB/PLKB in the post-reform era, the identity of the institution has become sinking and has not become the brand image of BKKBN can be which result the lack of support and public participation on Family Planning Program. It seen from the achievement of contraceptive prevalence rate (CPR) is only 60,8% in BKKBN Performance Report 2016 (LAKIP) that did not reach the target of 65,4%. This has an impact on BKKBN's effort to reduce the stagnant TFR at 2,6. Even according to Indonesia Demographic Health Survey 2012 data, which is conducted by BPS every five years shows that TFR is still at 2,6. It can not be denied again in general this affect Indonesia's Population Growth Rate (LPP) in 1990-2000 that also experienced stagnation until the results of the Population Census Indonesia released by the Central Bureau of Statistics (BPS) in 2010 which remained at 1.49%. With that population growth rate, population projection of Indonesia according to BPS will reach 305 million people in 2035.

Data from the Directorate of Field Line Development of BKKBN shows

that the number of PKB/PLKB decreased drastically from 38 thousand people before the 2000s to 15 thousand by 2016. The decrease in the number of PKB/PLKB caused a crisis for Family Planning Program and BKKBN institution. This crisis decreased the level of awareness and public participation in the implementation of the Family Planning Program as seen from the achievement of contraceptive prevalence rate (CPR) was only 60.8% in 2016.

In the Orde Baru era, the success of Family Planning Program socialized by BKKBN was recognized internationally. Family Planning Program in Indonesia is defined as one of the “center of excellent” in the field of population and family planning. Many delegations from other countries came to Indonesia to learn the success of family planning at that time (*Jurnal Keluarga* first edition, 2016: 30).

BKKBN continues to make revitalization efforts in facing the crisis. The current family planning program is not only about contraception, but also about the maturation of marriage age, family resilience and family development. The function of BKKBN is now the socialization board of Family Planning Program so BKKBN must prioritize communication management in it. Communication management in overcoming communication crisis within BKKBN organization is needed in order to gain experience in developing communication policies and strategies that can provide the right solutions to the current crisis of BKKBN (see Hasan, 2005: 12). Many factors must be considered in managing communication to develop good communication strategy such as credibility

of leadership, internal character of civil state apparatus in BKKBN along with communication character in it. Because of the policy or program of an organization or institution is the result of communication interaction of its members. A good and effective communication management on internal and external organizations will make the organization able to survive from the crisis that hit the organization.

This study will explain more about how the crisis faced by the BKKBN in the post-reform era and how the communication crisis management conducted by BKKBN to revitalize the FP program that considered now as a dead faint. Because BKKBN can not impose its environment to follow the organization but rather BKKBN who must adapt to the changes.

Based on problem identification, the objectives of this research are:

1. Explaining about the crisis that occurred in BKKBN in post-reform era.
2. Explaining how communication management conducted by BKKBN Public Relations in the post-reform era in overcoming crisis and restoring its reputation.

METHODOLOGY

This study uses qualitative research methods with case study research strategies. Qualitative research methods usually involve a case and context by examining social processes and cases in a social context, and studying interpretation or meaning in socio-cultural settings (Neuman, 2011: 174). In this study, collecting data with primary data such as documenting ongoing activities, in-depth interviews, direct observation, and

secondary data by examining various books and related documents.

A purposive sampling technique used in this study. Purposive sampling is a non-random sample used in a method to map out all possible very specific and difficult cases in reaching the population (Neuman, 2011: 267). The informants taken were the BKKBN PR as the key informant and other informants who supported. The first and second informants are Wulan, the Head of Mass Media Relations Sub Division, and Tyo, the Head of Analysis News and Public Opinion Sub Division in BKKBN Public Relations Division. While the third informant is Mr. Teguh, Director of Field Line Development of BKKBN who was also a FP field workers (PLKB) in the "Orde Baru" era. This study uses data triangulation for validation, using a theoretical perspective not only from one side in the study or interpret the data.

CONCEPTUAL FRAMEWORK

Crisis

Crises are perceptions of unpredictable events that threaten stakeholders' expectations and can seriously impact organizational performance and generate negative outcomes (Coombs, 2010: 19). It can be said that the changes in the environment around the organization can cause the crisis. In general, the crisis moved from the style of leadership, organizational design, the preoccupation of leadership in the field, the rules made by the company (bureaucracy), the speed of financial resources, and so forth (Kasali, 2008: 219). According Kasali, the crisis can swallow up victims in accordance with the intensity and problems either claimed lives, properties, and reputation. But a well-resolved

crisis can bear big names, fragrances, and reputation. Crisis as *a turning point for better or worse* and a time that can determine an organization. If it fails, it will produce a victim, and if it is successfully overcome, it will result in victory.

Coombs says that the crisis is more of a reaction and could be a preventive measure and prepare it as well. To make it a preventive effort, it is necessary to do research on the crisis that occurs within an organization. Crisis can be examined through the stages. Steven Fink's crisis stages in Kasali (2008) are as follows:

a. The prodromal stage.

At this stage a company can still move agile but not yet aware of the occurrence of a crisis that began to emerge. This stage is often called *warning stage* and as *a turning point*. If managers fail to catch this signal then the crisis will shift at a more serious stage.

b. The acute stage

The stage when it can be mentioned 'there has been a crisis'. The vague symptoms at this stage have begun to look clearly. Acute crisis is called *the point of no return* which means it will not be able to go back to the previous stage if from the first stage of the crisis is ignored. This acute stage is the shortest stage among other stages, when it passes it will soon enter at a chronic stage.

c. The chronic stage

This stage is called 'the clean up phase' or 'the post mortem' that is during cleaning. Inside the company for example marked by structural changes such as change of management and owners. At this stage the company must

decide its survival. If the company wants to stay alive it must be healthy and have a good reputation. Reliable leadership is required in overcoming the crisis at this stage in order for a resolution to occur.

d. The resolution stage

At this stage is the healing stage (recovered) but still must be careful because the crisis can not just stop and become a cycle that can bring to the first state (prodromal stage). The crisis will repeat itself when it can not hold back and recovery was still incomplete.

Communication Crisis Management

According to George R. Terry (in Ruslan, 2007: 1) the definition of management is a typical process in an organization and consists of planning, organizing, activation and supervision undertaken to determine and achieve predetermined targets through the utilization of human resources and other sources. Therefore a management action will never be separated from communication. Because communication in an organization is analogous with 'the blood flow' that makes all organs can perform its functions properly.

There are two elements of the role of communication in a management, those are 'management communication' and 'organization communication' (Ruslan, 2007: 3). Mentioned by Ruslan that Public Relations in the context of communication science as a method and communication techniques or institutions that have a role as supporting management and organizational activities. PR as a method and technique is conducted to achieve the

goals of the organization. Even Grunig and Hunt equate communication management with Public Relations (Grunig, 1992: 4).

Refers to the definition of PR according to Scott M. Cutlip and Allen H. Center (1982) that the activity of public relations is one of which is to carry out the functions of “communication management” in an organization and is bi-directional or reciprocal by assessing public attitudes, identifying wisdom and Organizational procedures for the benefit of the public, and plan an activity and communication program to gain understanding and public support. All public relations activities are always in touch with public organizations both internal and external in order to achieve organizational goals contained in the vision and mission of the organization. To do so, a PR needs strategic communication planning so that all programs and organizational policies are well received by the public.

But as the environment around the organization changes, organizations need to adapt to those changes. If the organization can not overcome with the change, then the change could be a crisis for the organization. Crisis can threaten the organization but can also be an opportunity for organizations to regain their public confidence. It depends on communication management in a crisis carried out by the organization. PR as the executor of communication management in an organization is expected to overcome the crisis that occurred. Before the crisis, PR should be able to collect and evaluate potential crisis information. So the PR can overcome the crisis by doing 3 elements such as issue management, risk management, and relationship management (Coombs, 2001: 90).

While Kasali (2008: 231) divides the steps taken by a public relations in managing the crisis into 5 steps as follows:

- 1) *Crisis identification*: Do a quick research when a crisis arises within the organization. Conclusions should also be made as soon as possible, then a public relations practitioner should have the skills and sensitivity to collect data. To identify a crisis, an organization can use third parties such as researchers from consultants or academics.
- 2) *Crisis analysis*: PR must perform analysis of inputs obtained before communicating.
- 3) *Crisis isolation*: Crisis must be quarantined so as not to spread to other sectors because the crisis is like a contagious disease that easily affects other parts of the organization if not immediately in isolation.
- 4) *Strategy choice*: (a) *defensive strategy*. Non in action or low profile, and stone walling; (b) *adaptive strategy*. Policy changes, operational modifications, compromise and image alignment; (c) *dynamic strategy*. Mergers and acquisitions, new investments, selling shares, launching new products / attracting old product circulation, holding power, and throwing new issues to distract.
- 5) *Control program*: The implementation steps undertaken towards formulated generic strategies. Generic strategies can usually be formulated before the crisis emerges as a guide for executives in the face of crisis. But generic strategies are different from control programs that are usually arranged in the field when a crisis occurs.

Reputation Restoration

Reputation is the crystallization of the image and built by the community based on experience – direct or indirect – and organizational performance (Hardjana, 2008: 9). If the organization identity can be inherent in its public minds, it means the organization has succeeded in building a positive image of the public about the organization. A positive image builds a positive public or public experience of the organization over and over again so that the inherent image forms a strong organizational reputation.

Hardjana (2008: 2) also mentions that reputation is the antithesis of crisis because basically reputation is the result of sanitary action to avoid crisis. In addition to casualties, property and property, the crisis was able to degrade the reputation (Kasali: 2008, 221). But a well-managed crisis can also be a turning point for organizations to rise up and build their reputation back even better than ever. Crisis can be an opportunity for organizations to conduct an in-depth evaluation both internal and external to form an organization's strategic communication plan in order to survive from the environmental changes that occur. Due to the dynamism of the organization caused by the crisis can trigger the organization trying to improve its credibility by making renewals both inside and outside the organization.

In an organization required a communication strategy to achieve the goals of the organization. To achieve it then the organization needs to assume the image, identity and reputation is very important to formed. Because communication for image management, identity, and reputation is a reality

reflection of the organization itself through the images and words of the organization's creation (Hardjana, 2008: 8). Image is the whole representation and as a whole as a reality reflection of an organization in public view that can influence public's decision towards the organization. While the identity is a visual manifestation of the visible image of logos, products, services, building buildings, letterhead, uniforms, and all things related to the organization received by the public.

If the reality representation has shaped the same public perception, then the identity campaign program can be said to be successful. The image and identity that has been formed publicly and strongly attached to the organization can form a *solid reputation* and increase public confidence towards the organization. But for a reputable organization that has been established for years it could be a crisis that could affect its reputation. Hence the importance of regaining that reputation by establishing appropriate communication strategies starting from the recovery of the image and the identity of the organization.

Image Restoration Theory

Image restoration theory was introduced by William Benoit in 1995. But the name of this theory continues to evolve, until in 2008 Benoit and Pang changed its name to the image repair theory (IRT). This theory emerged from the threat that hit an organization's or corporate reputation. IRT "is made to understand the communication options that can be used by either organizations or people who face threats to their reputation" (Benoit 2005: 407). IRT can then be applied to crisis communications because the crisis is also

a threat to reputation (Coombs, 2010: 31). In theory it uses communication to maintain reputation, because a positive reputation in an organization is the goal of communication undertaken by the organization. There are three kinds of crisis response strategies in IRT (in Coombs, 2010: 32):

- 1) Denial
 - Simple Denial: did not do it
 - Shift the Blame: blame some one or thing other than the organization
- 2) Evading responsibility
 - Provocation: response to some one else's actions
 - Defeasibility: lack of information about or control over the situation
 - Accidental: did not mean for it to happen
 - Good intentions: actor meant well
- 3) Reducing offensiveness
 - Bolstering: remind of the actor's positive qualities
 - Minimize offensiveness of the act: claim little damage from the crisis
 - Differentiation: compare act to similar ones
 - Transcendence: place act in a different context
 - Attack Accuser: challenge those who say there is a crisis
 - Compensation: offer money or goods
 - Corrective Action: restore situation to pre-act status and/or promise change and prevent a repeat of the act
 - Mortification: ask for forgiveness; admit guilt and express regret

Theoretical Assumptions

Crisis can happen to anyone and anytime. Therefore, the crisis especially in an institution must be detected as early as possible in order to be localized and not spread to the stage of a more severe crisis. Moreover, by early detection, the crisis can be overcome and also be an opportunity for an institution to improve reputation, because the crisis is like two blades, it could destroy the institution's reputation or upgrade it. In an institution that hit with crisis, it should be a communication crisis management that must be done according with the crisis stage experienced by the institution. Crisis communication management is conducted to restore the reputation of the institution. Reputation restoration can be conducted in various ways, those are denial, evading responsibility, or reducing offensiveness.

RESULT AND DISCUSSION

The Family Planning Program crisis faced by the BKKBN decreased the level of community participation in the program, as indicated by the percentage of contraceptive prevalence rate (CPR) in the fertile couples is only 60.8% in 2016. So that BKKBN must keep doing renewals in implementing the Family Planning Program. Strategic communication management should be planned in accordance with changes in institutional arrangements within BKKBN after Regional Autonomy. BKKBN changed its logo in 2009 that was aimed at rebuild the image of FP program in the post-reform era and rebrand its tagline back from "2 anak lebih baik" (2 kids are better) back to "2 anak cukup" (2 kids are enough). Some activities undertaken to support the Family

Planning Program conducted by BKKBN still can not decrease the TFR.

Communication crisis that occurred in the BKKBN has passed the resolution stage, however, BKKBN's responses to this crisis are not well established. Obstacles encountered such as conventional ways of thinking of human resources in BKKBN is not yet optimal in using information and communication technology, lack of concern from the leaders over the use of advances in information and communication technology, and other things that demand BKKBN to adapt with a dynamic environment changes. This made the crisis that occurred in the family planning program returned to the prodormal stage and caused the family planning program to be stagnant down to date. Whereas every stage of the crisis, BKKBN must be able to perform different communication management in accordance with the level of crisis that it faces.

Environmental changes marked by the enforcement of OTDA, should be a chance for BKKBN to improve its image and reputation that has been built for decades. However, this chance is not optimally used. The reputation restoration effort that has been carried out was only an accidental and could not resist the change, since it would inevitably have to follow the law of regional autonomy which was applied after the reformation. BKKBN Public relations as a part of communication management is also not being taken into account. Whereas public relations activities can be a strategic communication to reach the institution's goals. Likewise the role of public relations in the BKKBN reputation restoration is still underestimated. This can be seen from the position of public relations in

BKKBN organizational structure that is not in top management. The role of public relations in BKKBN only as a supporter and spokesman associated with the mass media.

RECOMMENDATION

Below are some of the recommendations obtained based on study results:

1. In terms of human resources (PKB/ PLKB and civil state apparatus in BKKBN), BKKBN should conduct competency training in which there are standard competency in the use of new technologies to optimize counseling and dissemination of FP program.
2. Advocacy and brain storming for BKKBN leaders to be more aware and concern to optimize the development of information and communication technology as an opportunity to disseminate BKKBN institutions and programs.
3. It required innovations and creativity from renewable programs or recycle from activities that were previously used by BKKBN, for example, a film about the importance of maturing marriage age (21 years for women and 25 years for men).
4. Internet optimization, especially social media. This is very important because the community itself is very gadgetable and the development of technology as well as information are very fast and dynamic.
5. Public relations position should be re-evaluated and placed at the echelon 2 level or director level in order to create a critical public relations role in organizational communication management.

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