



# Collaborative Governance in Preventing Marriage Problems Among Children in Malang Regency

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**Abstract.** Malang District has the highest number of child marriage cases in East Java Province. This can be seen in the data for submitting marriage dispensations in 2022, which reached 1,386 applicants. Child marriage in Malang Regency is caused by cultural and economic factors, and the influence of technological advances. This article is the result of research that tries to explain how collaborative governance is built into efforts to handle marriage problems among children. Data search techniques are used with interviews and documentation. By using collaborative governance theory, this research produced several findings, namely: first, collaborative governance has been formed through the signing of a cooperation document between the Malang Regency Religious Court and the Malang Regency Ministry of Religion Office, Health Service, Personnel, and Human Resources Development Agency (BKPSDM), Office of Women's Empowerment and Child Protection (DP3A), and Office of Population Control and Family Planning (DPPKB). Second, prevention efforts are carried out through education and outreach, advocacy, and counseling. Third, institutional design has not been well formed among the stakeholders involved. Fourth, each agency tends to focus on its own programs, and not many programs are run jointly, so obstacles are often encountered, such as a shortage of human resources and budget shortages. Fifth, there has not been any facilitative leadership capable of collaborating on various existing programs in each agency.

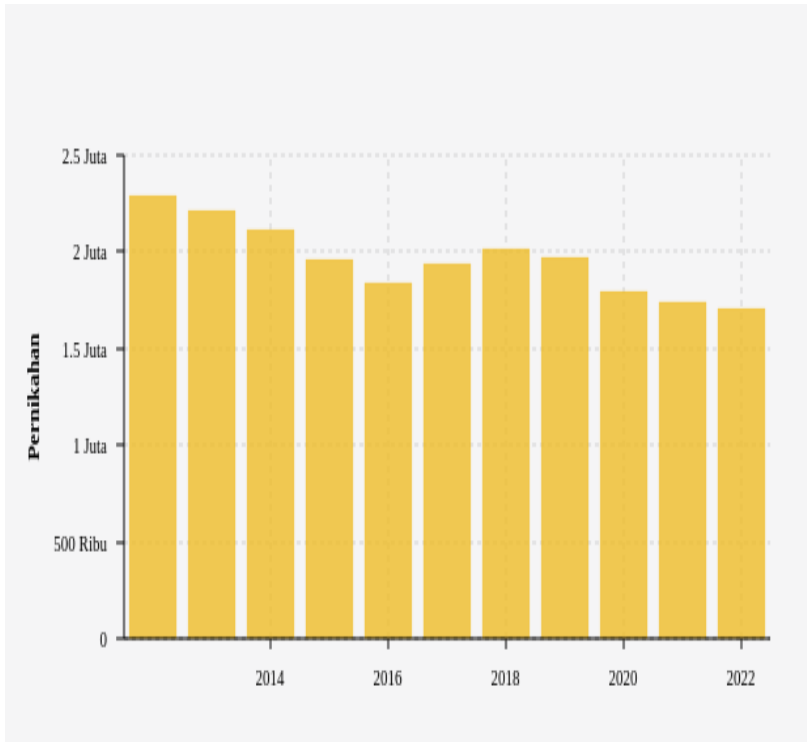
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## 1 Introduction

Problem marriage to children is violation right basic people and practice which is dangerous no proportional impact on women and children globally , so obstruct they for undergo free life \_ from all form violence (( <https://www.ohchr.org/> , 2023). Case Child marriage in Indonesia is in a worrying condition . Data collected by the Ministry Women 's Empowerment and Child Protection records in 2022 submissions marriage dispensation reached figure 55 thousand submission (KemenPPA.go.id, 2023). Following is the data that shows number marriage to children from 2014-2021 .

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**Fig. 1.** Child Marriage Rates in Indonesia during 2014-2022

Even though the data shows a downward trend in cases, the number of cases in 2022 will still be high. Meanwhile, the spread of child marriage cases occurred in all regions, with the highest numbers in the following regions:

**Table 1.** Province with Case Highest Child Marriage in Indonesia

No.	Province	Amount
1.	West Sulawesi	17.71 %
2.	West Nusa Tenggara	16.59 %
3.	Central Kalimantan	15.47 %
4.	South Kalimantan	15.30 %
5.	Bangka Belitung Islands	14.05 %
6.	West Kalimantan	17.41 %
7.	North Sulawesi	13.56 %

Based on several study previous case in Indonesia child marriage caused by several factors such as level education , employment status and exposure information (Desi

Rofita , et al , 2023; Adindang Hermambang et al , 2021 ). In Other research also explains this family , gender inequality, poverty, tradition and culture are also causal factors exists child marriage case ( Rizkia Nabila et al , 2021; Fransisak Novita, 2020)

Child marriage problem become serious threat, this is because the impact of child marriage is very complex, such as its impact on increasing divorce rates, domestic violence, stunting, poor nutrition, and increasing cases of maternal mortality. Furthermore, child marriage over a long period of time also has an impact on low per capita family income which will result in increased poverty. (Lisa Cameron, Diana Contreras Suarez and Susan Wieczkiewicz , 2021). Therefore, the government always strives to take various preventive and handling measures in these case..

This writing take study case in Malang Regency. Between various regions in Indonesia, Malang Regency is one of area with amount submission dispensation high marriage. In 2022 submission dispensation marriages in Malang Regency reached 1,434 applications (news.republika.co.id, 2023). So Malang Regency ranks first with the highest cases of child marriage in East Java Province.

## **2 Research Methods**

This article is the result of research using a qualitative approach. Collecting data were carried out by conducting interviews and documentation. Interview carried out on the resource person key such as stakeholders at the Malang Regency Women's Empowerment and Child Protection Service , Control Service Residents and Families Planned Malang Regency , Malang Regency Ministry of Religion , and the Government Subdistrict Singosari Malang Regency. Documentation is carried out by studying MOA documents, the Child Marriage Law, articles in the mass media and previous studies in various journals. Lastly , technical data analysis was carried out with a flow model that is data collection, data reduction , data analysis , and withdrawal conclusion .

## **3 Result and Discussion**

### **3.1 Dynamics Child Marriage : Causes Factors and Impact**

Change regulations in law child marriage from Child marriage law Number 1 of 1974 to number 16 of 2019 concerning limit minimum age for marriage For men and women from 16 years to be 19 years old be wrong \_ trigger main rising amount child marriage in Malang. Next in a way geographical Malang Regency has very wide area with amount subdistrict reaching 33 sub-districts with Most \_ public live in rural areas.

In 2022 District Singosari Malang Regency occupies order First amount marriage to children under 19 years old with amount man as many as 20 and women as many as 80. The following is data for 5 sub-districts with case highest in the district Malang:

**Table 2.** 5 Districts with amount partner bride under 19 years old highest in Malang Regency

No.	Subdistrict	Man	Woman	Amount
1.	Singosari	20	80	100
2.	Poncokusumo	11	83	94
3.	Dampit	16	77	93
4.	Sumbermanjing	8	70	78
5.	Wajak	12	55	67

The data shows 2 things that can highlighted , first case marriage to girl Far more hang on compared to with cases found in man . Second , spread case marriage to children with high cases \_ are in the area area fringe with all over its territory is area rural . This is very related with factor the culture that is becoming one of trigger problem child marriage in Malang Regency. In girl case , society village Still own afraid If his daughter no quick marry so will become “ virgin old ”. Temporary If man late Marry Still understandable or not will become bullying in the environment . This show what about social and cultural factors Still is a factor that greatly influences height problem marriage to children .

Next is problem economy . all respondets agreed that economic factor become causes that greatly influence height child marriage case. According to data from Evaluation Maintenance Provincial Regional Government (LPPD) East Java Province shows that Malang Regency has amount the highest poor community in East Java with amount the poor population reached 252,800 people (beritasatu.com, 2023). The condition of poverty in the Malang Regency area is the trigger for the large number of migrant workers. In 2022 the number of migrant workers will come from Malang Regency experienced enhancement to 2,671 temporarily in 2021 the number of TKI will reach 1,353 TKI (malangvoice.com, 2022). Spread the number of migrant workers in Malang Regency is the highest located in 5 sub-districts that is Dampit , Donomulyo , Sumbermanjing , Bantur , Kalipare (tugumalang.id, 2023). 2 of the 5 sub-districts are areas with a high number of child marriages. The problem of migrant workers has a direct impact on children's parenting patterns. In many cases, children of migrant workers are raised by grandparents or close family who are unable to provide full care. So the role of the family in providing basic education for children does not run optimally. Less children parental supervision \_ tend divert activity they more a lot of use of cell-phones/gadgets. Use gadgets that are excessive and not supervised resulting in distribution information that is not controlled . For example child watching content about sexual ones are not in accordance with his age .

In the end, this research also shows that the problem of child marriage has an impact on the high incidence of divorce, domestic violence, health problems for mothers and children such as stunting, and cases of death for mothers and children. Malang Regency ranks first in divorce cases in East Java Province. In 2021, the number of divorce applications filed by wives will reach 63,122 and those submitted by husbands will reach 25,133 (joga.puasmerdeka.com, 2023). The temporary prevalence of stunting in 2023

will reach 6.7%, down quite significantly compared to 2019 which reached 23% (tugumalang.id, 2023).

### 3.2 Challenges of collaborative governance

Collaborative governance assessed as a offer for problem limitations government or institution For finish problem with the limitations it has . This model expect all party involved in taking decision For create a consensus ( Anshel and Gash, 2007). The challenge in question like problem budget , politicization policy, failure implementation, as well need infrastructure increasingly institutional \_ complex and mutual dependent ( Anshel and Gash, 2007). Anshel and Gash define collaborative governance as following : "A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets ( Anshel and Gash, 2007)". Definition the emphasizes of 6 main criteria :

1. the forum is initiated by public agencies or institutions;
2. participants in the forum include nonstate actors;
3. participants engage directly in decision making and are not merely "consulted" by public agencies,
4. the forum is formally organized and meets collectively;
5. the forum aims to make decisions by consensus (even if consensus is not achieved in practice);
6. the focus of collaboration is on public policy or public management.

Various problems currently facing the government are answered through cross-sector collaboration, including the issue of child marriage. The Malang Regency Government together with the Malang Regency Religious Court and the Malang Regency Ministry of Religion Office have signed a Cooperation Agreement Number 119/16/35.07.022/2023 which was signed on March 15 2023. In this document the first party is the Head of the Health Service, the second party is Chairman of the Religious Court, and the third party is the Head of the Ministry of Religion Office. The Cooperation Agreement generally contains the rights and obligations of each party in efforts to prevent cases of child marriage. Furthermore, other institutions such as the Malang Regency Population Control and Family Planning Service have also collaborated with the Office of the Ministry of Religion and the Malang Regency Religious Court.

However, the results of the study show that Collaborative Governance is still at the formality level. Not many actions have been taken together to prevent child marriage. Each agency focuses on its own work program. The following are the programs of each stakeholder in efforts to prevent child marriage:

**Table 3.** Institution Program In Prevention Child Marriage

Ministry Office Malang Re-gency Religion	DP3A Ma-lang Re-gency	DPPKB Malang Re-gency
Guidance Teenager Age School (BRUS) Guidance Teenager Marriage Age (BRUN) Socialization through religious figure	Learning Center Family (PUSPAGA)	Binwing Program ( Tutoring Marriage ) TPK ( Assistant Team Family ) at the village level Information and Counseling Center Youth (PIK R) Generation Teenager Planning (GENRE) Parents ' school great (SOTH)

In implementing this program, the government also involves the community such as religious leaders, women cadres at the village level such as PKK cadres and poyandu cadres, as well as the involvement of educational institutions such as SMA and MA in the Malang Regency area. The focus of the program implemented is on education, advocacy and extension activities.

Even though various parties have claimed to be collaborating, in reality there is still no real synergy between stakeholders. Each stakeholder is still focused on their respective work programs, so the problem of limited budget and human resources is still the main problem of complaints faced.

Weak program synergy between stakeholders is triggered by a weak facilitative leadership role. The absence of a Decree from the Regent of Malang Regency covering the cooperation of all parties involved is considered to be one of the reasons why cooperation between actors has not run optimally. Collaboration is expected to be able to create a dynamic space for joint decision making. Collaboration allows for differences of opinion between the actors involved. However, collaboration also creates consensus from existing differences. This process apparently does not appear to be working well in efforts to prevent child marriage in Malang Regency. Cooperation still stops at the level of documents created as a juridical basis for carrying out the rights and obligations of each party.

Collaboration covers the entire process which includes face-to-face meetings, efforts to build mutual trust and commitment, and sharing understanding. The process must be well institutionalized and driven by facilitative leadership, so that it produces the desired results (Anshel and Gash, 2007). In the end, collaboration to prevent marriage in Malang Regency has not yet achieved the process described by Anshel and Gash.

## 4 Conclusions

Collaborative Governance in efforts to prevent child marriage in Malang Regency has not run optimally. This collaboration is still being formed formally in the form of a cooperation formation document. Each party is still focused on their respective programs such as conducting education, advocacy and consultation. no synergy has yet emerged between the actors involved. weak facilitative leadership is one of the main factors in the failure of this collaboration. In the end, collaboration has not been able to answer the problems of limited budget and human resources which are the main problems of government institutions.

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