

Implementation of Population Policy Towards Indonesia's Golden Vision 2045: Strengths and Future Challenges

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ABSTRACT

This study aimed to analyze the advantages and drawbacks of Indonesia's population policy within the framework of the National Long-Term Development Plan (RPJPN) 2025–2045. The objective was to examine how demographic management can contribute to realization of the Indonesia's Golden Vision 2045. A qualitative research method was applied through a literature review, focusing on strategic themes such as optimizing the demographic bonus, controlling population growth, developing intermediate cities, and promoting social inclusion for vulnerable groups. The study drew on academic articles, policy documents, and official government reports, purposively selected to represent the most relevant and updated sources. The instrument used in this study was a document analysis matrix to categorize findings according to opportunities and challenges. The results indicated that the RPJPN 2025–2045 provided a strong strategic direction to harness demographic momentum by enhancing human capital and economic productivity. However, challenges were identified in the form of regional development disparities, unequal access to basic services, risks of uncontrolled urbanization, and potential increases in unemployment if education and employment sectors were not adequately prepared. This study concluded that strengthening local-level policy implementation, mainstreaming inclusive development, and fostering cross-sectoral synergy were essential for effective demographic management. The findings were expected to support the development of adaptive and sustainable population strategies that could ensure Indonesia's demographic advantages were transformed into long-term national progress.

Keywords: Demographic dividend, Population policy, RPJPN

1. INTRODUCTION

Population policy is a strategic issue in Indonesia's long-term development agenda, considering the dynamics of population growth, demographic transitions, and future challenges in achieving sustainable development. Population is a key determinant of development success, as it directly influences the availability of human resources, employment, social protection, and economic resilience. With a population exceeding 275 million people in 2023 and projected to reach 324 million by 2045 (BPS, 2023), Indonesia will experience a demographic transition that brings both opportunities and challenges.

The golden period of the demographic bonus, predicted to last until the early 2030s, offers momentum for Indonesia to accelerate development through an increase in the productive-age

population. The Central Statistics Agency (BPS) noted that in 2019 the proportion of the productive-age population (15–64 years) reached 70.72% of the total population. This condition, if managed properly, can drive national productivity, innovation, and economic growth. However, if not supported by the right policy directions, the demographic bonus may turn into a burden, particularly across regions, such as the disparities between Java and Eastern Indonesia in population density and access to development opportunities. The elderly population in Indonesia is projected to reach 19.9% in 2045 (Bappenas, 2020), which will pose challenges in terms of health services, social security, and the adequacy of the workforce.

The Grand Design of Population Policy (GDPI) 2010–2035 and the draft of the National Long-Term Development Plan (RPJPN) 2025–2045 emphasize the importance of improving the quality of human resources, equitable distribution of the population, and controlling population growth rates. Nevertheless, gaps still exist in implementation, especially between regions, such as the disparity between Java and Eastern Indonesia in population density and development access. In addition, issues such as urbanization, internal migration, and spatial disparities remain unresolved and are predicted to continue in the future.

In facing Indonesia's vision of becoming a developed country in 2045, referred to as the Golden Indonesia Vision, the role of population policy becomes increasingly crucial. Policies must not only focus on controlling quantity but also on improving quality and equitable distribution. The relevance of this study lies in analyzing the extent to which population policy in RPJPN 2025–2045 is able to answer future demographic challenges and optimize the potential of the demographic bonus.

Thus, the main research problem is how the population policies in RPJPN 2025–2045 can optimize the demographic bonus while anticipating the challenges of the aging population, considering regional disparities, urbanization dynamics, and the needs of vulnerable groups. To address this issue, the study employs a policy analysis approach based on literature review and empirical data to assess the effectiveness, strengths, and weaknesses of population policies, as well as to identify barriers to implementation across different regions.

The novelty of this research lies in providing a more holistic analysis of RPJPN 2025–2045 by integrating issues of demographic transition, aging population, spatial inequality, and social inclusion. This study is expected to contribute innovatively in the form of strategic recommendations that support the realization of Indonesia's Golden Vision 2045 in a sustainable, equitable, and inclusive manner.

2. LITERATURE REVIEW

Research on population dynamics in Indonesia has been widely conducted, particularly in the context of demographic transition. McDonald (2001) explains that demographic transition is a process of change in population structure that occurs when a society shifts from an initial condition of high birth and death rates to a new condition of low birth and death rates. David E. Bloom & David Canning (2004) add that the transition from high to low mortality and fertility rates can generate significant economic benefits. This occurs when cohorts born during the transition enter the productive age and join the labor force, thereby enhancing the potential for economic growth through an increased supply of workers. Thus, demographic transition not only affects population structure but also creates opportunities to stimulate economic growth through changes in individual behavior and preferences in education and finance.

Several empirical studies, such as those conducted by Mason & Kinugasa (2008) and Amornkitvikai et al. (2023), show that countries that successfully capitalized on the demographic dividend, such as South Korea and Singapore, share a common pattern: a strong focus on human capital development, the creation of productive employment opportunities, and the strengthening of social and economic institutions.

In the Indonesian context, numerous studies on population dynamics provide an overview of both the challenges and opportunities in managing the demographic bonus.

First, Purwati & Prasetyanto (2022), through a quantitative study using the ARDL (Autoregressive Distributed Lag) model, found that the demographic bonus has a significant effect on Indonesia's economic growth. The Human Development Index (HDI) and total population showed positive and significant effects, while the dependency ratio also positively influenced economic growth. This study is relevant to the RPJPN 2025–2045, which emphasizes human resource quality as a top priority.

Second, Putri et al. (2019) examined institutional changes in Indonesia's family planning program, from the centralized to the decentralized era. Their findings reveal that decentralization led to variations in program implementation across regions, with some areas experiencing stagnation or even declines in outcomes. Factors such as limited resources, local cultural resistance, and shifting family values significantly influenced the program's effectiveness in the post-reform era. These findings underscore the importance of strengthening inclusive reproductive health services, as mandated in the latest RPJPN.

Third, studies on the relationship between urbanization and inequality highlight regional development disparities. Anshori (2021) demonstrates that urbanization and investment are positively associated with regional inequality among districts/municipalities in Banten Province. Rising urbanization tends to exacerbate interregional inequality. This is supported by Pida et al. (2025), who show that rapid urbanization in large cities has generated social challenges such as rising unemployment, slum settlements, traffic congestion, and crime. They recommend boosting rural development, ensuring equitable growth, and modernizing villages to control excessive urbanization. This supports the need for medium-sized city development strategies as part of equitable growth efforts in RPJPN 2025–2045.

Fourth, the importance of digital transformation in population policy is emphasized by Fitriani et al. (2025), who examined the opportunities and challenges of digitalization in Indonesia's public sector. Their findings indicate that digital transformation is regarded as a key driver of political and governance changes in Indonesia.

Based on the empirical review above, it can be concluded that most research on Indonesia's population policy has addressed key aspects such as the demographic bonus, the successes and challenges of family planning programs, urbanization, regional inequality, and the readiness for digital transformation. However, several research gaps remain.

First, there remains limited research that comprehensively integrates socio-cultural factors into the implementation effectiveness of population policies, particularly in the context of frontier, outermost, and disadvantaged (3T) regions. Second, although digital transformation is highlighted as an important factor, few studies specifically evaluate Indonesia's human resource readiness to face technological disruption during the demographic bonus era. In addition, the integration of climate change and internal migration issues into national population planning has received little attention, even though environmental changes directly affect population distribution patterns and socio-economic resilience.

These gaps highlight the need for further research that is multidisciplinary and adaptive to both global and domestic dynamics, in order to enrich the understanding of sustainable population policy implementation in support of Indonesia's Golden Vision 2045.

3. RESEARCH METHOD

This study employs a qualitative approach with a literature study method as the primary data collection technique. The main objective of this approach is to gain an in-depth understanding of the dynamics of pros and cons within Indonesia's population policy as outlined in the RPJPN 2025–2045. The focus of the research lies in collecting and analyzing secondary data derived from government planning documents, statistical data from BPS, as well as scholarly journal articles and reports from international institutions.

The analysis was conducted using content analysis techniques, which enable researchers to identify key themes, policy narratives, and critical arguments from various sources. Krippendorff (2018) emphasizes that content analysis is a systematic and objective method for describing the content of communicated messages, which is highly useful for examining policy documents and media narratives. As a flexible method, content analysis also facilitates the interpretation of meanings within specific social and political contexts (Elo & Kynge, 2007).

This method is appropriate as it allows for the exploration of nuances, complexities, and policy implications in a dynamic socio-political context. Schreier (2012) notes that content analysis is highly effective in exploring complex and diverse communication content. Furthermore, this approach strengthens the validity of findings through source triangulation, by comparing narratives from formal policy documents, academic analyses, and empirical statistical data. To enhance data validity, triangulation was carried out by cross-referencing information from official institutions, academic sources, and international organization reports.

This research is exploratory in nature and aims to provide a comprehensive overview of the dynamics of Indonesia's population policy within the framework of RPJPN 2025–2045.

4. RESULTS AND ANALYSIS

Overall, the findings highlight three critical dynamics shaping Indonesia's demographic future. First, the management of the demographic bonus requires synchronized education and employment strategies to prevent skill mismatches. Second, disparities in 3T regions underscore the urgency of inclusive development policies tailored to local socio-cultural contexts. Third, rapid urbanization, if unmanaged, may exacerbate inequality and environmental stress. A stronger linkage between human capital policies, spatial planning, and climate resilience is thus vital to ensure demographic gains translate into equitable national growth.

The direction of population policy in the RPJPN 2025–2045 reflects a fundamental shift in approach. Previously, policies were more focused on controlling population size through family planning programs, but now there has been a significant shift toward managing population quality in a holistic manner. This approach emphasizes optimizing the demographic dividend through improving human capital quality, such as better education, equitable health services, women's empowerment, and protection of vulnerable groups. In addition, the policy integrates other strategic elements, such as adaptation to digital transformation and the challenges of climate change. This reflects a more comprehensive effort to respond to evolving social, economic, and global dynamics.

The strategies outlined in the RPJPN 2025–2045 are consistent with the existing literature on the importance of building human capital to achieve sustainable development. Melo et al. (2024), for example, emphasize that population policies focusing on improving the quality of human resources such as education, skills training, and job creation can optimize the demographic dividend to drive Indonesia's economic growth.

a. Strengths of Population Policy

Management of the Demographic Dividend

The period between 2020 and 2050 marks a critical phase in Indonesia's demographic dynamics, during which the proportion of the working-age population (15–64 years) increase significantly. This number rose from 186.77 million in 2020 to 213.41 million in 2050. This reflects the demographic dividend, a golden opportunity when the working-age population exceeds the non-productive population.

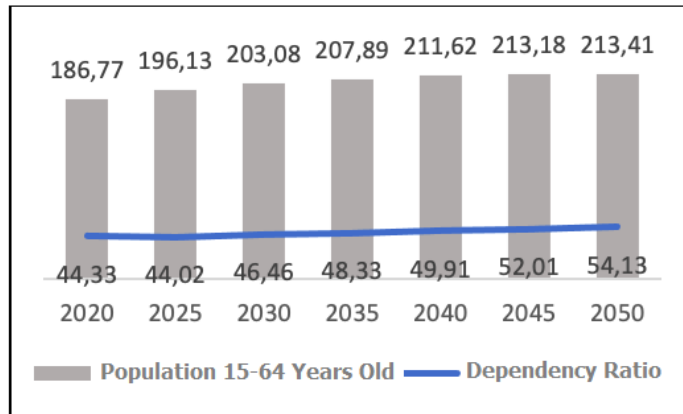


Figure 1. Indonesia's Demographic Dividend

Source: BPS (2020)

This demographic dividend presents a major opportunity for Indonesia to boost economic growth through increased productivity and human capital investment. However, the dependency ratio gradually rises, from 44.33 in 2020 to 54.13 in 2050. This indicates that after the peak of the demographic dividend, Indonesia will begin to face the challenges of an aging population, as the number of elderly continues to increase.

Managing the demographic dividend is one of the main pillars in the RPJPN 2025–2045. The policy focus is directed toward improving the quality of the working-age population through investment in education, skills training, and health services. Bloom and Canning (2004) demonstrate that countries that successfully capitalize on the demographic dividend can experience significant economic growth, provided they are supported by appropriate policies. In Indonesia, Bappenas (2024) estimates that the peak of the demographic dividend will occur in 2035, when the working-age population reaches around 70% of the total population. Therefore, long-term planning in the education system and labor market absorption is crucial to avoid potential demographic burdens.

Population Growth Control

Population growth control also remains a policy focus, particularly through revitalizing family planning programs and improving access to reproductive health services. These efforts have produced significant results, as reflected in the declining Total Fertility Rate (TFR) since the early 1970s. In 1971, TFR was 5.61 and steadily declined to 2.34 in 2000. Although it slightly increased to 2.41 in 2010, the figure dropped again to 2.18 according to the 2020 Population Census Long Form. This decline reflects the government's success in shifting fertility preferences, while also indicating social changes such as increased female education, delayed marriage, and women's labor force participation.

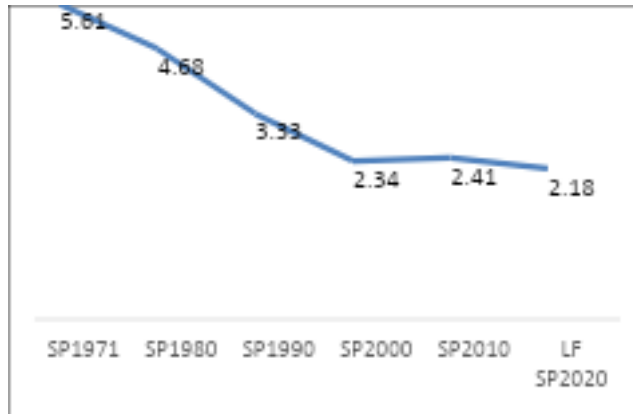


Figure 2. TFR Based on SP1971–LF SP2020
Source: BPS (2020)

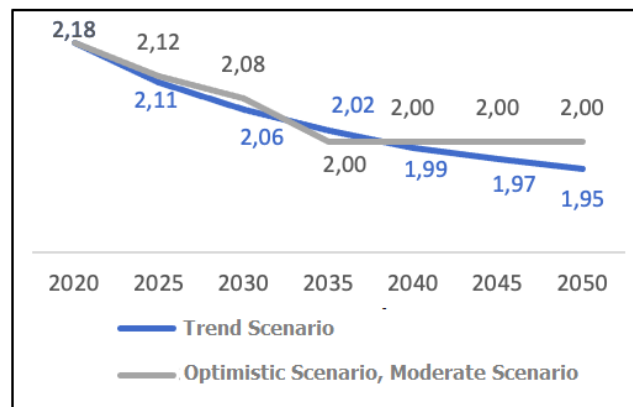


Figure 3. TFR Projections 2020–2050
Source: BPS (2020)

Looking ahead, TFR projections show a trend approaching or even below the replacement level of 2.1 children per woman. Under the trend scenario, TFR is expected to decline to 1.95 by 2050, while the optimistic and moderate scenarios predict relative stability at around 2.00.

Low and stable TFR levels present both opportunities and challenges. On one hand, they support population control; on the other, they may affect future age structures, potentially reducing the productive labor force and accelerating population aging. Therefore, future population policies must be adaptive not only controlling birth rates but also managing their broader implications for sustainable development.

Development of New Growth Areas

The development of new growth regions is a strategy aimed at balancing urbanization patterns and reducing pressure on major cities. Breau et al. (2023) explain that medium-sized cities have potential as inclusive new growth centers when supported by adequate infrastructure, connectivity, and adaptive spatial planning. In this context, RPJPN emphasizes a territorial-based development concept—focusing on the creation of new metropolitan areas as a means of achieving interregional economic equity. This development is expected to generate new employment opportunities and encourage a more balanced population distribution.

Social Inclusion

Social inclusion in population policy aims to ensure that vulnerable groups such as women, the elderly, and persons with disabilities receive equal rights and access. Within the RPJPN, the policy direction aligns with the principles of social inclusion. For example, the implementation of social protection is supported by the development of inclusive environments for persons with disabilities, the elderly, pregnant women, breastfeeding mothers, children, victims of violence, and other vulnerable groups through institutional strengthening and appropriate regulations. These efforts are embodied in the National Social Security System (SJSN), designed to protect all citizens from health risks, employment risks, and old-age insecurity also known as social protection across the life cycle (Figure 4).



Figure 4. Social Protection Across the Life Cycle
Source: RPJPN 2025–2045

b. Weaknesses and Challenges

Implementation Challenges: Regional Disparities

The challenges of implementing national population policy are clearly visible in the form of regional development disparities, particularly between Java and regions outside Java. Figure 5 highlights a stark contrast: DKI Jakarta records the highest Human Development Index (HDI) score of 83.1, far above the national average of 74.2. Conversely, provinces in eastern Indonesia such as Papua Pegunungan (53.4), Central Papua, and East Nusa Tenggara occupy the lowest positions. This inequality reflects the uneven access to education and basic healthcare services, which are key components of HDI.

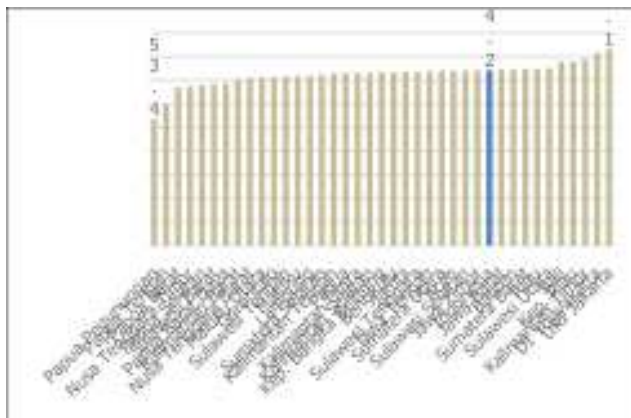


Figure 5. Human Development Index by Province, 2024
Source: BPS (2024)

This condition shows that the quality of human resources still heavily depends on geographical location. Provinces on the island of Java tend to have higher HDI scores compared to those in eastern Indonesia. Such disparities may hinder the effectiveness of national population policy implementation, as the benefits of development programs are absorbed only in regions with stronger socio-economic foundations. In the long run, these inequalities not only widen the socio-economic gap between regions but also weaken national competitiveness if not addressed systematically and inclusively.

Limited access to public services poses a significant barrier to implementing population policies. Recent studies in Nias Regency and East Nusa Tenggara reveal persistent inequality in essential infrastructure, particularly in health and education services. In Nias, for example, health facilities remain limited there is only one district hospital and a small number of community health centers (puskesmas) serving wide rural areas, while the number of medical personnel is still far below the national average (Handoko et al., 2024). Similar conditions are also found in several areas of East Nusa Tenggara, where access to qualified teachers and healthcare professionals remains uneven (BPS, 2023). Similarly, in Papua and West Sulawesi, limited road connectivity and weak digital infrastructure hinder the implementation of population registration and family planning programs. These findings demonstrate that without strengthening local capacity, national population targets risk remaining unattainable at the grassroots level.

In addition to disparities in human resource quality and access to basic services, Indonesia also faces uneven spatial population distribution. Rapid urbanization and the concentration of economic activities in major cities have intensified population density gaps between western and eastern regions. Understanding these spatial dynamics is essential for designing balanced development strategies and sustainable urban planning. The following section illustrates the spatial distribution of population density and urban growth patterns across Indonesia as a foundation for analyzing future demographic challenges toward 2045.

Figure 6. Spatial Distribution of Population Density in Indonesia (2010 Baseline with Urban Growth Projection to 2045)



Source: BPS Population Census 2010 and RPJPN 2025–2045 projections.

As illustrated in Figure 6, population density remains concentrated along the northern corridor of Java, Bali, and parts of Sumatra, while eastern regions such as Papua, Maluku, and Kalimantan are more sparsely populated. This pattern emphasizes the need for medium-sized city development and balanced urban growth outside Java toward 2045.

Uncontrolled Urbanization

Excessive urbanization also emerges as a major concern in the context of RPJPN. If the development of medium-sized cities fails to keep pace with population growth, major cities will face increasing pressure on infrastructure, housing, and mobility. Urban slums and traffic congestion become tangible threats as rural-to-urban migration continues without proper spatial planning. Furthermore, uncontrolled urban expansion can cause environmental degradation and reduce overall quality of life.

Demographic Dividend as a Potential Burden

The demographic dividend may become a burden if the education system and labor market are unprepared to absorb the growing productive-age workforce. This unpreparedness can lead to rising unemployment and social inequality. The open unemployment rate stood at 5.45% in February 2023 (BPS, 2023), with a high proportion among young people. If left unaddressed, this surge in the productive-age population could exacerbate social pressures and widen inequality instead of serving as a driver of development.

Major Implementation Challenges

In practice, Indonesia's population policies face several major challenges that may hinder the achievement of RPJPN 2025–2045 objectives. One of the biggest challenges is socio-cultural diversity. Indonesia's wide range of cultures, ethnicities, and religions means that each region has distinct patterns and needs regarding population programs such as family planning and reproductive health. Approaches that fail to consider local diversity can reduce program effectiveness and trigger public resistance. Therefore, it is crucial to adopt locally grounded strategies to ensure that policies are well received by communities.

Another challenge is climate change. Quantitative projections by BNPB (2024) estimate that about 46% of Indonesia's population, around 125 million people, live in areas with high exposure to floods, droughts, or coastal abrasion. Climate change is projected to increase internal migration by 15–20% by 2045, particularly from low-lying coastal regions in North Java, South Sumatra, and Kalimantan. If unmitigated, these population shifts could create new urban poverty clusters and strain urban infrastructure. Integrating climate risk modelling into regional development planning is therefore essential for anticipatory population management.

Furthermore, coordination between central and regional governments remains a significant issue. Although RPJPN 2025–2045 emphasizes cross-sectoral integration, differences in capacity between central and local governments, coupled with coordination barriers, often hinder policy implementation. These issues stem from limited regional resources both in terms of human capital and budget allocation.

c. Recommendations for Strengthening Population Strategy

Based on these findings, several measures need to be taken to strengthen the implementation of population policy in Indonesia. First, strengthening the capacity of local governments is crucial. This can be achieved through training of regional human resources, as well as technical and fiscal support from the central government. Second, the development of vocational education and digital skills training policies should become a top priority to ensure that Indonesia's workforce is prepared to face the transformation of labor markets increasingly dominated by technology. Skills-based education will guarantee that Indonesian workers can quickly adapt to changes in the global economy.

In addition, to address the digital divide, it is important for the government to expand access to technology and information throughout the country, especially in rural and remote areas. Inclusive programs targeting vulnerable groups must be enhanced by providing access to digital training and adequate infrastructure.

Furthermore, the integration of climate change issues into population policy is essential, particularly in the context of population migration and regional resilience. The government must

ensure that population policies are able to adapt to the impacts of climate change, both in the short and long term.

With these strengthening measures, Indonesia's population policy in the RPJPN 2025–2045 can be more effective in addressing existing challenges and supporting the achievement of *Indonesia Emas 2045*

5. CONCLUSION

This study emphasizes that population policy in the RPJPN 2025–2045 has undergone a significant shift from a quantitative approach toward a more holistic management of population quality. Efforts to harness the demographic bonus through improvements in education quality, healthcare, and the empowerment of vulnerable groups represent strategic steps that align with Indonesia's long-term development vision.

Nevertheless, several strategic challenges remain to be addressed. Regional disparities, limited access to basic services, and the preparedness of the education and labor systems are key determinant of whether the demographic momentum will become a blessing or a burden. Furthermore, global dynamics such as climate change and geopolitical instability may trigger population mobility that is not always easily managed, especially if not anticipated early on.

Therefore, population policy should not be designed merely as a normative document but as a guide that can adapt to field dynamics and evolving social contexts. Strengthening local government capacity, fostering cross-sectoral synergy, and promoting inclusive development approaches are crucial to ensure that population strategies can genuinely respond to complex social realities. In this way, the vision of *Indonesia Emas 2045* will not only remain a grand national narrative but also be realized at the local level.

In line with the expectations stated in the Introduction, the findings confirm the compatibility between the intended goals and the outcomes presented in the Results and Discussion. Furthermore, these findings provide opportunities for future research, particularly in integrating climate change issues into population policy, strengthening inclusive digital transformation, and examining adaptive governance models at the local level.

Based on these findings, several steps need to be taken to strengthen the implementation of population policies in Indonesia.

Based on these findings, the implementation of Indonesia's population policy should follow a clear and measurable framework consisting of four stages:

1. **Planning:** Strengthen local government capacity through fiscal transfers, regional training, and integration of demographic data systems.
2. **Implementation:** Conduct pilot programs in selected provinces especially in 3T regions to test scalable policy interventions such as vocational centers or digital inclusion programs.
3. **Monitoring:** Use measurable indicators such as Total Fertility Rate (TFR), Human Development Index (HDI), digital literacy rates, and migration trends to track progress annually.
4. **Evaluation:** Establish a joint monitoring body between Bappenas, BPS, and regional governments to ensure transparency and policy adaptability.

This staged approach ensures that policy recommendations move beyond conceptual frameworks and are grounded in continuous evaluation and local realities.

In addition, to address digital inequality, it is essential for the government to expand access to technology and information across the country, particularly in rural and remote areas. Inclusive programs targeting vulnerable groups should be enhanced by providing access to digital training and adequate infrastructure.

Furthermore, integrating climate change issues into population policies is vital, especially in the context of population migration and regional resilience. The government must ensure that population policies are adaptable to both short-term and long-term impacts of climate change. With these reinforcement measures, Indonesia's population policies under the RPJPN 2025–2045 can be more effective in addressing existing challenges and supporting the achievement of Indonesia Emas 2045.

Future policy formulation should integrate continuous field data collection and feedback mechanisms to ensure adaptive decision-making. Establishing region-specific pilot programs, supported by periodic evaluation, can help identify best practices applicable nationwide. By grounding population policy in both empirical data and strong intergovernmental coordination, Indonesia will be better positioned to achieve the inclusive and sustainable vision of Indonesia Emas 2045.

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