

Stop! Marriage at Child Age

Nenden Dewianti, Rismayanti Dewi, Nursahidin, Aghnia Dian Lestari

Universitas Swadaya Gunung Jati, Indonesia

E-mail: nendendewianti08@gmail.com, rismayantidewi00@gmail.com,

nursahidin.sirod@ugj.ac.id, aghnia.dianl@ugj.ac.id

*Correspondence: nendendewianti08@gmail.com

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ABSTRACT

Marriage at a young age remains a significant social issue requiring special attention, particularly in Indonesia. This study aims to analyze the implementation of the Child Marriage Prevention Policy in Majalengka Regency, as regulated by Regent Regulation Number 54 of 2021, which focuses on the prevention of child marriages. The research employs a qualitative descriptive method, utilizing primary and secondary data sources through observation, interviews, and documentation. The findings reveal that the rate of child marriages in Majalengka Regency is still increasing, despite the government's efforts to implement preventive measures, including socialization strategies aimed at reducing the incidence of child marriages. One of the main challenges in effectively preventing child marriages is the limited human resources available for implementing the program. This research highlights the need for strengthened resources and better coordination among stakeholders to effectively reduce the prevalence of child marriages in the region. The study also suggests that additional interventions, such as enhanced education and community involvement, are essential to complement the ongoing efforts and address this persistent issue comprehensively.

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Introduction

Marriage is actually a bond between a man and a woman legally in accordance with applicable laws and regulations, the purpose of marriage itself is to live in descendants and form a family. Marriage at a child's age is a marriage that is carried out when a man and a woman are still underage or still under the age specified in the Marriage Law. (Ton et al., 2019)

The regulations regarding marriage are regulated in ("Law of the Republic of Indonesia No. 16 of 2019 concerning Amendments to Law No. 1 of 1974 concerning Marriage," 2019) In the Marriage Law, article 7 discusses the minimum age limit for marriage which reads "Marriage is only allowed when a man and a woman have reached the age of 19 (nineteen) years", where the age of 18 years and below will be categorized as the age of children. Meanwhile, according to BKKBN (2012) the ideal age for marriage is at least 21 years old for women and at least 25 years old for men (Fatimah et al., 2021).

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With the fulfillment of rights and protection for children, it should be realized comprehensively to support children to grow and develop and be able to participate optimally according to the dignity of humanity so that quality and prosperous Indonesian children can be realized.

However, in fact, the practice of marriage at a young age is still a phenomenon that must be paid special attention, especially in Indonesia. In fact, marriage at a child's age actually violates children's rights. The causes of marriage at a child's age include economic factors, pregnancy out of wedlock, and mass media factors (N. A. T. N. Sari & Puspitasari, 2022). The increase in the number of marriages at the age of children, of course, there are many problems faced by women who engage in marriage, resulting in a very detrimental impact on women both in terms of physical, psychological, economic, and educational (L. Y. Sari et al., 2020). Women who are pregnant under 19 years of age are at risk of death, bleeding, miscarriage, grape pregnancy and premature pregnancy (Yanti et al., 2018). Then negative psychologist factors, for example, getting reproach or bullying from the social environment that is accepted. Marriage at a child's age is also a factor in the increase in divorce rates, in marriage at a child's age there are quite a lot of problems and quarrels that occur. Of course, it will be a boomerang for children who are already in a marriage bond but are still under the age of 19. Mentally, children of his age are certainly not ready so that if there is a dispute, it is possible that a case of domestic violence may occur or a decision to divorce may occur. (Yuyun, 2024).

The number of applications for child marriage in Majalengka Regency is still increasing even though the number is below the figure during the pandemic a few years ago. According to a statement from the chairman of the Indonesian Child Protection Agency of Majalengka Regency, the number of applications for child marriage dispensation as of October 2023 reached 370 children, including boys and girls, and during the pandemic which held marriages as many as 447 children, for various reasons. From the results of the data obtained, it is stated that the cause of child marriage is because during the pandemic they did not go to school and could not play, in the end they chose to get married. (Purnawati, 2023)

Majalengka Regency is one of the regions with the number of cases of marriage at the age of children that is increasing from year to year. Based on data obtained from the Office of Religious Affairs from the sub-districts taken including Majalengka District in 2018 there were 6 people while in 2023 it is increasing where there are 20 people. In Sumberjaya District, Majalengka, in 2018 there were no marriages between women and men at the age of children, while in 2023 there were 7 people. As for Sindangwangi District, Majalengka in 2018 there was 1 person and in 2023 there will be an increase of 8 people. (Source: KUA Majalengka Regency Area).

With the increasing number of cases, the Majalengka Regency government is trying to prevent and overcome problems that occur in the region by issuing (Majalengka Regent Regulation Number 54 of 2021 concerning the Prevention of Marriage at a Child Age, 2021) The problem of child marriage is a shared responsibility, especially the government as a policy maker and a party that has the authority to Determine then implement it. The Women's Empowerment Office for Child Protection and Family Planning in the PPA Sector in Majalengka is an agency authorized to overcome problems in children, including marriage at a child's age.

In implementing policies to prevent marriage at a young age, the government is assisted by Motekar (Family Resilience Motivator). Here motekar cadres help in the implementation of the West Java Stopan program, which means Stop Child Marriage in

West Java. According to KBBI, Stop, which means stop or stop, is expected so that in the future cases of marriage at the age of children can decrease and even no one will even hold marriages at the age of children.

In the policy stage, implementation is an important stage, where this implementation can measure the success level of a program or policy that has been made so that in the end if a program or policy can be implemented well, then the policy can be said to be successful. If it is the opposite, then it is necessary to evaluate the policy so that the policy can run effectively. (Bharoto & Nursahidin, 2021)

Resources are an important factor for policy implementation to be effective. The success of the policy implementation process is highly dependent on the ability to utilize available resources. (Arisandi et al., 2019)

The success of a program is formed by several management functions, namely POAC to achieve a goal, so that it is implemented (Planning, Organizing, Actuating, Controlling) before conducting the evaluation process (Fahmi et al., 2023) (1) Planning including setting goals and looking for ways to achieve the goal of reducing the marriage rate at a child's age. Planning has been considered as the main function in planning programs to be implemented, such as the STOPAN JABAR program carried out by the government in an effort to reduce the rate of child marriage (Yuyun, 2024). (2) Organizing are the human resources available to carry out programs that are expected to succeed in reducing the rate of marriage at the age of children, so the government formed a group to run a Stopan West Java program, namely Motekar. (3) Actuating is the implementation of the plan that is an action in an effort to achieve the goal, the government's efforts by holding socialization activities for the prevention of marriage at the age of children to the high school/vocational education level. (4) Controlling ensure that performance is as planned. So that in the evaluation process to prevent marriage at the age of children, there are several stages according to William N. Dunn such as Effectiveness, Efficiency, Adequacy, Leveling, Responsiveness and Accuracy. The form of evaluation carried out is by evaluating policies after the program is implemented in an effort to find out the level of success and shortcomings of the program implemented.

Literature Review

Based on Previous Research:

1. "Evaluation of Child Marriage Prevention Policy through the National Strategy Program for the Prevention of Child Marriage (Stranas PPA) (Handayani & Rofii, 2023)" This study uses a qualitative descriptive approach to analyze policies in formal evaluation, according to William N. Dunn's theory, this policy evaluation is an analysis that produces case information and public policy consensus. So this researcher uses a retrospective policy evaluation with the goal of reducing the child marriage rate by 8.74% in 2024, then in 2021, there will be a decrease in the marriage rate for women aged 20-24 years before the age of 18 nationally. However, there are 5 provinces that have experienced an increase in the number of child marriages. Coordination between relevant ministries/institutions has been going well in efforts to prevent child marriage. The field of Women and Child Protection through the Stranas PPA program is considered effective in handling cases of declining child marriage. To be more optimal, it is necessary to strengthen coordination, synchronization, and monitoring.
2. "Implications and Implementation of Child Marriage Prevention (Sugiarti & Tridewiyanti, 2021)" This study uses a literature law research approach by reviewing literature or secondary data. The government continues to consistently carry out policies to prevent child marriage. A balance is needed between central and regional

regulations that are mutually supportive, and effective. Law Number 16 of 2019 must be synchronized with Supreme Court Regulation No. 5 of 2019. This is done to ensure the consistency and firmness of the judge in deciding the child marriage dispensation case, the judge will take 2 decisions, namely granting or rejecting. However, in its implementation, there are still several cases of child marriage, especially during the Covid-19 Pandemic, caused by social, religious, economic, cultural factors, ineffective online learning, and access to negative content on social media and the internet so that it has a bad impact on the perpetrators. There is also propaganda on young marriage among millennials as a solution to avoid adultery.

3. "The Government's Strategy in Minimizing Early Marriage in Maritengngae District, Sidenreng Rappang Regency (Dahriah et al., 2020)" This study is a qualitative research that uses purposive sampling to assess the government's efforts in Maritengngae District, Sidenreng Rappang Regency to reduce child marriage. The results of the data obtained were observations, interviews, and documentation. The government's strategy includes moral and mental development and the development of adolescents by BKKBN. The implementation of programs and procedures is quite good, but the programs carried out have not reached optimal. Evaluation of government strategies includes performance measurement and improvement. The government has an interpersonal role and decision-making in overcoming early marriage but it has not been implemented properly due to the lack of public knowledge about the age limit of marriage. The government also controls information and decision-making in an effort to reduce early marriage, but socialization is still not optimal.

The difference between this study and the previous research is in terms of the location of the research, this study examines the prevention of child marriage in Majalengka Regency, while the previous research was conducted in other areas, namely in Jakarta, and the research used the STOPAN JABAR program (Stop Child Marriage in West Java). Meanwhile, previous research used the Stranas PPA (National Strategy for the Prevention of Child Marriage) program.

The following previous research as a reference discusses research on the covid-19 pandemic which caused an increase in the rate of child marriage among adolescents, this study shows that the government has influence in efforts to develop and coordinate policies to prevent child marriage.

Furthermore, from the previous research discussing the government's strategy in reducing early marriage in Maritengngae District, one of the strategies used by the government in overcoming child marriage with moral and mental formation is carried out by carrying out SUSCATIN activities (Prospective Bride Course) while the latest research uses the government's strategy in preventing marriage at a child's age, namely Stopan Jabar.

In this study, the researcher took the policy evaluation theory presented by William N. Dunn in the book *Policy Analysis Study* (Dewi, 2016) :

1. Effectiveness, which relates to an alternative policy to achieve the expected results and objectives. If after the implementation of public activities, the impact is not able to solve the problems faced by the community, the policy is ineffective and must be improved or abolished.
2. Efficiency, if public policy has achieved a simple goal, while the costs incurred through the policy process are too large compared to the results achieved, it means that policy activities have been wasteful and not feasible to be implemented.

3. Adequacy, in public policy, the goals achieved have been felt to be sufficient in various ways. Adequacy relates to how far a level of effectiveness satisfies a need, value, or opportunity that fosters a problem. From this, it can be concluded that adequacy is still related to effectiveness, by measuring or predicting how far existing alternatives can satisfy needs, values or opportunities in solving the problems that occur.
4. Equalization, public policy has the meaning of justice given and obtained by public policy targets. An equity-oriented policy is a policy whose consequences or efforts are fairly distributed. A particular program may be effective, efficient, and sufficient if the costs and benefits are evenly distributed. The key to equalization, namely justice or fairness.
5. Responsiveness, public policy is defined as a response to an activity, namely a response to public policy goals for the implementation of a policy. Responsiveness relates to how far a policy can satisfy the needs, preferences, or values of certain groups of people. A policy success can be seen through the community's response to the implementation after first predicting the impact that will occur if a policy will be implemented, as well as the community's response after the impact of the policy begins to be felt in a positive form in the form of support or a negative form in the form of rejection.

Accuracy, program objectives and underlying assumptions are critical in determining the accuracy and value of a recommendation. To assess the feasibility of a recommended alternative, certain criteria are used to ensure that the alternative aligns with the desired goal. This eligibility criterion is directly related to substantive rationality because it focuses on the substance of the goal rather than the method or tool used to achieve it.

This study presents a unique evaluation of the implementation of child marriage prevention policies in Majalengka Regency, particularly through the lens of Regent Regulation Number 54 of 2021. Unlike previous studies that focus on national strategies or other regions, this research specifically examines the effectiveness of the West Java Stopan (Stop Child Marriage) program and its impact on reducing child marriage rates in a local context. The study also addresses the specific challenges faced in terms of human resource limitations and the lack of budget allocation for the program, which has not been comprehensively discussed in earlier research. Additionally, this research evaluates the practical execution of the policy using William N. Dunn's policy evaluation framework, providing a detailed analysis of policy implementation at the grassroots level.

The objective of this study is to evaluate the effectiveness of the Child Marriage Prevention Policy in Majalengka Regency, focusing on Regent Regulation Number 54 of 2021. The study aims to assess the strategies implemented by the government, particularly the West Java Stopan program, in preventing child marriages. Furthermore, the research seeks to identify the obstacles faced in policy implementation, such as human resource limitations, and to provide recommendations for improving the policy's effectiveness in reducing child marriages in the region.

This research contributes to the field of public policy evaluation by offering insights into the specific challenges and successes of local government efforts to prevent child marriages in Majalengka Regency. The findings of this study can inform policymakers about the gaps in current strategies and help strengthen child marriage prevention efforts by addressing resource limitations and enhancing community engagement. Furthermore, the study offers practical recommendations for improving policy execution, which can be applied in other regions facing similar challenges. By evaluating the implementation of a

region-specific policy, this research contributes to the broader discourse on how local regulations can support national objectives in addressing child marriage issues.

Research Methods

This study uses a type of qualitative descriptive method. Data collection which includes primary data sources and secondary data obtained through observation, in-depth interviews, and documentation. In the interactive data analysis technique of the Miles and Huberman model, it is argued that "activities in qualitative data analysis are carried out interactively and continue until completion. Activities in data analysis, i.e. data reduction, data display and conclusion/verifying" (Sugiyono, 2016). The informants in this study include the head of the PPA division, PPA employees, the chief executive of the program, early marriage actors, and the community involved in it.

Results and Discussions

Evaluation of Policies for the Prevention of Marriage at a Child Age

Evaluation is a way to find out how far the results have been obtained after the implementation of Perbup No. 54 of 2021 concerning the Prevention of Child Marriage, which refers to the goals and targets of the implementation of this policy. There are 6 indicators (Dunn, 2003) used to evaluate this Perbup, namely:

a. Effectiveness

Effectiveness is the result and Impact obtained during the implementation of this Perbup. This Perbup is considered effective or not when viewed from the perspective of whether the Perbup goals have been achieved or not. The purpose of this Perbup is to create order and security through the guarantee of legal certainty, by preventing marriage at the age of children in all areas of Majalengka Regency.

Based on the results of an interview with Mrs. Yetti (April 24, 2024), the decline in the rate of child marriage in Majalengka Regency has not reached the desired targets and goals, in fact, there are still people who hold marriages at a child's age.

The effectiveness of the implementation of Perbup Policy No. 54 of 2021 concerning the Prevention of Child Marriage in Majalengka is still not able to emphasize the number of marriages at a young age. The steps taken by the government to minimize the number of marriages at the age of children are by providing directions to the community, holding marriage socialization for children under 19 years old. Community participation and participation are very helpful in reducing the rate of child marriage in Majalengka Regency.

b. Efficiency

Efficiency is an indicator that discusses things such as the cost or budget spent by the government to implement this Perbup.

Based on the results of an interview with Mrs. Nadia (May 2, 2024), the budget comes from the Majalengka Regency APBD which is given as much as 4,769,750,000 rupiah by the APBD for the success of the Perbup. One of the speakers said that the Division of Women and Child Protection collaborated with the Division of Family Planning in counseling health centers to provide contraceptive tools and drugs, as well as socializing the prevention of marriage at a young age during posyandu activities, explained in an interview with Mrs. Yetti (April 24, 2024). Another opinion was expressed during an interview with Mrs. Yuyun (March 27, 2024), the cause of perpetrators who feel marriage at a young age as a result of which they will get ridicule

or bullying in their environment, in addition to that there are also cases of domestic violence resulting in divorce.

Efficiency in the Implementation of Perbup Policy No. 54 of 2021 concerning the Prevention of Child Marriage in the Majalengka area can be said to be efficient because the budget is used evenly distributed in the programs implemented and in the handling of domestic violence cases. The government is seeking serious handling to help the recovery process of the physical and psychological condition of domestic violence victims through the PKDRT Task Force to help overcome the problem by reporting to the Women's Empowerment, Child Protection and Family Planning Office to follow up on the problem.

c. Adequacy

It can be evaluated through the availability of human resources and facilities such as infrastructure to implement Perbup No. 54 of 2021 concerning the Prevention of Child Marriage in Majalengka.

Based on the results of an interview with Mrs. Nadia (May 2, 2024), there are 8 human resources in the PPA field, namely: the head of the field and 7 members, but 2 of them are still honorary employees and 15 Motekar members who previously totaled 26 members.

The adequacy of the implementation of Perbup Policy no. 54 of 2021 concerning the Prevention of Child Marriage in the Majalengka area cannot be said to be sufficient due to the lack of Motekar members in carrying out a child marriage prevention program. The lack of human resources is caused by the government's decision not to allow the addition of motekar members when there are members who leave. The government should improve the policy so that the number of motekar members increases. With the addition of human resources, the program can spread to all areas of Majalengka Regency.

d. Alignment

It can be measured by looking at whether or not the implementation of marriage prevention at the age of children in the Majalengka area is evenly distributed.

Based on the results of an interview with Mrs. Yuyun (March 27, 2024), the leveling has been carried out after the enactment of Perbup No. 54 of 2021 concerning the Prevention of Marriage at Children's Age by holding a socialization program to the people of Majalengka and high school/vocational schools to provide information on the consequences of marriage at a child's age.

The leveling on the implementation of Perbup Policy no. 54 of 2021 concerning the Prevention of Child Marriage in Majalengka can be said to be even. The leveling is carried out through socialization to the community regarding the prevention of marriage at a child's age, for example through family planning counseling to provide education to perpetrators of marriage at a child's age and socialize the impact of marriage at a child's age to school children.

e. Responsiveness

Responsiveness can be seen from the satisfaction and control system of community groups towards the Perbup.

Based on the results of an interview with Tika (March 29, 2024), there is a lack of dissemination of socialization on the prevention of marriage at a child's age so that the perpetrators of marriage at a child's age are not aware of the existence of the regulation.

The responsiveness to the implementation of Perbup Policy no. 54 of 2021 concerning the Prevention of Child Marriage in the Majalengka area has not fully received a good response from the community, because some people are not aware of the existence of a Perbup regarding the prevention of child marriage. This regulation is not only for women but for all perpetrators of marriage at a child's age, although the results of research show that there are more cases of marriage at a child's age than men.

f. Accuracy

The accuracy of this Perbup is assessed whether it is able to provide benefits to the people of Majalengka Regency. The government and the people of Majalengka said that this Perbup has a beneficial impact even though its implementation has not been maximized. The increase in the rate of marriage at the age of children in Majalengka Regency will occur in 2023 due to economic factors that encourage parents to marry their children or the influence of the surrounding environment to the factor of promiscuity in the social environment.

Based on the results of an interview with Mr. Murosidi (May 3, 2024), as an employee of KUA and also other communities who see an increase in cases of child marriage in Majalengka Regency, I agree with the implementation of the Perbup.

The accuracy of the implementation of Perbup Policy no. 54 of 2021 concerning the Prevention of Child Marriage in Majalengka cannot be said to be precise because the existence of the Perbup has not been able to overcome the existing problems.

Strategies in the Prevention of Child Marriage in Majalengka Regency

The government in implementing a strategy to reduce the rate of child marriage has two perspectives, namely the implementation of the Stopan Jabar program (Stop Child Marriage in West Java) through socialization and tightening SOPs. To reduce the rate of child marriage in Majalengka, the government carries out socialization activities regarding the dangers of child marriage. The local government must be quick to respond to reduce the number of marriages at the age of children in Majalengka by implementing SOPs, namely restrictions on the age of marriage.

- a. The socialization of Stopan Jabar is one of the programs to reduce marriage at a child's age by providing direction and understanding to the local community to provide advice to parents about the dangers of marriage at a child's age. The impact of marriage at a child's age can also increase the number of people who do not have a job. The government needs to strive for socialization activities to the community to provide awareness that marriage at a young age must be prevented.
- b. The implementation of the strategy carried out by the government to reduce the number of marriages at the age of children in Majalengka, that in registering marriages must be in accordance with the SOP according to Law No. 16 of 2019 concerning the age limit of marriage. KUA Majalengka District in carrying out its role must be selective during the administrative process of the bride-to-be and ensure that the age limit of both is in accordance with the SOP.

Obstacles in the Implementation of the Child Marriage Prevention Program in Majalengka Regency

Based on the results of the research, there is no special budget in the implementation of the West Java Stopan program. The budget for the socialization activities of Stopan West Java is provided by the organizers. The Women's Empowerment, Child Protection and Family Planning Office is only a facilitator of Stopan Jabar activities. Resources are an important supporting factor in achieving the successful implementation of a rule.

The lack of availability of human resources in the implementation of the West Java Stopan program is one of the obstacles felt by the government, which initially had 26 organizing members, now it has been reduced to 15 members because by following the existing policy that if there are motekar members who resign or pass away, they cannot be replaced by new members. So that the implementation of the West Java Stopan program does not spread to all areas in Majalengka Regency.

Conclusion

Based on the results of the discussion of the Evaluation of Perbup No. 54 of 2021 concerning the Prevention of Child Marriage in Majalengka Regency, it can be concluded that: a) The effectiveness of preventing child marriage through the West Java Stopan socialization program has not been able to reduce cases of child marriage so it cannot be said to be effective, b) The efficiency in this Perbup can be said to be efficient because the budget from the APBD has been channeled to the community so that the public can feel the service programs carried out by the government, c) The adequacy of this indicator has not been said to be successful due to the lack of Human Resources in the implementation of the program for the implementation of the program is not optimal in carrying out the program, d) The leveling in the implementation of the program can be said to be successful because this Perbup applies to all levels of society in Majalengka Regency, e) Responsiveness, based on data obtained by some people who support the implementation of this Perbup Because this Perbup has a good impact and is indeed needed, but some people are also not aware of the existence of this Perbup, f) The accuracy of this indicator cannot be said to be right because it has not been able to provide benefits to the community, because there are still cases of marriage at the age of children that occur in Majalengka Regency.

The strategy in the implementation of child marriage prevention also greatly affects the success of the Perbup, here the government has sought the Stopan Jabar socialization program (Stop Child Marriage in West Java) to provide information and education to the public regarding the dangers of child marriage. However, there are obstacles regarding the lack of availability of human resources in the implementation of the Stopan Jabar program so that the program cannot spread widely to all areas in Majalengka Regency. The government has made efforts to prevent marriage at a child's age by carrying out various processes of implementing socialization programs, but it can be seen that it has not been fully carried out optimally because there are still cases of marriage at a child's age in Majalengka where the results cannot be said to be optimal, so the need for public awareness to reduce the number of marriages at a child's age.

Based on these results, the prevention of child marriage is not optimal, there are only two of the several indicators used to evaluate the policy of child marriage prevention that can be said to be successful. It can be said that the factors that affect the failure and success of Perbup number 54 of 2021 concerning the prevention of marriage at a child's age, namely indicators of effectiveness, adequacy, responsiveness and accuracy are factors that have a strong influence on the failure of this Perbup which still has not reached a perfect level so that this Perbup is less than optimal.

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