

## **Collaborative Governance in Child Marriage Prevention Program in Central Mamuju District**

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### **Abstract**

This study aims to analyze collaborative governance in preventing child marriage in Central Mamuju Regency. This study uses a qualitative research method. Data collection methods include observation, in-depth interviews, and documentation studies. Data sources consist of primary and secondary data. Data analysis uses interactive data analysis methods. The results of the study indicate that there is an imbalance in power and resources used. There is no special budget for the child marriage program, in terms of collaboration in the past it went well. The local government should give special attention in the form of policy and budget support. The organizational design shows that the majority of stakeholders have participated and the deliberations or meetings held so far are inclusive, ideally the Ministry of Religion as a vertical institution should participate more actively with the local government and other stakeholders. Facilitative leadership shows the P3AP2KB Service as the leading sector because of its role and task domain for preventing child marriage. The P3AP2KB Service should encourage more participation of non-governmental organizations or institutions such as NGOs and empowerment groups to contribute to suppressing the prevention of child marriage. The collaboration process must improve the face process to face dialogue and increase commitment in the form of concrete programs that specifically suppress and prevent child marriage. And child marriage can have an impact on increasing poverty, stunting, reproductive health risks, maternal and child mortality, divorce and domestic violence.

**Keywords:** Child Marriage Prevention, Collaborative Governance

### **Introduction**

Child marriage is one of the issues that is a problem for the government. The rampant child marriage experienced by teenagers under the age of 20 is still a phenomenon in almost every region in Indonesia. The issue of early marriage in Indonesia has reached an alarming level.

According to data from the Ministry of Empowerment and Child Protection (2022), religious courts have received 55,000 applications for early marriage dispensation throughout 2022, or almost double the number of similar files in the previous year. Until 2022, girls under the age of 16 were the most affected by this case, namely 14.15%. This prevalence increased significantly during the COVID-19 pandemic, driven by factors such as increasing school dropout rates, declining family economic conditions, adherence to religion and customs, and the influence of peers who married early.

This worrying trend continues despite the government's amendment to the Marriage Law in 2019, raising the minimum age for marriage to 19 for both men and women. Currently, Indonesia is the country with the seventh highest prevalence of child marriage in the world and the second highest in Southeast Asia, namely 0.56% of marriages aged <15 years and 11.21% aged <18 years (UNICEF, 2020). At the national level, West Sulawesi Province is the area with the highest prevalence of child marriage, namely 19.43%. Poverty is the main cause of child marriage in villages. This case occurs more often in women, especially in children who drop out of school (Central Statistics Agency, 2020). Teenage marriage has an impact on health conditions, especially for the bride and can also affect the fetus she will be carrying. Analysis (Naim et al. , 2007) states that multiple risk factors such as; young age, low income, low socio-economic are vulnerable to intergenerational growth failure.

Child marriage in Indonesia really needs special attention from the government, based on data from the National Socio-Economic Survey (SUSENAS) shows that one of the provinces in Indonesia, namely West Sulawesi Province, is a province with the highest percentage of child marriage cases in Indonesia. This is shown in the following figure.

**Table 1.**  
**National Socio-Economic Survey (SUSENAS) in West Sulawesi**

<b>Province</b>	<b>Percentage (%)</b>
<b>Sulawesi Barat</b>	<b>17,71</b>
Nusa Tenggara Barat	16,59
Kalimantan Tengah	15,47
Kalimantan Selatan	15,3
Bangka Belitung	14,05

**Marriages Under 19 Years Old in West Sulawesi**

<b>Regency</b>	<b>Percentage (%)</b>
Majene	10,56
Polewali Mandar	11,40
Mamasa	10,38
Mamuju	14,28
Pasangkayu	14,68
Mamuju Tengah	13,30
<b>Sulbar</b>	<b>17,71</b>

**Target for Reducing Child Marriage Rates in West Sulawesi**

<b>Year</b>	<b>Percentage(%)</b>
2023	16
2024	15,5
2025	15
2026	14,5

Source: Susenas, BPS, 2021

At the district level in West Sulawesi Province, the issue of child marriage in Central Mamuju Regency is a cross-sectoral problem that is the concern and responsibility of various stakeholders involving government elements from both Regional Apparatus Organizations (OPD) including the Women's Empowerment, Child Protection and Family Planning Service, Health Service, Ministry of Religion of Central Mamuju Regency, the community and local NGOs. This shows that the problem of child marriage in Central Mamuju Regency is a shared problem and is based on collaboration so that it is very relevant to be studied using a collaborative approach. governance. Initial data shows that the number of child marriages in Central Mamuju Regency in 2022 is quite high, which can be seen in the following table.

**Table 2.**  
**Number of Child Marriages Registered and Unregistered at the KUA of Central Mamuju Regency in 2020-2022**

No.	Subdistrict	Number of Marriage Cases Child Age		
		2020	2021	2022
1	Pangale	38	29	36
2	Budong Budong	63	67	72
3	Topoyo	33	31	36
4	Carousel	6	9	7
5	Tobacco	35	38	34
<b>Amount</b>		<b>175 Case</b>	<b>174 Cases</b>	<b>185 Cases</b>

Source: Office Affairs Religion And Government Village Middle Mamuju Regency, Year 2022.

The table above shows the number of cases of child marriage in Central Mamuju Regency in 2020 had 175 cases, then in 2021 it decreased to 174 cases, then in 2022 it increased to 185 cases. Based on findings beginning, show various problem from stakeholders' interest from element government as leading sector that the child marriage prevention program in Mamuju Regency Middle Not yet effective implemented. Matter This due to political will government area Not yet show commitment Which big in suppress child marriage in Central Mamuju Regency. In addition, the problem of limited budget and lack of budgeting special for to finance program prevention wedding child age

The issue of child marriage is one of the problems that often occurs in various regions, therefore, because this problem is a public problem, it is the government's responsibility to resolve this issue.

The regional government as an organization that organizes the region and is also responsible for the success of regional development is very much needed in organizing public services and providing public goods. In this organization, it is not possible for the government to be the sole actor in providing all public needs as the role played in the era of the classical bureaucratic paradigm but requires the involvement of other non-governmental institutions or institutions including local non-governmental organizations, customary institutions, and others (Hughes and Giling, 2004). It is necessary to build synergy between the three domains of the state, namely the state (country or government), private sector (private or non- state business world) and civil society (community and community organizations). This approach is known as "Governance".

Collaborative governance has been developed through governance methods that bring together many stakeholders in a forum together with public institutions to engage in decision-making oriented towards in-depth scientific studies (Ansell and Gash, 2008). Freeman (1997) calls it collaborative governance as the governance of public administration and management. Another view states that collaborative governance as a study of management science (Wondolleck and Yaffee, 2002).

Collaboration in solving the complexity of public problems is currently a trend in public management and public policy studies. Often, policies formulated by the government experience obstacles in the implementation of multi- sector policies where the implementation involves various stakeholders from government elements, as well as involving the private sector and the public. Obstacles often include limited resources owned by the actors involved so that the policy becomes ineffective and inefficient. Whereas collaboration studies emphasize

the utilization of resources owned by stakeholders so that they can be implemented effectively and efficiently.

Policy implementation is a stage in the policy process that can no longer be seen as the end of the policy formulation process, but is a complex process because it involves various government agencies, agencies that cross sectors and other sectors outside the government. This shows that the effectiveness of policy implementation is very dependent on the involvement of stakeholders that cross sectors, because in such complex conditions the government can no longer work alone but requires joint efforts, effort and collaborative action with them to solve public problems and implement policies (Goggin et.al, 1990; Klijn, 2008).

Based on this explanation, this study aims to analyze how collaborative governance in the child marriage prevention program in Central Mamuju Regency.

### **Research methods**

This study uses a qualitative approach. Qualitative research in this study places theories in research that can appear at the beginning and can be modified or adjusted in such a way based on the views of the participants. (Cresweel, 2010). The location of the study is in Central Mamuju Regency, where the selection of this location was carried out purposively with the consideration that Central Mamuju Regency is one of the areas in West Sulawesi Province where the province is a province with the highest percentage of child marriage cases in Indonesia. The informants in this study were actors involved in collaborative governance in preventing child marriage in Central Mamuju Regency which is a key informant based on the information obtained includes stakeholders who are directly involved.

The data obtained includes primary data and secondary data. Primary data is data obtained directly from the original source (not through intermediary media) which can be in the form of opinions of subjects (people) individually or in groups, results of observations of an object (physical), events or activities and test results. While secondary data is data obtained in a finished form or in the form of published data. Primary data in this study are the results of interviews between researchers and informants directly and observations related to institutions or actors involved in collaborative governance in preventing child marriage in Central Mamuju Regency, while secondary data consists of data related to child marriage in Central Mamuju Regency sourced from books, the internet and journals and previous research.

In this study, the main data collection techniques are observation, in-depth interviews and documentation studies. The data analysis technique in this study uses the interactive model data analysis technique from Miles and Huberman (2014) which includes data collection, data reduction, data presentation and drawing conclusions and verification.

### **Results and Discussion**

Ansell and Gash (2008) argue that in collaboration there are components that form a cycle and influence each other, where these components are integral parts that influence the success of collaboration. Components that are indicators of the success of Collaborative Governance by Ansell and Gash (2008) includes initial conditions, organizational design, facilitative leadership, collaboration processes and outcomes (impact).

#### **Initial Conditions**

Initial conditions in collaborative governance is related to the initial conditions that occur when stakeholders want to start the collaboration process. These elements include imbalances in power and knowledge, incentives to participate and barriers to participation, and past collaboration experiences. These indicators are considered by Ansel and Gash (2008) as things that influence the performance of collaboration involving various stakeholders.

In this study, the initial condition dimension is interpreted as the precondition for collaboration that is formed, which includes conditions of imbalance of power between actors involved in the collaboration and the resources owned by the actors, incentives to participate and past experiences of collaboration in collaborative governance in the child marriage prevention program in Central Mamuju Regency.

The results of the initial condition dimension research on the imbalance of power and resources in the child marriage prevention program in Central Mamuju Regency show that each stakeholder involved in efforts to prevent child marriage has different power and resources. The Central Mamuju Regency Health Office and the Community Health Centers/Posyandu have limited budget support, especially related to reproductive health and the number of health workers is still limited, especially village midwives in Central Mamuju Regency. This is also the same as the P3AP2KB Office of Central Mamuju Regency which has limited budget support in implementing child marriage prevention programs and activities.

To be intensive in participating in the child marriage prevention program in Central Mamuju Regency, it shows that all stakeholders involved, namely the P3AP2KB Service, Health Service, Community and Village Empowerment Service, Population and Civil Registration Service, Health Centers/Posyandu, Sub-district Governments and Village Governments, as well as Vertical Agencies of the Ministry of Religion of Central Mamuju Regency, actively participate in efforts to prevent child marriage by conducting socialization and education related to the dangers of child marriage that is too early before the age is sufficient and continuously influencing and changing the mindset of the community, especially parents and children, so that it can reduce the number of child marriages occurring in Central Mamuju Regency.

Then the experience of cooperation in the child marriage prevention program in Central Mamuju Regency showed that all stakeholders those involved in efforts to prevent child marriage have good collaboration experience with other stakeholders.

### **Organizational Design**

Organizational design according to Ansel and Gash (2008) is related to the existence of an organization or forum that is formed as an arena for collaboration for stakeholders. who collaborate. Where in the organization that is formed requires inclusive participation, exclusive forums, clear rules and norms, and a transparent process between collaborating actors.

In this case, the dimensions of an organization based on collaboration are related to inclusive collaboration processes, exclusive forums, rules of the game and transparency processes in governance collaboration on child marriage prevention programs in Central Mamuju Regency.

The results of institutional design research, on participation in collaboration, are very necessary to demonstrate the active involvement of stakeholders. in the process, discussion or topic that you want to achieve. Inclusive participation in an organization is when everyone can participate in activities and carry out the work of the organization, and be heard and considered in decision making. Participation in the implementation of a program can provide encouragement in the success of achieving the program. Participation does not only involve stakeholders from the government, but community participation is also very much needed in the success of a program.

Then the implementation of collaboration certainly requires rules that serve as the basis for implementing activities. In this case, in the child marriage prevention program in Central Mamuju Regency, its implementation is based on the established rules, namely Law Number 16 of 2019 concerning Amendments to Law Number 1 of 1974 concerning Marriage, Regulation of the Minister of Women's Empowerment and Child Protection of the Republic of

Indonesia Number 12 of 2022 concerning the Implementation of Child-Friendly Cities and Regencies, Government Regulation Number 16 of 2014 concerning Reproductive Health. In the collaboration to prevent child marriage, stakeholders involved in it carry it out transparently by involving elements of society in socializing the importance of preventing child marriage.

### **Facilitative Leadership**

Ansel and Gash (2008) explain that facilitative leadership in collaboration is the key to successful collaboration. Leadership that is facilitative and able to empower various actors in collaboration is a must for collaboration to be effective (Slater, 2005). In this study, the dimensions of facilitative leadership include how the leader or actor plays a role as a facilitator. leading sector implementing a facilitative leadership process and empowering stakeholders or actors in collaborative governance in the child marriage prevention program in Central Mamuju Regency.

The Department of Women's Empowerment, Child Protection, Population Control and Family Planning (DP3AP2KB) is the leading sector, in this case has a role in women's empowerment and child protection, which is demonstrated through the fulfillment of children's rights. The Women's Empowerment, Child Protection, Population Control and Family Planning Service (DP3AP2KB) demonstrates facilitative leadership, this is strengthened through assistance provided by the P3AP2KB Service when there is violence against children.

Facilitative leadership is also demonstrated by the sub-district/village through socialization and meetings for parents to provide an understanding of the importance of preventing child marriage. In addition, facilitative leadership is also demonstrated by the Community and Village Empowerment Service through socialization of the importance of education and the dangers of child marriage, conducting economic empowerment for families.

Next, there is a forum that is formed to make it easier to conduct socialization both in schools and in the community. Facilitative leadership is also shown by each regional apparatus organization (OPD) which is also involved in efforts to prevent child marriage.

### **Collaboration Process**

The collaboration process is an important part of collaborative governance. The collaboration process includes several stages in it (Ansel and Gash, 2008). The collaboration process consists of: interface dialogue, building trust, commitment to the collaboration process, shared understanding and temporary impact.

The dimensions of the collaboration process in this study include face-to-face dialogue, how to build trust between actors, the commitment of actors to the collaboration process, how to share understanding with each other between actors and the intermediate results achieved in collaborative governance in the child marriage prevention program in Central Mamuju Regency.

Face to face dialogue carried out by related stakeholders in order to implement a form of collaboration in preventing child marriage in Central Mamuju Regency. Face dialogue activities to The face dialogue was formed in a coordination meeting forum, which discussed reproductive health. In it there are sections of activities such as physical, mental, and social well-being related to the reproductive system. The materials presented in reproductive health include: understanding puberty, maintaining body hygiene and reproductive health, preventing sexual violence, preventing unwanted pregnancies, preventing sexually transmitted diseases, preventing abortion complications, family planning which is carried out 3 times a year although in the implementation of the coordination it is not only focused on the problem of child

marriage but also involves other related problems such as pregnancy, reproductive health and others.

Then in the implementation of collaboration of stakeholders of the Central Mamuju Regency Government to prevent cases of child marriage, it shows that each stakeholder involved has fostered a sense of mutual trust in each other. has been created trust between stakeholders related to the issue of child marriage, each related agency has worked together by not issuing marriage licenses to prospective child brides and grooms and providing education explaining that child marriage is an illegal act and violates applicable laws. The mutual trust between stakeholders is manifested in the form of trust for each agency not to provide leniency to couples who will take care of marriage if the bride and groom involved are still minors. However, there are obstacles in preventing child marriage where in several cases it is often found that the prospective bride and groom have already become pregnant so that this becomes an obstacle, although legally the relevant stakeholders still cannot legally register the child marriage.

Furthermore, the commitment held by each agency has not been implemented optimally where the related agencies still do not have a specific program regarding the prevention of child marriage so that the performance and commitment of related stakeholders have not been running massively. On the other hand, the village government is committed to implementing a program to prevent child marriage. There are only Village Regulations, Village Regulations and appeals for the prevention of child marriage made independently by several village governments in Central Mamuju Regency.

Each related stakeholder has had the same understanding regarding child marriage. Starting from the dangers in terms of health and physical, economic readiness to the psychological readiness of the child in running a household. However, even though each related agency has had the same understanding in this matter, there are still shortcomings and must be introspected, namely that understanding is not accompanied by support for concrete policies and programs in an effort to prevent child marriage, especially in Central Mamuju Regency.

And finally, there are many underlying factors that have not been achieved optimally in preventing child marriage in Central Mamuju Regency. Starting from customary issues, marriage due to pregnancy outside of marriage, to the lack of government programs related to preventing child marriage, resulting in the success of preventing child marriage not being achieved.

### **Outcome (Impact)**

Outcome in collaborative governance is related to what is to be achieved and the impacts generated after a collaboration involving various actors (Ansel and Gash, 2008). Therefore, the impact dimension in this study is intended as the impact caused by the child marriage prevention program in Central Mamuju Regency.

The impacts caused by child marriage are increasing rates of child divorce, then stunting rates. increasing children, this is due to the unpreparedness of reproductive health and lack of education for prospective mothers. Furthermore, child marriage occurs because of economic stability and welfare which encourages most parents to choose to marry off their children. The next impact that arises is uncontrolled promiscuity. In the efforts of the Central Mamuju Regency government through the Regional Apparatus Organization (OPD) in preventing child marriage, sanctions are imposed in the form of not issuing marriage books and population documents in the form of identity cards (KTP) and family cards (KK), this is done because, the age of the child is not yet sufficient

## Conclusion

Based on the research results and discussion above, the conclusion of collaborative research is: governance in the child marriage prevention program in Central Mamuju Regency is an initial condition that shows an imbalance in power and resources used. There is no special budget for the child marriage program, in terms of collaboration in the past it has gone well. The local government should give special attention in the form of policy and budget support. The organizational design shows that the majority of stakeholders have participated and the deliberations or meetings held so far are inclusive, ideally the Ministry of Religion as a vertical institution should participate more actively with the local government and other stakeholders. Facilitative leadership shows that the P3AP2KB Service is the leading sector because of its role and task domain for preventing child marriage. The P3AP2KB Service should encourage more participation of non-governmental organizations or institutions such as NGOs and empowerment groups to contribute to suppressing the prevention of child marriage. The collaboration process must improve the face process to face dialogue and increase commitment in the form of concrete programs that specifically suppress and prevent child marriage. And child marriage can have an impact on increasing poverty, stunting, reproductive health risks, maternal and child mortality, divorce and domestic violence.

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