

**POLICY IMPLEMENTATION OF LAW NUMBER 16 THE YEAR 2019  
REGARDING MARRIAGE AGE LIMITATION FOR THE PROSPECTIVE  
BRIDES IN THE OFFICE OF RELIGIOUS AFFAIRS, GORONTALO UTARA  
REGENCY**

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**ABSTRACT**

The purpose of this research (1) to find out how the policy implementation of Law Number 16 the year 2019 for the prospective brides in the Office of Religious Affairs, Gorontalo Utara Regency in the improvement of public services; (2) To find out the decisive factors of policy implementation of Law Number 16 the year 2019 for the prospective brides in the Office of Religious Affairs, Gorontalo Utara Regency in the improvement of public services. This research uses a qualitative approach and descriptive research by using data collection techniques through interviews, observation, and documentation. The data analysis technique was carried out with descriptive qualitative analysis techniques. The results of this research show that: The decisive factors in the policy implementation of this law that have not been fulfilled are 1) The limited human resources, 2) Facilities and infrastructure that has not been supported, 3) Frequent change of positions due to rolling (mutation) of the implementing section, 4) Limited budget allocated only through operational.

**Keywords:** Policy, Law Number 19 the Year 2019, Prospective Brides

**INTRODUCTION**

The culture of each ministry/institution is almost the same in formulating, stipulating, and deciding a rule/law that will be enforced within the scope of the ministry, and each of these rules has already been considered, the principles of usability and ease of implementation have been considered. Every aspect in the organizational bureaucracy of the ministry/institution always intersects with aspects of public service, including the Ministry of Religion to realize a system of good governance.

Good Governance is the same as the mechanism, practice, or procedure of

government and citizens in managing resources and solving public problems [8]. In the bureaucracy of Religion Ministry as in other organizations, every service that occurs in it, always correlates with the community environment. The character and style of the bureaucracy ministry/institution that has been developing in Indonesia are essential as an interaction that exists with the environment in public services. both those concerning political, cultural, social, and economic aspects, all of which are outlined in the implementation of maximum service to the community. Therefore, we as researchers will discuss the policy implementation of

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Law Number 16 of 2019 regarding the marriage age limitation for prospective brides at the Office of Religious Affairs Gorontalo Utara Regency; as changes and regulations to improve services to the community to make it easier for the public to understand existing regulations/policies. The policy will take place continuously in a process that begins with an issue and ends with an issue, but from this issue, new issues are born that encourage reformulation of the current policy direction and thus will continue with re-implementation and finally re-evaluation, and so on [2].

The Ministry of Religion, especially in the work unit sector of the religious affairs office, incidentally is the front line. The Ministry of Religion in each sub-district has a variety of problems regarding marriage that we often receive complaints from the public, ranging from the issue about underage brides and grooms. Underage marriage is also known as an early marriage where marriage takes place at the age below the productive age, which is less than 20 (Twenty) years for women and less than 25 (Twenty-Five) years for men [3].

However, it cannot be denied that although the government has issued law number 1 of 1974 regarding marriage and changes to its norms as stated in law number 16 of 2019, there are still people who marry off their children under the age provisions that have been wised and outlined in the law for various reasons given by the parents and the children (prospective brides). The phenomenon that occurs in the field is that people are reluctant and don't want to know the rules or policies that the government has given, they only assume that when their children have made a mistake (pregnant) then inevitably they must be married immediately even though judging from the age of the children, they do not meet the requirements for marriage. The

consequences of the phenomenon of marriage at an early age (underage) are numerous and the most dominant is divorce because one of the underlying reasons is that the thought of getting married has not been maximized and finally divorce is a way they have to take. This is the mindset and community problems that are often faced by managers of the Religious Affairs Office in the sub-district.

The community tends to force marriage even though they are underage, contrary to regulations or policies of the government. Policy implementation is the implementation of basic policy decisions, usually in the form of Laws [10] in [9]. In this case, the law issued has a clear age limit in the implementation of marriage, which is 19 (nineteen) years. Moreover, in 2020 the situation where the Covid-19 virus is still vicious, there are people still force their children to marry, even though they are still under-age based on the provisions. This is the reason for researchers to raise marital problems and the extent to which the community, especially prospective brides as recipients of the law, understands the regulations that discuss marriage age limits. And also, how the office of religious affairs in every sub-district in Gorontalo Utara Regency to optimize in implementing the laws/regulations of government policies to the community in general and especially the prospective brides and their obstacles.

Based on the issue of marriage above, we as researchers appointed a discussion of problems that related to our education, it is about public administration with the title "Policy Implementation of Law Number 16 the Year 2019 Regarding Marriage Age Limitation for the Prospective Brides in the Office of Religious Affairs, Gorontalo Utara Regency".

## RESEARCH METHOD

The research approach used is descriptive qualitative. Descriptive research is intended to explore and clarify a phenomenon or social reality, by describing several variables relating to the problem. The qualitative descriptive research method is a method used by researchers to find knowledge or theory of research at a certain time [6].

This research was conducted for 2 (two) months, starting from May to June 2021. Data collection techniques for both primary and secondary data are as follows: 1) interview, 2) observation, 3) documentation.

The focus of research in this research is to delimitate the study and field of research, because without a research focus, researchers will be trapped in the abundance of data volumes obtained in the field, therefore, research focus has a very important role in guiding and directing the course of the research, through the focus of research, information obtained from the research location following the context of the problem to be studied. The focus of the research in this research is seen from the policy implementation of Law number 16 of 2019 for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency which are applied are: communication, resources, disposition (attitude) with the Sub Focuses being:

1. Resources
2. Budget
3. Organizational Structure

In addition, this research also focuses on the decisive factors of the policy implementation of Law Number 16 of 2019 for prospective brides at the Religious Affairs Office of Gorontalo Utara Regency in improving public services in the form of human resources, organizational structure and budget.

## FINDINGS

### *Policy Implementation of Law Number 16 the Year 2019 for the Prospective Brides in the Office of Religious Affairs, Gorontalo Utara Regency in the Improvement of Public Services*

#### a. Communication

In the policy implementation of communication have a very important role. Where implementation will be effective and efficient if communication is carried out properly and correctly, it means that conveying information about the policies implemented must be clear and precise, where policy implementers must know what to do.

The communication between the leadership and the Muslim Leader in the policy implementation of law number 16 of 2019 at the Office of Religious Affairs, Gorontalo Utara Regency has been going well. Although, the implementers in the field, especially the Muslim Leader in certain activities or regulations usually carry out their duties through mechanisms that are not correct or not appropriate with Standard Operating Procedures.

Therefore, from the results of interviews conducted with informants and observations made by researchers related to communication in the policy implementation of law number 16 of 2019 for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency in improving public services, it is as follows:

1. The communication that exists in the policy implementation of law number 16 of 2019 for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency still needs to be improved, because often changes the regulations and involves other agencies, both vertical agencies, and local governments.
2. In terms of implementing orders that must be carried out immediately, usually the implementers in the field, especially the Muslim Leader are not

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ready yet, the Implementers or field officers (Muslim Leader) usually do not understand clearly the orders given, so that, led to the implementation of activities that are often not on target because the overlapping regulations issued by the central and local governments.

3. The implementers (Muslim Leader) also usually do the tasks that are not appropriate with the Standard Operating Procedures, this is because the rules or regulations that are implemented are considered to be appropriate with the latest applicable rules.
4. About submitting regulations or policy rules on marriage issued by the Ministry of Religion regarding marriage, it has been directly socialized to sub-district and village governments, and there should be a balance of regulations issued by the central government with rules that will be issued by local governments.

b. Human Resource

Quality human resources will assist the organization in implementing a policy. The implementation of the law on marriage, especially law number 16 of 2019 requires human resources who understand the problem of marriage, experienced (married). Therefore, the Ministry Office of Religion in the Gorontalo Utara Regency through the Guidance section of the Islamic Society to pays more attention to the existing human resources in the field, especially to the Muslim Leader.

The policy implementation of law number 16 of 2019 in Gorontalo Utara Regency has been running with various limited resources. This can be seen from the imbalance between the number of human resources in the field and the size of the area served. Human resources in marriage services in the area of the

Ministry Office of Religion in the Gorontalo Utara Regency are still limited. Where, these limitations causing marriage services to be still far from the duties and functions of the Muslim Leader, so that, marriage services do not run efficiently and effectively.

So That, from the results of interviews conducted with informants and observations made by researchers related to the availability and ability of resources in the policy implementing of law number 16 of 2019 for prospective brides at the Office of Religious Affairs in the Gorontalo Utara Regency as well as other regulations regarding marriage in increasing inadequate public services. This can be seen from:

1. The existing Human Resources (HR) are still very lacking and have not been able to balance the duties and functions of the marriage services in the Office of Religious Affairs.
2. The existing facilities and infrastructure have not been able to support the work by the Muslim Leader in providing marriage services.
3. Insufficient resources have caused marriage services to be unable to provide effective and efficient public services. Because the tasks and functions that exist in the KUA service are not matched by the availability of resources

c. Implementer Attitude/Disposition

In implementing the policy, the implementers should obey and do the orders from the leadership regarding the success of the policies that have been made.

The attitude of the staff of the Islamic Community Guidance Section in carrying out the disposition is quite good. But, in the implementation of the disposition they often experience problems in completing tasks, this is due to the limited human

resources in the field (the Muslim Leader) that are owned, so that, they become ineffective or not appropriate with expected in handling. Implementers in the field, especially those in each KUA still really need staff, because the staff is still lacking and cannot complete the task of implementing marriage services.

So that, from the results of interviews with several informants and observations of researchers, it can be explained that the attitude of the implementer/disposition in the policy implementation of law number 16 of 2019 for prospective in the Office of Religious Affairs, Gorontalo Utara Regency in improving public services is as follows:

1. The attitude of the implementers in the policy implementing of law number 16 of 2019 for the prospective brides in the Office of religious affairs of Gorontalo Utara Regency or marriage services still needs to be improved and repaired because in the implementation of orders it is often slow to complete and the results are not appropriate with the expected by the community.
2. Implementer staff in the field often do not understand the tasks ordered and do not directly coordinate with the leadership.
3. The limited resources of the apparatus also cause the regulation/rule of marriage services to be not optimal. The implementer staff (Muslim Leader) have tried to complete their duties properly but they must be supported by reliable resources, both human resources and adequate facilities.

#### d. Bureaucratic Structure

The bureaucratic structure will also determine the successful implementation of law/regulatory policies. The bureaucratic structure in the Ministry Office of Religion of Gorontalo Utara

Regency, especially in dealing with matters of marriage regulation, has been regulated. The Muslim Leader in each KUA in the sub-district as the main implementer. The problems in the policies implementation or regulations regarding marriage services are due to the lack of coordination between the implementers and the leadership. In addition, the implementation of marriage regulations in improving public services is slightly hampered by the current bureaucratic structure. This is because within the framework of the bureaucratic structure of the Islamic community guidance section there is a section for zakat waqf organizers in it.

So that, from the results of interviews with several informants and observations of researchers, it can be explained that the bureaucratic structure in the policy implementing of Law No. 16 of 2019 for prospective brides in the Office of Religious Affairs office of Gorontalo Utara Regency in improving public services now has a few obstacles. This is due to several factors, namely:

1. There is still the unification of 1 (one) section and the organizer of zakat waqf in one organizational structure and budget.
2. Previously, the function of the Islamic Community Guidance section was fully established to handle problems, especially regarding marriage, religious ideas, and others; Guidance Affairs of the Islamic Community joins the affairs of the organizers of Zakat Waqf. This becomes a challenge for the Islamic Community Guidance Section to collaborate in handling the functions of Islamic community affairs (internal) with the function of zakat waqf (external).
3. Some principles must be carried out by officers in the field (Muslim Leader) at the same time, namely receiving public complaints about marital problems, on the other hand, there are

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community complaints with other problems such as asking for advice on the process of converting to Islam (converts), mosque waqf problems, and others, handling of existing facilities in the office

decisive factors for the policy implementing of law number 16 of 2019 for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency in improving public services but not being fulfilled are as follows:

***The Decisive Factors of Policy Implementation of Law Number 16 the Year 2019 for the Prospective Brides in the Office of Religious Affairs, Gorontalo Utara Regency in the improvement of public services.***

In the order of implementation, of course, certain things become the trigger for the policy to run optimally and the community as the driving force for the policy can optimally do so. Because in implementing the policy, you will be faced with the state of the policy target. This is the reason for researchers to look at the factors that determine the policy implementation of law number 16 of 2019 for prospective brides in the Office of Religious Affairs of Gorontalo Utara Regency in improving public services. The decisive factors in the Implementation of Law Number 16 of 2019 for prospective Brides at the Office of Religious Affairs of Gorontalo Utara Regency consist of competent human resources, adequate budget, and infrastructure, as well as the expertise or competence of officers in the field.

The main decisive factor in the implementation of any government policy, especially regarding marriage, is that the personnel (HR) must be adequate. Therefore, it is necessary to conduct an internal evaluation related to the existing deficiencies. In addition, adequate infrastructure is part of the decisive factor in the socialization of marriage service regulations in Gorontalo Utara Regency. So that, from the results of interviews with several informants and observations of researchers, it can be explained that the

1. Human resources are still limited,
2. Facilities and infrastructure that have not been supported,
3. Frequent changes of position due to rolling (mutation) of the executive position
4. There is still a lack of budget allocated only through operations

***Expectations for the Implementation of Law Number 16 of 2019 for prospective Brides at the Office of Religious Affairs, Gorontalo Utara Regency***

The hope for the policy implementation of law number 16 of 2019 and other regulations regarding marriage is that field officers can understand the regulations issued by the government, especially regarding marriage, even though in conditions of very limited human resources.

So that, from the results of interviews with several informants and observations of researchers, it can be explained that the expectations from the policy implementation of law number 16 of 2019 for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency in improving public services are as follows:

1. The Muslim Leader as the front line of the Ministry of Religion in the District through the Office of Religious Affairs can provide a good image of the institution to the public and can provide the information needed by the community, if there is a law issued by the government, especially regarding marriage.

2. To achieve maximum results from the policy implementation of law number 16 of 2019 it is necessary to have good synergy between fellow Muslim Leaders in each sub-district, and also between Muslim Leader and officials in the sub-district and village to disseminate information to the community.

## **DISCUSSION**

### ***Policy Implementation of Law Number 16 the Year 2019 for the Prospective Brides in the Office of Religious Affairs, Gorontalo Utara Regency in the Improvement of Public Services***

#### **a. Communication**

The communication factor has a very important role in implementing a policy. Policy implementers must know very well the contents and the purpose of the policy, and know what they are doing. Communication between leaders and subordinates in implementing policies must be built effectively to avoid misinformation.

Policy implementation can effectively, so, those who have to be responsible for implementing a policy must know what to do [7]. Instructions for implementing policies must be conveyed, accurately, and consistently to capable people.

Based on the results of research and observations by researchers related to communication in the policy implementation of law number 16 of 2019 for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency in improving public services still needs to be improved because it is often hampered in its implementation. The Muslim Leader in carrying out their duties in the field is hampered by the location to socialize the policy and also the infrastructure that does not support it.

#### **b. Human Resource**

The success of policy implementation it didn't determine only by good communication, but also by the available resources. Resources as the main supporter of policy implementation. Therefore, it must be fulfilled properly.

Important resources include appropriately staff with the necessary expertise, sufficient and relevant information on how to implement the policy and in any other adjustments involved in implementation; the authority to ensure that this policy is carried out as intended, and the various facilities (including buildings, equipment, land, and supplies) within or by providing services [7].

Based on the results of research and observations made by researchers related to the availability and ability of resources in the policy implementation of law number 16 of 2019 for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency in improving public services, it is not sufficient. Where seen from the existing Human Resources (HR) is still very lacking, has not been able to balance the tasks and functions in 12 (twelve) Sub-Districts in Gorontalo Utara Regency. The facilities and infrastructure have not been able to support the work conducted by officers in the field (Muslim Leader). Because of the inadequacy of available resources, socialization of regulations issued by the government cannot provide effective and efficient public services, this is appropriate with the results of previous research which explains that the implementation of the social security program for workers in the informal sector in Gorontalo City is influenced by supporting resources so that communication has not gone well [5].

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c. Implementer Attitude/Disposition

Based on the results of research and observations made by researchers regarding the attitude of the implementer/disposition in the policy implementation of law number 16 of 2019 for prospective brides at the Office of Religious Affairs, Gorontalo Utara Regency, it still needs to be further improved. Because the implementation of the instruction is often slow to complete and the results are not as expected. This is because the staff in the Islamic Community Guidance section often do not understand the tasks that are ordered, because they are new and always to do staff rolling (mutations), and the Islamic Community Guidance staff does not directly coordinate with the leadership. The staff in the field have tried to complete their duties properly but they must be supported by adequate resources, both human resources and supporting facilities. In terms of the attitude of the implementers in the field of public services, efforts have been made to establish public service standards to realize fast, precise, inexpensive, and transparent services [1]. However, these efforts are related to the implementation of service systems and procedures that are less effective, convoluted, slow, do not respond to customer interests, etc. They are a series of negative attributes that are imposed on the bureaucracy.

d. Bureaucratic Structure

Although the resources to implement the policy are sufficient and the implementers know what must be done and are willing to implement it, policy implementation is still hampered by the inefficiency of the bureaucratic structure [7].

Based on the results of research and observations made by researchers, it can be explained that the bureaucratic structure in the policy implementing of law number 16

of 2019 for prospective brides in improving public services in Gorontalo Utara Regency now has a few obstacles. This is because of the merging of the two functions of the implementing section in one organizational structure. The organizer of Zakat Waqf is a part that is still integrated with the Guidance section of the Islamic community both in terms of organization and budgeting. This makes the implementers a bit complicated and encounter obstacles to work.

***The Decisive Factors of Policy Implementation of Law Number 16 the Year 2019 for the Prospective Brides in the Office of Religious Affairs, Gorontalo Utara Regency in the improvement of public services.***

Based on the results of research and observations of researchers, it can be explained that the decisive factors in the policy implementation of Law No. 16 of 2019 in improving public services are human resources, which based on the results of our research are still very limited, then the budget, facilities, and infrastructure that based on the results of direct observations in the field, it has not been supported or even minimal, and the last one is the organizational structure; always doing staff rolling (mutation) under the pretext of organizational refreshment, this causes problems in the field, namely the staff must adapt to learn the main tasks and functions to be carried out.

***Expectations for the Implementation of Law Number 16 of 2019 for Prospective Brides at the Office of Religious Affairs, Gorontalo Utara Regency***

The Expectation for the policy implementing of law number 16 of 2019 for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency in improving public services appropriate with the results of research and



observations made by researchers, there is maximum service from officers in the field (Muslim Leader). This can provide a good image of the institution to the public, and it is time for the Ministry Office of Religion in the Gorontalo Utara Regency through the Regional Office of the Religion Ministry of Gorontalo Province to propose to the central Ministry of Religion to increase the quota of Muslim Leader for the region, so that, it can meet the community needs in the field and provide the information needed by the community. To achieve it, of course, the hope is that all apparatus and the public must understand the regulations and laws that the government publishes. And must be supported by adequate and competent resources.

## CONCLUSION

Based on the results of the research and the discussion that has been stated in the previous chapter, the researchers draw the following conclusions:

1. Policy Implementation of Law Number 16 the Year 2019 Regarding Marriage Age Limitation for the Prospective Brides in the Office of Religious Affairs, Gorontalo Utara Regency in the improvement of public services.
  - a. In general, the communication, both with prospective brides who meet the age requirements in general and those who are underage in particular, has been going well. However, regarding the implementation of services regarding marriage, it seems that it has not run optimally. This is due to frequent mutations, and the implementing staff in the field usually do not understand the more crucial issues because not all staff in the field have the competence.
  - b. Resources in the policy implementation of law number 16 of 2019 concerning the marriage

age limit for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency in improving public services have not been adequate. This can be seen from the lack of the number of officers in the field, both penghulu and staff in each Office of Religious Affairs who have expertise and skills in services regarding marriage regulation. Then the facilities and infrastructure have not supported the implementation of tasks in the field.

- c. The attitude of the implementers in the policy implementing of law number 16 of 2019 regarding the marriage age limit for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency in improving public services still needs to be further improved. Because the implementation of the instruction is often slow to complete and the results are not as expected. This is because field staff often do not understand the crucial problems faced by the community
- d. The bureaucratic structure in the policy implementing of law number 16 of 2019 for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency in improving public services now has a few obstacles. This is because the two sections are still combined in one existing organizational structure, making the duties of the Muslim Leader and field staff no longer focused on services regarding marriage and its regulations.

Based on the results of research and data on marriage/referral events as well as underage marriages that occurred in

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Gorontalo Utara Regency obtained until August 2021, it can be concluded that the regulation of law number 16 of 2019 concerning the marriage age limit for prospective brides, especially in the Gorontalo Utara Regency is already influential in the community (public).

2. The decisive factors in the policy implementation of law number 16 of 2019 concerning the marriage age limit for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency in improving public services are human resources who are still lacking and do not have the expertise and skills, facilities and infrastructure that are adequate and not supported, there are frequent mutations in the organizational structure that handles marital affairs and regulations, there is still a lack of budget allocated in the form of operations.
3. The hope from the policy implementation of law number 16 of 2019 concerning the marriage age limit for prospective brides at the Office of Religious Affairs of Gorontalo Utara Regency in improving public services is that the regulation on marriage issued by the government can provide a good image of institutions to the public, and can provide knowledge about the marriage rules needed by the community and also through the Office Ministry of Religion of Gorontalo Utara Regency can propose increasing the quota of Muslim Leader, especially those in Gorontalo Utara, so that, services can always be met, especially marriage issues. To achieve it, of course, all apparatus must understand the duties and functions in the field, especially the Muslim Leader. And must be supported by reliable resources. Field staff (Muslim Leader) must improve skills and expertise in the field

of services on marriage regulations issued by the government.

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