



# Analysis of Multi Stakeholders' Coordination In Early Marriage Countermeasures in Kabupaten Empat Lawang

Nabila Khoirunnisa Harliani\*<sup>1</sup>, Sri Peni Wastutiningsih<sup>2</sup>

<sup>1</sup> *Extention and Communication Development Department, Graduate School, Gadjah Mada University, Yogyakarta, Indonesia*

<sup>2</sup> *Faculty of Agriculture, Gadjah Mada University, Yogyakarta, Indonesia*  
Corresponding author, Email: [nabilakhoirunnisa97@mail.ugm.ac.id](mailto:nabilakhoirunnisa97@mail.ugm.ac.id)

## ABSTRACT

Early marriage has been one of the issues still happening in Empat Lawang Regency. The First Marriage Age (UKP) percentage of teenagers aged 16 and under is 15.78%, and the percentage of 17-18-year-olds is 22.28%. As a result, adverse effects on health, economy, education, and social religion have also emerged. To overcome this, stakeholders from local government elements have tried to carry out various early marriage reduction programs by coordinating across sectors. This study aimed to identify the coordination and inhibitory factors that appeared in the process. This study used a qualitative descriptive approach to data collection techniques: interviews, observations and documentation. The study results showed that coordination was carried out according to the purpose of the countermeasures. Based on its involvement, coordination is divided into functional coordination, instantaneous coordination and territorial coordination. On the other hand, multi-stakeholder communication is carried out horizontally and vertically. The inhibitory factors in the coordination process are the need for more mutual understanding between stakeholders, the lack of quality skilled workers and the lack of public awareness of the negative effects of early marriage. The support factors are individual values and the communication of individual stakeholders.

**Keywords:** *Coordination Analysis, Early-Marriage Countermeasures, Empat Lawang Regency*

## 1. INTRODUCTION

Early marriage has been one of the most common phenomena in rural Indonesia. Empat Lawang Regency is a district with a reasonably high child marriage rate. Data from the Central Statistical Agency of Empat Lawang Regency showed that in 2021, the First Marriage Age (UKP) percentage of teenagers under 16 was 15.78%. The rate of UKP teenagers in the age range of 17 to 18 years old is 22.28% [1]. Compared to the rate of women aged 20-24 married or living together before 18 in Indonesia Rural Areas, which is only 11.42%, the percentage of UKP in Empat Lawang Regency is much higher [2]. Moreover, if calculated based on data from the residents of Empat Lawang Regency in 2022, approximately 12,000 teenagers under 19 years of age have married. As a result of this, negative effects appear in various aspects ranging from increased maternal and child mortality, risky pregnancies, economic negative effects, and dropouts to other religious and social effects [3].

Prevention and countermeasures of early marriage practices are included in the Sustainable Development Goals (SDGs) by 2030. This is written in the 5.3 SDGs target, which reads "abolishing all dangerous practices such as child-age marriage, early and forced marriage and female circumcision." The Ministry of National Development Planning (PPN) in 2020 has also issued a national strategy to prevent child marriage that is expected to be implemented at the regional to national level. The implementation of the strategy prepared by the Ministry of PPN consists of five stages, namely:

1. Mapping regional and provincial conditions

2. Development of a joint commitment to the prevention of child marriage
3. Planning and budgeting for national child marriage prevention strategies
4. Monitoring, supervision and evaluation of child marriage prevention.

In this strategy, the Ministry of National Development Planning also explained that the involvement of all key stakeholders, as well as strengthening the role of the supporting environment, plays a vital role in addressing and coping with this [4]. Therefore, early marriage should be a highlight and get more attention from stakeholders related to this issue. Coordination and cooperation between stakeholders are indispensable in dealing with these negative effects.

Based on stakeholders' identification of early marriage countermeasures in Empat Lawang Regency, the local government initiated and implemented most of the countermeasures programs. Therefore, stakeholders in the program are dominated by local government organizations and other stakeholders from educational institutions and communities. The stakeholders have sought cross-sector coordination and cooperation to achieve program goals more effectively and efficiently. Even so, in response to early marriage in Empat Lawang Regency, programs are run independently by each local government organization. Because of this, some of the programs carried out are often overlapped and need to be targeted. In this study, the author tried to analyze the form of coordination carried out by stakeholders and inhibitory and supportive factors in the early marriage reduction program at Empat Lawang Regency.

## **2. LITERATURE REVIEW**

### ***2.1 Collaborative Governance***

Collaborative governance is a form in which one or more public agencies are directly related to non-state stakeholders in making or implementing public policies. Collaborative governance involves all parties in government, civil society, and the private sector with a framework for egalitarianism and democracy [5]. This is done to realize the solution and achieve the program's goals more effectively and efficiently to have a good impact on accountability to the government.

The concept of collaborative governance is the development of a new public management concept. Agranoff and McGuire in Noor et al. (2020) define the concept of collaborative general management as helping and managing multi-organizational settings to solve problems that organizations cannot quickly solve [6].

Collaborative governance is interdisciplinary and can be applied to various disciplines such as public administration, public policy, and socio-economic. According to Ansel (2012), there are six essential components of the concept of collaborative governance: (1) initiatives from public bodies (2) the presence of non-government actors; (3) participants are directly involved in policy design; (4) forums held formally and collectively; (5) aiming to achieve decisions based on consensus; (6) cooperation is focused on public policy or the management of public programs [6].

### ***2.2 Coordination***

Coordination is an effort to cooperate between agencies, units or agencies in carrying out specific work tasks or programs. The goal is so that one party and the other can help and fill each other to achieve the common goal. Coordination is a management function to align various objectives so that cooperation can be carried out more directionally and organizational goals can be achieved well [7].

According to Government Regulation No.6 of 1988, the form of cooperation between parties coordination is divided into three types: (a) Functional coordination, i.e., coordination between two or more agencies that have a work program closely related to each other; (b) Intentional coordination, i.e., coordination by several agencies that deal with one particular matter that is related to one another, (c) Territorial coordination, i.e., coordination between two or more regions in a given program [8].

On the other hand, based on the direction of communication, coordination is divided into two: (a) Horizontal coordination, which is coordination between units of equal hierarchy within an organization. (b) Vertical coordination, i.e., coordination carried out by a unit or working unit at the top level to its subordinate in the form of directions, instructions, etc. [9].

### ***2.3 Stakeholders***

The term stakeholder first appeared in an internal memorandum held at the Stanford Research Institute in 1963. Initially, the term challenged the idea that shareholders are the only group with a voice and power in managing an organization or company. From the late 1970s to the 1980s, academics and practitioners developed a concept of

management theory that could help explain managerial problems with high uncertainty and change at all times. R. Edward Freeman, a professor at The Darden School of The University of Virginia, considered the term stakeholder in the business and management context.

Stakeholders are defined as individuals and organizational groups of both men and women who have interests and involvement and are positively influenced by the individual and the organization [10]. Gonsalves et al. explained that stakeholders are parties who are impacted or affected by a program or development policy. Freeman and Reed defined stakeholders as individuals or groups who had the power to influence the achievement of organizational goals [11].

Stakeholders play an essential role in the sustainability of programs within an organization or group. Therefore, each organization or company needs to analyze and map stakeholders.

### ***2.4 Early Marriage Countermeasure***

According to Indonesian Language Great Dictionary (KBBI), countermeasures are derived from the word "tanggulang" which means facing and coping. The addition of the prefix "pe" and the suffix "an" gives the meaning of a process, way or action [12]. Therefore, countermeasures are a process, way, and effort implemented to address a particular problem.

Early marriage, on the other hand, is defined as a marriage performed by children under the minimum marriage age set by each country. Referring to the Indonesian Republic Act No. 23 of 2002 [13], a child is defined as someone under 18. Marriages that occur under the age of 18 are called child marriages, commonly known as early marriages. It was also strengthened in Law No.1 of 1974 that early marriage was a marriage carried out by men under the age of 19 and women 16.

Early marriage is not only caused by forced marriage but also out-of-wedlock pregnancy. A survey conducted by the Child Protection Committee (KPAI) and the Ministry of Health in October 2013 showed that 62.7% of teenagers in Indonesia had sex out of wedlock. Of these, 20% were pregnant out of marriage, and another 21% had an abortion.

The research from the UGM Population Policy Study Center (2014) explained that there are at least five main factors that are the cause of this widespread early childhood marriage phenomenon such as poverty, parents' low level of education, local traditions, society's values change and social media influence [14].

Based on the above two conceptual descriptions, it can be concluded that early marriage countermeasures are a process, a way and an effort made to cope with and mitigate the negative effects that have occurred from this early marriage.

## **3. METHOD**

This study was examined using a descriptive qualitative method and conducted in Empat Lawang Regency. The primary data collection was conducted using in-depth interview techniques, participatory observation and FGD with the strangest stakeholders involving the local government, namely the Office for Women Empowerment and Child Protection (DP3A), Population Control and Family Planning Board (DPPKB), the Health Office, and the Office of Religious Affairs (KUA) as crucial informant. Other community elements are village officials and parents with children aged 15–18 years old. The collected data are analyzed descriptively using the qualitative method.

## **4. RESULTS AND DISCUSSION**

The stakeholder identifications show that stakeholders come from local governments, education institutes, communities, and online-based regional mass media. Stakeholders from local governments in this case are The Office for Women Empowerment and Child Protection (DP3A), The Office for Regional Family Planning Board (DPPKB), The Regional Health Office, Religious Affairs Office (KUA), National Population and Family Planning Board (BKKBN Pusat), Agency for Regional Development (BAPPEDA), including other stakeholders related to these policymaker such as Family Planning Counselor, Public Health Counselor, Women and Child Protection Police Unit, and Community-Based Integrated Child Protection Task Forces (PATBM).

### ***4.1 Stakeholders Coordination in Early Marriage Countermeasures***

The coordination referred to in this study is the integration of early marriage reduction activities and programs in Empat Lawang Regency, which are individual into integrative and collaborative programs to achieve common goals.

Coordination is a process of regulation by combining common interests to achieve goals in an effective and efficient way. Under Government Regulation No.6 of 1988, coordination is divided into three types [8]:

### 1. Functional Coordination

Functional coordination is coordination between two or more agencies with work programs closely related to each other. Based on the interview, early marriage countermeasure programs in Empat Lawang Regency are generally carried out through work programs formulated by DP3A, DP2KB and the Health Office. These two OPDs have a large share of programs that focus on youth education, early marriage, and family welfare after marriage. DP3A, DPPKB, the Health Office, BAPPEDA and Central BKKBN are playing roles as policy creators in early marriage countermeasure programs, especially in the health aspects, women and child protection and financial enterprises.

#### 1.1 Functional Coordination between Local Government Organization as Policy Creators

In response to early marriage in Empat Lawang Regency, especially in the program planning phase, functional coordination is carried out by DPPKB and the Health Office, who coordinated with BAPPEDA in formulating various programs. Operational coordination with BAPPEDA is used to help plan the DP3A program and harmonize the agenda with the conditions and problems of the people in the Empat Lawang Regency. In addition, DP3A and the Health Office also coordinated with BAPPEDA regarding budget planning for each program to be implemented.

On the other side, in the planning phase, DPPKB is doing functional coordination with Central BKKBN. The Central BKKBN is responsible for directing and providing instructions for implementing each program. All of the program instructions are coming from Central BKKBN.

#### 1.2 Functional Coordination between The Implementers of Early Marriage Countermeasure Program

The early Marriage Countermeasures program has been planned and implemented by implementers such as the Family Companion Team (TP PKK), Family Planning Board (PLKB), and Health Counselor. In the program implementation phase, TP PKK, PLKB, and the Health Counselor are cooperating, especially in programs aimed at reducing the negative impact of early marriage from the health aspect. This coordination includes cooperation regarding pregnancy countermeasures under the age of 20, conducting socialization and training on the reproductive health of adolescents, providing maternity services for risky pregnancies, and so on.

On the other hand, the Health Service facilitates the program by providing health tools, health workers such as village midwives, midwives who are members of the Family Companion Team (TP PKK) and other public health facilities.

### 2. Institutional Coordination

Institutional coordination is coordination by several agencies that handle one particular matter related to one another. In countermeasures for early marriage in Empat Lawang Regency, there is a lot of instructional coordination between primary and secondary stakeholders. This coordination is intended to cooperate in dealing with specific issues. Most of the coordination implemented by stakeholders on this issue is institutional coordination.

#### 2.1 Institutional Coordination between DP3A and Empat Lawang District Police

DP3A is working with the Women and Children Protection Unit (PPA) of the Police in dealing with violent cases involving women and minors. The Police PPA Unit specifically coordinated law enforcement to the perpetrators of the case. PPA also assists victims and perpetrators of violent instances of women and children in the legal line. In addition, they also provide counseling and protection services for victims.

Institutional coordination is also carried out by the DPPKB and DP3A with educational institutions such as junior high schools and high schools in carrying out socialization and education for students or teenagers aged 15-18 who are still in school. They work with educational institutions to mobilize the students as participants and target audiences of the program.



**Figure 1. Coordination of the Health Office and KUA in early marriage control and reduction of the risk of teenage pregnancy**

### 3. Territorial Coordination

Territorial coordination is coordination between two or more areas with a particular program. In response to early marriage in Empat Lawang Regency, this territorial coordination was carried out by DP3A in cooperation with the Lahat Regency Correctional Center. Lahat Regency is located in a different region from Empat Lawang Regency. This coordination was implemented because Empat Lawang Regency still needed the correctional center facilities. This was done to implement a program to improve the quality of life for teenagers and reduce the early marriage rate. The goal is to coordinate and train teenage children out of school to have the skills and competitiveness to find work as their livelihood.

Based on the explanation above, stakeholders have their preferences and functions in reducing early marriage in Empat Lawang Regency. The adverse effects that are attempted to be overcome are also different. In dealing with negative impacts and prevention in the health sector, stakeholders who have authority are BAPPEDA and Central BKKBN as policy creators, Health Service and DPPKB as coordinators, and PLKB, TPK, and Health Controllers as implementers in the field. In response to the KDRT case and divorce, DP3A was countered by DP3A as a policy creator and program coordinator who collaborated with the PPA Police Unit as facilitators and PATBM Task Force and village apparatus as implementers in the field. The DP3A coordinated with BAPPEDA in planning its programs and cooperating with education institutions as partners in the area.

In addition, DPPKB and DP3A also play a role in planning and coordinating programs to cope with poverty caused by early marriage in collaboration with BAPAS Lahat Regency to improve teenagers' quality of life and skills. On the other hand, KUA is still the main actor who tries to cope with the negative effects caused by administrative matters and marriage registration, even though the execution is still not optimal. Finally, the negative impact related to religious socialization is overcome by the DPPKB in programs related to socialization and education to prevent further juvenile delinquency, which will affect early marriage. Actually, in this countermeasure, the KUA has a job in the field of religious counseling, but it hasn't been implemented.

#### ***4.2. Stakeholder's Communication in Early Marriage Countermeasures***

As a local government organization, organizational communication becomes a communication medium carried out in every process in planning, actuating, monitoring and evaluating the programs. Communications between stakeholders involved in early marriage countermeasures in Empat Lawang Regency are generally established internally and externally. In this case, the internal communication in question is the communication carried out by the internal organizers of the activities and the owners of the work program, namely the central government in the Regional Government Organization (OPD) as regional coordinators and other parties who work together to achieve goals that organizations have formulated. According to Ruliana, by type of communication, internal communication is divided into vertical and horizontal transmission. [15]

##### 2. Horizontal Communication

Horizontal communication is transmitting messages between parties of the same position. Effendy added that horizontal communication is a one-level communication implemented by the head of a department with other departments or between employees and other employees. The purpose of horizontal communication is to serve as a means for individuals or departments within an organization to coordinate, share information, solve problems and resolve conflicts. [11]

Regarding early marriage countermeasures in Empat Lawang Regency, the horizontal communication carried out and referred to is cross-sector or multi-sector contact to achieve each other's work program. Although the form of the work program differs, this cooperation and communication are based on achieving mutually beneficial or mutual goals for the parties concerned. This horizontal communication is carried out in the form of cross-sector coordination meetings, approval of a Memorandum of Understanding (MoU), cooperation and information sharing and collaborative cooperation activities.



**Figure 2. Coordination with the Police PPA Unit for cases of female and child violence**

Unfortunately, even though this horizontal communication was implemented, the lack of systematic formulation and strategy in early marriage countermeasures in Empat Lawang Regency became one of the significant records and obstacles in multi-sector communication and coordination. As a result, the implementation of the work program only focuses on achieving momentary goals that are not sustainable due to the division of tasks and workspaces that are still overlapping and not correctly mapped.

### ***4.3 Collaborative Governance in Early Marriage Countermeasures***

Collaborative governance involves all parties in government, civil society, and the private sector with a framework for egalitarianism and democracy [5]. This is done to realize the solution and achieve the program's goals more effectively and efficiently to have a good impact on accountability to the government. Broadly speaking, stakeholders, especially local government organizations, have attempted collaborative governance to engage in cross-sectional cooperation and coordination in various programs related to early marriage countermeasures. However, unfortunately, there is still no specific strategy designed to systematically cope with early marriage in Empat Lawang Regency. It means the countermeasures and prevention programs implemented by local governments are not a particular program designed to address these problems but rather an implementation of a central government work program executed by each local government organization. Because of this, often the programs carried out overlapped. The mutual understanding that has yet to be well formulated is one of the inhibitory factors in coordinating these multi-stakeholders, not only within the local government organization but also between the local government and the community, as the object of the development program itself.

Some inhibitory factors in implementing collaborative governance include the need for more skilled workers from local governments and the lack of awareness and understanding about the adverse effects of early marriage in the community. The background of the people of Empat Lawang Regency with a low education literacy makes them feel that marriage is one of the most effective ways to help the problems they face in various aspects such as economy, free association, juvenile delinquency, etc. Therefore, judging by the development of its tradition and culture, most Empat Lawang Regency people who do not want to continue their education to the next level will generally choose marriage to move on. Not only that, the number of requests for marriage-age aging caused by pregnancy outside marriage is relatively high, becoming one of the cases currently found in the people of Empat Lawang Regency. As a result, although the level of adolescents who completed education up to High School is increasing, early marriages with various backgrounds are still commonplace. Therefore, changing people's mindsets and views of early marriage is one of the fundamental records and tasks, especially for local governments as policymakers.

An addition, various development programs in Empat Lawang Regency are still top-down and require full supervision from the local government. Although the bottom-up development program is considered ideal, in multiple areas with a limited community background, the top-down development program is still one of the most effective efforts to be made. There is no exception to this early marriage countermeasure. The mindset of people who still think that early marriage is not a problem that has the potential to have many adverse effects is one of the backgrounds why this particular strategy of early marriage reduction has yet to be realized.

## 5. CONCLUSION AND RECOMMENDATION

Based on the form of cooperation between the parties, multi-stakeholder coordination is divided into three types: functional coordination that is carried out between the policy creators, which are DP3A, DPPKB, the Health Office, BAPPEDA, and Central BKKB. This type of coordination involves program implementers such as TP PKK, PLKB, and Health Counselors. The second one is the institutional coordination carried out by DP3A along with the Women and Children Protection Unit (PPA) of Empat Lawang Regency Police, as they have the same program even though they come from different institutions. Third is the territorial coordination carried out by DP3A in collaboration with BAPAS of Lahat Regency, located in another region, to cooperate and help improve the abilities of teenagers who drop out of school.

The communication established in the coordination process is horizontal communication between departments across sectors to help each other achieve the goals of the work program of each local government organization and two-way vertical communication where superiors provide instructions and directives, and subordinates communicate. They coordinate activities and provide reports, suggestions, and ideas.

Collaborative governance has been attempted by stakeholders, especially local government organizations, to engage in cross-sectional cooperation and coordination in various programs related to early marriage. The mutual understanding that needs to be better formulated is one of the inhibitory factors in coordinating these multi-stakeholders, not only within the scope of the local government but also between the local government and the community as the object of the development program itself.

Various early marriage countermeasures in Empat Lawang Regency have been attempted and implemented. Mutual understanding between stakeholders is one thing that must be improved, not only between local government organizations but also within the community itself. The upcoming programs will help people change their mindset about early marriage, which needs to be prioritized as the primary foundation that can help lower the child's marriage rate. As the highest policy maker at the district level, the local government is expected to devise a systematic strategy and clear division of duties to curb early marriage rates and cope with the negative effects. This is expected to help implement the program more effectively, efficiently, and precisely so that there is no further negative unidentified impact or loss of data and information about it.

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