

Performance of Institutional Efforts in Preventing Marriage Under The Age 19

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ABSTRACT

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This research focuses on analyzing the performance of the Office of Population Control, Family Planning, Women's Empowerment, and Child Protection (DP2KBP3A) in Asahan Regency in its efforts to prevent marriages under the age of 19. This study uses a descriptive qualitative approach with data collection techniques through in-depth interviews with key informants, including DP2KBP3A staff, the community, and program participants, as well as document analysis and direct observation. The data sources include primary and secondary data, collected through observation, documentation, and interviews. The data analysis technique includes data reduction, data presentation, and data verification. The results show that DP2KBP3A has implemented various preventive efforts through the Generation Planning (GenRe) program, focusing on raising awareness about the dangers of early marriage among adolescents and families, increasing access to education, and providing reproductive health counseling. However, field implementation faces several challenges, such as low public awareness of the importance of preventing early marriage, minimal economic support for at-risk families, and the strong influence of cultural norms that still support underage marriage. From this analysis, the main recommendations proposed include enhancing coordination between government agencies, increasing reproductive health education programs for adolescents, empowering economically vulnerable families, and using community-based approaches to address cultural norms that support child marriage.

INTRODUCTION

Marriage under the age of 19 is an issue that is still a serious concern in many countries, including Indonesia. This practice not only impacts the lives of the individuals involved, but also has broad social, economic, and Public Health implications. The age limit in carrying out marriage is very important because in marriage you need psychological maturity, because the factor of readiness from the mental side is very necessary in living a married life, in addition to readiness from the financial/economic side (Apriyanti, 2021). Marriage under the age of 19 is often motivated by factors such as poverty, culture, and lack of access to education and reproductive health. For the poor, marrying their children is a relief (Badruzaman, 2021). This practice can result in negative consequences, such as school dropouts, poor reproductive health, domestic violence, and an increased risk of maternal and infant mortality. Getting married at this age has many impacts and some consequences that most couples face, such as family quarrels due to immaturity in dealing with problems, and the increasing divorce rate among early marriages (Siswandi & Supriadi, 2023).

Marriage is a sacred, sacred event and will be a lifelong memory. Marriage is also a symbol of glory, honor, prestige of parents, prestige and a bride and groom. Meanwhile, early marriage according to WHO is a marriage carried out by a couple or one of the partners is still categorized as children or adolescents under the age of 19 (Mujiburrahman et al., 2021). The couple who will form a family must be biologically and peda-gogically mature enough or responsible (Cherlin, 2020).

In developing countries, including Indonesia, young marriage to women still occurs a lot and is usually under the age of 19. Getting married at the age of less than 18 is a reality that must be faced by some children around the world, especially in developing countries (Tampubolon, 2021). This is one of the reasons for the poverty factor, parents quickly marry their children to escape their responsibilities. On the other hand, there is a negative view of society that if you do not get married at the age of 18, you can be considered an old virgin (Abera in Alfa, 2019). This makes young women experience pregnancy, so they have a high risk during childbirth. Another impact depends on the husband both in economics and decision-making (Noor et al., 2022).

The increase in marriage under the age of 19 can be a population problem. This is because early marriage has many negative impacts on various aspects of life. Early childhood marriage can affect the development of such children's gender identity, as they are often forced to face more mature gender roles before they are emotionally and psychologically ready (Agustin et al., 2023). The causes of marriage under the age of 19 include pregnancy out of wedlock, environmental factors, parents, education, economy, individuals and social media (Yanti et al., 2018). Other factors such as loneliness, love, respect and lack of independence are also drivers of marriage under the age of 19 in adolescents (Bahriyah et al., 2021).

Marriage under the age of 19 is still a serious social problem in Indonesia, including in Asahan Regency, North Sumatra. This practice can have a negative impact on the health, education, and well-being of children, especially women. This is due to the fact that many people who get married but their

age is not in accordance with Marriage Law Number 16 of 2019 on the Amendment to Law Number 1 of 1974 concerning marriage stipulates the age limit, which was originally a man who was at least 19 years old and a woman who is at least 16 years old now has become a minimum age of 19 years for men and women. The data on Marriage under the age of 19 from 2015-2019 is presented in the following table:

Table 1. Number of Marriage Cases Under the Age of 19

No	Year	Sum
1	2015	40 Pairs
2	2016	50 Pairs
3	2017	60 Pairs
4	2018	83 Pairs
5	2019	100 Pairs
6	2023	59 Pairs

Source: West Range KUA data

From 2015 to 2019, there was a consistent upward trend in the number of marriages under the age of 19. The number of marriages under the age of 19 more than doubled from 2015 (40 couples) to 2019 (100 couples). The largest increase occurred between 2017 and 2018, with an increase of 23 pairs. The year 2019 recorded the highest number with 100 couples. Data for 2023 shows a significant decline to 59 pairs, almost 41% lower than the peak in 2019.

Based on interviews during pre-research in one of the villages in Asahan district, it was found that there are still those who get married under the age of 19. The marriage took place without a trial against the two parties who were going to get married, in other words the bride and groom who were going to get married only held a series of weddings. Early marriage in Asahan district is not only caused by economic factors and parental coercion, another factor that often occurs is pregnancy out of wedlock. This is due to a lack of knowledge or information about sex.

The impact of marriage under the age of 19 is evident in the lives of young couples in Asahan. Many underage married households are forced to migrate to provide for their small families, while others work as manual laborers. This situation creates additional pressure on an already vulnerable relationship, often leading to divorce. The main factors that lead to divorce are economic inadequacy and domestic violence, indicating the unpreparedness of young couples in the face of marital responsibilities and challenges. Early marriage is not only a violation of girls' rights but can be an obstacle to several things such as efforts to overcome gender-based violence and advance education (Ayuwardany & Kautsar, 2022).

To address this problem, a comprehensive approach and multi-stakeholder approach is needed. The government has established a special institution, namely the Center for Family Planning and Women's Empowerment and Child Protection (P2KBP3A) services at the district/city level. The Office of Women's Empowerment, Child Protection, Population Control and Family Planning has the task of assisting the Regent in carrying out government affairs in the field of women's empowerment and child protection as well as population control and family planning which are the authority of the region and the task of assistance given by the district (Dewantara et al., 2023). The functions of this service cover a broad spectrum, ranging from controlling population growth to protecting children's rights and women's empowerment. For this reason, Asahan Regency has created a Generation Planning Program (GenRe) which is expected to help and

prevent early marriage in Asahan district with various efforts made such as providing specific socialization about the maturation of the marriage age.

This policy is mandated by the BKKBN. According to the BKKBN Counseling Information Center material, it is stated that the GenRe program is implemented through two approaches, namely the adolescent approach itself and the approach to families who have adolescents. The approach to adolescents is carried out through the development of a forum for the Adolescent/Student Counseling Information Center (PIKR/M) which is carried out through an approach from, by and for adolescents. In addition to a direct approach to adolescents, an approach is also carried out to parents who have adolescents, considering that the family is the closest environment of adolescents and is the first and main place in character formation. The approach to families with adolescents is carried out through the Development of Youth Family Development Groups.

The GenRe program is a policy from the government to overcome population problems in Indonesia (Simorangkir et al., 2022). The GenRe program is also a government strategy to nurture Indonesian teenagers to become visionary teenagers who avoid the risk of the KRR Triad (Sexuality, HIV/AIDS, Drugs). Through the planned generation, adolescents will also be provided with information about the importance of reproductive health, life skills and skills, counseling services and KRR referrals to realize Tegar Remaja in order to achieve a prosperous happy small family.

The program has four main target groups (1) Unmarried adolescents aged 10-24 years; (2) Unmarried students; (3) Family, Includes parents, siblings, or other family members; (4) People who care about the lives of adolescents include teachers, religious leaders, community leaders, or anyone who has influence or concern for adolescent development.

This study aims to analyze the performance of the Asahan Regency P2KBP3A in preventing marriage under the age of 19, identify the factors that affect the success of the program, and formulate recommendations to improve the effectiveness of marriage prevention efforts under the age of 19 in the future. The results of the study are expected to provide input for policy makers in optimizing the role of P2KBP3A to reduce the number of marriages under the age of 19 in Asahan Regency.

Some of the previous studies that underlie this research are benchmarks for researchers to analyze this research, including the research of Susilawati & Zulfiani (2022). The results of the research were obtained in an effort to reduce the risk of early marriage in East Lombok, namely by ordering 254 village heads throughout East Lombok districts about the prevention of child marriage, socialization to the community, the establishment of an early marriage prevention task force in each sub-district and village, establishing a 12-year compulsory education, and scholarship assistance to underprivileged students. Then the research of Susyanti & Halim (2020). The results of this study show that PIK-R has been implemented at SMK Negeri 1 Bulukumba through three strategies, namely child empowerment at school, family empowerment through parental supervision and emphasis on socioeconomic factors that are at risk in early marriage. Furthermore, research by Restapaty & Iedliany (2022). The results of the research The implementation of community service aims to educate the community about the formation of children's character in elementary education (SD-SMP) which aims to form character, improve adolescent understanding,

through literacy activities (storytelling) folklore with female main characters. This activity is a solution as an effort to prevent the increase in the number of underage marriages.

Based on the previous studies that have been mentioned, which are novelties or added value for this research related to the Performance Analysis of the P2KBP3A Office, namely, it can analyze the performance of the P2KBP3A Office on the prevention of early marriage. Then this research will examine the perspectives of various stakeholders such as GenRe program users, Heads of Agencies, program managers, the community (parents and adolescents), to get a more diverse perspective on this program. By considering these novelties, this research can make a new contribution to the development of science and practice of Service Performance Analysis that is more effective and on target.

RESEARCH METHODS

The method carried out in this study is a qualitative approach. Qualitative research methods are used to research on the condition of natural objects where the researcher is the key instrument (Sugiyono, 2018). The location of this research was carried out in Asahan Regency, North Sumatra Province and the main location is the Population Control, Family Planning, and Women's Empowerment Office. The author chose this location because Asahan Regency is a regency that runs the Generation Planning Program and in the Asahan Regency area there are a lot of marriages under the age of 19. Data collection techniques use interview, field observation and documentation techniques. The determination of informants in this study uses the Purposive Sampling Technique. In this study, the researcher used data analysis in the field with the Miles and Huberman model, including data reduction, data presentation and conclusion or verification. The data validity technique in this study is to use source triangulation techniques and triangulation techniques. Triangulation is a technique of checking the validity of data that utilizes something and beyond that is for the purpose of checking or as a comparison of the data (Moleong, 2017).

RESULTS AND DISCUSSION

1. Performance Based on Productivity Indicators

The productivity indicator in the performance evaluation of the Asahan Regency Population Control, Family Planning, Women's Empowerment, and Child Protection (DP2KBP3A) Office refers to the agency's ability to achieve the goals of the marriage prevention program under the age of 19 effectively and efficiently. In the period 2015 to 2019, data showed an increasing trend in the number of early marriages, with 40 couples marrying under the age of 19 in 2015 and increasing to 100 couples in 2019. This increase indicates that despite the preventive efforts made, the effectiveness of the program implemented at that time was not optimal. However, after the implementation of the Generation Planning (GenRe) program and a more intensive socialization campaign, there was a significant change in 2023, where the number of marriages under the age of 19 decreased drastically to 59 couples. This shows that the agency is starting to succeed in increasing its productivity through more targeted interventions that focus on education and public awareness. Efforts made to increase productivity can be started from human resources (Maharani Posumah et al., 2024).

This increase in productivity can be attributed to a number of factors. First, there are adjustments in communication and counseling strategies carried out by DP2KBP3A, by involving

community leaders and religious leaders in supporting early marriage prevention programs. This more holistic and participatory approach has proven effective in changing people's views on the importance of postponing marriage until a more mature age. Second, the GenRe program not only provides information about the dangers of early marriage, but also provides educational and skill alternatives for adolescents, so that they are better prepared mentally and physically to face life after marriage. However, challenges in increasing the productivity of these services remain, such as the lack of accessibility of programs in remote areas, which can hinder the reach and effectiveness of prevention efforts.



Picture 1. GenRe Events

In addition, to further increase productivity, DP2KBP3A need to conduct an ongoing evaluation of the programs that have been implemented, as well as identify the community groups that are most vulnerable to early marriage. Thus, the agency can formulate a more targeted strategy and maximize the use of existing resources. Overall, although DP2KBP3A showed increased productivity in efforts to prevent marriage under the age of 19, the sustainability and expansion of programs and increased effectiveness of strategies are crucial to be achieved in efforts to significantly reduce the rate of early marriage in Asahan Regency..

2. Performance Based on Service Quality Indicators

Service quality indicators in the performance evaluation of the Asahan Regency Population Control, Family Planning, Women's Empowerment, and Child Protection (DP2KBP3A) Office are very important to assess how well this service meets the needs of the community, especially in the context of preventing marriage under the age of 19. The quality of services is measured through various aspects, including public satisfaction with the programs implemented, the effectiveness of communication, and the ability of the service to provide access to relevant information. In this case, the Generation Planning (GenRe) program plays a significant role in improving the quality of services provided by DP2KBP3A. The program not only provides information about the dangers of early marriage but also facilitates education and skills for adolescents. With an approach based on the needs of the community, the agency has succeeded in increasing public awareness and understanding of the importance of postponing marriage until a more mature age.

Although there has been a decrease in the number of early marriages from 100 couples in 2019 to 59 couples in 2023, the evaluation of service quality also includes accessibility aspects. In some remote areas, people still face difficulties in accessing services and information provided by the agency.

This indicates that although the service has made great efforts in providing quality services, not all community groups have been able to reach the existing programs. To improve the quality of services, DP2KBP3A need to implement more inclusive strategies, including more active socialization in remote communities and involving more local community leaders in the outreach process.

Furthermore, feedback from the public is an important aspect in assessing service quality. DP2KBP3A should strengthen mechanisms to listen to people's voices and identify areas that need improvement. Through satisfaction surveys and discussion forums, the agency can better understand community expectations and adjust its programs to be more effective. By focusing on improving the quality of services, DP2KBP3A will not only be able to reduce the rate of early marriages, but also increase public trust in the programs it runs. Therefore, improving the quality of services is a key factor in achieving long-term success in efforts to prevent marriage under the age of 19 in Asahan Regency.

3. Performance Based on Responsiveness Indicators

The responsiveness indicator in the performance evaluation of the Asahan Regency Population Control, Family Planning, Women's Empowerment, and Child Protection (DP2KBP3A) Office focuses on the extent to which this agency can recognize, respond, and meet the needs of the community in the context of preventing marriage under the age of 19. Responsiveness reflects the ability of the service to adapt women's protection programs and provide services in accordance with the evolving situation and needs of the community. In this regard, DP2KBP3A has shown a fairly good response to the rising rate of early marriage in the area by launching various programs aimed at addressing this issue directly.

One of the responsive steps taken by DP2KBP3A is the implementation of the Generation Planning Program (GenRe), which is designed to provide education to adolescents and parents about the negative impact of early marriage and the importance of delaying the age of marriage. Through counseling involving community leaders, religious leaders, and parents, the agency is able to respond quickly to the community's needs for relevant and urgent information. In addition, counseling in schools and communities provides a space for the community to interact directly with resource persons who can explain the consequences of early marriage, thus helping to build a stronger collective awareness of this issue.



Picture 2. GenRe Activities, Socialization and Signature Distribution

However, challenges in responsiveness remain, especially in dealing with the serial marriages that often occur in the area. Many cases of early marriage are not officially registered,

indicating that the agency has not been fully able to reach out and address these practices. To increase responsiveness, DP2KBP3A need to increase early detection efforts for marriage cases that are not in accordance with the provisions of the law and strengthen cooperation with legal institutions and the community. Through stricter supervision and community involvement in case reporting, the agency can be more responsive in handling problems that arise.

Overall, while DP2KBP3A have shown good efforts in responding to the needs of the community through relevant and educational programs, there is still a need to strengthen mechanisms to ensure that all levels of society are well served. Higher responsiveness will help the service not only in tackling early marriage, but also in building public trust and support for the prevention programs that are carried out.

4. Performance Based on Accountability Indicators

The accountability indicator in the performance evaluation of the Asahan Regency Population Control, Family Planning, Women's Empowerment, and Child Protection (DP2KBP3A) Office reflects the extent to which this agency carries out its duties and functions in accordance with applicable regulations and good administrative principles. In the context of preventing marriage under the age of 19, DP2KBP3A responsibility is measured by their ability to comply with and implement regulations that have been set, including Law Number 16 of 2019 which raises the minimum age limit for marriage. Through compliance with this law, the agency shows its commitment to protecting the rights of children and women, as well as working to reduce the harmful rate of early marriage.

DP2KBP3A is also responsible for the implementation of various programs, such as the Generation Planning Program (GenRe), which is designed to raise public awareness about the negative impacts of early marriage. This program reflects the efforts of the service to not only carry out the mandate given, but also ensure that the programs implemented have a positive impact on the community. The involvement of the service in socialization, counseling, and public education shows that DP2KBP3A strives to carry out its responsibilities well, although challenges remain.

However, despite various efforts, the agency's responsibilities have not been fully fulfilled, especially in terms of oversight of unregistered serial marriage practices. Many early marriages occur without following legal procedures, which indicates gaps in law enforcement and oversight. This indicates that DP2KBP3A need to strengthen oversight and law enforcement mechanisms to ensure that all marriages performed meet the applicable provisions. Limitations in handling serial marriage cases can reduce the effectiveness of prevention programs that have been implemented.

Overall, DP2KBP3A have shown good responsibility in running marriage prevention programs under the age of 19. However, to improve performance based on accountability indicators, the agency needs to address challenges related to supervision and law enforcement, as well as ensure that all efforts are in accordance with regulations and provide tangible benefits to the community.

5. Performance Based on Accountability Indicators

The accountability indicator in the performance evaluation of the Population Control, Family Planning, Women's Empowerment, and Child Protection (DP2KBP3A) Office of Asahan Regency focuses on the extent to which this agency

can be accountable for the implementation of programs and the use of resources to the public and related stakeholders, especially in the context of preventing marriage under the age of 19. Accountability is key to building public trust in government agencies, and in this case, DP2KBP3A strives to be transparent in every step taken in the implementation of its programs. The agency has conducted open socialization about the dangers of early marriage through various campaigns and counseling, so that the public can understand and access relevant information.

In order to increase accountability, DP2KBP3A also strive to report on the results and impacts of the programs implemented. The decrease in the number of marriages under the age of 19 from 100 couples in 2019 to 59 couples in 2023 is one of the indicators of success reported by the agency, indicating that the programs implemented are starting to give positive results. However, accountability is not only measured from the results achieved, but also from the program management process, including the use of budgets and other resources. DP2KBP3A need to ensure that all activities and budgets used in early marriage prevention programs can be clearly audited and accounted for to the community.

Although the service has shown efforts to account for the programs being run, challenges in terms of transparency and oversight remain, especially related to the handling of cases of serial marriages that are not officially registered. Many early marriages go unrecorded, making it difficult to get a clear picture of the actual situation on the ground. This shows that the agency needs to improve its monitoring and reporting mechanisms in order to identify all cases of early marriage, including those that do not meet the legal requirements. Thus, DP2KBP3A accountability in carrying out their duties will be stronger and can have a greater positive impact on society.

Overall, while DP2KBP3A have demonstrated a commitment to increasing accountability through transparent reporting and socialization, concrete steps are still needed to improve oversight and enforcement of laws related to early marriage. This increase in accountability will not only improve the performance of the office, but also help build public trust in efforts to prevent marriage under the age of 19 in Asahan Regency.

CONCLUSION

The conclusions of this study based on 5 indicators are (1) In Asahan Regency, DP2KBP3A performance shows positive results in preventing marriage under the age of 19. To improve program performance in the future, strengthening in implementation and evaluation is still needed. (2) DP2KBP3A in Asahan Regency shall endeavour to provide sufficient services to prevent marriage under the age of 19. But there are still some issues that need to be addressed, such as a lack of human resources and a lack of supportive infrastructure. (3) DP2KBP3A have successfully worked with more people, such as educational institutions, community leaders, and non-governmental organizations, to create agendas and programs that are in line with the wishes of the community. However, there are still problems, especially in reaching larger groups of people and getting information easily. (4) DP2KBP3A committed to implementing existing regulations, including laws on the age limit of marriage. However, tracking and enforcing these rules is still difficult, especially when it comes to unregistered serial marriages. In addition, transparency and public accountability need to be improved. (5) Accountability in DP2KBP3A performance shows that the marriage pre-

vention program under the age of 19 has been implemented in a transparent and responsible manner. Despite the efforts that have been made to involve the community in the decision-making and reporting process, there are still issues that need to be addressed.

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