

## The evaluation of pendewasaan usia perkawinan (PUP) program in Jambi City

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### ABSTRACT

Badan Kependudukan dan Keluarga Berencana Nasional (BKKBN) stated that the ideal age for women to be married is 21 years old, while for men it is 25 years old. According to the report from Siga BKKBN, married woman in Jambi Province reached 598.395 people, there were 6.359 people who were married between the ages of 15 - 19 years and Jambi City was the region that had the highest number of married woman (more than 80.000 people) but had the lowest number of woman who getting married at the age of 15-19 years, that is only 0.2% of married woman. This is in line with the implementation of the Pendewasaan Usia Perkawinan (PUP) program organized by the BKKBN, the purpose of the program is to ensure that marriage takes place at the ideal age. The aim of this research is to evaluate the sustainability of the PUP program in Jambi City. The research was conducted using qualitative methods with a grounded theory research design. The results show that the input and process of the PUP program has gone well, however, in terms of cross-sector relations with government agencies that have a supporting role in the PUP program, it is known that there is still sectoral ego and policy overlap.

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## INTRODUCTION

Early marriage is a marriage that occurs when the couple or one of the partners is still at an early age. Based on facts in the field and the results of previous research, it is known that early marriage has many negative impacts (Muntamah et al., 2019). The negative impacts of early marriage are divorce, domestic violence, and a lack of ability for caring children thereby allowing an increase in malnutrition and stunting in children. Moreover, early marriage may give an impact on the emotional immaturity for the couples. These unstable emotions then trigger divorce or even domestic violence. Couples who marry as teenagers are unable to think critically and tend to still maintain their respective egos (Ikhsanudin & Nurjanah, 2018)

According to the United Nations Children's Fund (UNICEF), 25% of Indonesian children marry under the age of 18, which is not the age recommended by Badan Kependudukan dan

Keluarga Berencana Nasional (BKKBN). BKKBN states that the ideal age for woman to marry is 21 years and 25 years for man. In 2018, the first marriage rate for girls aged 20-24 years in Indonesia reach 11% for woman who get first married before the age of 18, in other words around 1 million woman aged 20-24 were married before the age of 18. Based on the results of the 2008 - 2018 National Socio-Economic Survey, it is known that in 2018 in Indonesia, 1 of 9 girls aged 20 - 24 years were get married before the age of 18 (Fahrezi & Nurwati, 2020).

According to the report from Siga BKKBN, married women in Jambi Province reached 598,395 people, there were 6,359 people who were married between the ages of 15 - 19 years and Jambi City was the district/city that had the highest number of married women, namely more than 80,000 people but had women getting married at the age of 15-19 years is the lowest, namely only 0.2%. The low rate of early marriage in Jambi City compared to other districts/cities in Jambi Province is closely related to the implementation of the Pendewasaan Usia Perkawinan (PUP) program launched by the Badan Kependudukan dan Keluarga Berencana Nasional (BKKBN) along with supporting programs originating from other sectors such as the Ministry of Religion, Health Service, and Women's Empowerment and Child Protection Service (Bappenas, 2020).

The PUP program aims to increase the age at first marriage, so that at the time of first marriage women are at least 21 years old and men are at least 25 years old. This age limit is set because at that age men and women are considered capable both from a health, mental and economic perspective (Rulistyana, 2017). But it's not just about postponing marriage until that age, PUP also ensures that the first pregnancy occurs at a fairly mature age. Efforts to delay the birth of the first child can be made if efforts fail to reach the age of marriage because PUP itself aims to reduce the Total Fertility Rate (TFR) (Meliati & Sundayani, 2021).

Research conducted by Uswatun Hasanah and friends regarding the Effect of Implementation of the Substance of the Marriage Age Maturation Program (PUP) on the Decision to Marry at an Early Age among Adolescents in 2019, states that the implementation of the substance of the PUP program on the decision to marry at an early age in Lemah Wungkuk District, Cirebon City shows that positive direction results in the low category. Implementation of the PUP program contributed to marriage decision making at an early age by 4.41%, while the influence of other variables not included in this study reached 95.59% (Uswatun Hasanah et al., 2019)

Because early marriage is a complex issue caused by several factors, such as social conflict, disasters, lack of access to education and reproductive health and information services, poverty, geographical location of a place and social norms that create certain gender stereotypes, making it impossible to handle early marriage alone. only through the PUP program but integrated with various programs in other sectors (Ria & Febriani, 2020).

Similar to research conducted by Risa Laras Wati, et al in 2021, it was stated that there were still weaknesses in policy control, a lack of human resources in implementing policies, and sectoral egos in implementing them. Having support from community leaders, as well as support from the Central Government, TNI and Polri as well as figures is an opportunity for the community to be able to implement this policy optimally (Wati et al., 2021).

Previous research has carried out an evaluation of the PUP program and its influence on teenagers' decision making to marry, but in this study the researcher is interested in studying it more broadly, namely by finding out the role of other government agencies in the sustainability of this PUP program because based on previous research it is known that there are still there are weaknesses in policy control, a lack of human resources in implementing policies, as well as sectoral egos in implementing a government program (Meliati & Sundayani, 2021).

## RESEARCH METHOD

This research is a qualitative research with a grounded theory research design conducted in Jambi City in 2023. The sampling technique used purposive sampling technique with a total of 12

informants. The main informant in this research is the Chair of the PIK-Remaja and BKR Working Group at BKKBN Jambi Province and the key informant in this research is the First Expert for KKB Analysis at the Jambi City DPPKB. Data collection was carried out by means of in-depth interviews supported by recording equipment and cameras. The validity technique uses data source triangulation techniques. Data analysis techniques start from data coding. Interview results that have been coded using Nvivo software will provide a clearer picture and make it easier for researchers to review research results. The data presented in this research is carried out in the form of short descriptions or narrative text.

## RESULTS AND DISCUSSIONS

In carrying out government duties, the Mayor of Jambi is assisted by several Regional Apparatus Units which were formed based on Regional Regulation Number 14 of 2016 concerning the Formation and Structure of Regional Apparatus. In article 2 it is stated that the Jambi City Regional Service has the task of assisting the Mayor in carrying out government affairs which fall under regional authority and assistance tasks given to the City. The government institutions that have duties and roles related to the Marriage Age Maturation (PUP) program which can support the performance of the Jambi Province National Population and Family Planning Agency include the Jambi City Population Control and Family Planning Service, the Jambi City Ministry of Religion, the Community Empowerment Service, Women, and Jambi City Child Protection, Jambi City Regional Planning and Development Agency, Jambi City Education Service, Jambi City Health Service, Jambi City Population and Civil Registration Service, Jambi City Social Service, and Jambi City Central Statistics Agency (Jambi, 2016).

Based on the results of in-depth interviews that have been conducted, the author presents them in the form of data presentation and analysis results, in general the research results obtained in the field can answer the evaluation carried out by researchers based on research objectives, theoretical framework and conceptual framework related to evaluation which includes components Input and process. The categories in input are Human Resources, Budget, and Infrastructure, while the categories in process are Planning, Implementation, Program Reporting, and Cross-Sector Relations.

### Input

Identifying issues regarding human resource needs, budget, and supporting facilities and infrastructure. Decision makers use input evaluation in determining appropriate plans in preparing human resources, budgets and infrastructure. In this research, the input evaluated is specific to the PUP program, while the cross-sector program supporting PUP is only analyzed for its process and sustainability (Darmawansyah et al., 2021)

#### a. Human Resources

One of the elements that must be present in the management of the PUP program is the existence of sufficient and high quality human resources. Based on the research that has been carried out, it is known that there are 2 types of human resources in implementing this program. The first is human resources in the office, namely employees and honorary staff who are tasked with organizing activities to socialize the PUP program. The second is offsite resources. HR outside the office are extension workers who are taken and selected from the community through certain mechanisms and requirements. Regarding Human Resources, from a qualitative perspective they are of good quality, but unfortunately from a quantitative perspective they are not yet well distributed (Muryadi, 2017).

Human resources by quantitative perspective: *"The actual numbers are not enough. Because in the past, before the structure was overhauled using a working group like now, in the past there was one sub-cohort that didn't even have staff. So the actual numbers are not sufficient"* (Informant 1). *"Yes, it hasn't*

been fulfilled even though there are now PPPK officers but that doesn't really help either. The PLKB itself is not optimal because we have more than 1,500 villages" (Informant 1)

"Not enough..." (Informant 2). "...Actually the human resources is not sufficient" (Informant 3). "To become a promoter agent, you need training first, so it is difficult to recruit people as much as we need. Still not enough." (Informant 4).

Human resources by qualitative perspective: "...It is just not for the workers, for the PLKB themselves, before they work, they are trained first." (Informant 1)

"The quality is still not bad, the thing is, there are a few, it depends on the location, because most of them come here with M.Kes, S.K.M. background. The ratio was Bachelor's degree and the minimum was D3" (Informant 2). "There is. If during training they are called, they are invited from leading sectors that need it. "So before that, I give the information, so they know" (Informant 2). "HR is of course had a good quality because the selection and inauguration goes through various qualifications and stages" (Informant 3). "As I said before, there is training first, of course they are trained to become quality instructors" (Informant 4)

#### **b. Budget**

In budgeting a program, there are 2 types of budget available, namely a budget sourced from the Central Government and a budget sourced from the Regional Government. This budget will be given to the relevant agencies along with the desired program achievement targets. Regarding budget availability, the PUP program has been prepared and budgeted in accordance with program planning and program needs each year (HM & Indrawadi, 2019).

For the preparation of budgets or funding, in each agency it is carried out every year in accordance with generally available activities and budgets. This means that budgeting is adjusted based on determining program activities and targets each year. This is in line with research conducted by Sudarmi 2021, that within one year detailed planning for funding for community health center program activities at the district/city level was prepared (Sudarmi, 2021).

"It's sufficient because we will adjust it to the national level. So, from the national level there is a priority program every year, later the funds will be adjusted." (Informant 1). "If you say it's enough, no, if you say it's not, you have to make it enough. That's the government's law..." (Informant 2). "Our budget always adjusts to what we needs" (Informant 3). "For us, we actually don't need a big budget, we just adjust what we have" (Informant 4)

#### **c. Facility and Infrastructure**

In providing program services, infrastructure is an important supporting factor. This was also said by Jojo Kismanto and Agus Suryo Murtopo, 2023, that there is a significant relationship between the satisfaction of service recipients with physical evidence such as infrastructure and the responsiveness of employees. Efforts to increase service user satisfaction through providing convenience, fulfilling needs and comfort can be done by providing facilities (Kismanto & Suryo Murtopo, 2023)

Providing services and information regarding PUP certainly requires adequate facilities and infrastructure such as pamphlets and books. The use of these facilities and infrastructure will certainly help in socializing the PUP program to the community (Ermawati & Hakim, 2022). Regarding the facilities and infrastructure for implementing the PUP program in Jambi City, based on research conducted by the author, several supporting facilities such as books and pamphlets have been provided, apart from that, the facilities are also handed over to promoter agent in each sub-district, so that each promoter can think creatively in organizing facilities to make it easier for them to carry out their counseling activities (Hapsari, 2019).

"It's available because the implementers in the field themselves come from the PLKB, so from each PLKB there is a data house, pamphlets and various supporting facilities for this PUP program" (Informant 1). "There is, that's all, right, those outside, those that are upright. That's why it suits your needs" (Informant

2). "We are preparing several books, then these books will be distributed to promoter. Apart from that, sometimes the promoter creates their own facilities, according to their creativity" (Informant 3). "There are definitely books, brochures, from the government" (Informant 4)

### Process

This evaluation seeks to identify the implementation of plans, actions and monitoring results to help staff determine the success and achievement targets of activities to be carried out next. (Darmawansyah et al., 2021)

#### a. Planning

In implementing a program, of course it must be based on careful planning. PUP program planning is based on several things, including targets set nationally, urgency of targets, and based on reports in the previous year. Planning for the PUP program in Jambi City has been carried out well. This planning does not only involve related sector lines but also involves cross-sectors, namely Bappeda (Handi et al., 2020).

Every year the Jambi City DPPKB will create an activity planning plan based on the targets set by the Jambi Province BKKBN. Then the plan will be presented with Bappeda to then analyze its accuracy and sustainability. The activity planning will then be made into a Renja or Work Plan which will be implemented and monitored for one year. Planning is also prepared based on the available budget so that all activities can run well and optimally (Angisna, 2018). Likewise with planning cross-sector supporting programs. All program planning is prepared based on existing problems, available budget, and target coverage set by the central government. This is confirmed by research conducted by Rosyati Pastuty, et al, 2018 which states that the things that need to be considered in preparing a program are knowing the magnitude of the problem that will be faced, the availability of funds in that year, and the availability of resources (Pastuty et al., 2018).

"The preparation of the program is based on all national targets. So we got the target." (Informant 1). "...So we follow the targets given by the national government. So, given such funds, you have to educate several groups of PIK-R, several groups of BKR..." (Informant 1). "...the basis of the target is based on initial data or reporting that we send to the center." (Informant 1). "Relatively, depending on the application, we can look at a place, for example, if there is really trouble, that's a lot. "Ado may be outside of trouble, this is apo in nature, apo, post merger, maybe it's different again" (Informant 2). "Same, according to circumstances and conditions, and also several other factors such as national demand and so on." (Informant 2). "We definitely have targets in planning the PUP program, so we adjust the preparation to the existing targets and problems" (Informant 3). "Our activity planning always adapts to the urgency of the programs at BKKBN" (Informant 4)

#### b. Implementation

Program implementation is based on planning that has been carried out previously. From the targets set during the planning of the PUP program, everything must run 100%. The implementation of the PUP program is integrated with various other programs such as PKBR (Bancin et al., 2022). Based on research conducted by the author, the implementation of the PUP program in Jambi City every year is always carried out well and on target. This is due to careful planning that has been carried out from the start. Extension resources of adequate quality are also a benchmark for the success of implementing this program (Rijali, 2018).

The implementation of the PUP program and cross-sector supporting programs is through health education and outreach activities. Health education for teenagers can provide significant benefits for teenagers' lives. In line with research conducted by Dian Permatasari, et al, 2022, that education about reproductive health must be provided gradually and continuously to teenagers who are vulnerable to experiencing problems because of their lack of knowledge and the knowledge given to them is not appropriate, so they also seek information on social media (Permatasari & Suprayitno, 2022)

"...PUP will be attached to PKBR education, so we can get targets, for example, this year the Jambi Province BKKBN must be able to educate several PIK-R groups. So we follow the targets given nationally. So, given such funds, you have to educate several groups of PIK-R, several groups of BKR..." (Informant 1). "The activities must be 100% of what we planned. "Every year we have to plan it, for example, if we build a ship, we have to make 2 ships in one year, then we have to make 2" (Informant 2). "...All activities must be carried out according to plan, so, for example, this year's plan to socialize PUP in 5 regions, in those 5 regions must be implemented" (Informant 3). "Implementation is carried out according to the initial plan" (Informant 4)

### c. Program Reporting

In each program, an evaluation will of course be held for the sustainability and improvement of the program in the future. Evaluation is based on reporting that is routinely carried out. For the PUP program, the reporting carried out is about how educational targets have been achieved in the community. This achievement is then measured based on how much counseling is held and how many targets are reached (Puspita et al., 2021).

Based on research conducted by the author, in Jambi City reporting is done online via the Siga BKKBN application. Reporting is also carried out optimally and continuously because it is by online, data can be received easily, so monitoring can be done easily too. Reporting is carried out every month, the results if someone does not report can be seen quickly and a call and evaluation can be carried out.

"That will be reported later via Siga. "So at Siga the number of teenagers who have received PKBR education will be continuously reported." (Informant 1). "Reporting must always be updated every month in the new siga application because every month there will be an evaluation every month, which sub-districts or cities do not meet the target" (Informant 1). "...sometimes online, sometimes offline, when a program is declared online..." (Informant 2). "There is reporting every month via the Siga application, there is also an annual report to Bappeda" (Informant 3). "We report regularly every month via the application" (Informant 4)

### Cross-Sector Relations

There are many factors that cause early marriage, such as a lack of character formation in teenagers, low levels of parental supervision, advances in social media which romanticize marriage, and promiscuity among teenagers. For this reason, the sustainability and implementation of the PUP program cannot only be carried out by the relevant sectors, in this case the Jambi Province BKKBN and the Jambi City DPPKB. But it also requires assistance from related sectors. Cross-sector collaboration greatly influences the success of marriage age maturation programs (Meliati & Sundayani, 2021).

"Bappeda is a coordinator, macro planning, for example in Jambi City we have 39 regional apparatus, when the regional apparatus wants to prepare a program or carry out activities, they will coordinate with Bappeda..." (Informant 5)

The Jambi City Regional Planning and Development Agency (Bappeda) plays a role in preparing the PUP program at a macro level by holding meetings with the agencies administering the PUP program and reviewing the activities that will be held in the program. Bappeda also carries out supervision from planning, implementation to program evaluation so that it can formulate the best policies for the PUP program in the following year's RPJMD.

"...What we have is only data on Women's MUKP, Median Age at First Marriage for Women. "This MUKP data is data from 50% of all age groups of women who have had their first marriage...perhaps marriage data for the past year has been managed by BRIN, the National Research and Innovation Agency. It looks like BRIN is managing it." (Informant 6)

The Jambi City Central Statistics Agency does not have a special data processing program because it is only tasked with inputting data provided by the Jambi Province BPS. Jambi City BPS also does not have data regarding marriage registration because BPS only processes data on the

median age of first marriage for women, namely data from 50% of all age groups of women who have had their first marriage.

*"...Related to your question, what about reproductive health services? Well, this reproductive health service is related or closely related to PKPR, Adolescent Care Health Services. So, every community health center in Jambi City has implemented this, PKPR. There is even a counseling room for teenagers in accordance with the health center area in Jambi City. Well, a special counseling room for teenagers..."* (Informant 7)

The Health Service has a special program that operates in the field of adolescent reproductive health, namely PKPR or Adolescent Care Health Services. This program is available in community health centers and external units such as UKS. This program seeks to increase teenagers' understanding of reproductive health which is closely related to preventing early marriage.

*"...before Covid, Peksos Go to School was something we did. As for early marriage assistance or recommendations, we have never done it. If the recommendation comes from the KUA, then the reason could be that it is true that he was a victim of immorality, so because he is under the age of a child, he cannot be married, but if there is a dispensation, he will be recommended to marry. Unfortunately we have never done that."* (Informant 8)

The Social Service plays a role in providing assistance to children who are victims of early marriage, but in Jambi City there has never been a report to the Social Service regarding this case. Meanwhile, the program that supports efforts to prevent early marriage, namely Social Worker Go to School, has not been running for three years due to the Covid outbreak and overlapping policies with other services.

*"...Our Education Department created something called 'Sekolah Bersinar'. This Sekolah Bersinar is a acronym from Sekolah Bersih Narkoba, the main aim is to prevent teenagers from drugs, but this program is integrated, because there are many factors involved in teenagers getting into drugs, it could be due to bullying or because of disharmony at home. "Well, this drug is also integrated, integrated into several subjects, one of which is science."* (Informant 9)

The Jambi City Education Office has an integrated Sekolah Bersinar curriculum which plays a role in forming an anti-drug young generation. The firm and principled character formed from the Shining School program will also create generations with intelligent thinking. A generation like this is a generation that will be able to avoid promiscuity and early marriage.

*"...Then, one of the duties of the Dukcapil Service is to record, not make marriages. Marriage is not legally valid if it is not recorded in the dukcapil, it is only valid religiously."* (Informant 10)

The Jambi City Population and Civil Registration Service does not yet have a special program to ensure that there is no falsification of marriage documents and the increasing desire of the public to register their marriages. However, Disdukcapil has tried to socialize this matter to the public, as well as making it easier for people to register marriages.

*"In Islamic Community Guidance, there is a family counseling program, a sakinah family program. We just handed over this type of sakinah family program to each KUA because they own the community, right."* (Informant 11)

The Jambi City Ministry of Religion has a Sakinah Family program which plays a role in improving the quality of relationships within a family. By forming a harmonious family, it is hoped that family functions for teenagers can run optimally so that teenagers can avoid negative things, one of which is early marriage.

*"For outreach to teenagers, we have a program called Pitamolin Innovation, so that is Providing Information and Counseling Services for Car Protection. We come to schools to socialize about many things, bullying, prevention of early marriage, then in the car there is a counseling place. "So children who want counseling, they can talk about their problems there,"* (Informant 12)

DPMPPA Jambi City has carried out a special program called Pitamolin Innovation (Providing Information and Counseling Services in Protection Cars. This activity takes the form of visits to schools using Molin (Protection Cars). Meanwhile, for the protection of victims of early marriage, to date there has been no report case of forced early marriage.

As research conducted by Risa Laras Wati, et al in 2020 stated that there is still sectoral ego in the implementation of government programs which creates weaknesses in policy control itself, this is due to a lack of human resources in implementing policies. The opportunity to maximize the implementation of a policy is with support from community leaders, the Central Government, TNI and Polri as well as community leaders (Wati et al., 2021).

Sectoral ego in implementing a policy or program is one of the reasons why the policy is weak in society. In the research conducted by the author, in Jambi City various related sectors such as Bappeda, Education Service, Health Service, Community Empowerment Service, Women and Children Protection, Social Service, Population and Civil Registration Service, Central Statistics Agency, to the Ministry of Religion in Jambi City has carried out its duties and functions very well, but there are still some sectoral egos that make each sector not work optimally (Raikhani et al., 2018).

## CONCLUSION

The implementation of the PUP Program in Jambi City runs optimally based on the following things, such as, human resources are recruited with qualifications and the recruitment process is quite long and good, but in some institutions, human resources have not been distributed well, seen from the workload that is not appropriate. The budget is always adjusted to the plans prepared at the beginning of the year so that its use must be sufficient and appropriate. Supporting facilities and infrastructure are available. Program planning is carried out at the beginning of each year systematically by taking into account various targets from national and regional policies. Program implementation is always carried out in accordance with established plans, generally in the form of education and outreach. Reporting is carried out regularly via the BKKBN Siga application and monitoring and evaluation meetings are always carried out. In implementing the PUP program, each agency in Jambi City has its own role and has carried out functions according to its role. Bappeda plays a role in overseeing the program from planning to evaluation, BPS plays a role in providing accurate early marriage data so that it can be used as a reference in planning the PUP program in the following year, the Health Department plays a role in providing assistance regarding reproductive health to the community, the Education Department plays a role in forming the character of teenagers, Social Services and DPMPPA play a role in assisting cases of early marriage and socializing its prevention, the Ministry of Religion plays a role in assisting and forming harmonious families. However, in carrying out their role, only four agencies have special programs, namely the Jambi City Health Office, Jambi City Education Office, Jambi City Ministry of Religion, and Jambi City DPMPPA. Apart from that, sectoral egos are still found among government agencies. This research only discusses input and process aspects, but does not discuss the output aspect, namely public knowledge about PUP. It is hoped that future researchers will be able to carry out research on the Evaluation of the Pendewasaan Usia Perkawinan Program (PUP) in Jambi City in more depth, not only paying attention to input and process aspects but also output by looking at the level of public knowledge regarding the PUP program.

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