

IMPLEMENTATION OF THE GENRE PROGRAM IN PREVENTING EARLY MARRIAGE AMONG TEENAGERS IN SIDOARJO

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Abstract. Sidoarjo Regency is the smallest and most populous area in East Java, with 23% of the population being teenagers aged 10-24 years. Sidoarjo Regency has quite a lot of early marriages among teenagers. In 2023, around 201 marriage dispensations will be recorded, most of which are due to marriage by accident. Therefore, the Sidoarjo Regency government continues to strive to reduce the number of early marriages. Through Department of Women's Empowerment, Child Protection and Family Planning, Sidoarjo Regency, prevention of early marriage is carried out with the Generasi Berencana (GenRe) program. This program provides knowledge to change adolescent behavior patterns for the better. This research aims to describe the implementation of the GenRe program in preventing early marriage in Sidoarjo. The research method used in this research is descriptive with a qualitative approach. This research focuses on the implementation of the GenRe program in preventing early marriage among teenagers in Sidoarjo using Merilee S. Grindle's approach which consists of Content of Policy and Context of Implementation. The research results show that the GenRe Program in Sidoarjo has been implemented considering that the marriage dispensation is slowly decreasing. However, its implementation is considered to have not been optimal due to the fairly wide reach and lack of funding and support from several parties to provide outreach. In conclusion, the GenRe Program in Sidoarjo was able to bring about change even though there were obstacles in its implementation.

Keywords: early marriage; GenRe Program; teenagers

I. INTRODUCTION

Indonesia is expected to experience a demographic bonus from 2030 to 2040. This demographic bonus refers to the proportion of the working-age population being higher than that of the non working age population, with more than 60% of Indonesia's total population [1]. According to the Central Bureau of Statistics (BPS), Generation Z is defined as individuals born between 1997 and 2012. Based on the 2020 population census, Generation Z makes up approximately 27.94% of the total population of 270.2 million people [2].

According to the National Population and Family Planning Board (BKKBN), teenagers are agents of change who will become part of Indonesia's Golden Generation. During adolescence, there are various needs that must be met. This can be a source of various issues among adolescents. BKKBN explains that there are several common issues among adolescents categorized into three risks related to adolescent reproductive health, commonly referred to as the TRIAD KRR, which includes narcotics, sexuality, and early marriage. Focusing on one of these adolescent issues, specifically early marriage, it's still common in Indonesian society to encounter prospective brides and grooms who are very young, even below the legal age. In fact, a person's age should be a significant consideration before preparing for marriage. The issue of early marriage in Indonesia has reached a concerning level.

According to UNICEF data at the end of 2022, Indonesia is currently ranked 8th in the world and 2nd in ASEAN, with a total of nearly 1.5 million cases [3]. (Kumparan.com, 2023). In 2022, the number of early marriages reached 50.704 cases, which is considered high and requires effective strategies to reduce it. Law Number 16 of 2019 on Amendments to Law Number 1 of 1974 on Marriage, clearly states in Article 1, paragraph (1), that the provisions of Article 7 are amended to stipulate that marriage is only permitted when both men and women have reached the age of 19 [4].

Reference [5] explain that, there are many factors influencing the occurrence of early marriage. The first factor is economic issues. Parents facing economic difficulties sometimes believe it is better to marry off their children to someone more capable. The second factor is low education levels. Education for both children and parents is considered very important, as it influences a person's mindset. The third factor is personal desire. It's difficult to address this factor, as they believe that they're love each other despite their age difference.

The fourth factor is related to culture. In some regions, there are marriage culture where parents arrange marriages for their children from a young age. This is usually seen in rural areas that strongly uphold local traditions. Lastly, there's the factor of free social interactions. With the passage of time, teenagers' social interactions have become broader and more

free, which undoubtedly impacts the erosion of their values and morals. Furthermore, a lack of parental attention also contributes to them engaging in inappropriate social interactions.

East Java Province ranked first in Indonesia for the highest number of early marriages in 2022, with a total of 15.243 cases [6]. In 2021, the Governor of East Java issued a Circular Letter No.474.14/810/109.5/2021 concerning the Prevention of Child Marriage to enhance the protection and fulfillment of children's rights. Additionally, Sidoarjo Regency is considered a relatively good area with the lowest rate of early marriages compared to other regions in East Java. According to data from the BPS of East Java, in 2022, 4,91 percent of the female population in Sidoarjo married under the age of 17 [7]. Despite this, the Sidoarjo District government continues to strive to reduce the number of early marriages. This is necessary because there are still hundreds of teenagers engaging in early marriages. In fact, in 2023, there were about 201 marriage dispensations, the majority of which were due to out-of-wedlock pregnancies.

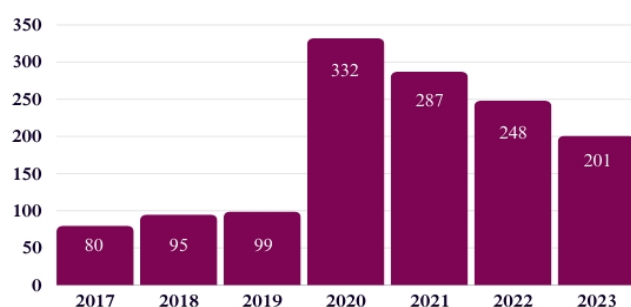


Fig. 1 Marriage dispensation data at the Religious Court (PA) and District Court (PN) in Sidoarjo

The issues faced by teenagers in Sidoarjo are not limited to early marriage, but also include problems related to drug abuse (Napza) and HIV. However, compared to these two issues, early marriage remains one of the most prevalent problems among youth. Various issues faced by teenagers and marriage age concerns have attracted the attention of policymakers due to the risks of marriage failure, early pregnancy leading to potential death, and mental unpreparedness for marriage and responsible parenthood. The Indonesian government, through BKKBN, has launched a flagship program targeting youth called the Generasi Berencana Program (GenRe).

The GenRe program was launched for the first time in 2010, targeting teenagers or students aged 10 to 24 who are unmarried, as well as families concerned about adolescents. The GenRe program is based on Law Number 52 of 2009 concerning Population Development and Family Development, particularly Article 48, paragraph (1), letter b, which states the importance of improving the quality of youth by providing access to information, education, counseling, and services related to family life [8]. To fulfill the mandate of the law, the GenRe program was established through the Head of BKKBN Regulation Number 47/HK.010/B5/2010 concerning the BKKBN Strategic Plan 2010-2014. This

program is designed to prepare youth for family life by fostering an understanding of the maturity of marriage age.

Observations indicate that there are still underage teenagers who are getting married. Information gathered from several youths in Sidoarjo reveals that some have engaged in early marriage. Furthermore, it is known that the primary reason for these early marriages is unplanned pregnancies. However, not all early marriages occur for that reason. Some of them choose early marriage to avoid unwanted situations. For these teenagers, the GenRe Program still feels unfamiliar, and they have not received adequate education regarding early marriage. Conversely, some other teenagers who are familiar with the GenRe program do not consider early marriage, as they have plans for their future. They learned about the GenRe program through socialization efforts at schools, village halls, and social media.

The Sidoarjo government continues to develop the GenRe program to reduce early marriages among teenagers. To promote this program, the Sidoarjo Regency government has also established GenRe Ambassadors as role models and motivators for youth. Suhartini and Sukamana explain that the GenRe program can positively influence the mindset of both the community, especially teenagers and parents, emphasizing that maturity in marriage age can help shape a superior generation [9]. Through the Department of Women's Empowerment, Child Protection, and Family Planning (DP3AKB) of Sidoarjo Regency, the GenRe program is implemented with the support of Insan GenRe and Student Counseling Information Centers (PIK-M). This reflects Sidoarjo's commitment to executing the GenRe program to reduce early marriages. Therefore, this research aims to describe the implementation of the GenRe program in preventing early marriage among teenagers in Sidoarjo. The author uses previous research, specifically reference [9] on the analysis of child marriage prevention in Sidoarjo Regency, and reference [10] on the effectiveness of the Generasi Berencana Program in preventing early marriage in Malang Regency as the main references for this research.

II. RESEARCH METHODS

The research method used in this study is a descriptive method with a qualitative approach to obtain a deep description and understanding. Data collection techniques were carried out through interviews, observations, and documentation. The selection of informants used purposive sampling, which involves choosing individuals who are considered most knowledgeable about the topics of interest to the researcher. Therefore, the informants in this study include staff from DP3AKB, Insan GenRe, PIK-M Umsida, and teenagers. The data analysis technique used in this study follows the interactive data analysis model by Miles, et.al, which consists of data collection, data condensation, data presentation, and conclusion drawing [11].

III. RESULT AND DISCUSSION

The implementation of the GenRe Program in Sidoarjo is analyzed using Merilee S. Grindle's approach. In her book, "Politics and Policy Implementation in the Third World," Grindle states that the implementation of a policy depends on its content and context, and the level of success relies on the conditions of three components of the necessary implementation resource variables [12]. The "Content of Policy" indicator has six sub-indicators :

1. Interests affected by the program

In implementing a program, there are various parties that will be affected by it. If the policy doesn't cause harm to any party, its implementation will be easier because it'll not provoke resistance from those whose interests are disadvantage. The GenRe program was established to provide knowledge and understanding to adolescents, primarily about the prevention of the Triad KRR, which consists of early marriage, drug abuse, and sexuality. This knowledge and insight are considered beneficial and not harmful to anyone. DP3AKB, as the agency responsible for carrying out the GenRe program under BKKBN, doesn't feel disadvantaged. Activities such as socialization, training, counseling, and ambassador selection continue to be conducted to help Sidoarjo's youth become a better generation.

Insan GenRe and PIK-M are youth groups who actively participate in the GenRe program and have different target audiences, whether focused on internal campus or the broader youth community. For them, the GenRe Program is beneficial because in addition to providing knowledge to other youths, they also become productive individuals who gain this knowledge first. This program doesn't face resistance from the community, both from those engaging in early marriages and from the adolescents who have received GenRe education. This is because early marriage isn't a cultural practice in Sidoarjo. However, all parties involved, both the implementers and the teenagers, have their own interests, but none of them feel disadvantaged to the point of resistance.

2. Types of benefits that will be generated

A policy that provides collective benefits or advantages for many people will be easier to implement because it gains support from community groups or the target audience. Based on the activities carried out, such as socialization, training, ambassador selection, and counseling, each has its benefits for education. Specifically, it aims to provide understanding and knowledge to the target groups regarding the Triad KRR, one of which is early marriage. The GenRe material is also made varied and not limited to the Triad KRR, with the expectation that it'll attract the attention of teenagers or students.

The GenRe activities also provide knowledge to the implementing actors, as they receive training and preparation before sharing their knowledge with the target groups. The selection of GenRe Ambassadors also opens up opportunities for teenagers to participate. This annual event is designed as a platform for youth who want to hone their talents and knowledge about GenRe, while also serving as role models for other young people.

The GenRe program clearly provides knowledge and benefits, but it doesn't always receive support from the target

groups. Some schools and villages in Sidoarjo are even unwilling to hold socialization activities. However, there are still schools and villages that are willing to support by providing space and time for counseling sessions. Additionally, the participation of teenagers in the GenRe Ambassador event serves as a form of support, as their involvement ensures that this annual activity can take place.

3. The desired scope of change

The wider and greater the desired change through the policy, the more difficult it will be to implement. The GenRe program is carried out to change the behavior of teenagers in Sidoarjo, and to help them avoid risky behaviors that lead to early marriage. As such, all implementing parties, as well as some of the youth, share the same hope for the GenRe program, that it can reach all teenagers, continue to reduce the rates of early marriage, and create outstanding youth in Sidoarjo.

The GenRe program was created to reach the adolescent age group, which in Sidoarjo Regency includes 464,916 youths aged 10-24 years, or about 23% of the total population. This number is quite large when compared to the total number of GenRe program implementers. Furthermore, the support received from the community is not yet fully optimal, as explained in the previous sub-indicator. There are parties that support the program, while others have yet to support the implementation of socialization activities.

4. Position of decision-makers

The more dispersed the positions of decision-makers in a policy, the more challenging its implementation will be. This often occurs in policies that involve multiple institutions in their execution. The implementation of the GenRe program in Sidoarjo is centralized and follows instructions from the BKKBN of East Java. Furthermore, decision-making regarding the implementation of the GenRe activities is under the authority of the head of the DP3AKB.

This program doesn't involve many agencies, as the main institution responsible for GenRe in Sidoarjo is the DP3AKB, with support from Insan GenRe and PIK-M. PIK-M itself is one of the implementers of the GenRe program, but decision-making for activities falls under the authority of the university that oversees it. This is different from the DP3AKB and Insan GenRe, whose decisions are based on the head of the department and BKKBN of East Java. Nevertheless, PIK-M can still participate in activities organized by the DP3AKB or the BKKBN of East Java.

Each activity conducted, whether it be socialization, counseling, or the selection of GenRe ambassadors, doesn't yet have written guidelines established by the DP3AKB. Each program implementer will undergo training or orientation organized by the BKKBN of East Java before heading to the field. Similarly, PIK-M conducts training at their campus. During this training, implementers are provided with directions and guidelines on how to carry out the activities.

5. Program implementers

When program implementers possess the necessary skills and support for the policy, the likelihood of success is higher. These skills are essential to facilitate the execution of activities or the program. The GenRe program is designed to

provide knowledge aimed at changing the behavior of teenagers. Therefore, implementers are required to have knowledge about GenRe, Triad KRR, nutrition, and basic health principles. This knowledge will help implementers effectively deliver information and knowledge to teenagers, while ensuring that the information is accurate and accountable.

The implementers of the GenRe program have the necessary skills to carry out activities related to GenRe. This is because they've undergone training before implementing the program. DP3AKB staff and Insan GenRe receive training from BKKBN East Java, while PIK-M, which provides training at their campus, focuses on peer counseling and peer education. The support required from implementers in the GenRe program includes commitment and dedication to their tasks. Willingness to participate in training and orientation also serves as a form of support for the smooth execution of activities. DP3AKB staff, Insan GenRe, and PIK-M also provide support by carrying out activities effectively.

6. Resources provided.

The availability of the necessary resources to implement the policy will ease its execution. These resources include labor, expertise, funding, facilities, and others. DP3AKB has five staff members in the KBKK department who are responsible for the implementation of GenRe. Additionally, Insan GenRe has 9 active members, and PIK-M has 40 members, half of whom have become official members. Each implementer has the necessary skills to carry out GenRe activities, as they've been provided with prior training. All activities conducted by PIK-M will be facilitated and funded by the university, including the venue and equipment. The funding procedure involves submitting a budget proposal to be reviewed by the student affairs department.

The activities carried out by Insan GenRe will be funded by DP3AKB and BKKBN East Java. As a government institution at the district level, DP3AKB receives its budget from the Sidoarjo APBD. However, the funds received are still considered insufficient to reach all teenagers, given the many other activities that also need to be carried out. Therefore, Insan GenRe who are under the auspices of DP3AKB also have limited funds. As for facilities, DP3AKB already has adequate facilities to support the implementation of the program.

The "Context of Implementation" indicator includes three sub-indicators, which consist of:

1. Power, interests, strategies of the actors involved.

According to Grindle, the implementer's strategy, sources and position of power will determine the level of success of the implemented policy. If a political force feels an interest in a program, they will develop a strategy to win the competition that occurs in implementation so that they can enjoy the output. The GenRe program is designed to provide knowledge to improve the behavior of teenagers and to help them avoid sexual activity and early marriage. Therefore, the expected outcomes of the GenRe program are to increase adolescents' knowledge and raise the median age of first marriage for women in Sidoarjo.

There has been no evidence of political interests among the parties involved in the implementation of GenRe Program in Sidoarjo. Members of Insan GenRe and PIK-M also consist of students who have no ties to political matters. The DP3AKB is responsible for managing the GenRe program established by BKKBN, including socialization, outreach, and the selection of ambassadors. These activities must be carried out according to instructions, as there will be an evaluation of the agency's performance in fulfilling its duties. Likewise, Insan GenRe and PIK-M are enhancing socialization and outreach efforts to ensure that the GenRe Program and its ambassadors are widely recognized. Therefore, there is no competition among DP3AKB, Insan GenRe, or PIK-M to reap the benefits of the GenRe program, as the results are intended for the community, particularly for the youth.

The implementers have their own strategies for introducing GenRe to teenagers. Insan GenRe strives to optimize socialization and outreach to schools while inviting PIK-M groups to collaborate. This is essential to achieve the target set by BKKBN East Java, which is to educate 16,000 teenagers in Sidoarjo. Additionally, GenRe ambassadors promote the GenRe Program at friendship ambassador events, which include Anti-Narcotics Ambassadors, GenRe Ambassadors, HIV Ambassadors, and others.

The PIK-M has implemented a new strategy to introduce the GenRe program by conducting outreach activities outside the campus environment. Previously, PIK-M primarily focused on targeting adolescents within the university. Additionally, the DP3AKB incorporates GenRe materials into all activities that involve a teenage audience or their parents. It's understood that each implementer of the GenRe Program has their own interests, whether to maintain the institution's reputation or to expand its reach for greater recognition. However, there's no competition among the implementers, as they share a common goal.

2. Characteristics of Institutions and Authorities

Grindle explains that the implementation of a program can lead to conflicts for those whose interests are affected. Strategies for resolving conflicts regarding "who gets what" can serve as indirect indicators of the characteristics of the authorities or institutions that act as implementers. The GenRe program was established to provide knowledge aimed at improving the behavior of society, particularly among adolescents. In the GenRe ambassador selection event, DP3AKB and Insan GenRe collaborated throughout the process, and no potential conflicts were found during the event, either from the implementers or the adolescents. The participation of the teenagers in the recruitment process for the GenRe ambassadors served as a strong support for the continuity of the activities.

DP3AKB also conducts other activities, such as socialization and outreach, which rarely lead to conflicts. However, during outreach in one village, there was some subtle disregard or rejection from certain parents of adolescents. This occurred because they felt that Insan GenRe, who were the speakers at the time, weren't qualified to educate parents. Responding to this, DP3AKB immediately

emphasized that the purpose of making Insan GenRe as speakers was to provide understanding from a teenager's perspective. This clarification is necessary to prevent further issues and allow the outreach activities to continue.

Unlike DP3AKB and Insan GenRe, the implementation of socialization and outreach activities by PIK-M received a positive response from target. There has never been any conflict or rejection during the activities, but the only obstacle encountered was a lack of audience among students. So it can be seen that implementation of GenRe Program rarely causes conflict. The implementers are also responsive to resolving things that have potential to cause conflict, so that conflict can be minimized.

3. Decision and Responsiveness

Decision and Responsiveness regarding the existence of program are key components. Reference [13] explains that this sub-indicator is referred to as the level compliance and responsiveness of the target group. This is necessary to understand the extent to which the program can be accepted by community. In Sidoarjo, early marriage is neither a tradition nor a cultural practice of the local community. So the GenRe Program doesn't cause harm to the implementers or community, and conflict are relatively rare. The responses of teenagers during the socialization also varied, some were enthusiastic especially towards the GenRe Ambassador, while other were not engaged. Some teenagers who had experienced early marriage were even willing to support the program by sharing on social media. These program can continue because many people especially teenagers are accepting and responding positively. However, there are still several schools and villages that are not yet willing to provide GenRe counselling. Therefore, even the program received more positive reaction, this still cannot reach all teenagers.

IV. CONCLUSIONS

The GenRe Program is designed to provide knowledge to improving the behavior of adolescents. It offers an understanding of the risks associated with early marriage and other related issues. In its implementation to prevent early marriage in Sidoarjo Regency, the GenRe program, analyzed using Merilee S. Grindle's approach, can be said to have been implemented, although not yet maximally. Based on the results from several sub-indicators, it's known that the implementation of the GenRe program still faces challenges. Among these are the wide coverage needed for all teenagers in Sidoarjo, a lack of support from some community members, and insufficient funding for activities. In general, the GenRe program has been implemented and has brought about changes for teenagers. The incidence of early marriage in Sidoarjo is gradually decreasing, but further efforts are needed to ensure that no one marries early. There are still teenagers who doesn't know about GenRe program, so it's hoped that the implementers can optimize various strategies to reach all target audiences. For example, innovations through social media can be utilized, not just posters but also in the form of podcasts, talk shows, campaigns, volunteering, etc. By maximizing social media, a wider audience can be

reached. Additionally, it's necessary to establish PIK-R activity units in every school and optimize the role of GenRe ambassadors in order to spread GenRe knowledge. This is important since not all schools and villages are willing to host outreach sessions.

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