

Implementation of the Planning Generation Program (GenRe) in Reducing the Rate of Early Marriage in Tegalsiwalan District, Probolinggo District

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ABSTRACT

This research aims to analyze the implementation of the Planning Generation Program (GenRe) in an effort to reduce the rate of early marriage in Tegalsiwalan District, Probolinggo Regency. The phenomenon of early marriage is one of the social problems that still occurs in the region, having a negative impact on the welfare of children and families. The GenRe program was initiated as a strategic step by the government to provide education and guidance to teenagers as they approach the age of marriage, as well as prepare for family life thoroughly. This research uses a qualitative method with a descriptive approach. Data was obtained through in-depth interviews, observations, and documentation studies from various related parties, such as youth program participants, GenRe facilitators, and local government authorities. Edward III's Policy Implementation Theory is used to analyze the factors that influence the success of program implementation, which include communication, resources, disposition, and bureaucratic structure. The research results show that the implementation of the GenRe Program in Tegalsiwalan District is generally effective, but still faces several obstacles, such as limited resources and support from the community. Nevertheless, this program has had a positive impact in reducing the rate of early marriage in the region, especially through increasing awareness and knowledge among teenagers about the importance of planning for the future.

INTRODUCTION

The National Population and Family Planning Agency (BKKBN), an Indonesian non-departmental government, is responsible for government duties related to family planning and family welfare. One of the objectives of BKKBN is to disseminate information about the Family Welfare and Family Empowerment (KSPK) program to the entire community. This is part of an effort to raise the population's awareness about the importance of family balance and quality (Tan, 2021).

The KSPK program emerged as a government effort to maintain balanced and quality population growth. Excellent human resources (HR) in education and health are important components in the development of a country. Therefore, Article 48 paragraph 1 (b) of Law No. 52/2009 on Population Development and Family Development stipulates that to improve the quality of life of adolescents through access to information, education, counseling, and services related to family life (Andini, 2022).

One of the efforts made by the Indonesian government to prevent early marriage while supporting the United Nations Children's Fund (UNICEF) to achieve the SDGs is the implementation of the Generasi Berencana or (GenRe) Program. The Generasi Berencana (GenRe) Program is a program developed in order to prepare family life for adolescents through an understanding of the maturation of marriage age so that they are able to continue their education level in a planned manner, have a career in a planned job, and marry with full planning according to the reproductive health cycle. Adapted to the issuance of the Regulation of the Head of the National Population and Family Planning Agency No.47/Hk.010B5/2010 on the Strategic Plan of the National Population and Family Planning Agency (Nainggolan, 2021).

Teenagers often disturb the peace of others, such as going out and coming home late at night, spending time on disturbing things such as drinking, using drugs, gambling, and even engaging in dangerous behaviors such as dating that leads to sexual or intimate relationships. In Indonesia, many cases have been caused by excessive dating styles practiced by junior high school, high school, and vocational school students, as well as university students who are also considered teenagers. As a result, the dating styles of today's teenagers should be paid attention to. There are concerns about cases caused by teenage dating styles leading to underage marriage based on these cases (Febriansyah, 2021).

In Indonesia, especially in rural areas, there are still many marriages performed by those who have not reached the age limit for marriage, which is often referred to as child marriage. Child marriage is a marriage involving one or two parties who are under the age of majority. A marriage is categorized as a child marriage if one of the parties is under 18 years of age. Villagers generally marry at the age of 16-17 years or even younger, because at that age it is considered that adolescent growth has been completed, which means that all parts of the body are functioning properly. Probolinggo Regency is recorded as the second highest contributor to the early marriage rate in East Java. This ranking is based on the age of first marriage under 17 years old in 2020-2022. This figure is according to data from the East Java National Population and Family

Planning Agency (BKKBN). Based on a recapitulation from the Surabaya Religious High Court (PT), the number of East Java early dispensation decisions during 2022 was 15,212 decisions. Of these, the number with the highest marriage dispensation decisions was in PA Jember with 1,388 decisions. Then below that was PA Malang with 1,384 decisions, and third was PA Kraksaan with 1,141 decisions.

Table 1. Districts/Cities with the Largest Percentage of Women 10 Years of Age and Older and Age at First Marriage under 17 years of age in 2022

Rating	District/City	Year		
		2020	2021	2022
1	Bondowoso	43,04	44,52	45,83
2	Probolinggo	40,63	44,04	41,61
3	Situbondo	38,35	38,07	37,99
4	Jember	33,33	33,81	32,91
5	Lumajang	21,03	26,92	29,98
6	Sumenep	23,03	23,35	26,43
7	Bojonegoro	22,35	25,51	23,74
8	Banyuwangi	24,85	26,94	23,25
9	Tuban	24,32	24,75	22,61
10	Pasuruan	17,07	25,64	21,11

Sumber: Badan Pusat Statistik Jawa Timur, 2024

The high rate of early marriage in Probolinggo Regency is confirmed by the young legal clerk of PA Kraksaan Syafik'udin. The marriage compensation case is indeed the second largest handled by his party throughout 2022. This can be seen in each month, which is quite a lot. In fact, in a month there can be 100 children who request an application for early marriage.

LITERATURE REVIEW

Public Policy

The term policy comes from the Greek, "polis", which means country. Then in English, "policie" means dealing with public matters or government administration. This "policy" or "policy" is used to describe how an actor, such as an official, government agency, or group of actors who work in a particular field. Taufiqurakhman (2015) says that public policy is a series of decisions made by a person or group of people to achieve certain goals for society as a whole.

The definition of public policy is a series of actions or decisions made by the government or other public authorities to address problems or meet community needs. This policy covers various aspects, such as economy, health, education, environment, and others. The main purpose of public policy is to influence, regulate, or direct the behavior of individuals or groups in the public interest.

Policy Implementation

According to Van Meter and Van Horn based on research results from Sutmasa, (2021), policy implementation is an action taken by individuals, officials, or government or private groups to achieve the objectives set out in the policy decision. According to Udoji (Sutmasa, 2021) policy implementation is very important, even more important than policy making. If policies are not implemented, they will only become plans or dreams that are neatly stored.

According to Edward III quoted in Sutmasa, (2021), public policy studies on policy implementation are a very important part of the public policy process. According to this statement, no matter how well public policies are designed and planned for implementation, public policy goals will never be realized. Conversely, no matter how well prepared and planned for public policy implementation, if policies are not formulated properly, public policy objectives will also not be realized.

Generation Planning (GenRe) Program

The GenRe program helps adolescents behave healthily, avoid the risk of the KRR Triad, delay the age of marriage, have family life planning to realize a Small Happy Prosperous Family, and become examples, idols, and sources of information for their peers. GenRe are adolescents or students who know, behave, and behave like adolescents or students, so that they can prepare and prepare for family life well. Demographic adolescents or students who are able to plan their education, their career, and their marriage in accordance with the reproductive health cycle. (Andini, 2022)

Adjusted to the issuance of the Regulation of the Head of the National Population and Family Planning Agency No.47/Hk.010 B5/2010 concerning the BkkbN Strategy Plan 2010-2014, the National Population and Family Planning Agency (BkkbN) developed the National (BkkbN) developed the Generation Planning (GenRe) Program for adolescents and families with adolescents. This program is in accordance with the main tasks and functions of the Coordinating Board for Family Planning and Women's Empowerment.

The guidelines for the management of information and counseling centers, stipulated in the Regulation of the Head of National Population Number 88/PER/F2/2012 dated 2 April 2012, allow BkkbN to implement the GenRe program in schools. The Youth Information and Counseling Center (PIK-R) helps the Generasi Berencana (GenRe) Program run well at all levels, such as in families, schools, and adolescents (Devi Yulianti, 2017).

The National Population and Family Planning Agency (hereinafter referred to as BKKBN) with the Maturation of Marriage Age (hereinafter referred to as PUP) program. PUP is an effort to increase the age at first marriage, which is a minimum age of 21 years for women and 25 years for men. It is said in this PUP program that the reproductive period under 21 years is the most recommended age to delay marriage and pregnancy. At this age, an adolescent is still considered to be in physical, psychological and growth development which ends at the age of 20. This reasoning recommends that women marry at the age of 20, because if under this age it can cause pain and death during pregnancy and childbirth. This reasoning is tantamount to saying that there is a very serious threat to

reproductive health for women during pregnancy and childbirth under the age of 21.

Generation Planning (GenRe) Program Approach

The Generasi Berencana program aims to create healthy and responsible adolescents. This is done through two methods, namely:

1. Adolescent Counseling Information Center Adolescent Information and Counseling Center / Student (PIK R / M)

A forum in the GenRe program managed by adolescents and students, which offers information and counseling on reproductive health as well as other supporting activities. PIK-R is very important to address adolescent reproductive health issues if efforts are made to address adolescent problems. In addition, as a means for adolescents to consult, it helps them develop their positive desires and abilities. Adolescent Counseling Information Center (PIK-R) is established from, by, and for adolescents and provides information services. It is a forum for the activities of the Family Life Preparation Program for Adolescents.

Sexuality and reproductive health education in schools emphasizes more on biological aspects, there is still an assumption that sexuality is a taboo subject to be taught in schools, and education tends to emphasize the dangers and risks of premarital sex from a moral and religious point of view, such education is not in accordance with the reality of sexual behavior and sexual risks faced by adolescents. The construction of adolescent sexuality and debates about sexuality education influence the materials and approaches provided to adolescents about sexuality and reproductive health. Education on adolescent healthy behavior, especially on reproductive health, taught to school adolescents only focuses on biological, moral, and religious aspects, which are less attractive to school adolescents.

The Generasi Berencana Program applies early stage methods, such as the Information Counseling Center. The objectives of the Generasi Berencana (GenRe) Program are not only temporary, but also sustainable. The Generasi Berencana (GenRe) program is expected to continue throughout the time students are in school, not just during the student orientation period (Mos) (Pratiwi & Nurhaeni, 2022).

2. Youth Family Development

A group/container of activities consisting of families with adolescents aged 10 to 24 years. The objective is to improve the knowledge, attitude, and behavior of parents of adolescents and assist them in their growth. The purpose of this activity is also to ensure that group members participate, are educated, and are independent in family planning. The Bina Keluarga Remaja (BKR) program is one of the highly strategic initiatives that contribute to the formation of potential human resources through increasing family knowledge and skills on how to nurture and foster adolescent growth through the role of parents in the

family. In addition, the BKR program is expected to stop the increasing tendency of adolescents to engage in promiscuous sexual behavior.

KB Field Officers created this program with the help of stakeholders in each village. This program is aimed at adolescents and families who have adolescents as a place and source of information for parents to learn about adolescent development so that adolescents become good people and prosperous families (Pratiwi & Nurhaeni, 2022).

METHODOLOGY

Data collection techniques are carried out by researchers to collect data that will be used in their research. The data used is based on information or facts that can support the author's research. Usually data is obtained by filling out questionnaires, interviews, tests, documentation, and so on. In this research, the author uses the data collection techniques, namely observation, interviews, and documentation.

a. Observation

Observation technique means conducting observations and recording systematically about the symptoms that appear on the object of research. Observation is classified as the easiest data collection technique to do and is usually also widely used for statistical surveys, such as researching the attitudes and behaviors of a group of people. The observation conducted by the researcher is a direct observation of the research location, namely the Probolinggo Regency Women's Empowerment and Family Planning Office. In this observation, the researcher observes how the Implementation of the Generation Berencana (GenRe) Program is in reducing the rate of marriage reduction in the Probolinggo Regency Women's Empowerment and Family Planning Office.

b. Interview

Interview is a data collection technique by conducting direct interaction with the informant. Usually the researcher will ask questions that have been previously compiled directly, which will be answered by the informant. The researcher conducts interviews in a direct and structured manner. The purpose of the researcher using the structured interview is that the researcher has prepared a draft of questions as the opening of the interview which will then be adjusted according to the exposure of the informant's answers related to how the Implementation of the Generation Planning Program (GenRe) is in reducing the rate of marriage reduction in the Women's Empowerment and Family Planning Office of Probolinggo Regency.

c. Documentation

The data collection technique with documentation is a data collection technique that is taken from documents or records of past events.

Documents can be in the form of writings, pictures, or instrumental works of a person.

The data analysis technique is a process of processing data into new information. This process is carried out in order to make the characteristics of the data more understandable and useful as a solution to problems, especially those related to the research. In accordance with the type of research mentioned above, the researcher used the interactive model of Miles and Huberman to analyze the data from the research. The interactive model is as follows :

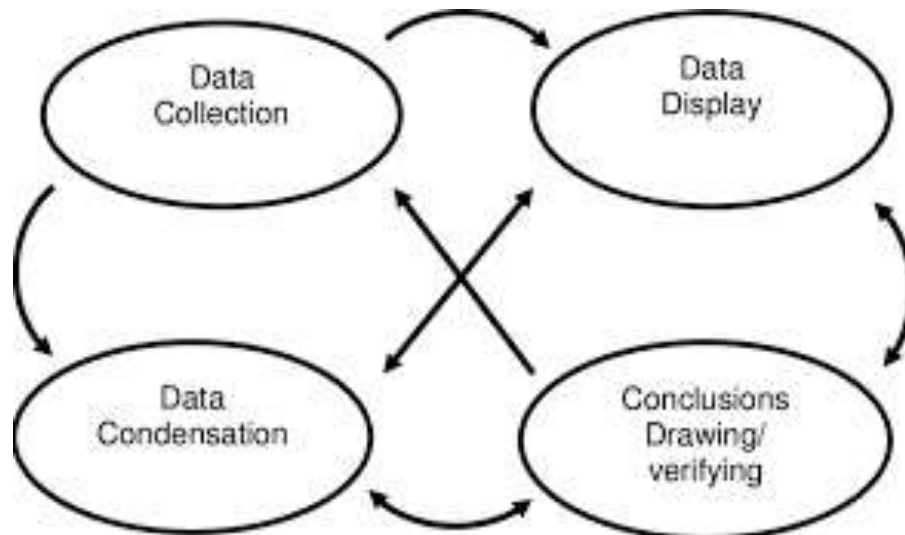


Figure 1. Interactive Model
Source: (Miles, 2014)

1. Data Collection

Data collection is data collected in the form of words not a series of words. It has been collected in various ways (observation, interviews, and documents). And processed before use (through recording, typing).

2. Data Condensation

The use of data condensation can make existing data stronger, namely by means of all data from field notes, interviews, transcripts, various documents and field notes must go through a process of selecting, focusing, simplifying, and also making abstractions.

3. Presentation of Data (Data Display)

Data presentation is an organization, integration, and information that is concluded. This data presentation also helps in understanding the context of the research because it allows for a deeper analysis.

4. Conclusions Drawing

This conclusion drawing is done by the researcher from the beginning of the researcher collecting data such as looking for understanding that does not have a pattern, noting the regularity of the explanation, and the causal

relationship, and finally concluding the whole data obtained by the researcher.

In qualitative research, drawing conclusions and verification is the final process of data that has been collected, sorted, processed, and then made into one answer or conclusion. The final conclusion will be seen until the last data collection which depends on field notes, coding, storage, and retrieval methods. Then conclusions will be verified as a result of the analysis that must be supported by valid and consistent evidence. The meaning seen from the data must be tested for validity, confirmability, and validity. Based on the explanation above, it is that the data obtained in the field is not proven by numbers, but contains descriptions so that it describes the results that are in accordance with the data that has been analyzed and then interpreted. The problem that is faced is described based on the theories and findings obtained during the research, then the conclusions and solutions are sought.

RESEARCH RESULT

In accordance with the problem formulation of the research objectives, namely to describe and analyze how the implementation of the Generasi Berencana program policy in reducing the rate of early marriage in Tegalsiwalan District, Probolinggo Regency, which is divided into four research focuses, namely:

1. Communication

One of the factors that determine the success of a policy is communication, which requires implementers to understand and know what to do. In the implementation of the Generasi Berencana (GenRe) program by the Probolinggo Regency Women's Empowerment and Family Planning Office, precise, accurate, and consistent communication is very important for policy implementation.

2. Resources

The resources used in the implementation process are human resources, budget resources, equipment resources, and authority resources that can ensure that the program can run as expected.

3. Disposition

Disposition is the behavior of the policy implementor, namely the Family Planning Field Officer in implementing the GenRe program policy. The implementation of a policy can run well if the policy implementor knows what he has to do and has the ability to do it, so that no mistakes occur in the implementation of the GenRe program.

4. Bureaucratic Structure

Standard Operating Procedure (SOP) is the basis for employees or policy implementors in carrying out activities. So that in the implementation of the socialization of the Generasi Berencana (GenRe) program must be carried out in accordance with the applicable SOP.

The implementation process is expected to be applied or implemented in accordance with what has been determined or made by the policy maker. The implementation of the Generasi Berencana (GenRe) program policy in reducing the rate of early marriage in Tegalsiwalan Sub-district, Probolinggo Regency is expected to help the community, especially teenagers, to avoid early marriage and improve the quality of human resources in Tegalsiwalan Sub-district, Probolinggo Regency.

In the implementation of the Generasi Berencana program, there are several factors that cause early marriage. Early marriage is a marriage that is carried out when a child marries at the age of under 19 years, even though Law Number 1 of 1974 concerning Marriage has explained that the minimum age of marriage is 19 years. According to the results of observations made, early marriages that occurred in Tegalsiwalan District experienced an increase starting from 2020-2022.

Table 2 Number of Marriages by District in Probolinggo Regency in 2020-2022

No.	DISTRICT	YEAR		
		2020	2021	2022
1	Sukapura	101	100	128
2	Sumber	159	193	182
3	Kuripan	152	224	204
4	Bantaran	26	206	324
5	Leces	477	445	474
6	Tegalsiwalan	237	248	338
7	Banyuanyar	396	456	496
8	Tiris	366	515	538
9	Krucil	317	340	396
10	Gading	393	465	473
11	Pakuniran	307	321	380
12	Kotaanyar	323	294	316
13	Paiton	499	570	436
14	Besuk	382	442	399
15	Kraksaan	562	520	547
16	Krejengan	303	347	304
17	Pajarakan	316	265	292
18	Maron	546	522	579
19	Gending	390	401	353
20	Dringu	454	440	411
21	Wonomerto	229	228	315
22	Lumbang	143	230	283
23	Tongas	409	493	572
24	Sumberasih	487	463	548
Probolinggo Regency		7974	8728	9288

Source: Ministry of Religious Affairs of Probolinggo Regency, 2024

This increase can occur because there are several causal factors that influence so that early marriage occurs. Causal factors are things or circumstances that contribute to causing and influencing the occurrence of something. Early marriage usually occurs due to several factors such as low education, culture or customs, promiscuity, environment, and economy.

DISCUSSION

Marriage is a contract between a man and a woman based on the willingness and pleasure of both and in accordance with the terms and characteristics that have been determined to legalize the togetherness of the two. Marriage is usually carried out with a specific purpose, namely having intimate relations, obtaining offspring, carrying out the commands of Allah SWT and the sunnah of the Prophet Muhammad SAW. Early marriage is a marriage that is carried out when a child marries at the age of under 19 years, even though Law Number 16 of 2019 article 7 has explained that the minimum age of marriage is 19 years.

Early marriage usually occurs due to several factors such as low education, culture or customs, promiscuity, environment, and economy, the following discussion is related to the factors that cause early marriage.

1. One of the factors that cause early marriage is low education. In fact, there are not a few students who cannot continue their education because they choose to marry or marry because of their parents' demands. This causative factor does not only occur because of the child's low education but can also occur due to low parental education. Most parents are only educated up to elementary school and there are even some who do not graduate from elementary school because they have to get married.
2. Culture or customs are habits that are often carried out by the surrounding community or can also be something that they respect and do in their daily lives. The culture or custom referred to here is the culture of arranged marriage carried out by parents which still often occurs in some areas.
3. Promiscuity In this modern era, most teenagers can easily access the things they want using only a cellphone, even in areas including remote areas and highlands, the average teenager already has a personal cellphone. Most of them access things related to sex, this causes teenagers to get used to sex and causes promiscuity.
4. The surrounding environment is something that greatly affects the behavior and habits of children. The environment where we live has an important role in growing up. In early marriage, the environment affects whether a child gets married sooner or later. Most people around marry at an early age so that children who are not married and then enter the age of 20 years and over will be considered old maids and even women who are not marketable.
5. Family economy affects the occurrence of early marriage. Usually families whose economy is less capable will marry off their children to families who are more capable even though their children are still underage. This is done in order to reduce the family's economic burden. The family

economy is middle to lower class so that parents want to marry off their children immediately to reduce the economic burden that must be borne by their parents.

The impact of early marriage consists of positive and negative impacts. In this study, the impacts discussed are only for women because according to observations and data that have been obtained previously, many early marriages are experienced by women. Positive impacts usually consist of being able to think maturely, being more independent, having a loved one and a life partner, and avoiding adultery. While the negative impacts consist of several aspects, namely psychological aspects, social aspects, health or biological aspects, legal aspects, economic aspects, educational aspects and population aspects. Early marriage can cause a child's mental health to be disturbed, then stress and not infrequently also cause prolonged psychological trauma because psychologically children are not ready and do not understand matters related to the world of marriage. In terms of health, generally women who are under 20 years old if they get married will be prone to uterine cancer because the cells in the uterus are not fully mature. Economic problems are serious problems because from there it is possible that new problems will arise such as quarrels, disputes, poverty, and even what is called KDRT (Domestic Violence). Sometimes, it is not uncommon for children to marry at an early age and then not work, so they end up relying solely on their parents to meet household needs.

CONCLUSIONS AND RECOMMENDATIONS

Based on the data and findings from the research results conducted by the author, it can be concluded that the Implementation of the Planning Generation Program Policy in Reducing the Decline in Early Marriage Rates in Tegalsiwalan District, Probolinggo Regency has run smoothly, but there are still discrepancies in the field. This can be described as follows:

- 1) Communication carried out by the Women's Empowerment, Child Protection, Population Control and Family Planning Service of Probolinggo Regency with the community as the target of the Planning Generation Program (GenRe) socialization has been implemented as evidenced by the Women's Empowerment, Child Protection, Population Control and Family Planning Service of Probolinggo Regency has conveyed all its information clearly and consistently.
- 2) Resources in the implementation of the Planning Generation Program (GenRe) have not been implemented. This is because when carrying out the Planning Generation Program socialization, it was constrained by remote village access, so it was not optimal.
- 3) The disposition of the Women's Empowerment, Child Protection, Population Control and Family Planning Service of Probolinggo Regency in implementing the Generation Planning Program (GenRe) has been implemented. This is proven by the fact that the three sub-focuses of the disposition have been running optimally.
- 4) The bureaucratic structure in implementing the Generation Planning Program (GenRe) has not been implemented and is still not optimal in terms

of time. This is because the implementation of the socialization schedule has been delayed.

The factor causing early marriage is low education, so that in the research that has been conducted, namely where parents have low education so that it can influence the mindset of parents. As is the case, most parents are only educated up to elementary school. Then cultural or customary factors greatly influence early marriage. Where this is still done, namely matchmaking. The factor of free association is a factor causing early marriage because of the habits of teenagers who access things that smell of sex. In accordance with the facts in the field, free association is in accordance with the theory stated. In accordance with the facts in the field that the free association that exists is in accordance with the theory stated. Environmental factors, the surrounding environment is something that influences the development of children. In the surrounding environment, children aged 20 years and over are considered spinsters and there is engagement without considering the age of the child, so that many teenagers get married early.

The impact of early marriage consists of positive and negative impacts. According to the theory of Nginayatul Khasanah, there are negative and positive impacts of early marriage. Negative impacts consist of several aspects, namely psychological aspects, social aspects, health or biological aspects, legal aspects, economic aspects and educational aspects. Of the several negative aspects, it greatly influences early marriage. Facts in the field show that of the several aspects that greatly influence early marriage is the economic aspect such as the emergence of quarrels, arguments, poverty and quarrels. Then for the positive impact, namely being able to think maturely, having a life partner and avoiding adultery.

ADVANCED RESEARCH

Based on the results of the discussion and conclusions of the study, the following suggestions can be given for the evaluation of the Implementation of the Planning Generation Program Policy in Reducing the Decline in Early Marriage Rates in Tegalsiwalan District, Probolinggo Regency. in order to implement good services and in accordance with expectations, namely:

- 1) The Women's Empowerment, Child Protection, Population Control and Family Planning Service of Probolinggo Regency must improve facilities, especially those related to facilities and infrastructure and Educational Teaching Aids (APE) so that socialization can run optimally.
- 2) A review is needed regarding the existing SOP for the Planning Generation Program (GenRe), to maximize the schedule for implementing socialization in a structured manner. So that there are no delays or rescheduling that will have an impact on the next socialization schedule.

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