

COLLABORATION OF LOCAL GOVERNMENT AND STAKEHOLDERS IN THE PREVENTION AND CONTROL OF CHILD MARRIAGE

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ABSTRACT. Child marriage has become a growing issue in the last 20 years. Even the United Nations 10 years ago warned Indonesia of an emergency for child marriage. As is well known, the Ministry of PA released the number of child marriages in 2000 as many as 63,382 cases, decreased in 2021 to 61,459 cases, and in 2022 decreased drastically to 50,673 cases. The decline in child marriage or Marriage with dispensation is due to better socialization of changes to Law Number 16 of 2019 concerning Amendments to Law Number 1 of 1974 concerning Marriage and several efforts made by the government and regional governments. The decline occurred in several regions in Indonesia, as was the case in Central Java Province. The problem of child marriage is quite complex because it is not only an internal family problem but includes a complicated social security issue and requires collaboration to solve it. Collaboration between the government and stakeholders has been initiated but has not yet been strengthened, so it is necessary to find a way to overcome child marriage. This research was conducted using the mixed method, namely exploring children who were already married to find out conditions before and after Marriage and children's responses to child marriage. The purpose of this research is to analyze the roles of the government and stakeholders in the prevention and management of child marriage. This research is expected to address how the government and stakeholders collaborate in preventing and dealing with child marriage. This study focuses on patterns of child marriage, children's responses to child marriage, the role of government and stakeholders, and models of collaboration between local government and stakeholders in preventing and controlling child marriage with the locus of Central Java Province.

Keywords: child; collaboration; local government; marry; stakeholders

KOLABORASI PEMERINTAH DAERAH DAN STAKEHOLDER DALAM PENCEGAHAN DAN PENGENDALIAN KAWIN ANAK

ABSTRAK. Perkawinan anak menjadi isu yang terus berkembang sejak 20 tahun terakhir. Bahkan PBB 10 tahun yang lalu sudah memperingatkan Indonesia akan darurat kawin anak. Seperti diketahui Kementerian PPPA telah merilis jumlah kawin anak tahun 2000 sebanyak 63.382 kasus, turun tahun 2021 menjadi 61.459 kasus dan tahun 2022 menurun drastis sebanyak 50.673 kasus. Penurunan kawin anak atau kawin dengan dispensasi ini terjadi akibat semakin baiknya sosialisasi atas perubahan Undang-undang Nomor 16 Tahun 2019 tentang Perubahan atas Undang-undang Nomor 1 Tahun 1974 tentang Perkawinan dan beberapa upaya yang sudah dilakukan oleh pemerintah dan pemerintah daerah. Penurunan terjadi di beberapa daerah di Indonesia, seperti juga yang terjadi di Provinsi Jawa Tengah. Permasalahan perkawinan anak ini cukup kompleks karena bukan hanya permasalahan internal keluarga, namun termasuk persoalan ketahanan social yang rumit dan butuh kolaborasi untuk menyelesaikannya. Kolaborasi pemerintah dan stakeholder selama ini sudah diinisiasi, namun belum menguat, sehingga perlu untuk dicarikan jalan keluar mengatasi kawin anak ini. Penelitian ini lakukan dengan metode *mix method* yaitu mengeksplorasi anak-anak yang sudah terlanjur menikah untuk mengetahui kondisi sebelum dan sesudah perkawinan, dan tanggapan anak-anak terhadap kawin anak. Tujuan penelitian ini adalah menganalisis peran-peran pemerintah dan stakeholder dalam pencegahan dan penanganan kawin anak. Penelitian ini diharapkan dapat menjawab permasalahan bagaimana kolaborasi pemerintah dan stakeholder dalam mencegah dan menangani kawin anak. Penelitian ini fokus pada pola kejadian kawin anak, tanggapan anak-anak terhadap perkawinan anak, peran pemerintah dan *stakeholder*, model kolaborasi pemerintah daerah dan *stakeholder* dalam pencegahan dan pengendalian kawin anak dengan lokus Provinsi Jawa Tengah.

Kata kunci: anak; kawin; kolaborasi; pemerintah daerah; *stakeholder*

INTRODUCTION

The United Nations 2017 warned Indonesia of the emergency of child marriage, with a significant increase. One of the recommendations was to amend the law on marriage number 1 of 1974, especially at the age of marriage, namely for women to be increased from 16 to

19 years. The Indonesian government made this recommendation by enacting Law Number 16 of 2019 concerning amendments to Law Number 1 of 1974 concerning marriage. The United Nations is very concerned because child marriage is not just a family matter but impacts education, health, the economy, and society.

Child marriage existed long before the

issue of rapid and troubling increase. The number continued to increase, especially when the COVID-19 pandemic occurred, a difficult situation that made child marriage uncontrollable. Family burdens and breakdowns in family communication have increased child marriage. This condition occurs not only in Indonesia; several countries, such as India and Pakistan, also experience similar problems.

Even though child marriage in India has decreased from 47.4 percent in 2005–2006 to 26.8 percent in 2015–2016, 43 percent of women are still married at 20, and 61 percent are married at 21. Girls who do not attend elementary school often experience child marriage. As many as 43 percent of girls without education were married when they were under 18, and only 4 percent had higher education. This condition is usually experienced by people who come from low-income families (Frenette & Chan, 2015).

Poverty always haunts child marriage; economic reasons are the classic reason to end poverty, even though marriage under maturity impacts more severe poverty. According to several economic studies, it can be seen as a cause of child marriage, but it is not the only one. It is intertwined with other factors such as culture, politics, and so on. Most of the literature on child marriage comes from empirical studies in developing countries. An alarming condition occurs for girls, possibly due to the traditional hypothesis that girls are often used as collateral to save families from poverty (Marshan et al., 2013).

Many consequences, ranging from physical aspects related to birth, status, and power in the household, are specific to girls—child marriage among girls on the absence of child preferences. In traditional rural India, parents' decisions play a much larger role in determining marriage, especially for their daughters. A girl who is married does not have a choice either with whom she marries or when she gets married. Parents use early marriage for their daughters to protect family norms because they are forced by fear of the effects of late marriage on daughters and families (Hopkins & Patel, 2006; Oxfam, 2003).

Based on observation data, all regions on the island of Java have problems with child marriage that are greater than the national marriage rate. The issue of child marriage on the island of Java ranges from 14–19 per cent. The biggest problem was in the Central Java Region at 19.43 per cent, whereas the lowest was in the East Java Region at 14.10%. Data on child marriage in Central Java

shows an alarming condition. In January–May 2023, it was recorded that 2,540 children were applying for a marriage dispensation in Central Java. This data does not include undercover data that married underhanded. Most of them are girls who have been pregnant beforehand or have been married off by their parents. The condition that develops is that child marriages occur more often due to promiscuity. The religious norms set in the family are naive by having premarital sex.

Based on the problems explained, this research aims to analyze the role of the Regional Government and Stakeholders in preventing and controlling child marriage.

METHOD

This research uses a combined research method (mixed method research), namely a method that combines descriptive qualitative and quantitative methods. Mixed method research is used to examine problems that require in-depth study, with researchers trying to provide an overview of implementing policies for preventing and controlling child marriage. In this research, the mixed methods used are Convergent Design or Concurrent Mixed Method. This design is used by conducting concurrent/concurrent quantitative and qualitative research or in the same research phase. The priority of the two methods is equal/equal, and the two villages are kept independent in data collection and analysis, and then the result mixes are carried out in the overall interpretation (Creswell & Creswell, 2017; Etzioni, 2016).

This research was conducted in Central Java Province. The population in this study were all children or teenagers, both male and female, spread across districts in Central Java Province. The research sample was selected using two methods, namely, the purposive sampling technique for quantitative data and snowball for qualitative data. The sample range that can be taken from the Slovin technique is 5% of the research population. Based on the Slovin method, the number of samples in this study was 445 children. This research began with quantitative descriptive analysis, which was carried out by distributing questionnaires to 445 children and adolescents aged 16–20 years to answer questions asked by researchers. The results of the research were then used as the basis for qualitative research (Miles & Huberman, 1994).

Qualitative research was conducted using in-depth interviews with perpetrators of child marriage. The choice of sample for child

marriage perpetrators was based on Religious Court data. Then, the researchers contacted the perpetrators via the telephone number listed in the Religious Court data. The following sample was determined using the snowball method, namely asking friends of the perpetrators who committed child marriage, namely 99 children.

The research results with these two methods are synthesized to obtain results by the objectives set. Tabulating survey data from adolescents carried out data analysis, and the results of in-depth interviews were carried out by classification. The analysis used is narrative analysis, which provides more insight because it has important data that is not only related to context but also time, place, event specifications, and experiences that can be taken into consideration (Miles & Huberman, 1994).

The selection of Central Java Province to carry out this research was based on several specific considerations. The first consideration is the affordability of the research location for researchers, both in terms of energy funds and time efficiency. Carrying out research in the selected area does not cause problems with the capabilities of the research staff. One thing that is very helpful in conducting research at this chosen location is the issue of funding. Researchers are not required to pay higher field research costs when compared to study in other places. There is another reason that is no less important, namely the unique characteristics inherent in the chosen setting. Temporary observations show that in Central Java Province, there appears to be a trend in the number of cases of child marriage, and research has never been carried out aimed at preventing and controlling child marriage.

RESULTS AND DISCUSSION

Situation of Child Marriage

In international law, child marriage is defined as violence against women. It violates human rights, especially as stated in Article 16 (2) of the Universal Declaration of Human Rights, which states that “marriage can only be carried out by choice. Freely and with the full consent of the bride and groom.”

Child marriage is a form of violation of a child’s right to grow and develop. Several studies related to the impact of child marriage have also shown a correlation between the health of mothers and babies, maternal mortality, and the phenomenon of child marriage. In general, child marriage in Indonesia has decreased in

the last ten years by 3.5 percent. This decline has not achieved the expected results and is relatively slow. The prevalence rate of child marriage increased in 2016 from 11.1 percent to 11.2 percent in 2018 (Brodjonegoro, 2022). The rate of increase, which fluctuates yearly, shows that a systematic and integrated effort is needed to reduce the number of child marriages. Meanwhile, for the age of marriage under 15 years, there was a decrease of 1.04 percent from 2008 to 2018; however, based on the trend of the last three years, there has been an increase from 0.54 percent in 2016 to 0.56 percent in 2018, which fluctuates every year, indicating that a systematic and integrated effort needs to be made in reducing the number of child marriages.

Child marriage is a complex issue. Factors suspected to contribute are poverty, geography, lack of access to education, gender inequality, social conflict, disasters, lack of access to comprehensive reproductive health services and information, social norms that reinforce certain gender stereotypes (for example, women should marry young), and culture (interpretation of religion and local traditions). In addition, matchmaking and community acceptance of child marriage are often cited as driving factors (Nasional, 2020). Based on the complexity of child marriage, awareness of the phenomenon and solutions for child marriage must be designed comprehensively, holistically, and systematically.

Law of the Republic of Indonesia Number 16 of 2019 concerning Amendments to Law Number 1 of 1974 concerning Marriage was ratified by President Joko Widodo on October 14, 2019, in Jakarta (Law Number 16 of 2019, 2019), which states that the minimum age limit for marriage for women, it is equal to the minimum age for marriage for men, namely 19 (nineteen). This age limit is considered mature in body and soul to enter into a good marriage, not end in divorce, and to have healthy and quality offspring.

Consideration of Law Number 16 of 2019 regarding increasing the age limit higher than 16 (sixteen) years for women because marriage at a child’s age hurts children’s growth and development and will result in children’s fundamental rights not being fulfilled, such as the right to protection from violence and discrimination, children’s civil rights, health rights, education rights, and children’s social rights. This change in age will result in a lower birth rate and reduce the risk of maternal and child mortality. Apart from that, children’s rights can also be fulfilled to optimize children’s growth

and development, including parental assistance and giving children access to the highest possible education.

It is also by the provisions of Article 28B of the 1945 Constitution of the Republic of Indonesia, which states that every person has the right to form a family and continue their offspring through legal marriage. The State guarantees children's rights to survival, growth, and development and the right to protection from violence and discrimination.

One of the impacts of the revision of Marriage Law Number 1 of 1974 to Law Number 16 of 2019, which changed the marriage age of girls from a minimum age of 16 years to 19 years, is that there has been a drastic spike in cases of requests for dispensation from marriage since the revision was made. Considering the age of the child according to Law Number 23 of 2002 Article 1 paragraph (1), "A child is someone who is not yet 18 (eighteen) years old, including a child who is still in the womb", then it is determined that the minimum marriage age of 19 years is over the age of children than the provisions of the law. Article 2 states, "The implementation of child protection is based on Pancasila and is based on the 1945 Constitution of the Republic of Indonesia and the basic principles of the Convention on the Rights of the Child include non-discrimination; the best interests of the child; the right to life, survival and development; and respect for children's opinions" (Apriatin et al., 2016).

Article 3 states that "Child protection aims to ensure the fulfillment of children's rights so that they can live, grow, develop and participate optimally by human dignity and dignity, and receive protection from violence and discrimination, for the realization of quality Indonesian children, noble character, and prosperous. "Article 4 states, "Every child has the right to be able to live, grow, develop, and participate fairly by human dignity and dignity, and receive protection from violence and discrimination." (Statistik, n.d.).

The research results in Central Java Province show fluctuating data, namely data taken in 2023 from January to March. The data predicts that every three months, there will be 2,540 cases, so by the end of 2023, there will be 10,160 cases. This means that there was a very high decline from the previous year. More detailed data can be seen in Figure 1 below.

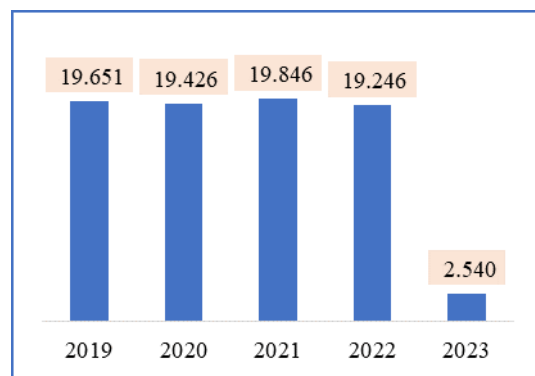


Figure 1. Dispensation for Marriage in Central Java Province Year 2019-2023

The success of reducing child marriage is inseparable from the local government's efforts to encourage the reduction of child marriage with the motto "Jo Kawin Bocah." The tagline "Jo Kawin Bocah" was the idea of the Governor of Central Java to be expanded at the City-Regency level and became the basis for city districts to promote the reduction of child marriage. Reducing child marriage is very difficult to do. This concerns domestic factors that make it difficult for local governments to intervene.

Globally, child marriage occurs in family ties, namely factors found in several regions of Africa and Asia that make child marriage a means of controlling an area, resolving disputes, and maintaining relations between certain ethnicities or communities. Gender inequality in the social life of a society where women do not have an important role in the family and society, so child marriage is considered natural. The poverty factor is that marrying children can reduce the cost of daily needs in a family, assuming that after marriage, the children will be the husband's responsibility. Control over sexuality and maintaining family honor prevent free-sex behavior and create a bad image of family identity. Traditions and culture that apply in the environment around where you live and insecurity, namely situations that are not safe, such as rampant poverty and venereal diseases, then marriage is carried out as an effort to overcome this situation (Firdaus et al., 2022; Nabila et al., 2022).

Understanding that the problem of child marriage is not a simple matter, City Districts in Central Java Province are working hard to initiate efforts to reduce child marriage. In January-May 2023, developments can be seen in the following graph.

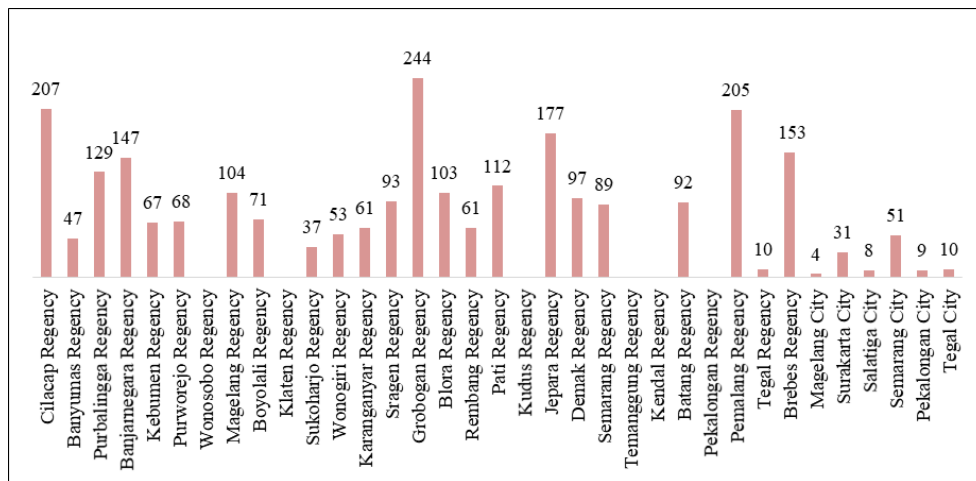


Figure 2. District/City Marriage Dispensation of Central Java Province January-May 2023

The graph above shows several City Regencies that have been able to prevent child marriage from occurring in the period January-May 2023. However, some Regencies still have high achievements, namely Grobogan, Cilacap, Purbalingga, Banjarnegara, Magelang, Jepara, Pati, Pemalang, and Brbes Regencies. The results of interviews with the PPPA Office showed quite surprising results, namely the prevention of child marriage colliding with the social patterns of millennial children who are increasingly open. Nearly 90 percent of child marriages result from promiscuity and underage dating, which lead to premarital sex. The impact of premarital sex is unwanted pregnancies; eventually, parents are forced to marry off their children.

Studies in Pakistan show that teenage pregnancies occur in women with low education or who do not attend school. Young women’s pregnancy is determined by socioeconomic status, including education, employment, and wealth index. There is a relationship between education and teenage pregnancy. Adolescent girls who have higher education or stay in school longer generally have lower rates of early pregnancy than girls with low education or who do not attend school. This may be because women and their partners with less education have adequate knowledge about early pregnancy and contraception, including the misunderstanding of interpreting Marriage as a solution to existing conditions (Ali et al., 2022).

Adolescent Responses About Child Marriage

The youth interviewed responded to child marriage in a variety of ways. This is related to Law Number 16 of 2019 concerning Marriage, which shows that most teenagers need help understanding the changes to the Marriage Law. This happened because most of them did not know about the change in the age of Marriage (27 percent); they knew but not deeply (22 percent),

and what was surprising was that those who said they did not know did not want to know and did not care and knew but did not care. More details can be seen in the following graph:

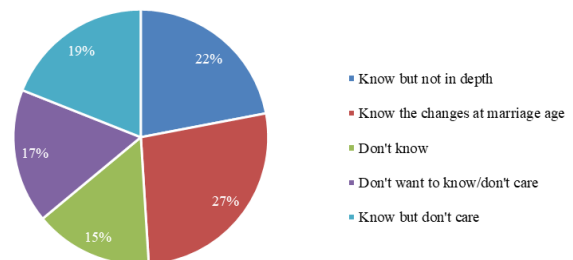


Figure 3. Adolescent Knowledge of Law Number 16 of 2019

The ignorance and indifference of teenagers regarding child marriage cannot be blamed because they are busy with themselves, so if a child marriage occurs, it is not considered their responsibility. The results of interviews that have been conducted show that child marriage is a fatal mistake, especially for young girl, because they date without thinking about applicable social and religious norms. Several young girl who were interviewed also said that their parents did not pay enough attention to them, especially in terms of sex education from an early age. In this case, sex education remains the responsibility of parents. Children with good upbringing will be carried away in society.

Research conducted by Aditya stated that there was a relationship between maternal education and the incidence of early marriage (p-value: 0.000). Sex education taught by mothers with low education has a risk of early marriage of 9.281 times, compared to mothers who have higher education (95% CI: 4.657-20.714). This means that the role of parents in providing parenting regarding early marriage is an essential thing for the family to master (Dwinanda et al., 2015). Prevention that can be done to reduce the impact of child marriage is to

focus on the readiness of the uterus for women to conceive and behavior in managing pregnancy well. The following are some of the stunting

effects of pregnancy in children who are married prematurely:

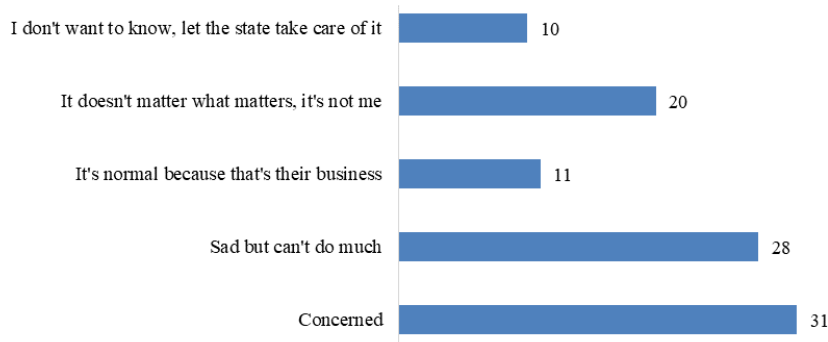


Figure 4. Adolescent Attitudes Towards Child Marriage

Pregnancy and childbirth at this age will be at risk of maternal death (Hanifah & Stefani, 2022). Women who marry at an early age will have a high risk of getting pregnant, which will indirectly impact their fertility levels. Age at marriage is one of the most critical factors influencing fertility and the growth and development of children who fail or are stunted (Duana et al., 2022). Interviews with perpetrators of child marriage show that most of them come from villages and have low economic conditions. Marriage occurs 100 percent due to promiscuity or premarital sex. According to the perpetrator’s confession, the initial premarital sexual relationship was from dating a minor, one of which was seduction by a teenage boy. The man’s seduction is by saying that premarital sexual relations will not have any impact, even though this is a fatal mistake for the woman.

Several children interviewed revealed that child marriage could be prevented through the participation of interested parties such as local government, community leaders, teachers, lecturers, youth organizations, and community organizations. They must emphasize to their children that marrying prematurely will harm their survival, including the children they will give birth to later.

Collaboration between Regional Government and Stakeholders

The government’s efforts refer to PPPA Ministerial Regulation number 12 of 2022 concerning the Implementation of Child-Friendly City Districts (KLA) contained in Cluster II concerning the Family Environment and Caregiving, which consists of 7 alternative indicators relating to the prevention of child marriage, which the government must carry out, namely: (1) Complaint and assistance system; (2) Educational assistance for children from vulnerable families; (3) Skills training for all children; (4) Prevention of dropping out of school/12 years of compulsory education, including children who need special protection; (5) business capital assistance to vulnerable families; (6) Campaign/socialization/counseling; (7) Education on reproductive health and (8) parenting of teenagers (PPPA Ministerial Regulation No-12-2022 concerning the Implementation of Child-Friendly Districts and Cities (KLA), 2022).

Almost all perpetrators of child marriage do not continue their studies because they are ashamed, both male and female, but some change schools to avoid gossip. This condition should be used as a lesson that child marriage will not only have an impact on health but also on education and family survival. Apart from that, the interview results also show that the role of teenagers can be optimized, especially in unique environments such as family, school, campus, or other social environments. The following is data on the prevention of teenagers in child marriage.

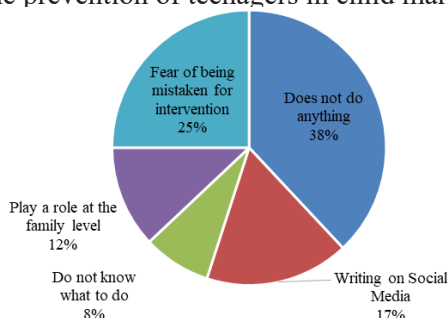


Figure 5. Adolescent Prevention Actions in Child Marriage

However, the role of government, as perceived by teenagers, could be more optimal. The results of the research show that only a few people know about the role of local government in preventing or controlling child marriage. As many as 21 percent of respondents stated that the role of local government was only outreach, 27 percent said that the government did not know

anything, 17 percent said the government did not play any role, 12 percent said they had never heard of the government’s role in preventing child marriage, and 23 percent said The government has played a role but is not severe enough in doing so. This can be seen in the following graph:

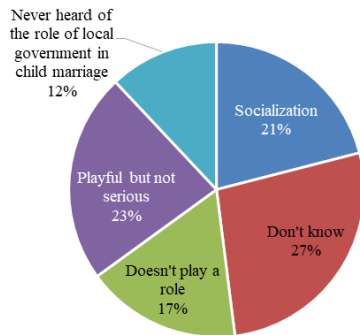


Figure 6. The Role of Local Government in Child Marriage

The role stated by adolescents is partially

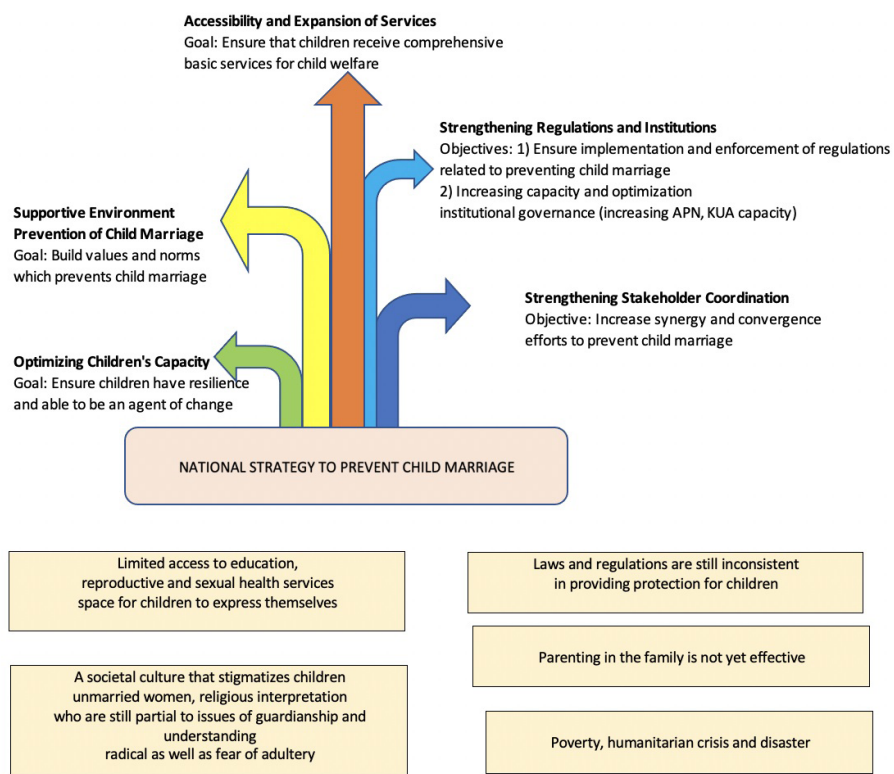


Figure 7. National Strategy for Prevention of Child Marriage (Bappenas, 2020)

The regional government cannot carry out efforts to achieve this strategy alone. Stakeholders must work together to accelerate the prevention and control of child marriage. Collaboration with stakeholders, including children, can be carried out to prevent and control child marriage.

Collaboration is a social process in certain activities aiming to achieve common goals by helping and understanding each other’s activities. The intended cooperation is to achieve common goals determined through the division of tasks or work, not as a division of work but as a work

correct because, based on the results of in-depth interviews with local government officials, they have played many roles through outreach and opening consultation rooms that are open to preventing child marriage. P2TP2A also plays an active role in overcoming vulnerability and violence in marriage. It could be because the role played is more of a facilitation role by the PPPA affairs supervisory agency rather than other affairs administrators. This should be homework for the Regional Government.

Suppose you look at Presidential Regulation Number 25 of 2021 concerning Child-Friendly City District Policies and PPPA Regulation Number 12 of 2022. In that case, these roles have been carried out as stated in the National Strategy for the Prevention of Child Marriage using a downstream-to-upstream approach. This can be described as follows:

unit, all of which are directed at achieving goals.

From the perspective of collaboration theory between stakeholders, it is a partnership in a relational form in several ways. First, the unit of analysis is the collectivity of organizations that come together to solve problems that cannot be solved by one organization acting alone. Second, social partnerships involve various relationships in a less formal way over time, i.e., social contracts between stakeholders). The third is the social component of the partnership, which requires interaction and collaboration

within the organizational collectivity. Fourth, some integral relationships of social partnerships are interimistic and involve several public and private organizations as stakeholders (Savage et al., 2010).

The interaction between actors that is achieved is how a policy and governance can satisfy as many parties as possible. Meanwhile, collaborative governance is an achievement to find the best way of a policy. The dynamics of interaction between actors make it easier for opportunities to accommodate the interests of each actor. Likewise, the initial conditions for collaboration between actors were influenced by several phenomena, namely actors having different interests and visions, which led to debates between actors that hindered the collaboration process (Noor et al., 2022).

In preventing and controlling, the elements that must be fulfilled are: First, the Regional Government's commitment to collaboration: Prevention and control of child marriage will not be practical if it only relies on efforts from below or on the capacity of families and civil society institutions. Public policy support is needed to insist that the interventions carried out are adhered to by the target group. The actors who have the legal authority to set policies and allocate resources to execute these policies are government actors, especially local governments in areas with high levels of child marriage. Regional governments are included as critical stakeholders because they have an increased interest in achieving the target of attaining low child marriage rates in their regions. The power or influence of regional governments is also high because they have legal and formal authority to determine regional regulations, strategic plans and resource allocation in the form of budgeting, human resource capacity and infrastructure needed to prevent child marriage.

Second, commitment from community organizations, the business world, NGOs and community leaders: Community leaders play an essential role in preventing and controlling child marriage, considering that parents force many cases of child marriage due to considerations of values, social norms, customs and culture. Even though most people disagree with child marriage, there are still some regions and communities that use cultural and religious interpretations to support child marriage. Such is the view that women should ideally marry young and force their children to marry once the children are attracted to the opposite sex. Concerns about

children violating social, cultural and religious values and norms are also reasons for Religious Court judges to grant marriage dispensations. Therefore, community leaders need to be involved in preventing and controlling child marriage. Many Indonesians base decision-making in the family using references to the views of community figures who are their role models. By involving community figures in the campaign to raise awareness of the negative impacts of child marriage, it is hoped that new understanding will grow among the community about the importance of marriage and building a family in adulthood.

Third, the will to have one goal, namely specifically preventing and controlling child marriage: Support is one of the most essential things in preventing and controlling child marriage. With support for doing positive things, children will have the enthusiasm to continue learning so that they have the will to continue improving their skills so they can achieve the goals they want.

Fourth, the ability to conduct and develop networks to all corners of stakeholders: Supporting development to spread stakeholder networks is the prevention and control of child marriage. This will provide deep awareness for children and teenagers.

Fifth, Children and teenagers: Strengthening the capacity of children that can be optimized is the capacity of educators and peer counsellors, which is the Ministry of State's PA program. It is strengthening the ability of girls to advocate and build their welfare through entrepreneurship training from the Ministry of Small and Medium Enterprises, the Ministry of Manpower and the Ministry of Education and Culture.

Sixth, good etiquette realizes the optimum goal of preventing and controlling child marriage: This strategy for preventing and controlling child marriage will succeed in achieving the expected goals if it is supported by stakeholders or stakeholders who are committed to playing an active role in realizing the optimal plan for the success of the program. For this reason, it is essential to identify the role, influence and interests of stakeholders in child marriage prevention strategies.

Affirmative Action

Prevention and control of child marriage must be carried out as quickly as possible. The more open influence of Eastern culture will allow children to continue to adapt to conditions that are considered more effortless for them to

imitate. One form of prevention and control of child marriage is collaboration, which must be carried out with strategic steps.

Prevention of Child Marriage has been formulated through strategic steps to accelerate the reduction in cases. The strategy needed is, First, through optimizing Children's Capacity, which will be achieved through increasing awareness and attitudes regarding comprehensive reproductive and sexual health rights (under Law No. 36 of 2009) and improving children's participation in preventing child marriage. This can be done through (1) Implementing life skills education (communication skills, problem-solving, critical thinking, assertiveness, negotiation skills) for children and adolescents; (2) Ensuring that children who will be involved in the policy-making process are equipped with knowledge about the issue of child marriage; and (3) Strengthening the role and capacity of peers in preventing child marriage.

Second, through an environment that supports the prevention of child marriage, which can be done through (1) strengthening the understanding and role of parents, families, social/community organizations, schools and Islamic boarding schools, (2) transforming counselling and assistance services for parents in a professional manner; (3) Family economic empowerment (entrepreneurship or PKH assistance) to ensure poor children; (4) Strengthening child-friendly school systems and environments by adding HKSR; and (5) Strengthening community institutions at various levels with various training and child support skills.

Third, through Accessibility and Expansion of Services which will be achieved through (1) Providing comprehensive and youth-friendly reproductive health information services; (2) Development of a comprehensive service referral system for children experiencing unwanted pregnancies; (3) Assistance for victims of child marriage to obtain all children's rights.

Fourth, namely strengthening regulations and institutions, which can be done through (1) increasing the knowledge and skills of APH, KUA officers, extension workers and teachers; (2) Filling regulatory gaps and strengthening the judicial process for marriage dispensations.

Fifth, namely, Strengthening Stakeholder Coordination, which can be done through (1) Strengthening planning and implementation coordination forums and (2) Utilization of data to improve policies.

In implementing the collaboration program in Central Java Province, there has been a reduction in the percentage of child marriages, and the community's expectations have been fulfilled even though it is not yet optimal. The goal of reducing child marriage rates has yet to be achieved under the vision and mission of the Central Java Provincial Government, as stated in programs that contribute to achieving national targets. Therefore, program implementers, in terms of preventing and controlling ongoing child marriages, have not yet been able to fully provide benefits and strategic value in achieving program objectives. This is because in preparing strategic planning steps, there has not been complete equality in the process. Determining strategic planning steps only partially involves the community and local government. In the context of child marriage, there are still areas in Central Java Province that need to be included in the socialization of this collaboration program, so there are many things that need to be discussed at greater length in the implementation of the program. Many stakeholder collaboration program facilitation activities need to be on target.

Collaboration describes communication between institutions and stakeholders. Agencies and stakeholders must meet together in a process of deliberation and cooperation; in other words, the process must be collective. Communication is essential in collaboration because there are many failures in the collaboration process due to poor communication between agencies and stakeholders. It is hoped that stakeholder collaboration in preventing child marriage can run according to expectations and run well without any obstacles. Successful partnership is based on the common goal of having the same vision, mutual trust and respect for each other. From the Central Java Province, stakeholder collaboration is less than optimal because there is no particular agency that discusses the prevention and control of child marriage in Central Java Province.

This strategic step must be able to increase their cooperation, improve communication, be creative and innovative so that teenagers are interested in this program, and especially be able to prevent and reduce the rate of child marriage in Central Java Province. The connected patterns between these strategic moves play an equally important role. Because reducing the number of child marriages cannot only be done by one party.

CONCLUSION

The research results can be concluded: (1) Child marriages are increasingly fluctuating, experiencing ups and downs in several regions, including Central Java, experiencing a decline. (2) The decrease is due to the awareness of the community and local government to understand the rules regarding marriage under the Marriage Law. (3) Most teenagers do not yet understand the changes to the marriage law. There are still many who do not care because they consider marriage to be a private domain that cannot be intervened in. Local government programs and activities have not fully covered child marriage, so the community does not know things that should not be done. (4) Child marriages that occur are the result of promiscuity, which is the result of parents' lack of sexual education from an early age. (5) Control and prevention of child marriage can be done by strengthening collaboration.

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COLLABORATION OF LOCAL GOVERNMENT AND STAKEHOLDERS IN THE PREVENTION AND CONTROL OF CHILD MARRIAGE

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COLLABORATION OF LOCAL GOVERNMENT AND STAKEHOLDERS IN THE PREVENTION AND CONTROL OF CHILD MARRIAGE

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ABSTRACT. Child marriage has become a growing issue in the last 20 years. Even the United Nations 10 years ago warned Indonesia of an emergency for child marriage. As is well known, the Ministry of PA released the number of child marriages in 2000 as many as 63,382 cases, decreased in 2021 to 61,459 cases, and in 2022 decreased drastically to 31,673 cases. The decline in child marriage or Marriage with dispensation is due to better socialization of changes to Law Number 16 of 2019 concerning Amendments to Law Number 1 of 1974 concerning Marriage and several efforts made by the government and regional governments. The decline occurred in several regions in Indonesia, as was the case in Central Java Province. The problem of child marriage is quite complex because it is not only an internal family problem but includes a complicated social security issue and requires collaboration to solve it. Collaboration between the government and stakeholders has been initiated but has not yet been strengthened, so it is necessary to find a way to overcome child marriage. This research was conducted using the mixed method, namely exploring children who already married to find out conditions before and after Marriage and children's responses to child marriage. The purpose of this research is to analyze the roles of the government and stakeholders in the prevention and management of child marriage. This research is expected to address how the government and stakeholders collaborate in preventing and dealing with child marriage. This study focuses on patterns of child marriage, children's responses to child marriage, the role of government and stakeholders, and models of collaboration between local government and stakeholders in preventing and controlling child marriage with the locus of Central Java Province.

Keywords: child; collaboration; local government; marry; stakeholders

KOLABORASI PEMERINTAH DAERAH DAN STAKEHOLDER DALAM PENCEGAHAN DAN PENGENDALIAN KAWIN ANAK

ABSTRAK. Perkawinan anak menjadi isu yang terus berkembang sejak 20 tahun terakhir. Bahkan PBB 10 tahun yang lalu sudah memperingatkan Indonesia akan darurat kawin anak. Seperti diketahui Kementerian PPPA telah merilis jumlah kawin anak tahun 2000 sebanyak 63.382 kasus, turun tahun 2021 menjadi 61.459 kasus dan tahun 2022 menurun drastis sebanyak 31.673 kasus. Penurunan kawin anak atau kawin dengan dispensasi ini terjadi akibat semakin baiknya sosialisasi atas perubahan Undang-undang Nomor 16 Tahun 2019 tentang Perubahan atas Undang-undang Nomor 1 Tahun 1974 tentang Perkawinan dan beberapa upaya yang sudah dilakukan oleh pemerintah dan pemerintah daerah. Penurunan terjadi di beberapa daerah di Indonesia, seperti juga yang terjadi di Provinsi Jawa Tengah. Permasalahan perkawinan anak ini cukup kompleks karena bukan hanya permasalahan internal keluarga, namun termasuk persoalan ketahanan social yang rumit dan butuh kolaborasi untuk menyelesaikannya. Kolaborasi pemerintah dan stakeholder selama ini sudah dimisiasi, namun belum menguat, sehingga perlu untuk dicarikan jalan keluar mengatasi kawin anak ini. Penelitian ini lakukan dengan metode *mix method* yaitu mengeksplorasi anak-anak yang sudah terlanjur menikah untuk mengetahui kondisi sebelum dan sesudah perkawinan, dan tanggapan anak-anak terhadap kawin anak. Tujuan penelitian ini adalah menganalisis peran-peran pemerintah dan stakeholder dalam pencegahan dan penanganan kawin anak. Penelitian ini diharapkan dapat menjawab permasalahan bagaimana kolaborasi pemerintah dan stakeholder dalam mencegah dan menangani kawin anak. Penelitian ini fokus pada pola kejadian kawin anak, tanggapan anak-anak terhadap perkawinan anak, peran pemerintah dan stakeholder, model kolaborasi pemerintah daerah dan stakeholder dalam pencegahan dan pengendalian kawin anak dengan lokus Provinsi Jawa Tengah.

Kata kunci: anak; kawin; kolaborasi; pemerintah daerah; stakeholder

INTRODUCTION

The United Nations 2017 warned Indonesia of the emergency of child marriage, with a significant increase. One of the recommendations was to amend the law on marriage number 1 of 1974, especially at the age of marriage, namely for women to be increased from 16 to

19 years. The Indonesian government made this recommendation by enacting Law Number 16 of 2019 concerning amendments to Law Number 1 of 1974 concerning marriage. The United Nations is very concerned because child marriage is not just a family matter but impacts education, health, the economy, and society.

Child marriage existed long before the

issue of rapid and troubling increase. The number continued to increase, especially when the COVID-19 pandemic occurred, a difficult situation that made child marriage uncontrollable. Family burdens and breakdowns in family communication have increased child marriage. This condition occurs not only in Indonesia; several countries, such as India and Pakistan, also experience similar problems.

Even though child marriage in India has decreased from 47.4 percent in 2005–2006 to 26.8 percent in 2015–2016, 43 percent of women are still married at 20, and 61 percent are married at 21. Girls who do not attend elementary school often experience child marriage. As many as 43 percent of girls without education were married when they were under 18, and only 4 percent had higher education. This condition is usually experienced by people who come from low-income families (Frenette & Chan, 2015).

Poverty always haunts child marriage; economic reasons are the classic reason to end poverty, even though marriage under maturity impacts more severe poverty. According to several economic studies, it can be seen as a cause of child marriage, but it is not the only one. It is intertwined with other factors such as culture, politics, and so on. Most of the literature on child marriage comes from empirical studies in developing countries. An alarming condition occurs for girls, possibly due to the traditional hypothesis that girls are often used as collateral to save families from poverty (Marshan et al., 2013).

Many consequences, ranging from physical aspects related to birth, status, and power in the household, are specific to girls—child marriage among girls on the absence of child preferences. In traditional rural India, parents' decisions play a much larger role in determining marriage, especially for their daughters. A girl who is married does not have a choice either with whom she marries or when she gets married. Parents use early marriage for their daughters to protect family norms because they are forced by fear of the effects of late marriage on daughters and families (Hopkins & Patel, 2006; Oxfam, 2003).

Based on observation data, all regions on the island of Java have problems with child marriage that are greater than the national marriage rate. The issue of child marriage on the island of Java ranges from 14–19 per cent. The biggest problem was in the Central Java Region at 19.43 per cent, whereas the lowest was in the East Java Region at 14.10%. Data on child marriage in Central Java

shows an alarming condition. In January–May 2023, it was recorded that 2,540 children were applying for a marriage dispensation in Central Java. This data does not include undercover data that married underhanded. Most of them are girls who have been pregnant beforehand or have been married off by their parents. The condition that develops is that child marriages occur more often due to promiscuity. The religious norms set in the family are naive by having premarital sex.

Based on the problems explained, this research aims to analyze the role of the Regional Government and Stakeholders in preventing and controlling child marriage.

METHOD

This research uses a combined research method (mixed method research), namely a method that combines descriptive qualitative and quantitative methods. Mixed method research is used to examine problems that require in-depth study, with researchers trying to provide an overview of implementing policies for preventing and controlling child marriage. In this research, the mixed methods used are Convergent Design or Concurrent Mixed Method. This design is used by conducting concurrent/concurrent quantitative and qualitative research or in the same research phase. The priority of the two methods is equal, and the two villages are kept independent in data collection and analysis, and then the result mixes are carried out in the overall interpretation (Creswell & Creswell, 2017; Etzioni, 2016).

This research was conducted in Central Java Province. The population in this study were all children or teenagers, both male and female, spread across districts in Central Java Province. The research sample was selected using two methods, namely, the purposive sampling technique for quantitative data and snowball for qualitative data. The sample range that can be taken from the Slovin technique is 5% of the research population. Based on the Slovin method, the number of samples in this study was 445 children. This research began with quantitative descriptive analysis, which was carried out by distributing questionnaires to 445 children and adolescents aged 16–20 years to answer questions asked by researchers. The results of the research were then used as the basis for qualitative research (Miles & Huberman, 1994).

Qualitative research was conducted using in-depth interviews with perpetrators of child marriage. The choice of sample for child

marriage perpetrators was based on Religious Court data. Then, the researchers contacted the perpetrators via the telephone number listed in the Religious Court data. The following sample was determined using the snowball method, namely asking friends of the perpetrators who committed child marriage, namely 99 children.

The research results with these two methods are synthesized to obtain results by the objectives set. Tabulating survey data from adolescents carried out data analysis, and the results of in-depth interviews were carried out by classification. The analysis used is narrative analysis, which provides more insight because it has important data that is not only related to context but also time, place, event specifications, and experiences that can be taken into consideration (Miles & Huberman, 1994).

The selection of Central Java Province to carry out this research was based on several specific considerations. The first consideration is the affordability of the research location for researchers, both in terms of energy funds and time efficiency. Carrying out research in the selected area does not cause problems with the capabilities of the research staff. One thing that is very helpful in conducting research at this chosen location is the issue of funding. Researchers are not required to pay higher field research costs when compared to study in other places. There is another reason that is no less important, namely the unique characteristics inherent in the chosen setting. Temporary observations show that in Central Java Province, there appears to be a trend in the number of cases of child marriage, and research has never been carried out aimed at preventing and controlling child marriage.

RESULTS AND DISCUSSION

Situation of Child Marriage

In international law, child marriage is defined as violence against women. It violates human rights, especially as stated in Article 16 (2) of the Universal Declaration of Human Rights, which states that "marriage can only be carried out by choice. Freely and with the full consent of the bride and groom."

Child marriage is a form of violation of a child's right to grow and develop. Several studies related to the impact of child marriage have also shown a correlation between the health of mothers and babies, maternal mortality, and the phenomenon of child marriage. In general, child marriage in Indonesia has decreased in

the last ten years 3.5 percent. This decline has not achieved the expected results and is relatively slow. The prevalence rate of child marriage increased in 2016 from 11.1 percent to 11.2 percent in 2018 (Brodjonegoro, 2022). The rate of increase, which fluctuates yearly, shows a systematic and integrated effort is needed to reduce the number of child marriages. Meanwhile, for the age of marriage under 15 years, there was a decrease of 1.04 percent from 2008 to 2018; however, based on the trend of the last three years, there has been an increase from 0.54 percent in 2016 to 0.56 percent in 2018, which fluctuates every year, indicating that a systematic and integrated effort needs to be made in reducing the number of child marriages.

Child marriage is a complex issue. Factors suspected to contribute are poverty, geography, lack of access to education, gender inequality, social conflict, disasters, lack of access to comprehensive reproductive health services and information, social norms that reinforce certain gender stereotypes (for example, women should marry young), and culture (interpretation of religion and local traditions). In addition, matchmaking and community acceptance of child marriage are often cited as driving factors (Nasional, 2020). Based on the complexity of child marriage, awareness of the phenomenon and solutions for child marriage must be designed comprehensively, holistically, and systematically.

Law of the Republic of Indonesia Number 16 of 2019 concerning Amendments to Law Number 1 of 1974 concerning Marriage was ratified by President Joko Widodo on October 14, 2019, in Jakarta (Law Number 16 of 2019, 2019), which states that the minimum age limit for marriage for women, it is equal to the minimum age for marriage for men, namely 19 (nineteen). This age limit is considered mature in body and soul to enter into a good marriage, not end in divorce, and to have healthy and quality offspring.

Consideration of Law Number 16 of 2019 regarding increasing the age limit higher than 16 (sixteen) years for women because marriage at a child's age hurts children's growth and development and will result in children's fundamental rights not being fulfilled, such as the right to protection from violence and discrimination, children's civil rights, health rights, education rights, and children's social rights. This change in age will result in a lower birth rate and reduce the risk of maternal and child mortality. Apart from that, children's rights can also be fulfilled to optimize children's growth

and development, including parental assistance and giving children access to the highest possible education.

It is also by the provisions of Article 28B of the 1945 Constitution of the Republic of Indonesia, which states that every person has the right to form a family and continue their offspring through legal marriage. The State guarantees children's rights to survival, growth, and development and the right to protection from violence and discrimination.

One of the impacts of the revision of Marriage Law Number 1 of 1974 to Law Number 16 of 2019, which changed the marriage age of girls from a minimum age of 16 years to 19 years, is that there has been a drastic spike in cases of requests for dispensation from marriage since the revision was made. Considering the age of the child according to Law Number 23 of 2002 Article 1 paragraph (1), "A child is someone who is not yet 18 (eighteen) years old, including a child who is still in the womb", then it is determined the minimum marriage age of 19 years is over the age of children than the provisions of the law. Article 2 states, "The implementation of child protection is based on Pancasila and is based on the 1945 Constitution of the Republic of Indonesia and the basic principles of the Convention on the Rights of the Child include non-discrimination; the best interests of the child; the right to life, survival and development; and respect for children's opinions" (Apriani et al., 2016).

Article 3 states that "Child protection aims to ensure the fulfillment of children's rights so that they can live, grow, develop and participate optimally by human dignity and dignity, and receive protection from violence and discrimination, for the realization of quality Indonesian children, noble character, and prosperous." Article 4 states, "Every child has the right to be able to live, grow, develop, and participate fairly by human dignity and dignity, and receive protection from violence and discrimination." (Statistik, n.d.).

The research results in Central Java Province show fluctuating data, namely data taken in 2023 from January to March. The data predicts that every three months, there will be 2,540 cases, so by the end of 2023, there will be 10,160 cases. This means that there was a very high decline from the previous year. More detailed data can be seen in Figure 1 below.

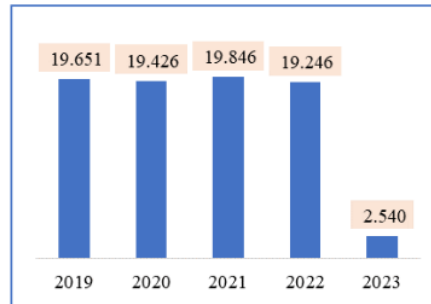


Figure 1. Dispensation for Marriage in Central Java Province Year 2019-2023

The success of reducing child marriage is inseparable from the local government's efforts to encourage the reduction of child marriage with the motto "Jo Kawin Bocah." The tagline "Jo Kawin Bocah" was the idea of the Governor of Central Java to be expanded at the City-Regency level and became the basis for city districts to promote the reduction of child marriage. Reducing child marriage is very difficult to do. This concerns domestic factors that make it difficult for local governments to intervene.

Globally, child marriage occurs in family ties, namely factors found in several regions of Africa and Asia that make child marriage a means of controlling an area, resolving disputes, and maintaining relations between certain ethnicities or communities. Gender inequality in the social life of a society where women do not have an important role in the family and society, so child marriage is considered natural. The poverty factor is that marrying children can reduce the cost of daily needs in a family, assuming that after marriage, the children will be the husband's responsibility. Control over sexuality and maintaining family honor prevent free-sex behavior and create a bad image of family identity. Traditions and culture that apply in the environment around where you live and insecurity, namely situations that are not safe, such as rampant poverty and venereal diseases, then marriage is carried out as an effort to overcome this situation (Firdaus et al., 2022; Nabila et al., 2022).

Understanding that the problem of child marriage is not a simple matter, City Districts in Central Java Province are working hard to initiate efforts to reduce child marriage. In January-May 2023, developments can be seen in the following graph.

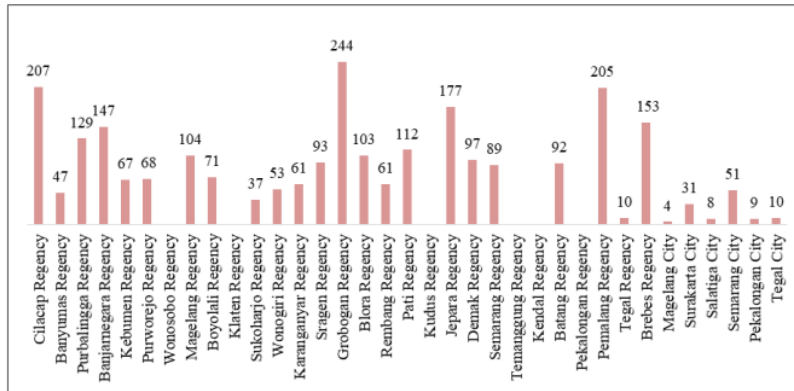


Figure 2. District/City Marriage Dispensation of Central Java Province January-May 2023

The graph above shows several City Regencies that have been able to prevent child marriage from occurring in the period January-May 2023. However, some Regencies still have high achievements, namely Grobogan, Cilacap, Purbalingga, Banjarnegara, Magelang, Jepara, Pati, Pemalang, and Brbes Regencies. The results of interviews with the PPPA Office showed quite surprising results, namely the prevention of child marriage colliding with the social patterns of millennial children who are increasingly open. Nearly 90 percent of child marriages result from promiscuity and underage dating, which lead to premarital sex. The impact of premarital sex is unwanted pregnancies; eventually, parents are forced to marry off their children.

Studies in Pakistan show that teenage pregnancies occur in women with low education or who do not attend school. Young women's pregnancy is determined by socioeconomic status, including education, employment and wealth index. There is a relationship between education and teenage pregnancy. Adolescent girls who have higher education or stay in school longer generally have lower rates of early pregnancy than girls with low education or who do not attend school. This may be because women their partners with less education have adequate knowledge about early pregnancy and contraception, including the misunderstanding of interpreting Marriage as a solution to existing conditions (Ali et al., 2022).

Adolescent Responses About Child Marriage

The youth interviewed responded to child marriage in a variety of ways. This is related to Law Number 16 of 2019 concerning Marriage, which shows that most teenagers need help understanding the changes to the Marriage Law. This happened because most of them did not know about the change in the age of Marriage (27 percent); they knew but not deeply (22 percent),

and what was surprising was that those who said they did not know did not want to know and did not care and knew but did not care. More details can be seen in the following graph:

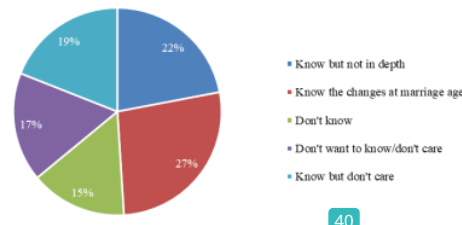


Figure 3. Adolescent Knowledge of Law Number 16 of 2019

The ignorance and indifference of teenagers regarding child marriage cannot be blamed because they are busy with themselves, so if a child marriage occurs, it is not considered their responsibility. The results of interviews that have been conducted show that child marriage is a fatal mistake, especially for young girl, because they date without thinking about applicable social and religious norms. Several young girl who were interviewed also said that their parents did not pay enough attention to them, especially in terms of sex education from an early age. In this case, sex education remains the responsibility of parents. Children with good upbringing will be carried away in society.

Research conducted by Aditya stated that there was a relationship between maternal education and the incidence of early marriage (p-value: 0.000). Sex education taught by mothers with low education has a risk of early marriage of 9.281 times, compared to mothers who have higher education (95% CI: 4.657-20.714). This means that the role of parents in providing parenting regarding early marriage is an essential thing for the family to master (Dwinanda et al., 2015). Prevention that can be done to reduce the impact of child marriage is to

focus on the readiness of the uterus for women to conceive and behavior in managing pregnancy well. The following are some of the stunting

effects of pregnancy in children who are married prematurely:

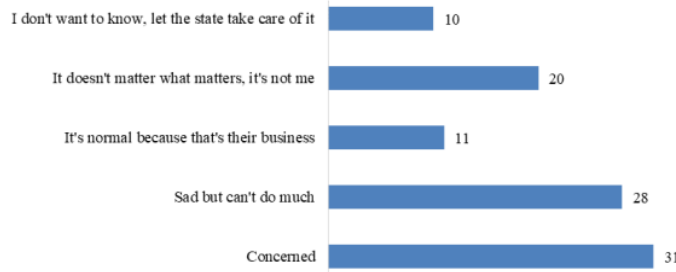


Figure 4. Adolescent Attitudes Towards Child Marriage

Pregnancy and childbirth at this age will be at risk of maternal death (Hanifah & Stefani, 2022). Women who marry at an early age will have a high risk of getting pregnant which will indirectly impact their fertility levels. Age at marriage is one of the most critical factors influencing fertility and the growth and development of children who fail or are stunted (Duana et al., 2022). Interviews with perpetrators of child marriage show that most of them come from villages and have low economic conditions. Marriage occurs 100 percent due to promiscuity or premarital sex. According to the perpetrator's confession, the initial premarital sexual relationship was from dating a minor, one of which was seduction by a teenage boy. The man's seduction is by saying that premarital sexual relations will not have any impact, even though this is a fatal mistake for the woman.

Almost all perpetrators of child marriage do not continue their studies because they are ashamed, both male and female, but some change schools to avoid gossip. This condition should be used as a lesson that child marriage will not only have an impact on health but also on education and family survival. Apart from that, the interview results also show that the role of teenagers can be optimized, especially in unique environments such as family, school, campus, or other social environments. The following is data on the prevention of teenagers in child marriage.

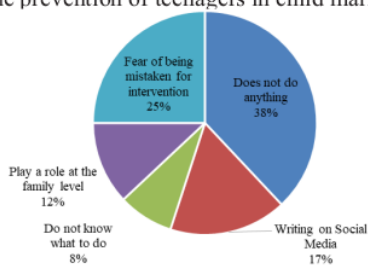


Figure 5. Adolescent Prevention Actions in Child Marriage

Collaboration of Local Government and Stakeholders in the Prevention and Control of Child Marriage
(Indra Kertati, Karningsih and Tri Marhaeni Pudji Astuti)

Several children interviewed revealed that child marriage could be prevented through the participation of interested parties such as local government, community leaders, teachers, lecturers, youth organizations, and community organizations. They must emphasize to their children that marrying prematurely will harm their survival, including the children they will give birth to later.

Collaboration between Regional Government and Stakeholders

The government's efforts refer to PPPA Ministerial Regulation number 12 of 2022 concerning the Implementation of Child-Friendly City Districts (KLA) contained in Cluster II concerning the Family Environment and Caregiving, which consists of 7 alternative indicators relating to the prevention of child marriage, which the government must carry out, namely: (1) Complaint and assistance system; (2) Educational assistance for children from vulnerable families; (3) Skills training for all children; (4) Prevention of dropping out of school/12 years of compulsory education, including children who need special protection; (5) business capital assistance to vulnerable families; (6) Campaign/socialization/counseling; (7) Education on reproductive health and (8) parenting of teenagers (PPPA Ministerial Regulation No-12-2022 concerning the Implementation of Child-Friendly Districts and Cities (KLA), 2022).

However, the role of government, as perceived by teenagers, could be more optimal. The results of the research show that only a few people know about the role of local government in preventing or controlling child marriage. As many as 21 percent of respondents stated that the role of local government was only outreach, 27 percent said that the government did not know

anything, 17 percent said the government did not play any role, 12 percent said they had never heard of the government's role in preventing child marriage, and 23 percent said The government has played a role but is not severe enough in doing so. This can be seen in the following graph:

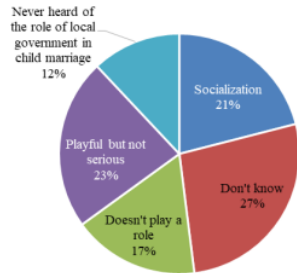


Figure 6. The Role of Local Government in Child Marriage

The role stated by adolescents is partially

correct because, based on the results of in-depth interviews with local government officials, they have played many roles through outreach and opening consultation rooms that are open to preventing child marriage. P2TP2A also plays an active role in overcoming vulnerability and violence in marriage. It could be because the role played is more of a facilitation role by the PPPA affairs supervisory agency rather than other affairs administrators. This should be homework for the Regional Government.

Suppose you look at Presidential Regulation Number 25 of 2021 concerning Child-Friendly City District Policies and PPPA Regulation Number 12 of 2022. In that case, these roles have been carried out as stated in the National Strategy for the Prevention of Child Marriage using a downstream-to-upstream approach. This can be described as follows:

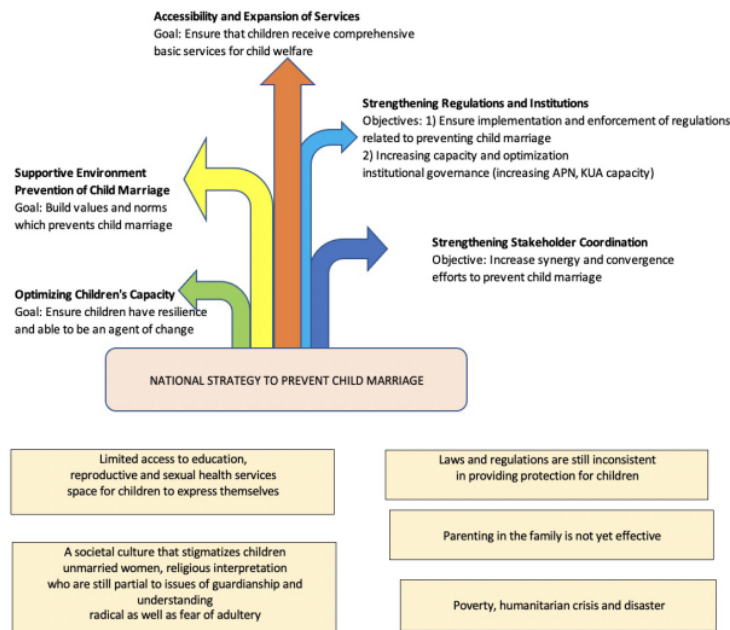


Figure 7. National Strategy for Prevention of Child Marriage (Bappenas, 2020)

The regional government cannot carry out efforts to achieve this strategy alone. Stakeholders must work together to accelerate the prevention and control of child marriage. Collaboration with stakeholders, including children, can be carried out to prevent and control child marriage.

Collaboration is a social process in certain activities aiming to achieve common goals by helping and understanding each other's activities. The intended cooperation is to achieve common goals determined through the division of tasks or work, not as a division of work but as a work

unit, all of which are directed at achieving goals.

From the perspective of collaboration theory between stakeholders, it is a partnership in a relational form in several ways. First, the unit of analysis is the collectivity of organizations that come together to solve problems that cannot be solved by one organization acting alone. Second, social partnerships involve various relationships in a less formal way over time, i.e., social contracts between stakeholders). The third is the social component of the partnership, which requires interaction and collaboration

within the organizational collectivity. Fourth, some integral relationships of social partnerships are interimistic and involve several public and private organizations as stakeholders (Savage et al., 2010).

The interaction between actors that is achieved is how a policy and governance can satisfy as many parties as possible. Meanwhile, collaborative governance is an achievement to find the best way of a policy. The dynamics of interaction between actors make it easier for opportunities to accommodate the interests of each actor. Likewise, the initial conditions for collaboration between actors were influenced by several phenomena, namely actors having different interests and visions, which led to debates between actors that hindered the collaboration process (Noor et al., 2022).

In preventing and controlling, the elements that must be fulfilled are: First, the Regional Government's commitment to collaboration: Prevention and control of child marriage will not be practical if it only relies on efforts from below or on the capacity of families and civil society institutions. Public policy support is needed to insist that the interventions carried out are adhered to by the target group. The actors who have the legal authority to set policies and allocate resources to execute these policies are government actors, especially local governments in areas with high levels of child marriage. Regional governments are included as critical stakeholders because they have an increased interest in achieving the target of attaining low child marriage rates in their regions. The power or influence of regional governments is also high because they have legal and formal authority to determine regional regulations, strategic plans and resource allocation in the form of budgeting, human resource capacity and infrastructure needed to prevent child marriage.

Second, commitment from community organizations, the business world, NGOs and community leaders: Community leaders play an essential role in preventing and controlling child marriage, considering that parents force many cases of child marriage due to considerations of values, social norms, customs and culture. Even though most people disagree with child marriage, there are still some regions and communities that use cultural and religious interpretations to support child marriage. Such is the view that women should ideally marry young and force their children to marry once the children are attracted to the opposite sex. Concerns about

children violating social, cultural and religious values and norms are also reasons for Religious Court judges to grant marriage dispensations. Therefore, community leaders need to be involved in preventing and controlling child marriage. Many Indonesians base decision-making in the family using references to the views of community figures who are their role models. By involving community figures in the campaign to raise awareness of the negative impacts of child marriage, it is hoped that new understanding will grow among the community about the importance of marriage and building a family in adulthood.

Third, the will to have one goal, namely specifically preventing and controlling child marriage: Support is one of the most essential things in preventing and controlling child marriage. With support for doing positive things, children will have the enthusiasm to continue learning so that they have the will to continue improving their skills so they can achieve the goals they want.

Fourth, the ability to conduct and develop networks to all corners of stakeholders: Supporting development to spread stakeholder networks is the prevention and control of child marriage. This will provide deep awareness for children and teenagers.

Fifth, Children and teenagers: Strengthening the capacity of children that can be optimized is the capacity of educators and peer counsellors, which is the Ministry of State's PA program. It is strengthening the ability of girls to advocate and build their welfare through entrepreneurship training from the Ministry of Small and Medium Enterprises, the Ministry of Manpower and the Ministry of Education and Culture.

Sixth, good etiquette realizes the optimum goal of preventing and controlling child marriage: This strategy for preventing and controlling child marriage will succeed in achieving the expected goals if it is supported by stakeholders or stakeholders who are committed to playing an active role in realizing the optimal plan for the success of the program. For this reason, it is essential to identify the role, influence and interests of stakeholders in child marriage prevention strategies.

Affirmative Action

Prevention and control of child marriage must be carried out as quickly as possible. The more open influence of Eastern culture will allow children to continue to adapt to conditions that are considered more effortless for them to

imitate. One form of prevention and control of child marriage is collaboration, which must be carried out with strategic steps.

Prevention of Child Marriage has been formulated through strategic steps to accelerate the reduction in cases. The strategy needed is, First, through optimizing Children's Capacity, which will be achieved through increasing awareness and attitudes regarding comprehensive reproductive and sexual health rights (under Law No. 36 of 2009) and improving children's participation in preventing child marriage. This can be done through (1) Implementing life skills education (communication skills, problem-solving, critical thinking, assertiveness, negotiation skills) for children and adolescents; (2) Ensuring that children who will be involved in the policy-making process are equipped with knowledge about the issue of child marriage; and (3) Strengthening the role and capacity of peers in preventing child marriage.

Second, through an environment that supports the prevention of child marriage, which can be done through (1) strengthening the understanding and role of parents, families, social/community organizations, schools and Islamic boarding schools, (2) transforming counselling and assistance services for parents in a professional manner; (3) Family economic empowerment (entrepreneurship or PKH assistance) to ensure poor children; (4) Strengthening child-friendly school systems and environments by adding HKSR; and (5) Strengthening community institutions at various levels with various training and child support skills.

Third, through Accessibility and Expansion of Services which will be achieved through (1) Providing comprehensive and youth-friendly reproductive health information services; (2) Development of a comprehensive service referral system for children experiencing unwanted pregnancies; (3) Assistance for victims of child marriage to obtain all children's rights.

Fourth, namely strengthening regulations and institutions, which can be done through (1) increasing the knowledge and skills of APH, KUA officers, extension workers and teachers; (2) Filling regulatory gaps and strengthening the judicial process for marriage dispensations.

Fifth, namely, Strengthening Stakeholder Coordination, which can be done through (1) Strengthening planning and implementation coordination forums and (2) Utilization of data to improve policies.

In implementing the collaboration program in Central Java Province, there has been a reduction in the percentage of child marriages, and the community's expectations have been fulfilled even though it is not yet optimal. The goal of reducing child marriage rates has yet to be achieved under the vision and mission of the Central Java Provincial Government, as stated in programs that contribute to achieving national targets. Therefore, program implementers, in terms of preventing and controlling ongoing child marriages, have not yet been able to fully provide benefits and strategic value in achieving program objectives. This is because in preparing strategic planning steps, there has not been complete equality in the process. Determining strategic planning steps only partially involves the community and local government. In the context of child marriage, there are still areas in Central Java Province that need to be included in the socialization of this collaboration program, so there are many things that need to be discussed at greater length in the implementation of the program. Many stakeholder collaboration program facilitation activities need to be on target.

Collaboration describes communication between institutions and stakeholders. Agencies and stakeholders must meet together in a process of deliberation and cooperation; in other words, the process must be collective. Communication is essential in collaboration because there are many failures in the collaboration process due to poor communication between agencies and stakeholders. It is hoped that stakeholder collaboration in preventing child marriage can run according to expectations and run well without any obstacles. Successful partnership is based on the common goal of having the same vision, mutual trust and respect for each other. From the Central Java Province, stakeholder collaboration is less than optimal because there is no particular agency that discusses the prevention and control of child marriage in Central Java Province.

This strategic step must be able to increase their cooperation, improve communication, be creative and innovative so that teenagers are interested in this program, and especially be able to prevent and reduce the rate of child marriage in Central Java Province. The connected patterns between these strategic moves play an equally important role. Because reducing the number of child marriages cannot only be done by one party.

CONCLUSION

The research results can be concluded: (1) Child marriages are increasingly fluctuating, experiencing ups and downs in several regions, including Central Java, experiencing a decline. (2) The decrease is due to the awareness of the community and local government to understand the rules regarding marriage under the Marriage Law. (3) Most teenagers do not yet understand the changes to the marriage law. There are still many who do not care because they consider marriage to be a private domain that cannot be intervened in. Local government programs and activities have not fully covered child marriage, so the community does not know things that should not be done. (4) Child marriages that occur are the result of promiscuity, which is the result of parents' lack of sex⁶¹ education from an early age. (5) Control and prevention of child marriage can be done by strengthening collaboration.

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