

The Strategic Policy of Child Marriage Prevention on Gender-Integrated (Strengthening Best Practice Areas Toward Child Marriage-Free Zones)

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Abstract

This study analyzed the strategic policies for preventing early marriage in Rembang Regency. This evaluative study used interviews, questionnaires, and document studies methods for data collection. The result of the study showed that the gender-integrated early marriage prevention policy in Rembang district can be seen in regulations, budgets, the strengthening of child groups, institutions, and cooperation. Sufficient budget and human resources and the openness of information systems, were the strengths of the policy on preventing early marriage in this area. Otherwise, the partial activities, lacked of monitoring and evaluation, a commitment to gender mainstreaming was not yet optimal, a gender-biased organizational culture, the politics of budget that often changed, and the children's forum less active were the weaknesses in this policy. The national and international policies; discipline by the population administration; gender and child disaggregated data; the technology of information; collaboration with NGO and the private sector were the opportunities that must be considered for the success of this policy. On the other hand, we must watchful to policy threats, such as: lack of education, high poverty level, patriarchy, early marriage traditions, "ngemblok" tradition, the technology of information, the age limit for marriage has changed, the community involvement was very minimal, unbalanced of gender insight, and lack of understanding on children's rights. The early marriage prevention policy has impacted the target groups, non-target groups, and direct and indirect costs. Optimization of early marriage prevention policies should be done by using Scheme 1, maximizing strengths to minimize the threats; Scheme 2, optimizing gender equality in regional apparatus organizations; and Scheme 3, monitoring and evaluation periodically and structurally. These schemes must pay attention to the five "rights". These five rights were choose the right policy and program, the right implementation, the right target, the right environment, and the last was the right process.

Keywords: *gender, policy, early marriage, best practice*

INTRODUCTION

One of the targets of *Sustainable Development Goals (SDGs)* to achieve gender equality and empower all women and girls by eliminating all harmful practices such as early marriage (UNDP, 2018). However, the target has not been fully realized because in some countries

the early marriage relatively high, including in Indonesia. Indonesia is one of the 10 countries with the highest early marriage rates in the world, by the numbers of women who married before 18 years old is estimated at 1.220.900 (Tim KPPA dan Badan Pusat Statistik, 2019, 42-45; Purnamasari, D.M, 2021). The early marriage has increased during the COVID-19 pandemic, with an average increase of 25-26, 5%. This phenomenon evidenced by the number of application for marriage dispensation from Januari to Juni 2020 it is about 34.000 cases, meanwhile in 2019 about 23.126 cases of marriage dispensation (Andina, E, 2021:14).

One of the provinces with the highest prevalence of in Indonesia is Central Java, specifically Rembang district is one of the regencies in Central Java with the highest early marriage rate in Indonesia. However, Rembang district is committed to preventing early marriage, from the local government to the village government level. Therefore, the Rembang district was selected by the Ministry of Women's Empowerment and Child Protection as one of the pilot projects in the best practice areas for preventing early marriage from five (5) districts / cities in Indonesia (KPPPA, 2018). The commitment of the Rembang Regency government to prevent early marriage realized through the policies, programs, and priority budget allocations for the prevention of early marriage, including in collaboration with NGO and the society. For example, the program from PLAN International Indonesia in 2005-2015, followed by the “Yes I Do” program in 2016-2020 (Wibisono, Rahmat, 2017), Child-Friendly District policy, built of 14 child-friendly district and child-friendly village, created of the Village Child Protection Commission (KPAD) and village child forum (FAD) in 38 villages, coordination between Puspaga and the Religious Courts, and some villages has regulation about child protection (Nazaruddin, Akhmad, 2016).

However, the policy and program have not been successful and partial, it caused the problems still remains, and the numbers of early marriage has not decreased significantly. Based on the data of Rembang religious court in 2018 the number of early marriages were 72 couples, in 2019 there were 132 early marriage couples, in 2020 there were 289 early marriage couples, and in 2021 there were 163 early marriage couples (<https://sipp.pa-rembang.go.id>). One of the reasons caused the number of early marriage increased was the change of marriage regulation about age limit for marriage, before the age limit was 16 years old and now 18 years old.

Several previous studies conducted in this area showed that, fluctuating of society awareness, the role of village government has not been maximized, the promiscuity, the village regulation was ineffective, *ngemblok* tradition, villaperaturan desa yang belum efektif, tradisi *ngemblok*, patriarchal culture, poverty and lack of education were the reasons that early marriage in Rembang not decreased yet (Muwaffiq, 2012; Apriyanita, T, 2015; Sofiani, Trianah, 2016, 272-286; Manan, Dul, 2017, Nadiyah, Muslikhatun, 2017; Hikmah, D. H., & Agung Basuki Prasetyo, T, 2017, 1-8; Ismarizha, Adelia, 2018; Sofiani, T &, Saif Askari, 2019; Kurniawati, D. O., & Marom, A. 2020, 35-53; Mudlofiroh, M, 2021; Nur'azizah, Imas Mayaputri, 2021; Ulirrosifa, I., Satiti, N. L. U., & Sos, S, 2022). On the other side, social and economic condition such as poverty, arranged marriage, local cultures, and the easy administrative requirements were the reasons of high numbers of early marriage (Ihza, I. M., & Fadhilah, N. (2022). Moreover, lack of awareness and education about teenager's reproductive health (Fadhilah, N. (2020).

This study evaluated and analyzed more to find the concrete and comprehensive answers about the early marriages prevention policies, especially for the girls. In order to answer the problem, this study focused on existence of policies on prevention of early marriage, the effect and impact of internal and external factors of policies used as evaluation materials to rearrange the strategic policies model in preventing early marriage in order as an effort to strengthen the best practice areas status toward early marriage-free zones. This evaluative study used gender perspective as perspective ways by qualitative approach. The techniques of data collection were interviews, focus on Group Discussion, questionnaires, and document studies.

DISCUSSION

The Existing of Strategic Policies on Prevention of Early Marriage

The strategic policy was a sequence of work priority as guidelines and plans basis for program implementation to be achieved in a specific period, in order the optimal result achieved (Wahab, S. A, 2021, 40-45; Dewi, N. L. Y. 2019, 200-210; Sabatier, P. A. 2019). Created the regional policies which written in RPJPD and RPJMD has focus and theme which determined every year during RPJMD period, then it sustainable to achieve visions, missions, aims, and determined target (Widodo, J. 2021; Suaib, H., Rakia, A. S. R., Purnomo,

A., & Ohorella, H. M, 2022; Mertens, D. M., & Wilson, A. T. 2018; Grijns, M., & Horii, H. 2018).

The strategic policy for preventing early marriage in Rembang regency written in RPJMD 2016-2021 as the development stage explanation of the third period of RPJPD Rembang regency 2005-2025. Based on the 2005-2025 RPJPD policy directions and 2016-2021 RPJMD goals, then the strategic policy for preventing early marriage in Rembang regency contained in mission point 5 (five), it was about increasing gender empowerment and children protection, such as: 1) the improvement of access, life quality and children protection from violence; 2) reduce the risk of violence against children; 3) the implementation of integrated services for violence victims according to standard and integrated to the basic service; 4) the improvement of human resource capacity and PUG institutions; 5) fulfillment children’s rights (RPJMD 2016-2021,105).

The regional best programs for child protection during 2016-2021 related to children protection and early marriage preventin, as presented in the table below.

Table 1. Regional best programs for child protection during 2016-2021

Fiscal year	Programs	Activities	Performance indicators	Achievements
2016-2019	Policy comformity program to improve the quality’s of children and women	1. Creates the APBdes of gender responsive and child protection	1. Percentage of APBDes gender responsife & child protection	High
		2. Creates the village regulation of child protection	2. Percentage of village regulation for child protection	Low
		3. Creates the responsive budget for children in each OPD based on KLA indicators	3. Percentage of OPD which has children responsive budgets	High
2016-2019	Strengthening the Mainstream Institutional	1. Strengthening the institutional for treatments the violence victims (children and women)	1. Complaint percentage from children abuse victims handled	Very high
		2. Strengthening the friendly- village for children	2. Complaint percentage from women abuse victims handled	Very high
			3. Percentage of active service institutions in the village	High
				Low

		3. Strengthening the KPAD and FAD in 14 districts	4. Percentage of friendly- village for children	
2016-2019	Improving the special protection and fulfillment children's right	1. Handling the children abuse victims who report it 2. Improving sertification of human resource who manages ABK 3. Maintenance the children's forum 4. Built public space for children's need 5. Events with group of children	1. Ratio of handling the children abuse victims who report it 2. Ratio of human resource who has sertification to manage ABK 3. The scope of maintenance level for children's forum 4. Ratio public space to express the children's need on number of children 5. Ratio event with group of children	Very high Very high Average Very low Very low
2016-2019	Empowerment women and children	1. Special protection for women and children 2. Fulfillment children's rights	1. Percentage of special protection for women and children 2. Scope of fulfillment children's rights	Very high Low
2016-2019	Gender and Children Disaggregated Data System	1. Workshop about budget and activities that solve gender and children issues 2. Assesment SKPD who has arrange the PPRG/A	3. Percentage of program, budget, and activities that solve gender and children issues 4. Ratio of SKPD who has arrange the PPRG/A	High High
2020-2021	Improving quality service in health scope for women and children	1. Built and strengthening of children-friendly hospital 2. Strengthenin g the integrated healthcare service (Posyandu) for youth	1. Children-friendly hospital 2. The integrated healthcare service (Posyandu) for youth	Very high Very high
2020-2021	Improving the quality of life and protection for women and children	1. Arrange the PPRG/A 2. Service for violene victims	1. Percentage of PD who arrange the PPRG/A	High Very high

		againts women and children 3. Strengthening the village/sub-village child protection group	2. Scope persentage of service for violence victims againts women and children 3. Persentage of village/sub-village child protection group	Average
2020-2021	Improving the quality of education service	1. Assistance the children-friendly school 2. Assistance the family-based education	1. Children-friendly school 2. Family-based education	Average Low
2020-2021	Empowerment women and children	1. Strengthening the service of violence victims againts women and children 2. Built and strengthening of children-friendly village	1. Ratio of violence against women and children 2. Persentage children-friendly village	High Low

Resource RPJMD 2016-2021

The table above showed that work achievements using evaluation scores as follows: very low is for score 50% and below, ($X \leq 50\%$); low is for score above 50% up to 65% ($65\% \geq X > 50\%$); meanwhile for the average score above 65% up to 75% ($75\% \geq X > 65\%$); high score is above 75% up to 90% ($90\% \geq X > 75\%$); very high score is above 90% ($X > 90\%$). Gender integrated seen in some programs and ativities related to Integrasi gender terlihat dalam berbagai program dan kegiatan terkait dengan gender responsive budgeting, gender disaggregated and children data as well as other ativities related to women and children.

Based on work achievements in 2016-2021, then Berdasarkan capaian kerja pada tahun 2016-2021, then set the continuity programs in 2021-2026 related to the early marriage prevention policy.

Table 2. Children Protection Programs in 2022-2026

Programs	Work indicators	Target				
		2022	2023	2024	2025	2026
PUG and PUHA program	Persentase the strength of PUG and PUHA institution	100 %	100 %	100 %	100 %	100 %
The empowerment women and children protection programs	Scope percentage of service for violene victim againts women and children	100 %	100 %	100 %	100 %	100 %
Gender and Children Data System Management Program	Percentage of Availability of Gender and Children Data	100 %	100 %	100 %	100 %	100 %
Fulfilment children’s right program (PHA)	Persentase of protection the village/ sub-village children	65%	67%	69%	73%	75%
Special Child Protection Program	Scope percentage of service for violene victim againts children	100 %	100 %	100 %	100 %	100 %

Resource: RPJMD 2021-2026

The program for protecting women and children in the 2021-2026 RPJMD is not a regional best program, it caused the budget for this program also decreased by 80% from the previous period, in RPJMD 2016-2021 Rp. 4.797.325.000,- and RPJMD 2021-2026 yaitu Rp. 959.465.000,- (RPJMD 2016-2021, chapter VIII, 11 ; RPJMD 2021-2026, 386). However, gender integration has been using in programs and activities, because the IPG achievement in this district lower than other regions in Central Java, it was 87.00.

The strategic policies for preventing early marriage, was not explicitly included in the RPJPD and RPJMD in Rembang region. However, one of work achievements in RPJPD and RPJMD was Child-Friendly District (KLA). To reach child-friendly district performance, Rembang Regent Regulation Number 28 of 2016 was specifically written about Child-friendly Regional Action Plan for Rembang Regency in 2016–2020. One of the KLA assessment indicators were the percentage of early marriage decreased every year and the prevention of early marriage (KPPPA, 2019, 7; Peraturan Menteri KPPPA, 12/2011, 22-23). Therefore, in 2016–2020 Child-friendly Regional Action Plan for Rembang Regency also written the efforts to prevent early marriage (Chapter V, 3).

The achievement of Child-Friendly Districts (KLA) divide into some stages: 1) primary with a value of 500-599; 2) Intermediate with a value of 600-699; 3) Ninda with a value of 700-799; 4) main stages with a value of 800-999; dan 5) the idol with a value 1000 (RPJMD 2016-2021, 54;. Mahendra, G. K, 2019, 01-19; Ramlah, P., & Latif, N. 2018; , Pujianti, F., Muhtar, E. A., & Setiawan, T.2022, 457-463; Furqoni, S. 2022,18-29.). In 2011, Rembang district won KLA Nindya level, but in 2012 to 2018, it down into Middle level, and in 2019-2022 it levels back into Nindya. The performance target to be achieved in the 2022-2026 RPJMD was to get the main category score with a value of 800 (RPJMD 2021-2026, 131, 500).

Efforts to Prevent Early Marriage in Rembang Regency

The strategic policy of the Rembang district government for preventing marriage was done through policies to strengthen the regulations, policies to strengthen the budgets, policies to built and strengthen children's groups or forums and policies to strengthen institutions. The strategic policy was intended as the effort to minimize early marriage appropriate to the national and international policy frameworks as the Kebijakan strategis tersebut dimaksudkan sebagai upaya untuk meminimalisir pekawinan anak sesuai dengan

kerangka kebijakan nasional maupun International as mandated of sustainable development goals (Judiasih, S. D., Rubiati, B., Yuanitasari, D., Salim, E. F., & Safira, L. 2020; 135-149; Hayes, B. E., & Protas, M. E., 2022: 21–22; Buchmann, N., Glennerster, R., O'Neill, M., & Vargas-Garcia, A. 2017; Naved, R. T., Kalra, S., Talukder, A., Larterra, A., Nunna, T. T., Parvin, K., & Al Mamun, M., 2022: S17-S21; Psaki, S. R., Melnikas, A. J., Haque, E., Saul, G., Misunas, C., Patel, S. K., ... & Amin, S., 2021 :S13-S22; Rohayana, A. D.2020: 237-254).

The Efforts Through Strengthening Regulations

The policy of strengthening regulations for the prevention of early marriage in Rembang Regency, was realized by several regional regulations and regulations of the Rembang Regent, such as: 1) The regulations of the Rembang Regent No. 29, 2008 about integrated services for victims of violence against Women and Children; 2) The regulations of the Rembang Regent No. 30, 2009 about child-friendly district policies with a child-friendly village approach; 3) The regulations of the Rembang Regent No.18, 2010 about the Action Committee to delete the Worst Forms of Child Labor in Rembang Regency; 4) The regulations of the Rembang Regent No. 19, 2010 the Action plant to delete the Worst Forms of Child Labor in Rembang Regency; 5) The regulations of the Rembang Regent No. 20, 2010 about the change of regulations of the Rembang Regent No. 30, 2009 about child-friendly district policies with a child-friendly village approach; 6) The regulations of the Rembang Regent No. 22, 2010 about child-friendly Regional Action Plan for Rembang Regency; 7) The regulations of the Rembang Regent No. 30, 2010 about the 2011 Strategic Plan that all Children in Rembang Regency Have Their Births Registered; 8) The regulations of the Rembang Regent No. 24, 2012 about Plan for Achievement and Implementation of Minimum Service Standards in the Field of Integrated Services for Women & Children Victims of Violence; 9) The regulations of the Rembang Regent No. 6, 2014 about the implementation of children protection; 10) The regulations of the Rembang Regent No. 3, 2014 about the Operational Instructions for the Implementation of ADD/sub-village and PUG for the 2014 Fiscal Year; 11) The regulations of the Rembang Regent No. 28, 2016 about Regional Action Plan for Child-friendly District, Rembang Regency, 2016-2020; and 12) The regulations of the Rembang Regent No. 6, 2019 about Regional Action Plan for Gender Mainstreaming in Rembang Regency 2019-2021; 13) The regulations of the Rembang Regent No. 13, 2019 about children-friendly school; 14) The regulations of the Rembang

Regent No. 50, 2020 about the guidelines for Implementation of Gender Mainstreaming in Rembang Regency.

The regulation strengthening strategy was also implemented by forming a Village Regulation on Children Protection. Several villages already have Village Regulations on Children Protection, such as: 1) Woro Village Regulation, Kragan District No. 01 of 2018 about Children Protection; 2) Suntri Village Regulation, Gunem District No. 06 of 2014 about Children Protection; 3) Sonetan Village Regulation, Sluke District No. 03 of 2016 about Children Protection. The Village Regulation on Children Protection also regulates the obligations of parents, village government and village Children Protection Institutions to prevent early marriages and the punishment for the rules breaker. The punishment for early marriage were the bride or groom or their parents attending the trial in the village with related parties; and the agreements made together must be obeyed by all parties (Pasal 14 Perdes Woro 1/2018; Pasal 18 Perdes Suntri, 06/2014; Pasal 21 Perdes Sonetan, 3/2016) .

This regulation strengthening strategy was intended as an effort to provide legal certainty in preventing early marriage (Nazli, N. (2019:75-87). Legal certainty was an important thing in the context of legal countries to obtain a formal basis and the clear and certain substance in every implementation of policy and program (Julyano, M., & Sulistyawan, A. Y. 2019:13-22). Legal certainty as a requirement in preventing early marriage, it was the availability of clear and certain legal instruments as a basis for preventing early marriage (Ratnaningsih, R., & Sudjtmiko, S. ,2021:50-66: Mumek, G. C. 2020: Widihartati, S., Dimiyati, K., Absori, A., & Azhari, A. F. 2017:38-50; Rukman, A. A., Sugiati, A., & Susanti, N. 2021:309-316: Van Roost, K., Horn, M., & Koski, A. 2022: S72-S77). The legal instruments in preventing early marriage in Rembang Regency written in region regulation, mayor regulations, and Village Regulations in Rembang district.

The Efforts Through Policies in the Field of Gender Responsive Budgeting

In 2016 -2019 fiscal year, The Government of Rembang Regency has a policy alignment program to improve the quality of children and women, the programs were: 1) Written PPRG/A in programs which is to improve the quality of life of women and children; 2) Written APBdes responsive Gender and children protection; 3) Written the responsive budgets for children in each OPD based on KLA indicators; 4) Budget workshops and activities that solve gender and children issues and; 5) Assessment SKPD, who has written

PPRG/A. Based on Regent Regulation No. 3 of 2014 mandated that the budget to support children's forums at the village level, through the allocation of village budget (ADD). Numbers of budget changes in the RPJMD 2016-2021 period to support women's empowerment and child protection programs, include the budget of prevention of early marriage Rp. 13,539,386,587-, with an annual average between 1.8 billion to 2.7 billion Rupiah (Matrik Program RPJMD 2016-2021,11-12).

Gender responsive budgeting in preventing early marriage is important because the issue of early marriage was related to gender issues. A gender responsive budget is a determination thing in differences and similarities need of men and women (Khaerah, N., & Mutiarin, D. 2016: 413-445; Nurhaeni, I. D. A., Habsari, S. K., & Listyasari, S. I. ,2011:74-86;. Widowati, G. R., Ludigdo, U., & Kamayanti, A. 2016: 31-42). In conclusion, if the needs were different then there should be a different budget allocation. Gender responsive budget showed how far the budget was gender balanced and it used to monitor the resource allocation and the output. (Khalifa, R., & Scarparo, S., 2021; Turan, H., & Senturk, A. 2016: 224-231; Marks Rubin, M., & Bartle, J. R., 2005: 259-272; Misra, S. N., & Ghadai, S. K., 2017; 149-154.). The Rembang district government's gender responsive budget policy was one of its commitments to realize gender justice and equality, especially in preventing early marriage.

Efforts Through the Policy of Forming and Strengthening Children's Groups

Forming the village child protection group, Children's Forum from District to Village level, Information Center, counseling for teenager reproductive health were forms of forming and strengthening children's groups. The strengthening the children's group refers to the national strategic policy on preventing early marriage.

In Rembang Regency the formation of KPAD has been existing since 2015, there was 38 villages in Rembang Regency. KPAD formed based on regional regulation of Rembang Regency Number 6, 2014 about the implementation of children protection. The background and aims of KPAD to reduce the number of violence against children including minimizing the number of early marriages. KPAD was formed in a participatory ways by involving the village government, religious leaders, society leaders, youth organizations, teachers, PKK, and community-based organizations. In 2016, the target of KPAD in Rembang Regency were 287 villages. However, those targets not optimal yet, even of the 58 villages which have had

KPAD since 2015, not all of them are actively done the activities (SP, private interview, 2021).

KPAD tasks were; 1) Socialization of children's rights; 2) Promote CHILD RIGHTS and CHILD PROTECTION; 3) doing some efforts to prevent, respond, and handle the violence cases against children and children problem; 4) mediation by promoting deliberation and consensus efforts (deliberation village) in solving problems – (Restorative Justice). 5) Coordinate with related parties at the village, sub-district and district levels as the efforts to protect children; 6) Doing case assistance (from reporting – medical – psychology - reintegration); 7) Facilitating the formation of children's groups in the village as a medium for children's participation; 8) Facilitating children's participation to be involved in preparing development plans based on children's rights (written the RPJMDesa); 9) Documenting the taken process (Promotional Activities; Case Handling and record reported cases; Development of Cases, Meetings, and etc.); 10) Encouraging policies and budgeting for child protection at the village level; 11) Receive case complaints and consultations on child protection; 12) Connect with P2TP2A and LPA for legal assistance in child cases (victims and/or perpetrators) (Agga.A, Sun, private interview, 2021).

The forming and strengthening of the Children's Group Forum was a part of the policy to prevent early marriage in Rembang Regency. The Child Protection Group Forum (FKPA) in Rembang Regency was inaugurated on 29 November 2018. This forum give a space for Village-level Children's Group Forum (FAD) and Children's Group Forum at sub-district level. This inaugurated, as a follow up towards the formation of the Village Children's Forum in Rembang which has been formed since 2015, it has target in 2019 as much as 14 Districts which has FKAD (Mulyani, private interview, 2021).

Teenager Reproductive Health Information and Counseling Center (PIK KRR) was a space to manage the activities from, by, and for the teenager in providing reproductive health information and counseling center. One of programs and activities of PIK KRR was delaying the age of marriage and maturing the age of marriage. To realize those activities PIK KRR has best program called Planned Generation (GENRE). In addition, KRR Service Forum facilitation also brought for Youth Groups and Peer Groups outside of school (Child Friendly Area Action Plan, 2016-2020, 4-11). In Rembang district the percentage of this

group is very low, it was forming target as much as 92.5% in 2021, but the achievement only 64.86% (RKPD Rembang, 2022, 234).

Efforts Through Institutional Strengthening Policies

Institutional strengthening referred in this case was quality and capacity improvement through organization and collaboration with other institutions, such as the government, NGO and private to reach the aim of preventing marriage. Institutional strengthening in preventing child marriage, such as: forming and strengthening the Samara Family Learning Center; forming and strengthening children-friendly village; optimizing Youth Family Development groups and Collaboration with NGO who has concerned with children and the private sector.

Forming and strengthening the Samara Family Learning Center (PUSPAGA SAMARA). The Samara Family Learning Center, formed by Rembang Regent's wife in 2016. In 2018 it achieved an award as the Pioneer of the Independent Family Learning Center (PUSPAGA). PUSPAGA SAMARA collaborate with religious court and the Ministry of Religion of Rembang Regency related to early marriage. One of PUSPAGA's strategic was model development for preventing early marriage. The services given by PUSPAGA SAMARA, such as: child and youth development services; family consultation; ; bride and groom to be counseling, especially for those who applying the marriage dispensation; bride and groom to be courses; Early Childhood Education Parenting (PAUD) and; sex education and parenting (Nasikan, private interview, 2021).

Forming and strengthening children-friendly village. This program aims to fulfillment the children's right and protection towards children in Rembang Regency with directly approach to the villages that have a relatively high level of early marriage. In 2020, the numbers of children-friendly village was 176 villages. One of the villages that became the Pilot Project was Gunem Village, Gunem District, Rembang Regency (Rizaty, M.A, 2020).

Youth Family Development Group. Youth Family Development is a program of BKKBN which is intended as a place for families who has teenager. One of the programs of BKR was the maturation of marriage age. Youth Family Development was formed in 2008 in each area of the citizens Association (RW), however since 2016 in Rembang Regency those programs receive less attention, as a result there was so many inactive programs.

Collaboration with NGO who has concerned with children and the private sector. Kerjasama dengan NGO pemerhati anak dan Pihak Swasta. The commitment of the Rembang Regency government to prevent early marriage was implemented in policies and programs, they collaborate with NGO, societies, and private sector. For example, programs from PLAN International Indonesia in 2005-2015 and the “Yes I Do” program by ARI in 2016-2020. The Yes I Do Pilot Project in Rembang Regency was targeted four villages. These villages are Woro Village and Ngasinan Village, Kragan District and Mojosari Village and Menoro Village, Sedan District (Hafidz, Hasiroh , private interview, 2020). In addition, the private sector has worked together to reduce the number of early marriages, was PT Semen Gresik in 2015, unfortunately this program only for the villages in Telagdowo, Gunem District, Rembang Regency (Maryati, Wawancara Pribadi, 2020).

Internal-External Factors Strategic Policy for Prevention the Early Marriage

SWOT analysis used to determine the internal and external factors of the current strategy, policies, and programs. Weaknesses (W) is a weak situation or condition of the current strategies, policies and programs. Opportunities (O) is an opportunity situation or condition of that comes from outside of on-going strategies, policies and programs. Threats (T) is threats situation for the next strategies, policies, and programs (Ahmadi, M., Dileepan, P., & Wheatley, K. K, 2016, 289-294; Salim, M. A., & Siswanto, A. B., 2019; Mukhlisin, A., & Pasaribu, M. H. 2020, 33-44).

SWOT components divide into external and internal factors. External factors are factors that influence the formation of opportunities (O) and threats (T) is a threat, this factor related to conditions outside the institution that influence decision making. Internal factors called as factors that influence the formation of strength (S), S for strength and W for weaknesses (W), this factor related to the conditions in the organization that influence the formation of decision-making within the organization (Pickton, D. W., & Wright, S, 1998,101-109; Leigh, D, 2009,115-140; Fatimah, F. N. A. D. 2016; Azuwandri, A. 2022, 1167-1176).

Internal factors include functional management, it were: budget, operations, human resources, research and development, management information systems and organizational culture. In real terms, the internal factors that influence the prevention of early marriage in Rembang district: the strengths (S), the points were about: 1) Availability of sufficient budget

and human resources to implement early marriage prevention policies and programs; 2) The policy on preventing early marriage in Rembang Regency is a pilot project from the PPPA ministry; 3) gender integration in early marriage prevention policies and programs; 4) open management information system. The weaknesses(W), the points were about: 1) commitment from all elements in the implementation of early marriage prevention was not optimal yet; 2) partial implementation of activities; 3) less monitoring and evaluation of early marriage prevention policies and programs; 4) related human resource strengthening has not been maximized; 5) gender equality in the Regional Work Units (SKPD) and Regional Apparatus Organization (OPD) was not optimal yet; 6) changing budget policies; 7) the children's forums that have been forming are less active in implemented the programs and activities.

External factors include environment, economy, politics, law, technology, population, and socio-culture. In real terms, the internal factors that influence the prevention of early marriage in Rembang district, were :1) opportunities (O), the points were about: 1) the existence of national and international policies on the prevention of early marriage, in order to support sustainability of early marriage prevention policies and programs in Rembang district; 2) changing the age limit for marriage in the Marriage Law, becomes the opportunity for policy and program; 3) discipline on population administration in this region, is an opportunity to support the success of policies and programs; 4) data disaggregated by gender and children; 5) the policy of the PPPA Ministry regarding the designation of Rembang Regency as one of the best practice areas for preventing early marriage; 5) Information technology is an opportunity to campaigns and socialization of child marriage; 6) several villages already have village regulations on child protection which substantially contained about early marriage; 7) collaboration of various elements, such as the government, NGO, the private sector and the society to realize the policies and programs. Threats (T) on policies and programs , the points were about: 1) lack of awareness about the importance of education; 2) high poverty level; 3) patriarchal culture; 4) early marriage traditions; 5) “ngemblok” traditions ; 6) the influence of information technology for teenagers who have low education, and lack of knowledge about reproductive health, those causing promiscuity to be a threat to preventing early marriage; 7) changing the age limit for marriage in the Marriage Law is an opportunity as well as a threat in the implementation of policies and programs; 8)

public awareness and legal compliance with marriage regulations is still low; 9) minimal involvement of the poor and vulnerable, women's groups, and children's groups/forums in the implementation of policies and programs; 10) lack of awareness about discipline on population administration and civil registration; 11) the low usage of population data as a reference in preventing early marriage; 12) unbalanced of gender insight and awareness in society; 13) lack of understanding about children's right ; 14) most of villages have not regulation about children protection.

Analysis of these two factors, there were points resulted: 1) if the strengths and opportunities were combined, the prevention of early marriage will be realized appropriate with the goals set; 2) if threats (T) and strengths (S) interact with each other then we have to encourage the strengths to reduce the threats and turn them into opportunities (O); 3) weaknesses (W) dan opportunities(O) that will provide choices in unstable situation; 4) weaknesses (W) and threats (T) if not controlled and/or overcome immediately, it will prevent the success of these policies and programs.

The Impact of the Strategic Policy on Prevention of Early Marriage

Policy impact neither the expected changes (intended consequences) nor expected (unintended consequences) in the implementation of public policy (Burstein, P. 2003, 29-40; Mugambwa, J., Nabeta, I. N., Ngoma, M., Rudaheeranwa, N., Kaberuka, W., & Munene, J. C. 2020, 91-116; Diori, H. I. 2021, 1-9). Indicators for analyzing the impact of public policies include: (1) the impact on the target group; (2) the impact on non target groups; (3) impact on current and future conditions that will affect the target group and non target groups; (4) impact of direct costs to pay the program, then the policy can be implemented; (5) the impact of indirect costs covered by the society as a result of public policies (Anggara, S. 2014. 279-281; Birkland, T. A. 2015; Hill, M., & Varone, F. 2021; Suaib, H., Rakia, A. S. R., Purnomo, A., & Ohorella, H. M. 2022; Purba, S. 2022, 23; Wajdi, F. 2022; Diori, H. I., 2021,1-9; Purnamaningsih, P. E. 2022,60; Morçöl, G. 2013; Dunn, W. N. 2015; Sabatier, P. A. 2019,321-336)

The impact evaluation analysis of the policy on preventing early marriage in Rembang Regency can be categorized, as follows: 1) impact on target groups; 2) impact on non target groups; 3) the current and future impact; 4) the impact of direct costs to covered the programs and ; 5) the impact of indirect costs covered by the society.

The impact on the target group in the policy on preventing early marriage in Rembang district, those target groups were group of children and groups of parents who have children under 18 years. The impact divide into 2 (two) categories, the impacts were: 1) expected impacts, with the following description: increased knowledge and understanding of the meaning of marriage; increased knowledge and understanding of children's rights; increased knowledge and understanding of reproductive health; increased knowledge and understanding of the age limit for marriage and marriage dispensation; increased knowledge and understanding of the impact of early marriage; good awareness about not married at a young age; 2) unexpected impacts, with the following description: the existence of early marriage tradition, “*nemblok*” tradition, and patriarchal culture; lack of education and the high poverty level caused the target group unable to understand about the prevention of early marriage, in order the early marriage has been occurring; policies and programs that are partial also have an impact on the target group, it caused in some sub-districts the number of child marriages relatively high. For example, Sarang District, Rembang District, Gunem and Kragan District.

Impact on non-target groups, those non-target groups are the families has no children under 18 years, society leaders, religious leaders, society and religious organizations. The impact on non-target groups is categorized into 2 (two), the impacts were: 1) there as supporter of the policy; 2) there was some people not support the policy. Groups that support the policies are participatory in realizing the policies and programs, meanwhile the opposite groups was apathetic, or even against policy. As occurred in Tegaldowo village, Gunem District, as one of villages that can reduce the number of early marriage and children violence, then now it becomes a child-friendly village pilot project in 2015. On the other hand, a lot of societies against it, because early marriage was their tradition and they belief by marrying off their children will reduce the economic burden on their family. There was a “*believe*” that “*better to be a widow than to be an old maid*” (FGD, 21/8/2021). The fact showed by the qualitative data, the percentage of community self-help for women and children empowerment programs with a target of 2.6%, but only reached 1.3% (RPJMD, 2016-2021, 2018).

The current and future impacts, were: 1) the high number of early marriages in several districts, such as Kragan sub-district, Sarang sub-district, Kragan sub-district, Gunem sub-

district, and Rembang sub-district; 2) The KLA score does not match to the target; 3) the scope of child-friendly villages has not reach the target, it was only 65% and the target was 95%, 4) the scope of fulfilling children's rights also has not reach the target, it was only 70% and the target was 75%; 5) IPM only reached 69.46, the target was 71.18, 6) the IPG in low level, the target in 2021 91.06, but only reach 87.05. The future impacts, were: 1) Fulfillment of planned targets requires hard work and maximum support from some resources; 2) IPM and IPG were stagnated or even decreased even decreased if not supported by the efforts and commitment from all components; KLA achievements will not exceed the target, and may even decrease beyond the target; 3) the number of early marriages will also increase because various causal factors are not resolved comprehensively.

Impact of direct costs paid to finance the program, such as : 1) the budget will exceed the set target; 2) the budget will also not be on target because the implementation of policies and programs was not optimal. The impact of indirect costs covered by the society as a result of a policy. Implementation of policies and programs, including inappropriate facilities and infrastructure related to the current program, it impacts on indirect costs covered by society.

Unexpected changes from the impact of the policy on preventing early marriage as above, the changes are: IPG and KLA still not reach the target, budget was not on target, high early marriage level, public awareness was still fluctuating and others. While the expected changes from the impact of the policy, the changes are: increased knowledge and understanding of the meaning of marriage, children rights, reproduction health, marriage age limit and marital dispensation, the impact of early marriage and built the awareness about not to marry at a young age.

Optimizing Gender-Integrated Early Marriage Prevention Policies

Gender-integrated policies are intended as an effort to realize gender mainstreaming in planning, budgeting and implementation of policies and programs by watching out the gender needs among men, women and children (Nurhaeni, I. D. A. 2011; Nurhaeni, I. D. A., Habsari, S. K., & Listyasari, S. I. 201,74-86; Subiyantoro, E. B. 2005;). Arguments for gender integration in early marriage prevention policies were: 1) early marriage cases occurs for girls than boys; 2) early marriage is a form of gender injustice for girls; 3) early marriage is a patriarchal cultural heritage; 4) Child marriage harms the girls.

The policy for preventing early marriage in Rembang Regency was gender integrated as described in the previous point. However, this policy has not provided maximum results as described in the previous point. Based on the analysis of internal-external factors and the impact of the policy, then optimizing policies for preventing child marriage in Rembang Regency should be carried out with these schemes, the schemes were: 1) maximize gender responsive budgets, human resource and gender integration in policies and programs to minimize threats related to patriarchal culture; early marriage tradition; “*gemblok*” tradition and lack of gender insight; 2) optimizing gender equality in Regional Work Units (SKPD) and Regional Apparatus Organizations (OPD) to build a gender-oriented organizational culture; 3) monitoring and evaluation periodically and structurally from sub-village level, district to regency level to find out earlier the problems of implementing policies and programs, in order to get the solutions.

The scheme was implemented by notice those right things, the things were: 1) the right in selecting policies and programs. The indicators, Does the existing policy contain things that can solve the problem; is it the policy appropriate with the characteristics of the problem to be solved; 2) the right implementations. The indicators, who are the implementing actors, is there synergy between the government, the society, the private sector and NGO; 3) the right targets. The indicators, whether it is no overlapping or conflicting interventions with other policies, Is the target ready for intervention, whether the policy implementation intervention is new or influences the previous policies; 4) the right environment. The indicators, how is the interaction between policy formulation and policy implementing institutions with other institutions, how was the public perception about the strategies and policies and their implementation; dan 5) the right process. The indicators, *policy acceptance*, the public understands the policy as a needed rule for the future, on the other hand the government understands the duty that they have done; *policy adoption*, the public accepts the policy as a needed rule for the future, on the other hand the government accepts the duty that they have done; *strategic readline*, the public is ready to implement and be part of a policy, and the executing bureaucracy was ready to implement the policy (Nugroho, R. 2014, 686-688, Kurniawati, D., & Marom, A. 2020, 35 – 53).

CONCLUSION

The gender-integrated strategic policy on preventing early marriage in Rembang district was influenced by internal factors, it was strengths and weaknesses. Then, the weaknesses and external factors influenced were opportunities and threats. The strength factors, for example, were gender-responsive budget policies and gender-integrated regulations. Commitment to prevent early marriage was not optimal and partial, lack of monitoring and evaluation, gender equality was not optimal yet, and organizational culture of gender bias were included in weakness factors that influenced the policy. The policy opportunity factors in this case were the national and international policies for program continuity, gender and child disaggregated data, the technology of information, collaboration with NGO and the private sector. Lack of education, high poverty level, patriarchy, early marriage traditions, “ngemblok” tradition, the effect of technology of information, the age limit for marriage has changed, unbalanced of gender insight and awareness, and lack of understanding on children’s rights were the policy threats. Impact of child marriage prevention policies on target group, non target group, direct and indirect costs. In order to those impact Oleh karena itu, optimizing early marriage prevention policies must be done with several schemes. First schemes, maximizing strengths to minimize the threats. Scheme 2, optimizing gender equality in regional apparatus organizations to build the gender-oriented organization. Scheme 3, monitoring and evaluation periodically and structurally. These schemes must pay attention to the five "rights". These five right were choose the right policy and program, the right implementation, the right target, the right environment, and the last was the right process.

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