

Policy Implementation of Marriage Age Maturity Program to Achieving a Population Control and Family Development

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Abstract : Marriage Age Maturity, PUP is a BKKBN program which regulates the age maturity limit for marriage, a minimum of 20 years for women and a minimum of 25 years for men. This provision differs from the minimum marriageable age stated in the marriage act. The importance of PUP program is to prepare the adolescents entering the ideal age of marriage in the context of creating a quality family and controlling the population. In this case, Purbalingga Regency has a high level of early marriage. Thus, the PUP program is highly needed to realize the ideal age of marriage. Accordingly, the purpose of this study is to know the implementation of PUP in realizing the population control and developing family in Purbalingga Regency as well as revealing the factors that influence its implementation. This study employed juridical-empirical and qualitative approaches. The findings revealed the implementation of PUP program in Purbalingga Regency was realized in the form of KIE (Information and Education Communication). This was carried out by Dinsos Dalduk KB P3A in collaboration with PIK-R/M, Duta Genre, government agencies such as the health office, KUA, Ministry of Religious Affairs, Rural areas community development, and the participation of PLKB. However, this program was not fully implemented. Meanwhile, regarding the factors that influence its implementation, a supporting factors covered the partnership cooperation and support from religious leader and the community. The inhibiting factors, on the other hand, covered legal factors, law enforcement, means and facilities, personal factors, and social factors

Keywords: Family Development; Marriage Age Maturity; Family Development.

Implementasi Kebijakan Program Pendewasaan Usia Perkawinan untuk Mewujudkan Pengendalian Penduduk dan Pembangunan Keluarga

Abstrak : Pendewasaan Usia Perkawinan (PUP) merupakan program BKKBN yang mengatur tentang pendewasaan batas usia perkawinan yaitu minimal 20 tahun bagi perempuan dan laki-laki minimal berusia 25 tahun, yang mana ketentuan tersebut berbeda dengan aturan batas usia perkawinan dalam Undang-Undang Perkawinan. Pentingnya program PUP adalah untuk mempersiapkan remaja memasuki usia perkawinan yang ideal dalam rangka membentuk keluarga berkualitas dan sarana sarana pengendalian penduduk. Kabupaten Purbalingga mempunyai tingkat perkawinan muda nya tinggi sehingga program PUP sangat dibutuhkan untuk mewujudkan usia perkawinan yang ideal. Penelitian ini bertujuan mengetahui implementasi Program PUP guna mewujudkan pengendalian penduduk dan pembangunan keluarga di Kabupaten Purbalingga dan faktor yang mempengaruhi implementasi dengan menggunakan metode penelitian yuridis empiris dan pendekatan kualitatif. Hasil penelitian menunjukkan bahwa implementasi program PUP di Kabupaten Purbalingga dilakukan dalam bentuk KIE (Komunikasi Informasi dan Edukasi) oleh Dinsos Dalduk KB P3A bekerja sama dengan PIK-R/M, Duta Gendre, instansi pemerintah seperti Dinas Kesehatan, KUA, Kementerian Agama, pembinaan institusi masyarakat pedesaan, peran serta PLKB. Namun program PUP tersebut masih belum terlaksana secara menyeluruh. Adapun faktor –faktor yang mempengaruhi implementasi berupa faktor pendukung yaitu kerja sama kemitraan dan dukungan para tokoh agama dan masyarakat sedangkan faktor menghambatnya berupa faktor hukum, penegak hukum, sarana dan fasilitas, faktor personal, faktor sosial.

Kata Kunci: Pendewasaan Usia Perkawinan; pengendalian penduduk; pembangunan keluarga

INTRODUCTION

Early age.¹ This is also strengthened by the data obtained in the preliminary study, the applications for marriage dispensation at the Purbalingga Religious Court in 2016-2019, specifically, in 2016, there were 126 cases. Meanwhile, in 2017, there were 102 cases, and 89 cases in 2018. This data shows the applications for marriage dispensation are still high in Based on the mandate of Law Number 52 of 2009 on Population and Family Development, the position of the population is very important in determining the existing development in Indonesia. The purpose of the provisions in this law is to create a balance between population development with the environmental supporting and carrying capacity and to improve the quality of the population as agents of sustainable development. The duties and functions of the National Population and Family Planning Agency (BKKBN), an agency or ministry mandated to handle population and family development issues, is to control the population and to develop a quality family.

Various efforts have been made to control the population such as reducing the birth rate. This is done by paying attention to the age limit of marriage and birth spacing. Therefore, it is necessary to properly regulate the age of marriage. Marriage arrangements in Indonesia are referred to the Law provisions No. 1 of 1974 on Marriage. Based on Article 7 paragraph 1, the age limit of marriage which previously stated, the minimum age for a woman is 16 years old while the man is 19 years, has been subjected to a juridical review by the Constitutional Court. Thus, the age limit for marriage has changed to 19 for both men and women. In addition, this rule can still be breached with the legal basis of Article 7 paragraph 2 on the dispensation provision by the judge. This is for a couple who wants to get married but their age is still below the regulated age limit. For women, a young marriage age, becomes a reflection of socio-economic changes, health as she has the potential to give birth before maturity, and also education. Therefore, it is important to make a breakthrough in regulating the age limit for marriage adjusted to the current situation. This is referred to the PUP Program initiated by the National Population and Family Planning Board (known as BKKBN). In this context, there is a change in the age of first marriage, a minimum for women is 20 years, while for men is 25 years.² Judging from the age limit in the PUP program, it is not in sync with the regulation of the age limit for marriage. This is as written in the previously mentioned Law of marriage. Marriage at a young age will have an impact on the physical body. For instance, the unreadiness of the reproductive organs and psychology.³ In addition, if pregnancy occurs there is a risk of anemia and bleeding.⁴ The high maternal mortality rate is influenced by the increasing phenomenon of early marriage and premarital sex among adolescents.⁵

One example of an article discussing the maturity of marital age is written by Fitria Maarif entitled The relationship between the level of knowledge and socio-culture with the adolescents' attitudes of marriage age maturity.⁶ Besides, there is also research on the adolescents' knowledge of the Marriage Age Maturity program.⁷ However, the difference between the aforementioned study

¹<https://www.bangsaonline.com/berita/25632/angka-kelahiran-pada-kelompok-usia-muda-di-purbalingga-tinggi-faktor-pernikahan-dini>

² Direktorat Remaja dan Hak-Hak Reproduksi Remaja, *Pendewasaan Usia Perkawinan dan Perlindungan Hak-hak Reproduksi bagi Remaja Indonesia*, cet kedua (Jakarta: Badan Koordinasi Keluarga Berencana Nasional (BKKBN), 2010, p. 19.

³ Ika Wahyu Natalia, Strategi Komunikasi Perwakilan BKKBN Provinsi Jawa Timur dalam Mensosialisasikan Pemahaman Pendewasaan Usia Perkawinan (PUP) Kepada Remaja Menuju Keluarga Kecil Bahagia Sejahtera, *Jurnal Jejaring Administrasi Publik*, Vol. 8, No. 1. Januari-Juni 2016, p. 1.

⁴ Mubasyaroh. Analisis Faktor Penyebab Pernikahan Dini Dan Dampaknya Bagi Pelakunya. *Yudisia Stain Kudus*, 7(2), vol tahun 2016 Pp. 385-411.

⁵ Zainal Fatoni, Dkk, Implementasi Kebijakan Kesehatan Reproduksi Di Indonesia: Sebelum Dan Sesudah Reformasi Implementation Of Reproductive Health Policy In Indonesia: Before And After The Reform Era, *Jurnal Kependudukan Indonesia* | Vol. 10 No. 1 June 2015, P. 66.

⁶ Fitria Maarif, Hubungan Antara Tingkat Pengetahuan Dan Sosial Budaya Dengan Sikap Remaja Terkait Pendewasaan Usia Perkawinan, *Jurnal Biometrika dan Kependudukan*, Vol 7, No 1 July 2018 :39-48

⁷ Elsa RUListyana, {Pengetahuan Remaja tentang Program Pendewasaan Usia Perkawinan (PUP)}, *Jurnal Ners dan Kebidanan*, Vol 4 No 1 April 2017, DOI : 10.26699/jnk.v4i1.ART.p079-084.

and this study lies in the object of the problem under studied, methodology, and setting of the study. The article written by the researchers has novelty value.

Based on the preliminary study, Purbalingga Regency is an example of a Regency with a crude birth rate that continues to increase from year to year. Based on data from the Central Statistics Agency of Purbalingga Regency, there is an increase in the crude birth rate in the last three years. Specifically, in 2016, it reached 15.24. In 2017, it was 15.64 and in 2018 is up to 15.9. The birth rate or fertility in the young age group (15-35 years), including adolescents (15-19 years), keeps increasing in Purbalingga. The increase in the fertility rate in this group contributed to the stagnation of the total birth rate or TFR of 2.4 children per woman. This is exceeding the government's target of 2.1 children per woman. Data From the total number of reproductive age couples (PUS) is 189,430. It is estimated that 40 percent of them are teenagers. This is because the average age of marriage for women is still low or they are getting married Purbalingga Regency. Based the aforementioned data, the researchers interested to study the implementation marriage age maturity program in Purbalingga Regency and how the factors influence the implementation of the program. This is considering the existence of many cases of young age marriage affecting the population condition in Purbalingga Regency indirectly.

RESEARCH METHODS

The study employed juridical-empirical methods and qualitative research approaches. This study is a descriptive study. The data were taken from primary data using purposive sampling or criterion based selection and secondary data. The setting of this study is in Purbalingga Regency. Meanwhile, the analytical method was qualitative emphasizing on the use of content analysis and constructive analysis.

RESULTS AND DISCUSSION

1. The Implementation of Marriage Age Maturity Program (PUP) to Achieving a Population Control and Family Development

Marriage Age Maturity is a government effort to control the population. Based on Article 24 of Government Regulation No. 87/2014 on Population Development and Family Development, Family Planning and Family Information Systems, stating the PUP as one way to improve the family planning program (KB). The purpose of implementing PUP is to raise public awareness. Thus, they can get married based on the ideal age of marriage, 20 years for women and 25 years for men. The basic consideration is because a teenager at this age still on the process of physical, psychological, and a growth period that ends at the age of 20 years. This is due to the fear of risk-posing to the health of reproductive sytem and causing death during pregnancy and childbirth.⁸ In other words, this threatens a woman's reproductive rights.

The marriage age maturity is closely related to a preventive effort to postpone the marriage to the ideal age limit. The purpose of the PUP Program is not only to delay the age of marriage, but rather to provide education and understanding to adolescents. This is expected to raise the adolescent awareness such as being more mature in the preparation for married life. Thus, they can form a prosperous family. In planning a family, we must consider various aspects such as health, economics, psychology, and religion. The objective of this so-called PUP implies the need to increase the marriage age maturity so that it can reduce the Total Fertility Rate (TFR).⁹ The age of first marriage in a woman can affect her fertility. If the age of first marriage increases, there will be a decrease in fertility. This is due to the number of women at risk of

⁸ Direktorat Bina Ketahanan Remaja, Materi Pegangan Kader Tentang Bimbingan dan Pembinaan Keluarga Remaja, 2012 cet. ke-2, Jakarta: Badan Kependudukan dan Keluarga Berencana Nasional (BKKBN), Jakarta, p.11.

⁹ Intan Mutiara Putri dan Luluk Rosida, Increased Knowledge Of Marriage Age Maturity Program In 'Angkatan Muda Salakan' Youth Association At Bantul Yogyakarta, *Jurnal Pengabdian Kebidanan* 6, Vol 1 No 1 Tahun 2019, p. 3.

bearing children also decreases.¹⁰ On the other hand, the condition where the average age of first marriage is younger than the ideal age will extend the time span to give birth during childbearing age. This definitely impacts on the increasing population.¹¹

Marriage Age Maturity is a government policy to increase the age limit of marriage. This will have an impact on family formation, decrease birth rates, and achieve population control. A policy cannot run without implementation. Thus, policy implementation is very important. It is common to find many policies made by the government not being implemented. This finally do not have an impact on society.¹²

According to Edward III and Van Mater and Van Horn in Joko Widodo, there are four factors influence the successful implementation of a government program policy, such as:¹³

a. Communication

Communication in a policy aims to convey information from the party making the policy to the policy implementers. Thus, the content, intention, and direction of a policy can be known and comprehended.

b. Resources

Resources include human resources and the facilities and infrastructure such as budget or finance, equipment and supporting materials in policy implementation.

c. Disposition

Disposition is defined as the tendency, desire, or agreement of the implementors to implement the policy.

d. bureaucratic structure

This bureaucratic structure includes aspects such as organizational structure and division of authority.

The Social Service for Population Control and Family Planning, Women Empowerment, and Child Protection (Dinsos Dalduk Kb P3 A) has the main task of assisting the Regent in carrying out regional government affairs in the Social sector, Population Control and Family Planning, Women Empowerment and Child Protection. This is based on established policies by the Regent. One of the main duties and functions of Dalduk KB P3A are to formulate technical policies and to implement the activities in Social Affairs, Population Control and Family Planning, Women Empowerment and Child Protection.

The results showed the PUP program policy in Purbalingga Regency was carried out under the coordination and supervision of the Social Service. Specifically, Family Population Planning and the Protection of Women and Children (DinsosDaldukKBP3A) in Purbalingga Regency. This specializes in KB and prosperous families, population control, advocacy, and information. The implementation of the Marriage Age Maturity Policy in Purbalingga Regency is carried out through:

1. Communication, information, and education (KIE) conducted by Dinsos Dalduk KB P3A

The aim of conducting KIE is to increase public knowledg. This is expected to improve community attitudes and behavior toward population and family planning programs. Based on the results of the Dinsos Dalduk KB P3A interview, the Head of Population Control, Advocacy, and Information, the form of IEC conducted by Dalduk KB P3A is to carry out counseling or socialization in the community and in the schools in Purbalingga Regency. In a year, Dinsos Dalduk KB P3A conducts socialization in 25 internal schools. The socialization is done in junior high schools (SMP) and senior high schools (SMA). Socialization activities include providing material about the tirad KRR or about teenager life. For example, the health of the reproduction system, drugs, free sex, and the dangers of young marriage. These all related to the implementation of the marriage age maturity program. Furthermore, for

¹⁰ Risa Ruri Indraswari dan Risni Julaeni Yuhan, Faktor-Faktor yang Mempengaruhi Penundaan Kelaahiran Anak Pertama di Wilayah Perdesaan Indoensia: Analisis Data SDKI Tahun 2012, *Jurnal Kependudukan Indonesia* Vol 12 No 1 June 2017, p. 7

¹¹ *Ibid*, P.2

¹² Ana Diro, Arsiyah dan Zaeni Implementasi Kebijakan Pengendalian Pertumbuhan Penduduk Di Kabupaten Sidoarjo, *Jurnal Kebijakan dan Manajemen Publik* (ISSN. 2338-445X), Vol. 2, No. 1, Maret 2014, p. 19.

¹³ Joko Widodo, 2001, *Analisis Kebijakan Publik*, Insan Cendikia, Jakarta, p. 96-105

rural communities, the Dinsos Dakduk Kb P3A invited the cadres related to population issues to attend socialization and training held by the agency.

2. The empowerment of PIK-R in schools or in the community

The government of Purbalingga Regency has prepared programs relating to the empowerment of youth talents and potential, anticipatory programs for violence against children, prevention of trafficking, strengthening of child forums, Child-Friendly District, Child-Friendly Villages, Child-Friendly Schools, and establishment of information and youth counseling center. These aim to improve the quality of adolescents. Based on the Regulation of the Head of the National Population and Family Planning Agency Number: 88 / PER / F2 / 2012 of 2012, the guidelines for the Management of Information and Counseling for Youth – College Students (PIK-RM). The purpose is to provide information and counseling to adolescents, the functions of family, reproductive health, HIV / AIDS and drugs, and marriage age maturity.

The Center of Information and Counseling for Youth/College Students (PIK R/M) is a forum to get information and counseling on Population and Family Planning (KKB), Preparation of Family Life for Youth (PKBR), and other supporting activities managed by, from, and for youth.¹⁴ The number of PIK R/M in Purbalingga Regency is categorized into 2 (two), PIK R/M through the Community and PIK R/M through the education line. The number of PIK-R in Purbalingga Regency in 2016 was 40 consisting of 12 education of PIK-R and 28 community PIK-R and in 2017 also 40 consisting of 13 education of PIK-R and 27 community of PIK-R.

The activities of Pik-R in schools usually included in the Counseling Guidance (BK) section. However, in SMK N 3 in Central Java, it is included in the extracurricular activity. This school was proclaimed by the Purbalingga Regency Government as a population alert school. The PIK-R includes a peer counselor. This aims to convey various information or receive complaints from peers easier. This is also an extension of the Dinsos Dalduk KB P3A in providing education and knowledge about marriage age maturity. Meanwhile, the Community of PIK-R usually included in the Karang Taruna section. One of an example of this is the PIK-R Marsela in Majapura Bobotsari Village. This program has been actively running. Its activities include providing counseling to adolescents in the village regarding problems surrounding adolescents, sweeping in locations prone to juvenile delinquency, and conducting peer counselors. Marsela's PIK-R has even received a portion of village funds to develop its activities.

3. Fostering, managing data, and developing relationships between institutions;

Dinsos Dalduk KB P3A develops relationships with various institutions to disseminate or implement PUP programs. Dinsos Dalduk KB P3A tries to establish a population coalition with various government agencies or institute. For example, collaborating with the Health Office related to adolescent reproductive health, the Office of Religious Affairs and the Ministry of Religion in Purbalingga Regency to provide education about PUP, the dangers of early marriage, the importance of getting married at a mature age physically and psychologically, and so on.

4. The development of rural community institutions (IMP);

Based on the results of the Dinsos Dalduk KB P3A interview, the development of rural community institutions is to assist the Dinsos Dalduk KB P3A in educating and providing information about PUP. The rural institutions include PKK, Karang Taruna, BKR (Youth Family Development). Dinsos Dalduk Kb P3A collaborates or partnerships with these rural agencies/ institutions. This is done by conducting a training or socialization to cadres about population education including PUP. These cadres can then disseminate this matter to their surrounding community. This is considered quite effective because if the Dinsos Dalduk KB P3 A has to involve directly in the field, there are not enough human resources and it will

¹⁴ Fatmawati dkk, Program Informasi Konseling Remaja di Sekolah dalam Mengatasi Masalah Pernikahan Dini, *Higeia Journal Of Public Healthresearch And Development*, Vol 3 No 1 tahun 2019, p. 136.

take a very long time. The socio-cultural and religious conditions also contribute to the current occurrence of young marriages.¹⁵

5. Education and advocacy by PLKB (Family Planning Field Extension Officer)

In addition to the Dinsos Dalduk KB P3A, the education, advocacy, population control, and PLKB also has a strategic task and role in conducting an education related to population programs including PUP. The results showed the Marriage Age Maturity (PUP) program in Purbalingga Regency was implemented by PLKB through socialization, advocacy, and education. As a preventive effort other than KB, every counseling or socialization also includes PUP. The working procedures of PLKB involve cadres in community activities. In addition, PLKB also submits its performance report every month. From this report, there will be an evaluation to improve or enhance unachieved activities.

6. Education by the Planning Generation Ambassador (Genre) of Purbalingga Regency

Purbalingga Regency has a Genre ambassador who holds elections every year. Based on the results of interviews with the ambassador of Genre, the district has to promote the PUP program to the community or to schools. This is to overcoming early marriage at the school or community level. This program is expected to foster a prosperous family at an ideal and mature age.

7. Youth Posyandu Activity

Youth Posyandu is an activity in villages that aims to provide education about reproductive health, the dangers of drugs, and free sex. Besides, there is also a health check for adolescents.

If the implementation of PUP in Purbalingga Regency is connected to policy implementation theory, it can be obtained the following analysis:

1. Communication, The implementation of the Marriage Age Maturity policy is applied by KIE (Communication, Information, and Education). The form of communication refers to counseling/socialization, training by the collaboration of Dinsos Dalduk KB P3A with Various PIK-R in schools or in the community, and any related agencies.
2. Resources, The resources in this study include Family Planning Field Officers (PLKB), Youth Consultation Information Center (PIK-R) in schools and in the community, Purbalingga District Planning Generation Ambassadors, and rural community cadres (PKK, Karang taruna, RT/RW), Health Office, Office of Religious Affairs (KUA) in Purbalingga Regency. In addition, In the implementation, various supporting facilities are needed such as an operational car, materials, and a budget. Based on the results of the research, there is still a lack of human resources in the implementation of the Marriage Age Maturity program policy. For example, one PLKB averagely holds more than five to eight villages, whereas ideally, 1 PLKB should hold 1 village so that it will become more effective. Related to supporting facilities, there is also a lack of budget allocation.
3. Dispositio, The disposition is carried out through the PIK-R forum to increase public awareness of PUP. This is also to increase the role and participation of parents in their children's education. Thus, they do not get married at a young age through cadres in community/rural institutions. Furthermore, this aims to increase counseling in schools through the education pathway and the community pathway of PIK-R. This is to prevent promiscuity which leads to early marriage. PUP implementation involves related agencies to handle various population issues. Referring to the research results, this activity has a positive impact on the Marriage Age Maturity program. This is because this program can indirectly control the population and equip the youth before the decision to starting a family.
4. Bureaucratic structure, The organizational structure related to the coordinator of the implementation of the PUP Program policy is the Dinsos Dalduk KB P3A of Purbalingga Regency. Specifically, in the fields of Family Planning and Prosperous Families and Population Control, Advocacy, and Information.

¹⁵ Puji Hastuti dan Fajaria Nur Aini, Gambaran Terjadinya Pernikahan Dini Akibat Pergaulan Bebas, *Jurnal Riset Kesehatan*, 5 (1), 2016,11 – 13, p. 3.

2. Factors Affecting the Implementation of the Marriage Age Maturity Program (PUP) Policy in Purbalingga Regency

The results of the study showed some factors influencing the implementation of the Marriage Age Maturity (PUP). These can be classified into two groups as follows:

1. Supporting factors in the implementation of marriage age maturity
2. Inhibiting factors in the implementation of marriage age maturity

The supporting factors for PUP implementation in Purbalingga Regency include:

- a) The partnership between Dinsos Dalduk KB P3A with various government agencies such as the Health Office, the Ministry of Religion, and the KUA to socialize the PUP program to the wider community
- b) Supporting commitment from various parties such as local government, religious and community leaders.

The inhibiting factors for PUP implementation in Purbalingga Regency, on the other hand, cover:

- a) The regulation of the age limit for marriage written in the Marriage Law is not in line with the ideal age for marriage proclaimed by the BKKBN, the PUP program. The Marriage Law No. 1 of 1974 Article 7 paragraph (1) prior to the renewal of the age limit for marriage stipulates the minimum age for marriage is 16 years for women and 19 years for men. However, in September 2019 this article was revised and passed by the DPR. The minimum age for marriage change to 19 years for men and women. In addition, if someone wants to get married but is not yet 19 years old, he must ask for a dispensation from the local court and the submission must be accompanied by strong reasons. Based on the results of research, one of the obstacles found in the implementation of PUP is the regulation of the age limit of marriage stated in the UUP does not in line with the ideal age limit for marriage stated in the PUP program proclaimed by the BKKBN, the minimum age of first marriage for women is 20 years and 25 years for men. If a person gets married before reaching the specified age, he should delay the birth of his first child. This is for better preparation in creating a harmonious household and family because at that age they are considered physically and mentally ready.

- b) Limited human resources in charge

Human resource is an important factor in the implementation of a program. This is because the human resource will later become the driving force in the implementation of the program. Based on the results of interviews with Dinsos Dalduk KB P3A, the number of instructors is now 30 while the number of villages is 239. Talking about the ratio of instructors, it is not ideal if one instructor holds 8 villages. The education and information of population programs, the PUP, will not maximally be implemented. Ideally, a PLKB should only manage one village. Thus, the target coverage can be effectively reached by PLKB. This will certainly be in line with the vision of the family planning program, the realization of a quality family builds a new Indonesian generation in the future, becomes the basis for sustainable development, and be able to participate in global competition.

- c) Limited budget capacity,

As the coordinator handling population control issues and family planning, Dinsos dalduk Kb P3A also has a role in the PUP program. This is because the PUP program is closely related to population control and family development which is also the task of Dinsos dalduk Kb P3A

The budget is an important instrument to support the running of a program. Based on the research results, Dinsos dalduk Kb P3A has budget limitations to support its programs such as KIE. Thus, its implementation is non-optimal due to budget constraints.

- d) Lack of facilities and infrastructure at Dinsos Dalduk Kb P3A,

The low level of facilities and infrastructure supporting its programs becomes an inhibiting factor of its implementation. For example, an operational car and a room for meetings.

- e) The lack of students' interest in joining PIK-R extracurricular activities

The program actually targets youth in the general public. However, the program is also developed and integrated into schools with the collaboration from the guidance and counseling teachers (BK) in local schools. This is to overcome the problem of early marriage at the school level. In Purbalingga Regency, there are several PIK-R in schools included in the extracurricular activities. The existence of management, peer educators, and peer counselors is to help students dealing with problems and providing education about the dangers of early marriage, PUP, free sex, reproductive health, and other useful materials. This is to improve the quality of the population. However, there are still few students interested in joining PIK-R activities at school, they are passive.

- f) The low economic level of the family and the lack of community understanding of children's rights and the existence of local culture, considering the children to be the full right of parents. In addition, the wrong parenting of children across generations is the cause of non-optimal implementation of children's rights to date.
- g) The low level of education affecting the level of family economic income. This is due to an attachment to culture or the assumption that women are family members who do not play a role in increasing the economic level of the family. This is the main cause of violence in the household. Besides, there is still the woman nature to dependent on men.

PUP policy implementation also refers to how a legal system works in society. Related to the legal system, according to Lawrence M. Friedman's opinion, it consists of three components: the legal structure, legal substance, and legal culture.¹⁶ The results of this study are associated with the opinion expressed by Friedman. The conclusion is a substantive picture of the legal regulations related to the PUP has not been specifically regulated in a separate regulation. In addition, there is no synchronization between the age limit of marriage and the Marriage Law. In terms of the legal structure, there is a lack of human resources in the Dinsos Dalduk KB P3A office in Purbalingga Regency. Thus, there must be a collaboration on the implementation of the PUP program with related partners such as midwives, cadres in the village, and the government offices. Meanwhile, in terms of legal culture, there are still growing myths existing in society such as the old spinster, fear of contraceptives devices, and there is an assumption of many children bring a lot of luck.

According to Soerjono Soekanto, there are five factors influencing law enforcement: the legal factors, law enforcement factors, community factors subject to law, infrastructures and facilities factors, community factors, and cultural factors.¹⁷

If the above-mentioned factors are interpreted based on Soerjono Soekanto's theory, it can be obtained the following pictures:

- a. Legal factors
One of the factors inhibiting the implementation of the Marriage Age Maturity (PUP) policy is because there are no specific regulations governing PUP. The age limit of marriage stipulated in the Marriage Law is out of sync with the policy on the ideal age of marriage proposed by the BKKBN.
- b. Law enforcement factors
The Law enforcers refer to the parties responsible for implementing the Marriage Age Maturity policy, the Dinsos Dalduk KB P3A, PLKB, and other related parties. This factor becomes a driving factor in the implementation of PUP policies.
- c. Supporting infrastructures and facilities factors
The infrastructure and facilities factor becomes one of the inhibiting factors in the implementation of PUP Program policies. This is due to the limited budget, facilities, or infrastructures such as meeting rooms, operational vehicles, and so on.
- d. Community factors

¹⁶ Suwari Akhmaddhian, Penegakan Hukum Lingkungan Dan Pengaruhnya Terhadap Pertumbuhan Ekonomi Di Indonesia (Studi Kebakaran Hutan Tahun 2015), *Jurnal Unifikasi* Vol.3 Nomor 1 January 2016, Kuningan: FH Universitas Kuningan, page.7.

¹⁷ Soerjono Soekanto, 2004, *Faktor- Faktor yang Mempengaruhi Penegakan Hukum*, cetakan kelima, Jakarta, Raja Grafindo Persada, p. 42.

Community factors refer to the support of adolescents and parents in the Marriage Age Maturity program. Along with the times, many are more concerned on education. Thus, many of them do not get married at a young age automatically. The support from youth organizations, PKK activities, or village meetings from community leaders also had a positive impact.

e. Cultural factors

Cultural factors are related to the community legal behavior towards the Marriage Age Maturity Program (PUP) policy. The habits of the people living in rural areas make its people getting married at a young age. Besides, the society's perception, the myth of old maidens, becomes a driving factor to get marriage at a young age in Madura.¹⁸ This is also reinforced by one of the results of this study. It stated there are still many people who believe in the culture of getting married at a young age. They think this can reduce the burden on their family. In addition, they also believed the age is not a benchmark for one's maturity.¹⁹

If these five factors are connected to the results of this study, it is clear that the factor setting the age limit of marriage written in the UUP is categorized as a legal factor. The lack of human resource capacity at Dinsos Dalduk KB P3A and conflict of interest are categorized as a law enforcement factor. The lack of budget, facilities and infrastructures at Dinsos Dalduk KB P3A are categorized as infrastructures and facilities factors. Meanwhile, the lack of students' or teenagers' interest in joining PIK-R activities and the activities orientation pursuing the accountability not related to the problem are categorized as a cultural factor. According to Seidman's opinion, the factors influencing the operation of law in society are personal factors and social factors.²⁰ If the aforementioned factors are connected to Seidman's opinion, it can be concluded that there are personal factors (for example, low levels of education, awareness of participating in population activities, the perception of women as a part of marginalization) and social factors (for example facilities and infrastructure or facilities, economic level, limited budget, and human resources).

CONCLUSION

The implementation of Marriage Age Maturation to realize population control and family development in Purbalingga Regency includes Communication, information, and education (KIE) by Dinsos Dalduk KB P3, the existence of PIK-R in schools or communities, the collaboration on population education at SMK N 3 Purbalingga, Coaching, data management and relationship development between institutions, rural community institutional development, education and advocacy by PLKB and the ambassador of Gendre in Purbalingga Regency, and youth Posyandu activities. Its implementation is considered to be non-optimal. This is due to the following inhibiting factors: the legal factors, law enforcement factors, infrastructures and facilities factors, cultural factors, personal and social factors. The supporting factors, on the other hand, cover the community, the cooperation between institutions, and support from the community and religious leaders.

SUGGESTION

Based on the aforementioned conclusions, the following suggestions are needed in writing this scientific article such as: the necessity to make a clear separate rule on the marriage age maturity as guidelines in its implementation; The synchronization of the legal age limit for marriage with the ideal age of marriage; the formation of a population coalition to implement the PUP Program. This is because population problems involve various aspects of life; The need for adding PLKB officers and improving KIE to the community

¹⁸ Munawara, Ellen, M.Y dan Sulih ,ID, 2015, Budaya Pernikahan Dini terhadap Kesetaraan Gender masyarakat Madura. *Jurnal Ilmu Sosial dan Politik* (e-journal VOI 4 No 3 ISSN; 2442-6962,

¹⁹ Anggraeni, L.D, Masruroh, dan Faridah A,Faktor-Faktor yang Berhubungan dengan Kejadian Pernikahan Dini di Desa Temanggung Kabupaten Magelang. *Jurnal Seminar Nasional Kebidanan*, E –Journal tersdia di <http://e-prosiding.unw.ac.id/index.php/snk/article/view/21> year 2017

²⁰ Esmi Warassih, Esmi Warassih, 2005, *Pranata Hukum Sebuah Telaah Sosiologis*, Semarang, PT. Suryandaru Utam, *ibid.* p.31.

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