



NATIONAL STRATEGY ON THE PREVENTION OF CHILD MARRIAGE

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THE NATIONAL DEVELOPMENT PLANNING AGENCY

2020

ACKNOWLEDGEMENT

The Minister of National Development Planning

Child marriage is a form of violence against children and is a practice that violates the basic rights of children listed in the Convention on the Rights of the Child (CRC). Children who are married under 18 years because of certain conditions have greater vulnerability in accessing education, health, and have a greater potential to suffer violence. In addition, children who are married at the age of under 18 years will have vulnerability to access to basic needs that potentially perpetuate intergenerational poverty.

The National Development Planning Agency (Bappenas) as an agency responsible for the preparation of the national development plan has integrated the president's directives and the Sustainable Development Goals (SDGs) targets related to reducing child marriage rates into the 2020-2024 National Medium-Term Development Plan (Rencana Pembangunan Jangka Menengah Nasional/RPJMN). Child marriage rate is targeted to decrease from 11.2% in 2018 to 8.74% in 2024.

As an effort to elaborate the policy direction and strategy of the 2020-2024 RPJMN into implementable strategy, Bappenas together with the Ministry of Women's Empowerment and Child Protection (Kementerian Pemberdayaan Perempuan dan Perlindungan Anak/KPPPA) supported by the Australia Indonesia Partnership for Justice (AIPJ2) Program and the MAMPU Program which is a government cooperation program between Indonesia and Australia, UNFPA and UNICEF initiated a collaborative effort to develop a National Strategy on the Prevention of Child Marriage (Strategi Nasional Pencegahan Perkawinan Anak/STRANAS PPA). STRANAS PPA consists of five strategies, namely: 1) Optimizing Capacity of Children; 2) Providing Environment that Supports Prevention of Child Marriage; 3) Accessibility and Service Expansion; 4) Strengthening Regulations and Institutions; and 5) Strengthening Stakeholder Coordination. STRANAS PPA is expected to be a reference for stakeholders in any collaborations in preventing child marriages.

We would like to express our great appreciation to those who contributed to realize this STRANAS PPA. Hopefully, this comprehensive and implementative strategy can be a driving force for all parties, both at the central and regional levels, to play active roles in efforts to prevent child marriage.

Jakarta, January 2020
Suharso Monoarfa

ACKNOWLEDGEMENT

The Minister of Women's Empowerment and Child Protection

79.55 million children or 30.1% of the total population of Indonesia (Statistics Indonesia Projection, 2018) is the mandate and gift of God Almighty, who will later play the role of the next generation of the nation and state. Therefore, children's rights must be fulfilled, such as the right to education, health, proper care, and protection from all forms of violence, discrimination and other ill-treatment, including protection from child marriage practices. Failure to fulfill these rights will threaten children's physical, psychological, mental, spiritual, or social development.

The government's efforts to reduce child marriage are largely determined by the strengthening of cooperation with legislative, executive and judicial institutions, as well as involving community participation, the media and the business world. Synergy between stakeholders is expected to accelerate the elimination of child marriage practices in a more structured, holistic, and integrative manner in Indonesia.

With the publication of the National Strategy on the Prevention of Child Marriage, it is hoped that each stakeholder can work together to support child marriage prevention efforts.

Lastly, I would like to express my appreciation to BAPPENAS for preparing the National Strategy on the Prevention Child Marriage which can be used as a reference in accelerating the efforts of the Indonesia Fit For Children (*Indonesia Layak Anak/IDOLA*) in 2030 and Goldern Indonesia in 2045.

The Minister of Women's Empowerment and Child Protection
I Gusti Ayu Bintang Darmawati

APPRECIATION

The preparation of the National Strategy on the Prevention of Child Marriage (STRANAS PPA) document can be accomplished due to the high commitment and good cooperation among all parties. The National Development Planning Agency/Bappenas would like to thank profusely to all members of the Drafting Team and all parties involved for their hard work and contribution so that the STRANAS PPA can be issued. Special appreciation and thanks are conveyed to:

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- **Drafting Experts**
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We also convey acknowledgment to development partners of UNICEF, UNFPA, DFAT, MAMPU, and AIPJ2 who have assisted us in the preparation of this document.

Hopefully this STRANAS PPA document can become a reference for stakeholders to collaborate in preventing child marriage.

EXECUTIVE SUMMARY

Child marriage is a form of violation of the child's right to grow and develop. Several studies related to the impact of child marriage also show a correlation between maternal and infant health, and maternal mortality with the phenomenon of child marriage. In general, child marriage practices in Indonesia have declined in the last 10 years by 3.5%. This decrease has not yet reached the expected results and is relatively slow. In fact, the prevalence of child marriage has increased in 2016 by 11.1% to 11.2% in 2018.¹ The fluctuating rates of increase each year indicate that a systematic and integrated effort is needed to achieve a reduction in child marriage.

Bearing in mind the complexity of child marriage, awareness of the phenomena and solutions for child marriage must be designed comprehensively and holistically. Alleged contributing factors are poverty, geographical factors, lack of access to education, culture, gender inequality, social conflict and disasters, lack of access to comprehensive reproductive health services and information, and social norms that reinforce certain gender stereotypes (for example, women supposed to get married young). Although religious and cultural norms in some communities reject child marriage, in certain areas, people still use religious and cultural interpretations as justifications. Given this condition, the norms, culture, and values in the community that endorse child marital practices, we have to make specific strategy and approaches.

Indonesia's development goals through the 2020-2024 RPJMN policy and the Sustainable Development Goals (SDGs) have committed to "realize an independent, advanced, just and prosperous Indonesian society through accelerating development in various fields by emphasizing the building of a solid economic structure based on competitive advantage in various regions supported by qualified

and competitive human resources". The strategic objectives of STRANAS PPA are, first, implementable strategy for the prevention of child marriage which can be referred by various stakeholders both at central and regional levels. Second, the realization of coordination and synergy with various stakeholders in accelerating the prevention of child marriage in a credible and accountable manner.

These development targets and objectives reinforce the importance of a measured and systematic child marriage prevention strategy. These targets are translated into a more concrete form, namely a decrease in child marriage rates to 8.74% in 2024 and 6.94% in 2030.

The formulation of national strategy is carried out by considering the complexity of the child marriage phenomenon and also the diversity of the Indonesian context. Thus, the National Strategy on the Prevention of Child Marriage (STRANAS PPA) consist 7 principles: 1) Principles of Child Protection; 2) Principles of Gender Equality; 3) Priority in the Debottlenecking Strategy (analyze the hampering problems); 4) Multisectors; 5) Thematic, Holistic, Integrative and Spatial (THIS); 6) Participatory; 7) Effective, Efficient, Measurable and Sustainable.

Given the complexity of the child marriage phenomenon and also based on the latest research and consultation with stakeholders, STRANAS PPA uses a holistic and systematic approach. The approach was developed through 5 (five) strategy, namely: 1) Optimizing Children's Capacity; 2) Environment Enabling the Prevention of Child Marriage; 3) Accessibility and Service Expansion; 4) Strengthening Regulations and Institutions; 5) Strengthening Stakeholder Coordination.

In its implementation, STRANAS PPA consists of 5 (five) stages, i.e:

- Stage 1. Mapping regional/provincial conditions;
- Stage 2. Building joint commitment to prevent child marriage;
- Stage 3. Planning and budgeting for STRANAS PPA;
- Stage 4. Implementation of child marriage prevention efforts;
- Stage 5. Monitoring, supervising and evaluating the prevention of child marriage.

All stages aim to emphasize the involvement of all key stakeholders and ensure that the strategy are in accordance with the resources and needs in the areas. In addition, strengthening the role of the supporting environment is needed to prevent child marriage at the regional level.

The initial target of key interventions is to strengthen the role of parents, society and institutions in preventing child marriage. There are 3 (three) types of approaches that can be a reference for the implementation of STRANAS PPA at the regional level, namely:

- 1) Strengthening Approach;
 - 2) Acceleration Approach;
 - 3) Consolidation Approach.
- The different approaches are designed to accommodate the diversity of achievements in various regions and to ensure that the regions have sufficient leverage to reduce child marriage rates.

This STRANAS PPA will be implemented by key stakeholders, namely 18 ministries/institutions: the Ministry of National Development Planning/National Development Planning Agency (BAPPENAS); the Ministry of Women's Empowerment and Child Protection; the Ministry of Religious Affairs; the Ministry of Education and Culture; the Ministry of Social Affairs; the National Population and Family Planning Agency (BKKBN); the Ministry of Health; the Coordinating Ministry for Human Development and Cultural Affairs; Ministry of Internal Affairs; the Ministry of Villages, Disadvantaged Regions and Transmigration; Supreme Court; Statistics Indonesia; the Ministry of Youth and Sports Affairs; the Ministry of Communication and Information Technology; the Ministry of Manpower; the Ministry of Cooperatives and Small and Medium Enterprises; the Ministry of Tourism; and the Ministry of Law and Human Rights. In addition, local government; development partners; civil society organizations; research institutions and academics; as well as the business and media world; are also out important stakeholders.❖

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LIST OF ABBREVIATIONS

APBD	<i>Anggaran Pendapatan dan Belanja Daerah</i> (Regional Budget)
APBN	<i>Anggaran Pendapatan dan Belanja Nasional</i> (State Budget)
APH	<i>Aparat Penegak Hukum</i> (Law Enforcement Officials)
BAPPEDA Sub-	<i>Badan Perencanaan Pembangunan Daerah</i> (Development Planning Agency at National Level)
BAPPENAS	<i>Badan Perencanaan Pembangunan Nasional</i> (National Development Planning Agency)
BKKBN	<i>Badan Kependudukan dan Keluarga Berencana Nasional</i> (National Population and Family Planning Agency)
Kemdikbud	<i>Kementerian Pendidikan dan Kebudayaan</i> (Ministry of Education and Cultural Affairs)
BPS	<i>Badan Pusat Statistik</i> (Statistics Indonesia)
DAK	<i>Dana Alokasi Khusus</i> (Special Allocation Funds)
DAU	<i>Dana Alokasi Umum</i> (General Allocation Fund)
DPD	<i>Dewan Perwakilan Daerah</i> (Regional Representative Council)
DUKCAPIL	<i>Kependudukan dan Catatan Sipil</i> (Population and Civil Registration)
HR	<i>Human Resource</i>
Kanwil Agama	<i>Kantor Wilayah Agama</i> (Regional Religious Affairs Office)
Kemenag	<i>Kementerian Agama</i> (Ministry of Religious Affairs)
Kemenaker	<i>Kementerian Ketenagakerjaan</i> (Ministry of Manpower)
Kemendagri	<i>Kementerian Dalam Negeri</i> (Ministry of Internal Affairs)
Kemendesa	<i>Kementerian Desa, Pembangunan Daerah Tertinggal dan Transmigrasi</i> (Ministry of Villages, Development of Disadvantaged Areas, and Transmigration)
Kemenkes	<i>Kementerian Kesehatan</i> (Ministry of Health)
Kemenko PMK	<i>Kementerian Koordinasi Bidang Pembangunan Manusia dan Kebudayaan</i> (Coordinating Ministry for Human Development and Cultural Affairs)
Kemenkumham	<i>Kementerian Hukum dan Hak Asasi Manusia</i> (Ministry of Law and Human Rights)
Kemenpar	<i>Kementerian Pariwisata</i> (Ministry of Tourism)
Kemenpora	<i>Kementerian Pemuda dan Olah Raga</i> (Ministry of Youth and Sports Affairs)
Kemensos	<i>Kementerian Sosial</i> (Ministry of Social Affairs)
Kemen UKM	<i>Kementerian Koperasi, Usaha Kecil dan Menengah</i> (Ministry of Cooperatives and Small and Medium Enterprises)
KDRT	<i>Kekerasan Dalam Rumah Tangga</i> (Domestic violence)
KK	<i>Kartu Keluarga</i> (Family Card)
KTD	<i>Kehamilan Tidak Diinginkan</i> (Unintended Pregnancy)
KPAD	<i>Kelompok Perlindungan Anak Desa</i> (Village Children Protection Group)
KPAI	<i>Komisi Perlindungan Anak Indonesia</i> (National Child Protection Commission)
Komnas HAM	<i>Komisi Nasional Hak Asasi Manusia</i> (National Human Rights Commission)
Komnas Perempuan	<i>Komisi Anti Kekerasan terhadap Perempuan</i> (National Commission on Violence against Women)
KPPPA	<i>Kementerian Pemberdayaan Perempuan dan Perlindungan Anak</i> (Ministry of Women's Empowerment and Child Protection)

LIST OF ABBREVIATIONS

Kominfo	<i>Kementerian Komunikasi dan Informasi (Ministry of Communication and Information Technology)</i>
KLA	<i>Kota Layak Anak (City Fit for Children)</i>
KUA	<i>Kantor Urusan Agama (Religious Affairs Office)</i>
K/L	<i>Kementerian dan Lembaga (Ministries and Institutions)</i>
LBH	<i>Lembaga Bantuan Hukum (Legal Aid Institution)</i>
MA	<i>Mahkamah Agung (Supreme Court)</i>
MDGs	<i>Millennium Development Goals</i>
MoU	<i>Memorandum of Understanding</i>
Musrenbangdes	<i>Musyawarah Rencana Pembangunan Desa (Rural Development Plan Meeting)</i>
OMS	<i>Organisasi Masyarakat Sipil (Civil Society Organizations)</i>
OPD	<i>Organisasi Perangkat Desa (Village Administration Organization)</i>
OSIS	<i>Organisasi Siswa Intra Sekolah (Students' Council)</i>
PATBM	<i>Perlindungan Anak Terpadu Berbasis Masyarakat (Community-Based Integrated Child Protection)</i>
Peksos	<i>Pekerja Sosial (Social Worker)</i>
Perda	<i>Peraturan Daerah (Local Regulation)</i>
Perdes	<i>Peraturan Desa (Village Regulation)</i>
PERMA	<i>Peraturan Mahkamah Agung (Supreme Court Regulation)</i>
Permendagri	<i>Peraturan Kementerian Dalam Negeri (Ministry of Internal Affairs Regulation)</i>
Permendesa	<i>Peraturan Kementerian Desa, Pembangunan Daerah Tertinggal dan Transmigrasi (Ministry of Villages, Development of Disadvantaged Areas, and Transmigration Regulation)</i>
Perpres	<i>Peraturan Presiden (Presidential Regulation)</i>
Pemda	<i>Pemerintah Daerah (Regional Government)</i>
PIK-R	<i>Pusat Informasi dan Konseling Remaja (Youth Information and Counseling Center)</i>
PKBM	<i>Pusat Kegiatan Berbasis Masyarakat (Center for Community-Based Activities)</i>
PKPR	<i>Pelayanan Kesehatan Peduli Remaja (Adolescent Health Care Services)</i>
PKH	<i>Program Keluarga Harapan (Family Hope Program)</i>
PKSAI	<i>Program Kesejahteraan Sosial Anak Integratif (Integrative Child Social Welfare Program)</i>
POLRI	<i>Kepolisian Republik Indonesia (Indonesian National Police)</i>
PT	<i>Perguruan Tinggi (College)</i>
PUG	<i>Pengarusutamaan Gender (Gender Mainstreaming)</i>
PUSPAGA	<i>Pusat Pembelajaran Keluarga (Family Learning Center)</i>
P2TP2A	<i>Pusat Pelayanan Terpadu Pemberdayaan Perempuan dan Anak (Integrated Care Center for the Empowerment of Women and Children)</i>
RAD PPA	<i>Rencana Aksi Desa Pencegahan Perkawinan Anak (Village Action Plan for the Prevention of Child Marriage)</i>
RAN	<i>Rencana Aksi Nasional (National Action Plan)</i>
RPJMN	<i>Rencana Pembangunan Jangka Menengah (Medium-Term Development Plan)</i>
RPP	<i>Rancangan Peraturan Presiden (Draft Presidential Regulation)</i>

LIST OF ABBREVIATIONS

SE	<i>Surat Edaran (Circular Letter)</i>
SK	<i>Surat Keputusan (Decree)</i>
STRANAS PPA	<i>Strategi Nasional Pencegahan Perkawinan Anak (National Strategy for the Prevention of Child Marriage)</i>
SDGs	<i>Sustainable Development Goals</i>
SDKI	<i>Survei Demografi dan Kesehatan Indonesia (Indonesian Demographic and Health Survey)</i>
SEMA	<i>Surat Edaran Mahkamah Agung (Supreme Court Circular)</i>
SKAP	<i>Survei Kinerja dan Akuntabilitas Program (Survei Kinerja dan Akuntabilitas Program)</i>
SKB	<i>Surat Keputusan Bersama (Joint Decree)</i>
SPTJM	<i>Surat Pertanggungjawaban Mutlak (Absolute Liability Letter)</i>
SRHR	<i>Sexual and Reproductive Health and Rights</i>
SUPAS	<i>Survei Penduduk Antar Sensus (Intercensal Population Surveys)</i>
SUSENAS	<i>Survei Sosial Ekonomi Nasional (National Socioeconomic Survey)</i>
TePSA	<i>Telepon Pelayanan Sosial Anak (Children Social Services Phone Line)</i>
TODAT	<i>Tokoh Adat (Traditional Figure)</i>
TOGA	<i>Tokoh Agama (Religious Leaders)</i>
TOMA	<i>Tokoh Masyarakat (Community Leader)</i>
THIS	<i>Tematik, Holistik, Integratif dan Spasial (Thematic, Holistic, Integrative and Spatial)</i>
TPB	<i>Tujuan Pembangunan Berkelanjutan (Sustainable Development Goals/ SDGs)</i>
TPPO	<i>Tindak Pidana Perdagangan Orang (Criminal Act of Human Trafficking)</i>
TKPKD	<i>Tim Koordinasi Penanggulangan Kemiskinan Daerah (Regional Poverty Reduction Coordination Team)</i>
UPT	<i>Unit Pelayanan Teknis (Technical Services Unit)</i>

CHALLENGES

**STRATEGIC
ISSUES**

**PREVENTION
EFFORTS**



CHAPTER 1 INTRODUCTION

1.1 GENERAL CONDITIONS: THE PHENOMENON OF CHILD MARRIAGE

Prevention of child marriage is a form of protection of the child's right to grow and develop. Child marriage rates in Indonesia are measured through the National Socio Economic Survey (SUSENAS)

with an indicator of the percentage of women aged 20-24 years who marry before the age of 18 years. In general, child marriage practices in Indonesia have decreased in the last 10 years by 3.5%, shown in Figure 1. This decline is faster in rural areas than in urban areas.²

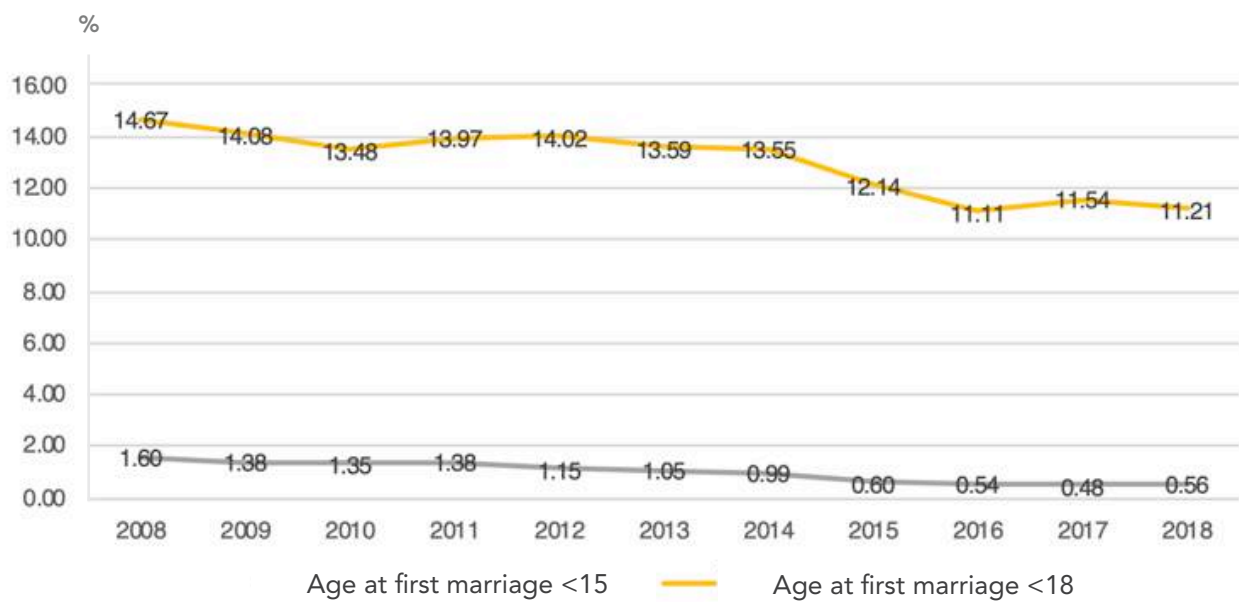


Figure 1. National Child Marriage Prevalence in 2008-2018 (SUSENAS)

Nevertheless, this decline has not yet reached the expected results and is relatively slow. For example, the prevalence of child marriage has increased in 2016 by 11.1% to 11.2% in 2018.³ While for marriages under 15 years, there was a decrease of 1.04% from 2008 to 2018. However, based on the last three years, trend there was an increase from 0.54% in 2016 to 0.56% in 2018. The fluctuating increase rate every year shows that a systematic and integrated effort needs to be done in reducing child marriage rates.

Child marriage is a complex issue. Factors that are believed to contribute are poverty, geographical factors, lack of access to education, gender inequality, social conflict and disasters, lack of access to services and comprehensive reproductive health information, social norms that reinforce certain gender stereotypes (for example, women should marry young),⁴ and culture (interpretation of religion and local traditions).⁵

In addition, matchmaking and community acceptance of child marriage are often cited as a motivating factor.⁶ In addition, matchmaking and community acceptance of child marriage are often cited as a motivating factor.⁶ Bearing in mind the complexity of child marriage, awareness of the phenomena and solutions for child marriage must be designed comprehensively and holistically.

The prevalence of child marriage in each province varies greatly each year. The period of 2015-2018 showed a similar trend with the national figures, which experienced an increase and decrease which showed variations in the regional and provincial contexts. Figure 2 outlines the trends in child marriage prevalence by province.

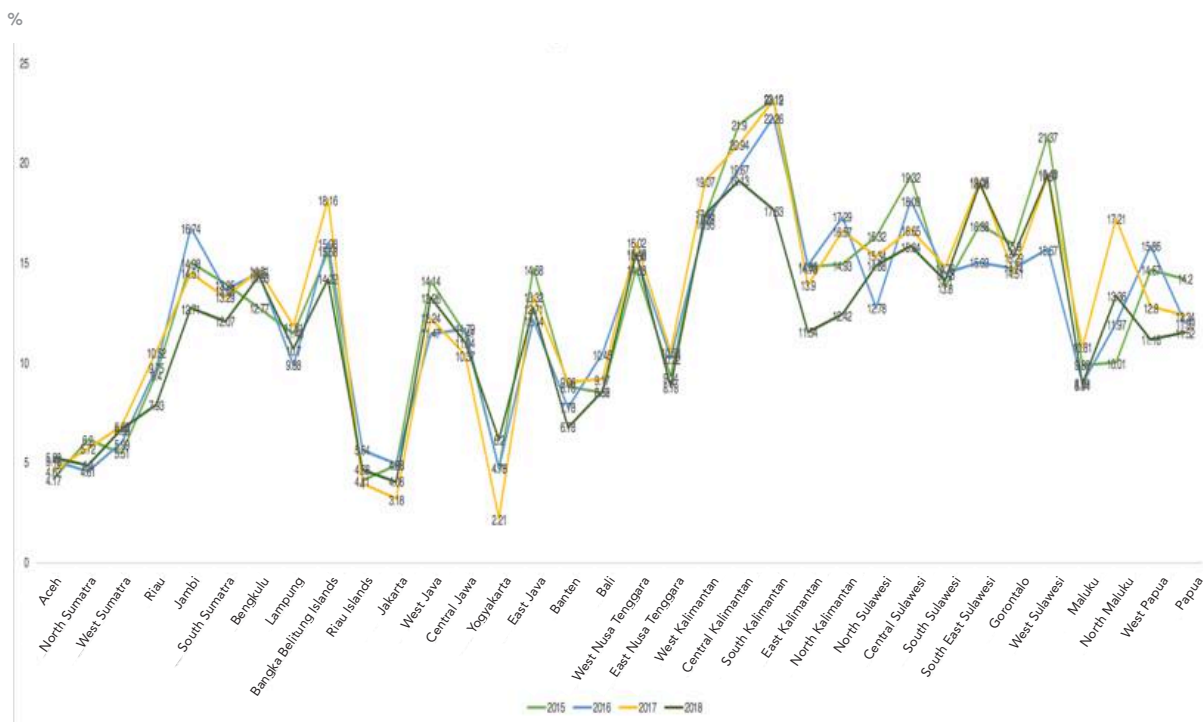


Figure 2. Proportion of women aged 20-24 years who have married or lived together before the age of 18 per province in 2015-2018.

Furthermore, Figure 3 illustrates the prevalence of child marriage per province in 2018. This reinforces

the argument that child marriage must be linked to the context in which this phenomenon occurs.⁷

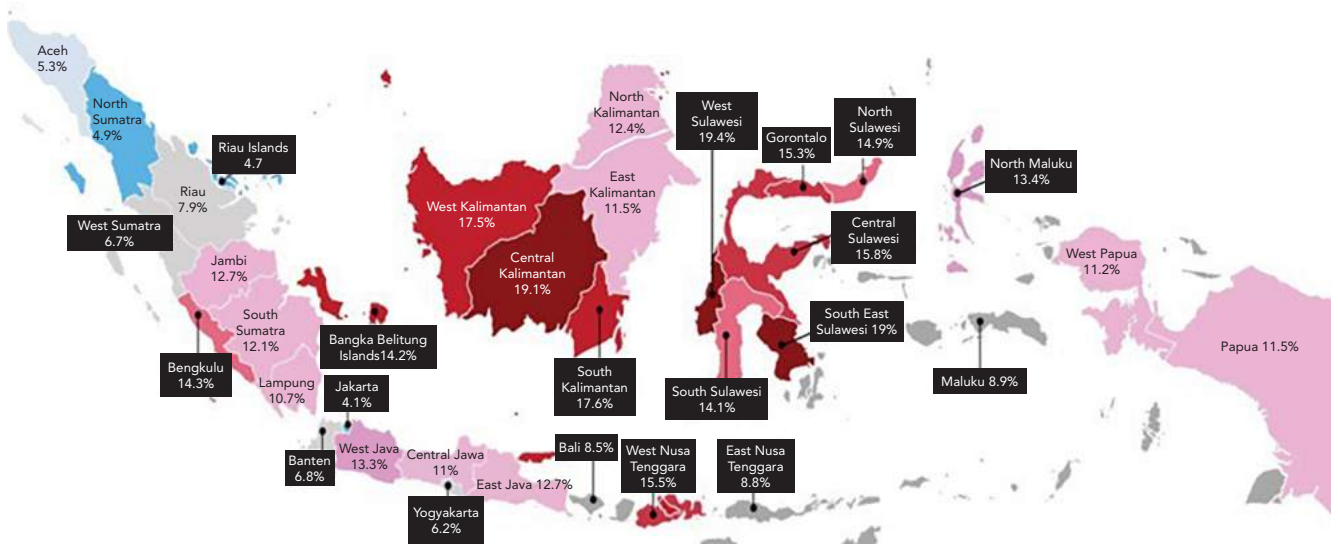


Figure 3. Prevalence of Child Marriage Per Province (SUSENAS 2018)

If we review it based on absolute number⁸, the highest child marriage is found in Java. Absolute numbers are closely related to population, so the three provinces with the highest numbers are West Java, East Java, and Central Java.

The provinces contribute 55% of the total child marriages in Indonesia.⁹ Figure 4 presents a breakdown of the absolute number of child marriages per province in 2018.

Child marriage is a complex issue. Factors that are believed to contribute are poverty, geographical factors, lack of access to education, gender inequality, social conflict and disasters, lack of access to services and comprehensive reproductive health information, social norms that reinforce certain gender stereotypes (for example, women should marry young, and culture (interpretation of religion and local traditions).

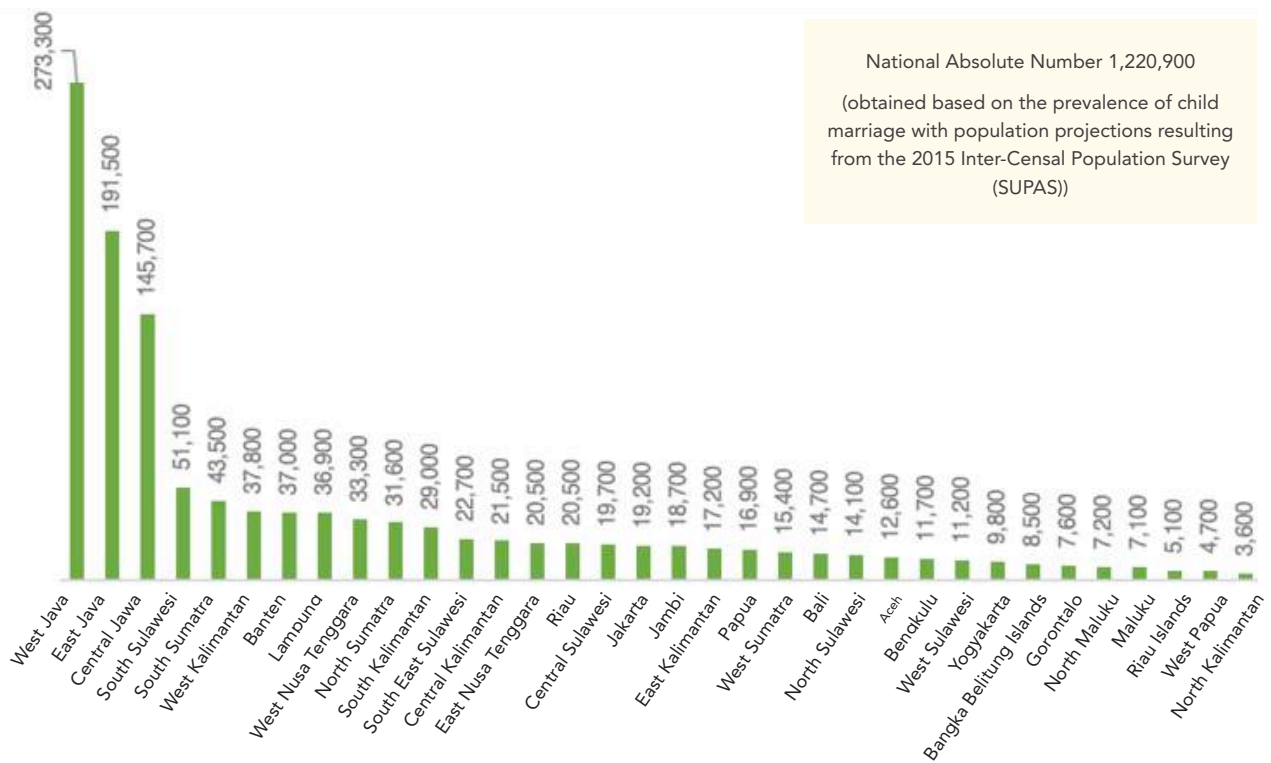


Figure 4. Absolute Number of Child Marriage in Indonesia per province (obtained based on the prevalence of child marriage with population projections resulting from the 2015 Inter-Censal Population Survey (SUPAS)).

The prevalence and absolute number of child marriages by province shows that geographical factors need to be considered in designing efforts to prevent child marriages. Recent studies in Indonesia also show that living in a rural area becomes a risk factor for child marriage. Other risk factors are media exposure via the internet, number of children in the family, parental education, and socio-economic status.

In special conditions such as natural disasters and humanitarian crises, child marriages tripled. The reasons, among other things, are that parents want to release the economic burden, safety factors, and fear of unintended pregnancy. The conditions of natural disasters and humanitarian crises often provide insecurity to families. This condition is often a reason for families to marry off their daughter as a form of protection. *Perkumpulan Lingkar Belajar Untuk Perempuan (LIBU Perempuan)* in Central Sulawesi found 33 cases of child marriages that occurred in a number of disaster-affected refugee locations in Palu, Sigi, and Donggala, in Central Sulawesi. The causes of child marriages include, among other things,

pregnancy out of wedlock and post-disaster economic vulnerability, in addition to two cases due to parents who died in the natural disaster.¹⁰ Similar reasons also emerged because of the eruption of Mount Sinabung, North Sumatra.

From the above description, the implications of child marriage are very complex. There are at least five real challenges to the survival of the nation's generation. First, the potential for failure to continue education. Women who are married under 18 years have a four times lower chance of completing education higher than high school.

Secondly, the potential for increased domestic violence and divorce. Sumner (2019) in a study conducted by AIPJ²¹ states that 24% of divorce cases occur in women who are married under the age of 18 years. Third, the potential for increased maternal mortality. Complications during pregnancy and childbirth are the second largest cause of death for girls aged 15-19 years, and are vulnerable to damage to reproductive organs. Fourth, the potential for increased infant

mortality rate (IMR). Babies born to mothers under the age of 20 are likely to die before the age of 28 days or 1.5 times more vulnerable than if born to mothers aged 20-30 years. Fifth, potential economic losses. Child marriage is estimated to cause economic losses of at least 1.7% of gross domestic income (GDP) (Rabbi et al 2015). Thus it can be concluded that child marriage has the potential to harm human resource development in the future.¹²

1.2 EFFORTS AND CHALLENGES TO PREVENT CHILD MARRIAGE IN INDONESIA

Child marriage in Indonesia is closely related to the dualism of applicable regulations, namely Law no. 1 of 1974 concerning Marriage and Law No. 35 of 2014 concerning Amendment of Law Number 23 of 2003 concerning Child Protection. Advocacy for the revision of marital age based on the decision of the Constitutional Court in December 2018 is related to the mismatch between the Marriage Law and the Child Protection Law. On September 16, 2019, the Indonesian Parliament agreed to approve the revision of Article 7a of the Marriage Law, which stipulates that the minimum age for women and men to get married is 19 years.¹³

The revision of the Marriage Law Article 7a is expected to encourage the creation of a culture and new norms for an ideal marriage. However, Marriage Law No. 16 of 2019 which raises the minimum age for marriage for women and men does not necessarily guarantee child marriage can be prevented. The Marriage Law permits submission of marriage dispensations if the bride and groom do not meet the minimum age requirement for marriage. In addition, several discussions related to child marriage revealed that there is a possibility that marriage will not be recorded if it does not meet the age of marriage.

Regarding marital dispensation, there was a 20-fold increase in filing marital dispensations compared to 2005. The number of registered dispensations was 13,783 cases in religious courts and 190 cases in general courts (AIPJ2 2019). It is also important to note that marital dispensations are granted in 99% of cases. Judges' reasons for the granting are: 1) children risk violating social, cultural and religious values; and 2) both partners love each other. It seems that the granting of marriage dispensations is a subjectivity that involves consideration of values, norms and culture. To overcome this issue, the Supreme Court is

preparing a draft Supreme Court Regulation (PERMA) and Supreme Court Circular (SEMA). PERMA and SEMA aim to help judges of the religious courts and general courts to adjudicate the dispensation of child marriages by considering child protection rights.

Other issues related to marriage dispensation are unintended pregnancy and premarital sex. A study conducted by the Koalisi 18+ regarding marriage dispensation revealed that 98% of parents marry off their children because the child is believed to be dating/engaged. Meanwhile, 89% of the judges said that the granting of the request was made in response to the concerns of the parents.^{14,15}

Lack of information on sexual and reproductive health also makes adolescents increasingly vulnerable. One study revealed that adolescents often did not know the consequences of sexual intercourse, or the function of contraceptives (Djamilah and Kartikawati 2014, p.9).¹⁶ The absence of information related to sexual and reproductive health makes adolescents unable to protect themselves.

This is believed to have occurred because of a lack of understanding of the risks of choice, which in turn led to unintended pregnancy and encouraged the practice of child marriage. A similar study was carried out in Lombok and it was revealed that young women can only continue the pregnancy if they are married (Bennett 2001, p.42).¹⁷ In line with these findings, Salam et al (2016) examine various interventions that have the potential to improve adolescent reproductive health. Salam et al found that reproductive and sexual

Other issues related to marriage dispensation are unintended pregnancy and premarital sex. A study conducted by the Koalisi 18+ regarding marriage dispensation revealed that **98% of parents** marry off their children because the child is believed to be dating/engaged.

health education, counseling, and the provision of contraceptives were effective interventions in increasing sexual knowledge, contraceptive use, and reducing pregnancy rates among adolescents (p. 24).¹⁸ It seems that comprehensive reproductive health education has the potential to strengthen adolescent understanding of risk factors, which are believed to be able to prevent child marriages.

Nevertheless, the dissemination of comprehensive reproductive health information remains a challenge for efforts to prevent child marriage. Often the dissemination of information related to reproductive health is interpreted as a promotion for premarital sexual relations.¹⁹ Teenagers also revealed that barriers to access information, especially related to reproductive health are from formal institutions, for example schools.²⁰ The desire to obtain information related to sexual and reproductive health at the age of 13-15 years was expressed by around 1,640 U-Report respondents.²¹ U-Report survey results also show that child marital issues are considered important to be discussed in counseling guidance (35%), followed by religious studies (27%), and biology lessons (26%). Institutions such as schools - with adults in them like teachers - have the important role of providing information to prevent child marriages. In addition, the assumption that adolescents are reluctant to talk to adults /authorities regarding issues of reproductive health and sexuality must be reviewed and treated carefully when designing information dissemination activities for adolescents.²²

However, according to Chae and Ngo (2017), the most successful intervention to prevent child marriage is to

Salam et al found that **reproductive and sexual health education, counseling, and the provision of contraceptives** were effective interventions in increasing sexual knowledge, contraceptive use, and reducing pregnancy rates among adolescents.

use strengthening strategy for girls (57%). The strategy include providing information, capacity building, and support structures so as to enable girls to advocate for themselves and build their own status and welfare (p. 9). This is in line with a number of programs in several ministries/institutions, for example entrepreneurship training from the Ministry of SME; the the Ministry of Manpower; and the Ministry of Education and Culture. However, training to improve the existing capability of children is considered not specifically oriented to prevent child marriage.

Recent studies also reveal that regulations and policies for preventing child marriages are often inconsistent with gender perspectives and the protection of children's rights (Putri 2019). The study shows that regulations at the village level provide restrictions on dating, but also provide sanctions in the form of fines or social sanctions that hurt the dignity of children who are married. It appears that laws and regulations can protect, but at the same time can also violate the rights of children. Therefore, the emphasis for the formation of regulations must be oriented to the best interests of children as stipulated in the Convention on the Rights of the Child.²³

Policies to prevent child marriage have existed in several areas. However, these policies often rely on the commitment and political will of regional leaders. When there is a change of leadership, the efforts that have been made previously cannot be guaranteed of its continuity. This is especially true for regency level regulations. For regulations at the village level, the main driving factor is often civil society organizations. Suraya's Study (2018) confirms that the policy to prevent marriages at the regional level in the form of regulations and budget allocations is an initial manifestation of the commitment of regional heads, namely regents or mayors.²⁴

Supports in the form of rules and regulations at various levels of government can potentially prevent child marriage. Although the practice does not necessarily disappear, rules and regulations can be a strong political statement to reject child marriage, especially for areas that still have a culture of perpetuating child marriage. For example, Lombok has the term "mosot," which is a term that contains negative connotations for unmarried adolescent girls or boys under the age of 17 (Djamilah and Kartikawati, p. 9). Upstream

approaches such as the formation of regulations and norms require a long time, the level of effectiveness also needs to be reviewed. Further studies are needed to understand the regulations or sanctions that have a positive impact on the prevention of child marriage (Putri 2019, pp. 62-63).

The mapping of the program by the relevant stakeholders shows that there is a shift in understanding children. Children are no longer merely objects of development, but are subject to various existing programs. Some of the latest development programs aim to strengthen the capacity and agency of children through providing information for adolescents, as well as training them to become peer counselors. Programs such as the Children's Forum (Forum Anak) of KPPPA, the Development of Youth Information and Counseling Centers (Pengembangan Pusat Informasi dan Konseling Remaja/PIK), and Generation Planning (Generasi Berencana/GenRE)²⁵ of BKKBN that even makes children pioneers and reporters to prevent child marriages.

The role of the family as the smallest unit in society is also emphasized in the 2020-2024 RPJMN, that family resilience is an aspect that enables the creation of quality and competitive human resources. A number of institutions such as BKKBN, Kemdikbud, Kemenkes, and KPPPA through PUSPAGA (Family Learning Centers), provide education for families and parents who reach out to the community at the village level. The challenges of the program aimed at parents include the lack of participation - the program is voluntary - and the difficulty of reaching parents who work intensively in the fields. Therefore, one of the strategy for adults will also include strengthening the capacity and awareness of adults (parents, teachers, and community/religious/traditional leaders)²⁶ in communicating with adolescents related to marriage and reproductive health issues, as well as being boldly assertive to prevent child marriage.

Some of the challenges identified in focused discussions with teens are that they feel their role is limited, especially when convincing adults. The U-Report Survey on the National Strategy on the Prevention of Child Marriage confirms this finding. As many as 41% of teens thought they wanted to be involved in a child marriage prevention campaign, 38% wanted to be involved as a peer counselor, and 4%

Supports in the form of rules and regulations at various levels of government can potentially prevent child marriage.

wanted to be involved in reporting child marriages. The U-Report data shows that youth have a commitment to participate in prevention efforts, especially in campaign activities. However, the results of this poll have not been used optimally in the decision making process, both in planning and implementation.

The power dynamics are very strong, especially when it comes to youth decision-making. However, adults, especially parents and families have the obligation to protect the interests of children, including preventing child marriage. Thus, approaches that strengthen family resilience and the involvement of adolescents to prevent child marital practices are vital.

In addition to cultural and social norms, religious interpretations are often raised in the context of child marriage. Religious factors are important because state recognition of marriages is legally validated through religious institutions. Law no. 1 of 1974 article 2, paragraph 1, states that "A marriage is legitimate if it has been performed according to the laws of the respective religious beliefs of the parties concerned."²⁷ The involvement of religious leaders will be a very important part in efforts to prevent child marriage.

From this description it can be inferred that the challenges and potential of preventing child marriage are quite complex. In the micro aspect, the challenge is to strengthen children to be resilient and as agents of change. In the meso aspect, the challenges are in services related to issues of sexuality and reproductive health that are not yet child-friendly, both in *Puskesmas* (Public health centers), schools, and in the community. While in the macro aspect, although Law No. 35 of 2014 concerning Amendment to Law No. 23 of 2002 concerning Child Protection has been in place, it does not guarantee that children are protected from child marriage practices.

This section provides an illustration that although religious and cultural norms in some communities reject child marriage, people in certain areas still use religious and cultural interpretations to justify this practice. For this reason, the norms, culture and values in a society that support child marriage practices must receive special interventions. For example, with the introduction of a new narrative and culture that the ideal marriage is in adulthood and the function of the family in a pluralistic Indonesian society.

Bronfenbrenner's analysis (1994) and ecological model theories about child marriage (see Figure 5) show that child marriage is a complex and influential process. Therefore, the handling must prioritize a holistic, comprehensive and integrated approach.

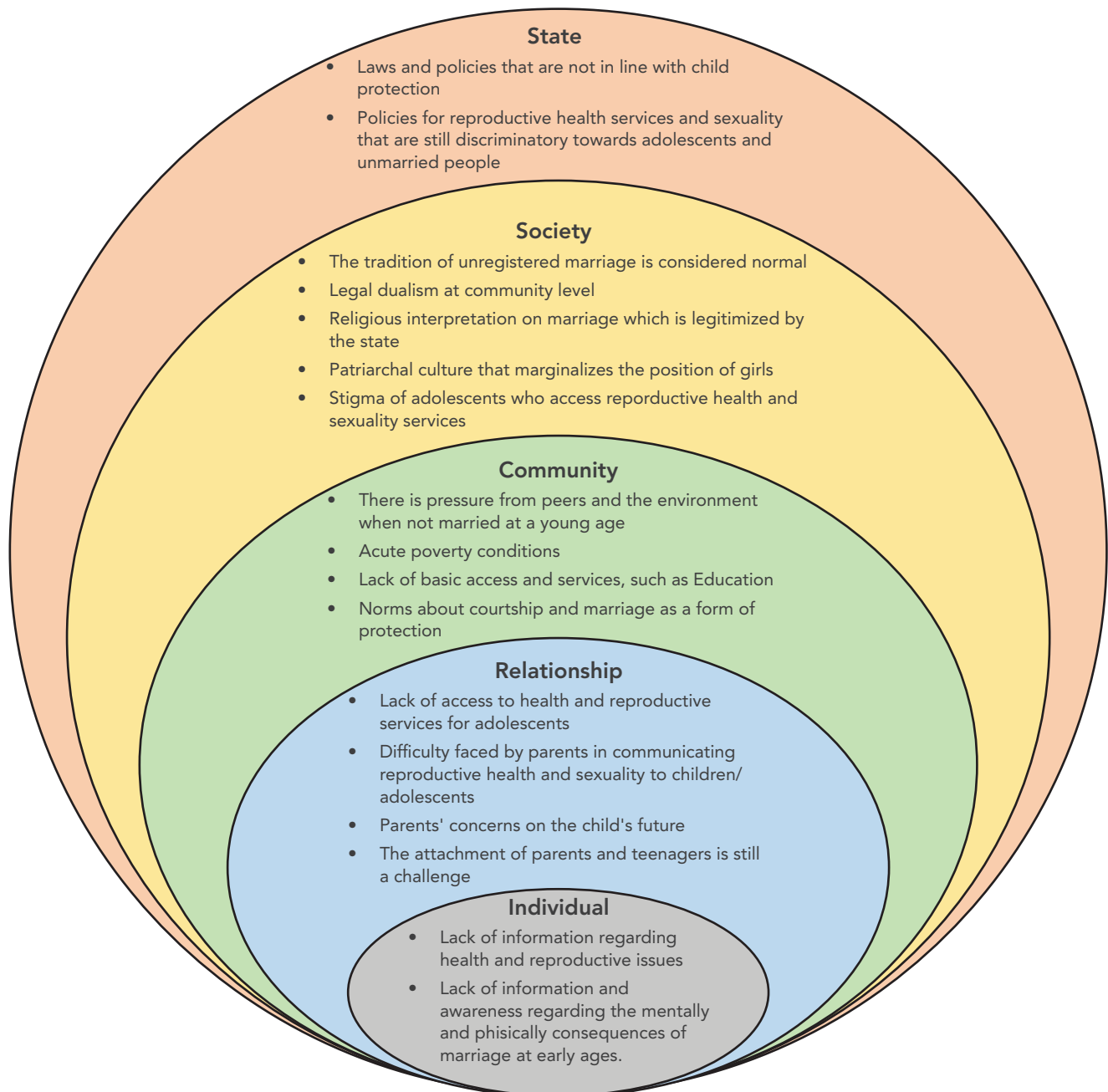


Figure 5. Phenomenon of Child Marriage in Indonesia with Ecological Model Theory

1.3 STAKEHOLDERS MAPPING

Stakeholder analysis takes into account two things, namely how much power/influence and how much interest each stakeholder has in efforts to prevent child marriage. The *first* finding is that BAPPENAS, KPPPA, the Ministry of Health, BKKBN, Ministry of Religious Affairs, and regional governments have high interests and influence to prevent child marriages. High power/influence is assumed from available resources as well as indicators in the strategic plan directly related to prevention of child marriage. A strong interest is also demonstrated by the presence of programs that are directly oriented towards the prevention efforts.

The *second* finding, all programs related to child marriage prevention issues are found in ministries/institutions that have targeted interventions on reproductive health, adolescents, families, and women. Thus, KPPPA, the Ministry of Religious Affairs, BKKBN, the Ministry of Education and Culture, and the Ministry of Health are the five main ministries/institutions that have child marriage prevention programs. However, in the Communication, Information and Education (IEC) strategy of the five ministries/institutions concerning reproductive health, family and child marriage, there has not been found adequate evidence of coordination or collaboration among them. In the focus of the discussion about services, it was found that the main difference from IEC carried out by the five ministries/institutions was the content of IEC.²⁸

The *third* finding, there are parties that are predicted to have high power/influence, but their interests are still low because the programs have not been oriented to the prevention of child marriage. The

ministries/institutions concerned are the Ministry of Internal Affairs; the Ministry of Education and Culture; Ministry of Villages, Development of Disadvantaged Areas, and Transmigration; the Ministry of Youth and Sport; the Ministry of Social Affairs; and the Ministry of Communication and Information Technology. These ministries have direct programs related to adolescents and youth at the regional level (Ministry of Villages, Development of Disadvantaged Areas, and Transmigration and the Ministry of Internal Affairs) that have the potential to prevent child marriages. BPS is also categorized as a party that has power and influence because of its main role in providing accurate and up-to-date data for child marriage. Independent research institutions and universities, together with community organizations conducting research, also have a role in providing data and information. However, their positions do not yet have a high power/influence because there is not sufficient evidence that their research are used as a reference in policy making related to the prevention of child marriage, both at national and regional levels.

Thus, there are a number of ministries/institutions that have the potential to prevent child marriage because they have programs with the characteristics of fulfilling basic rights and the potential for economic development for parents and adolescents. For example, Kemenaker and Kemenpar have programs that have the potential to empower parents and the community so as to provide economic protection for families. The main conclusion from the stakeholder analysis is that there is great potential to support child marriage prevention efforts.❖

Stakeholder analysis takes into account two things, namely how much **power/influence** and how much **interest** each stakeholder has in efforts to prevent child marriage.

**POLICY
DIRECTION**





STRATEGY





**STRANJA
PPA**



CHAPTER 2

NATIONAL POLICY DIRECTION AND STRATEGY FOR PREVENTING CHILD MARRIAGE

2.1 POLICY DIRECTION OF 2020-2024 RPJMN

2.1.1 Human Resource Development

In accordance with the direction of the 2005-2025 National Long-Term Development Plan (RPJPN), the 2020-2024 medium term development target is to realize an independent, advanced, just and prosperous Indonesian society. This can be realized by accelerating development in various fields by emphasizing the establishment of a solid economic structure based on competitive advantage in various regions. These goals will be realized if supported by qualified and competitive human resources.

The development target of the 2020-2024 National Medium-Term Development Plan (RPJMN) is translated into 7 (seven) development agendas, one of which is to increase quality and competitive human resources. In the RPJMN it is also emphasized that improving the quality of human resources that are healthy, intelligent, adaptive, innovative, and characterized are supported through 7 (seven) priority programs. Improving the quality of children, women and youth is one of the strategy. This approach is outlined in the efforts to mainstream gender and child protection, which will be a catalyst for national development with gender equity and child-friendly.

2.1.2 Improvement of Quality and Competitive Human Resources

In an effort to increase quality and competitive human resources, human development policies are directed at: 1) population control and strengthening population governance; 2) strengthening the implementation of social protection; 3) increasing health services towards universal coverage; 4) equitable quality education services; 5) improving the quality of children, women and youth; 6) poverty alleviation; and 7) increased productivity and competitiveness. The issue of child marriage is included in improving the quality of children, women and youth. The focus of the development of mental revolution and cultural development also mentions child marriage as one of the issues related to family development. Based on that, efforts to prevent marriages can be oriented to the development of quality human resources and be achieved by fostering the overall function of the family.

Children, women and youth are population groups that have specific criteria. Therefore, it is important to use a different approach for each group. In addition to specific criteria, the design of interventions for certain population groups is also directed at needs based on life stages and individual characteristics. The design is formulated as follows. First, the fulfillment of children's rights and protection is an important foundation to ensure that every child can grow and develop optimally.

Second, the empowerment and protection of women is carried out to ensure that they gain access to and be involved in every sector of development since planning, implementation, monitoring and evaluation. Third, youth development has the meaning of the sustainability of the nation-state, because youth will be leaders for the nation's future. Youth are the future generation and contribute greatly to the optimization of demographic bonuses. Fourth, family resilience as the smallest subsystem as the spearhead of the implementation of quality and competitive HR policies, through nurturing by instilling the values and character of Indonesian-ness that is plural and originated from Pancasila. Family resilience is the smallest institutional security integrated in the national and state resilience system.

The direction of the national development policy on child protection is the realization of Indonesia fit to children through the strengthening of a child protection system that is responsive to the diversity and characteristics of the child's place of residence. The aim is to ensure that children enjoy their rights. Strengthening the child protection system includes: a) strengthening regulations and law enforcement in proportion to the best interests of the child; b) strengthening institutional effectiveness through increasing the capacity of human resources, service providers, coordination, data and information systems, as well as the guidance and supervision functions; c) increasing understanding of child protection for stakeholders, the community, families and children; d) strengthening networks between the government and the community, mass media, the business world, and community institutions; e) increasing children's participation in development according to their age level; f) strengthening efforts to prevent and deal with various acts of violence, exploitation, including the issue of child labor, and child neglect; g) strengthening

coordination and synergy in efforts to prevent child marriages by involving various stakeholders; h) strengthening family care and temporary care in other institutions; i) increasing access to basic services that are integrated, friendly and inclusive for all children, especially for children who are in special situations and conditions; and j) improving services and rehabilitation for children who need special protection.

Issues of child marriage do not occur in a vacuum. The influence of the family as the smallest institution and various factors in it, including poverty, are often suspected of contributing to the practice of child marriage. Therefore, prevention efforts must also target families through family resilience improvement programs, in addition to alleviating poverty and other related factors. The direction of the policy and its strategy covers:

- Increased family resilience and parenting skills, which include:
 - a. Parental education/ training for strengthening family care;
 - b. Strengthening of assistance and counseling for problematic families; and
 - c. Optimizing community/citizen forums for mothers and fathers who have teenage children.
- Acceleration of strengthening the family economy, which includes:
 - a. Pre- and post-marriage family financial plans concelling, including family investment plans;
 - b. Business training and providing productive business access for poor and vulnerable families
 - c. facilitating ultramicro funding for individuals or productive business groups; and
 - d. Access to continued funding for productive businesses owned by poor and vulnerable groups.

The direction of the national development policy on child protection is the realization of Indonesia fit to children through the strengthening of a child protection system that is responsive to the diversity and characteristics of the child's place of residence. The aim is to ensure that children enjoy their rights.

- Business participation and social impact, which includes:
 - a. Strengthening the business capacity of poor and vulnerable groups with business development schemes and connecting them with strategic business partners; and
 - b. Funding productive economic empowerment initiatives that have a social impact.
- Agrarian reform, which includes:
 - a. Provision of land resources for the object of agrarian reform (TORA), including through the release of forest areas; Implementation of land redistribution;
 - b. Granting of land certificates (legalization); and
 - c. Empowerment of TORA recipient communities.
- Forest areas renewal for communities through agrarian reform and social forestry schemes, which includes:
 - a. Relinquishment of forest areas as land for the object of agrarian reform (TORA);
 - b. Preparation of rural and regional community preconditions;
 - c. Development of social forestry businesses;
 - d. Collaborative management of forest resources with rural communities and business development; and
 - e. Increasing the capacity of community institutions in the social forestry business.

In addition, the increased productivity and competitiveness can be achieved by conducting the following:

1. Vocational education and training based on industrial cooperation;
2. Strengthening of higher quality education; and
3. Increased capability of science and technology and the creation of innovation.

All of these strategy are expected to create new norms and values related to the function of a modern family, which are economically resilient and can generate superior and competitive human resources.

2.2 NATIONAL STRATEGY PRINCIPLES ON THE PREVENTION OF CHILD MARRIAGE

Seven principles of the National Strategy on the Prevention of Child Marriage (STRANAS PPA): 1) Principles of Child Protection; 2) Principles of Gender Equality; 3) Priority in the debottlenecking strategy; 4) Multisectors; 5) Thematic, Holistic, Integrative and Spatial (THIS); 6) Participatory; 7) Effective, Efficient, Measurable and Sustainable. Explanation of each strategy principle is shown in Figure 6 below:

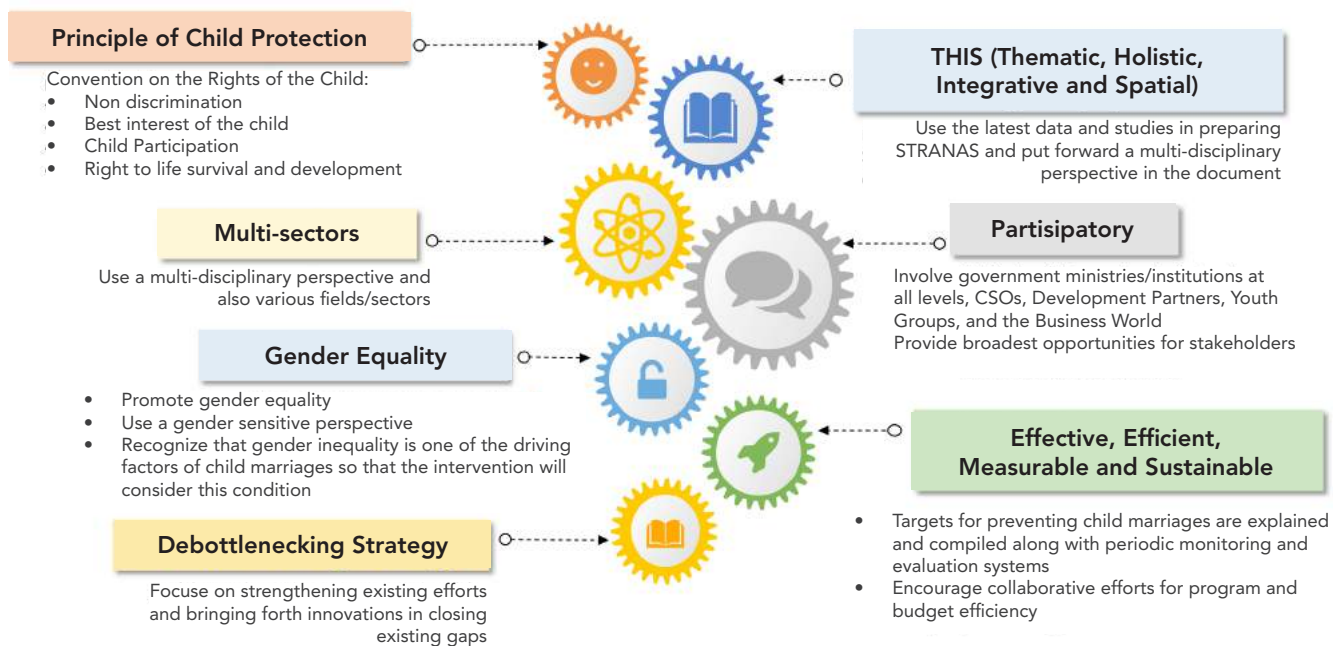


Figure 6. The National Strategy Principles on the Prevention of Child Marriage

2.3 MAIN OBJECTIVES OF THE NATIONAL STRATEGY ON THE PREVENTION OF CHILD MARRIAGE

The main purpose of STRANAS PPA is to reduce child marriage rates. To realize this, strategic objectives are set as follows.

The **first** strategic goal is the realization of the STRANAS PPA nationally that is aligned among stakeholders both at central and regional levels, it can be seen from:

- a. Reduction in child marriage rates (in %), measured through indicators of the proportion of women and men who marry at least 19 years old in areas identified as having a high prevalence and absolute rates; and
- b. Planning, implementation, recommendations, monitoring, and evaluation followed up by local ministries/institutions/governments and related stakeholders.

The **second** strategic goal is the establishment of coordination and synergy with various stakeholders in the implementation of accelerating the prevention of child marriage in a credible and accountable manner, measured from:

- a. Optimizing coordination forums and synergy between ministries/institutions at the central and regional levels with all stakeholders;
- b. Number of regional regulations and village regulations concerning prevention of child marriage in the regions;

- c. Optimizing the quality of governance of ministries/institutions/regional governments;
- d. Optimizing the participation of stakeholders other than the government in preventing child marriage; and
- e. Community movements to prevent child marriages initiated by CSOs, community leaders, religious leaders, traditional leaders, the business world, and mass media.

2.3.1 National Strategy on the Prevention of Child Marriage

STRANAS PPA consists of 5 (five) strategy, namely: 1) Optimization of Children's Capacity; 2) Environment Enabling the Prevention of Child Marriage; 3) Accessibility and Service Expansion; 4) Strengthening Regulations and Institutions; 5) Strengthening Stakeholder Coordination.

The general objectives to be achieved in the next 5 (five) years are as follows:

1. PPA STRANAS is implemented nationally which is aligned between stakeholders both at central and regional levels up to the village level; and
2. The realization of coordination and synergy with various stakeholders in the implementation of credible and accountable accelerated prevention and reduction of child marriages.

Each strategy has objectives, strategic focus, key interventions and relevant ministries/institutions which are explained in more detail in Figure 7 and Appendix A.

The first strategic goal goal is the realization of the STRANAS PPA nationally that is aligned among stakeholders both at central and regional levels, with the acceleration of the prevention of child marriage.



Figure 7. Objectives, Strategic Focus, Key Interventions and Relevant Sectors of STRANAS PPA

2.3.2 Strategic Focus and Key Interventions

Each strategy will be achieved or implemented through strategic focus and key interventions. The level of success achieved from each focus and intervention will be measured from the expected outputs. Here are the details:

Strategy 1. Optimizing the capacity of children will be achieved through the following strategic focus:

1. Increasing comprehensive awareness and attitudes related to reproductive and sexual health rights (in accordance with Law No. 36 of 2009); and
2. Increasing children's participation in preventing child marriage.

Key Interventions:

1. Conducting life skills education (communication skills, problem solving, critical thinking, assertiveness, negotiation skills, etc.) for children and young people;
2. Ensuring that children who will be involved in the policy-making process are equipped with knowledge about child marriage issues; and
3. Strengthening the role and capacity of peers in preventing child marriage.

Strategy 2. Environment Enabling the Prevention of Child Marriage, will be achieved through the following strategic focus:

1. Changes in values, norms, and perspectives on child marriage; and
2. Strengthening the role of parents in protecting children.

Each strategy will be achieved or implemented through strategic focus and key interventions. The level of success achieved from each focus and intervention will be measured from the expected outputs.

Key Interventions:

1. Strengthening the understanding and role of parents, families, social/community organizations, schools, and pesantren (islamic boarding school) in preventing child marriage;
2. Transforming counseling and mentoring services for parents to be more professional;
3. Improving the quality parenting skills especially for adolescents (10-18 years/the Ministry of Health);
4. Family economic empowerment (entrepreneurship, Family Hope Program/PKH assistance) to ensure poor and vulnerable children receive PKH social assistance;
5. Strengthening the child-friendly school system and environment by adding SRHR; and
6. Strengthening community institutions at various levels up to the village level with various training and skills to assist children.

Strategy 3. Service Accessibility and Expansion, will be achieved through the following strategic focus:

1. Availability of access and services before child marriage occurs; and
2. Availability of access and services after a child marriage occurs.

Key Interventions:

1. Provision of comprehensive and youth-friendly reproductive health information services (including prevention of dating violence, pornographic content, effects of child marriage);
2. Acceleration of the implementation of 12-year compulsory education, especially outreach for children who are vulnerable to child marriage;
3. Development of a comprehensive service referral system for children who experience an unintended pregnancy; and
4. Assistance for child marriage victims to obtain all children's rights (education, health, legal services, etc.).

Strategy 4. Strengthening Regulation and Institutions, will be achieved through the following strategic focus:

1. Strengthening the commitment of the APH, KUA officers, extension agents, and teachers;
2. Strengthening the process of making and improving regulations; and
3. Enforcement of regulations.

Key Interventions:

1. Improved the knowledge and skills of APH, KUA officers, extension agents, and teachers;
2. Optimization of marriage registration;
3. Harmonization, synchronization, and filling regulatory gaps (example: derivatives of Marriage Law); and
4. Strengthening the judicial processes for marriage dispensation (for example: children must be present in court accompanied by an adult or legal representative).

Strategy 5. Strengthening of Stakeholder Coordination will be achieved through the following strategic focus:

1. Increased cooperation across sectors, divisions and regions;
2. Strengthening data and information systems; and
3. Supervision, monitoring and evaluation.

Key Interventions:

1. Strengthening planning and implementation coordination forums;
2. Use of data to improve policies; and
3. Establish a data and information system as a basis for the implementation of referral services for victims of unintended pregnancy (KTD) and child marriage.

Implementation of each strategy at all levels will be overseen by relevant ministries/agencies, sectors and stakeholders. For example, at the national level, among others, it will be overseen by KPPPA, Bappenas, the Ministry of Religious Affairs, the Ministry of Education and Culture, BKKBN, the Ministry of Health, the Ministry of Youth and Sports, and the Regional Representative Council (DPD). At the regional level it will be overseen by Regional Government Organizations (OPD) related to women and child protection affairs, such as the PPPA and KB Office, the Education Office, the Health

Office, the Social Service Office, P2TP2A, the youth organization (OSIS, the Mosque Youth Forum), the children's forum at various levels, and others. At the village level it will be overseen by the village head, children's forum, PATBM, Mosque Youth Forum, OSIS, teachers, GenRE, and so on. All strategy, focus of interventions, expectations of achievement, and examples of implementation as well as relevant ministries/institutions are detailed in Appendix A.

2.3.3 Intervention Approach for the National Strategy on the Prevention of Child Marriage

The design of the achievement of STRANAS PPA is arranged in such a way with the main attention on the optimal growth and development of children, both by parents, families, communities, governments, regional governments, the business world, and the media.

In general, the entire process and achievements of STRANAS PPA will be oriented to the upstream approach. Then, to support the sustainable implementation of STRANAS at various levels, two types of interventions are developed, namely upstream and downstream interventions. Upstream interventions will target regulatory changes through tiered advocacy to prevent child marriage, the establishment of a referral system and commitments at all levels of government, and the provision of comprehensive reproductive and sexual health services. Whereas downstream interventions will target changes in the attitudes of parents, children and the community towards child marriage issues, as well as foster new narratives related to child marriage. This intervention will also emphasize the family's obligation to ensure that children grow and develop their fullest potential, interests and talents. An understanding of the interventions and targets of child marriage prevention programs is illustrated in the theory of change in Figure 8.

Theory of Social Change for the National Strategy on the Prevention of Child Marriage



Figure 8. Theory of Social Change for the National Strategy on the Prevention of Child Marriage

Approach to the theory of social change systems formulates achievements and strategy that enable goals achievement. Approaches with various sectors are also recommended. The argument supporting the proposal is that there are diverse regional contexts, so it is necessary to accommodate the diversity of contexts through a variety of strategy.

2.3.4 Implementation Stages and Approaches

The success and implementation of STRANAS PPA depends on the active involvement of stakeholders at various levels. This section will describe 3 (three) implementation proposals according to the needs and current conditions of each region, the implementation process, and the choice of strategy that can be adapted by relevant stakeholders. These practical steps were obtained from the results of discussions, literature reviews, and inputs from relevant stakeholders during the process of formulating the STRANAS PPA.

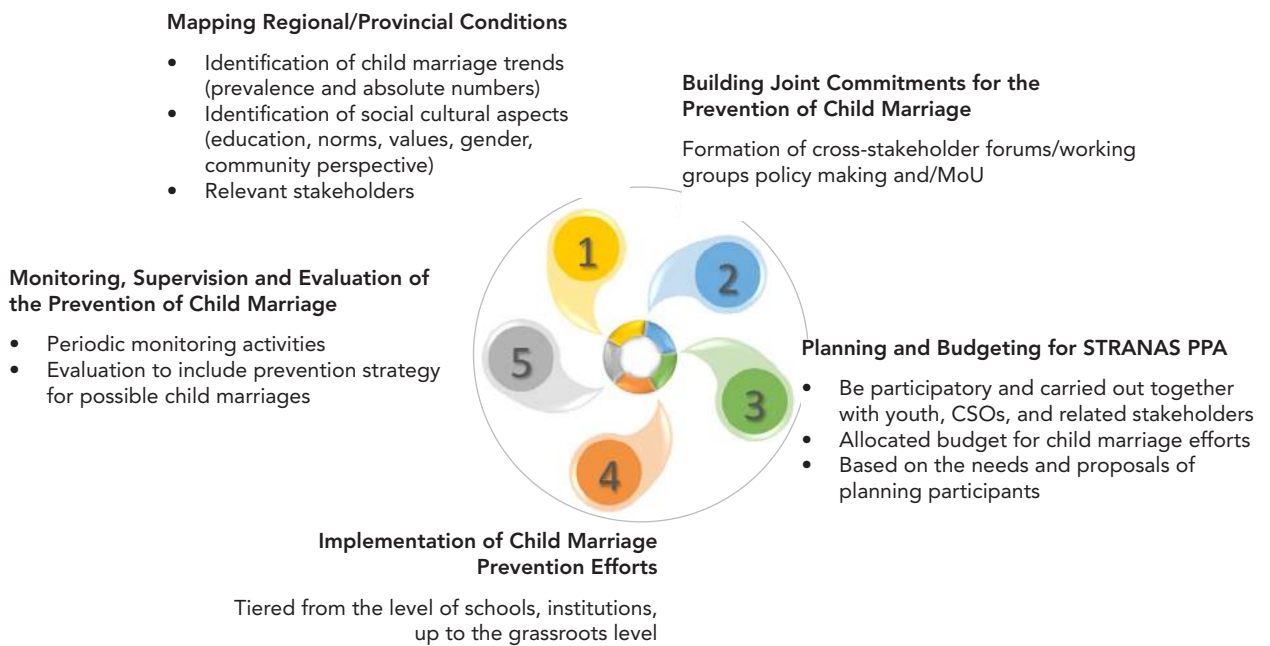


Figure 9. Five Stages of the Implementation Process of STRANAS PPA in the regions.

a. Implementation Stage

The process for the implementation of STRANAS PPA is designed in the form of a cycle consisting of 5 (five) stages. To ensure that the five stages of the implementation of STRANAS PPA are carried out, a strong commitment from all stakeholders at all levels is crucial. Commitment in the regions needs to be strengthened by mutual agreement in the form of

memorandum of understanding across Regional Government Organizations (OPD). The memorandum of understanding can be drawn up between agencies responsible for women's and children's affairs, education, social welfare, religion, justice, population and civil registration, health, and regional development planning.

b. Implementation Approach

There are 3 (three) approaches that can serve as guidelines for the implementation of STRANAS PPA at the regional level, namely: 1) Strengthening Approach; 2) Acceleration Approach; and 3) Consolidation Approach.

These three approaches were formulated by calculating the absolute number of child marriages²⁹ in each province. The three approaches are expected to be an option for implementing STRANAS PPA so that it can be adapted according to local contexts and needs, as well as providing intervention options according to available resources.

In general, the foundation for the implementation of national strategy at the regional level is the strengthening of the role of the enabling environment to prevent child marriage. Therefore, the similarity of the three strategy is the initial target of key interventions that support the strengthening of the roles of parents, society and institutions. If the enabling environment is strong, it is hoped that a joint movement will occur across the stakeholders to prevent child marriage. Differentiation of approaches is conducted according to the categories described in the next section.

1. Strengthening Approach

The process of implementing STRANAS PPA for provincial groups that are in the category of strengthening is to build a solid framework. The priority for strengthening groups is to build strong leverage through the support of parents, the community, and formal and informal institutions. Therefore, the first step for the province in the category of strengthening is to conduct socialization activities about family idealism and the dangers of child marriage. The targets of this activity are parents, families, schools, religious leaders, community leaders, traditional leaders, and other community institutions. Parenting capacity building programs are also recommended for parents who have teenagers. In fact, the initial achievement of the strengthening approach is to build contextual narratives to reject child marriage from the viewpoint of the community. This approach is believed to be able to contribute to the creation of more stable regulations and institutions to reject child marriage.

The implementation stage will refer to the Bronfenbrenner Theory, which is by strengthening the capacity of the individual and supporting environment to prevent child marriage. A summary of the choices for strengthening approaches is illustrated in Figure 10 below.

**STRENGTHENING APPROACH
IN THE IMPLEMENTATION OF STRANAS PPA**

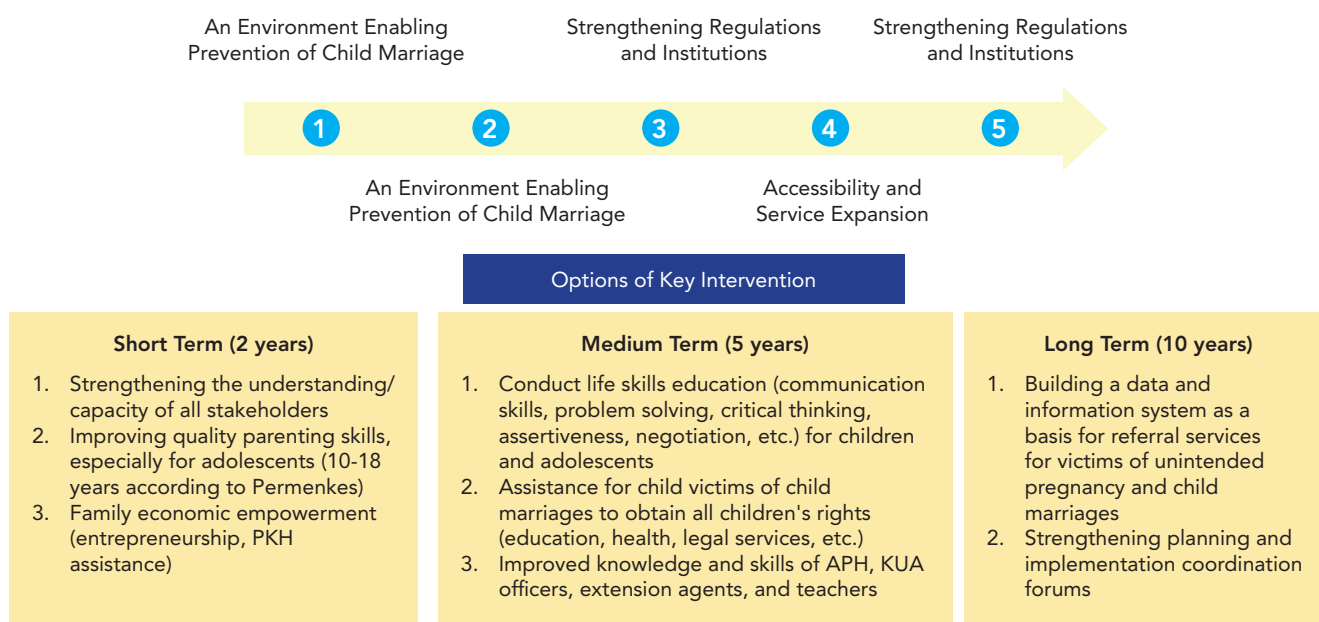


Figure 10. Strengthening Approach

2. Acceleration Approach

The acceleration category approach emphasizes on the active role of cross-stakeholders and the policies that have been adopted by the province/district/village to prevent child marriage. The active role and political commitment in the form of regulations is expected to expand access to comprehensive reproductive and sexual health information services, as well as the realization of a 12-year compulsory education.

When the service and commitment have been realized, the next focus is to coordinate all efforts to prevent child marriage. The key intervention is to build a data and information system as a basis for a referral system for children who are married and have an unintended pregnancy. This acceleration approach enables the implementation of life skills education and strengthening the role of children in preventing child marriage. The acceleration approach is more clearly illustrated in Figure 11.

ACCELERATION APPROACH IN THE IMPLEMENTATION OF STRANAS PPA

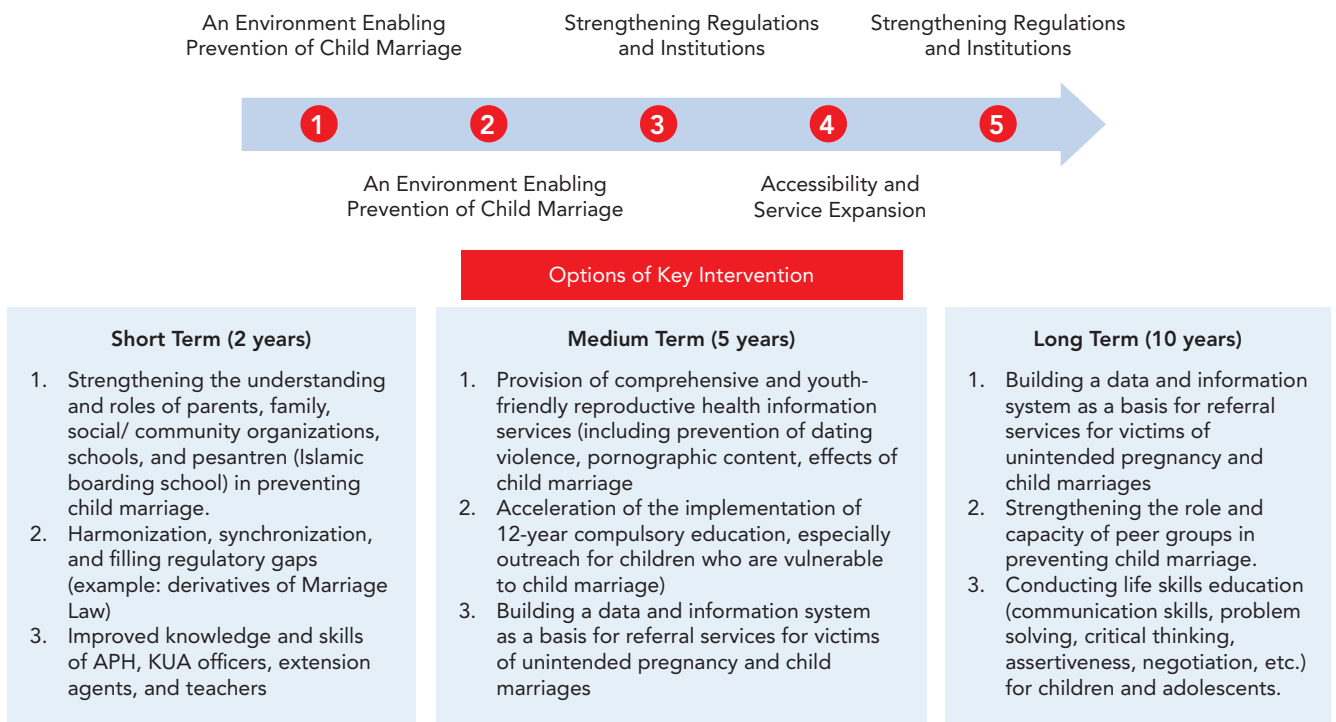


Figure 11. Acceleration Approach

The acceleration category approach emphasizes on the active role of cross-stakeholders and the policies that have been adopted by the province/district/village to prevent child marriage.

CONSOLIDATION APPROACH IN THE IMPLEMENTATION OF STRANAS PPA

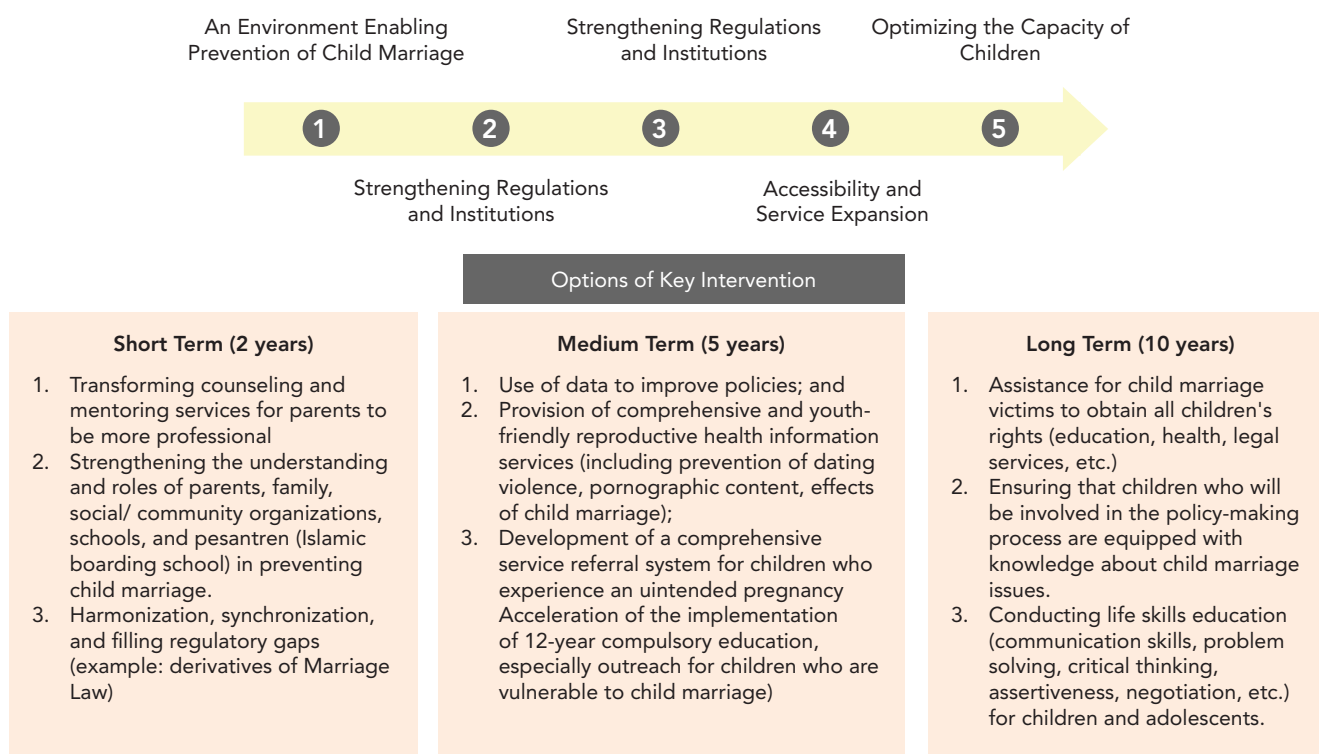


Figure 12. Consolidation Approach

3. Consolidation Approach

Unlike the strengthening and acceleration approach, the consolidation approach aims to ensure the creation of effective policies to prevent child marriage. Therefore, early key interventions will target policy harmonization and transformation of parental counseling services. When institutions and full support from the environment are created, key interventions will be directed to support the use of data for effective and efficient policies.

The next achievement of the consolidation approach is to provide quality reproductive and sexual health information services, as well as the availability of a referral system for children who experience an unintended pregnancy. Finally, the consolidation strategy will also ensure that children become more resilient and become agents of change to prevent child marriage. This category of consolidation is expected to map lessons learned from child marriage prevention practices as a reference for future policy strategy.

The consolidation approach aims to ensure the creation of effective policies to prevent child marriage. Therefore, early key interventions will target policy harmonization and transformation of parental counseling services.

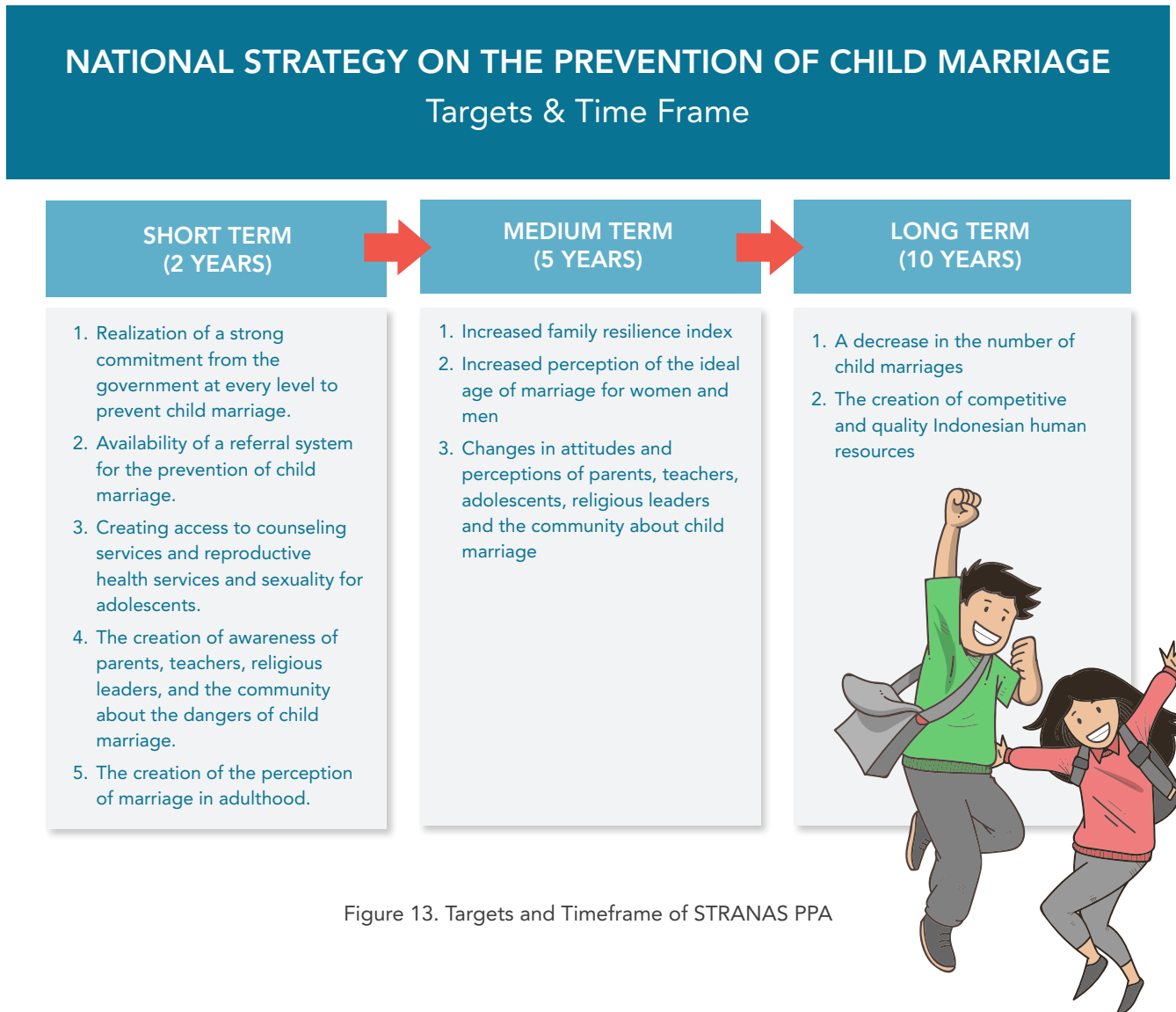
2.3.5 Targets of STRANAS PPA

The target of STRANAS PPA is to reduce child marriage rates to 8.74% in 2024, and to 6.94% in 2030. This targets refers to the objectives of STRANAS PPA that are in line with the Sustainable Development Goals (SDGs) in 2030. Implementation of STRANAS PPA will be carried out to achieve measurable targets and can

be achieved in 3 (three) stages, i.e.:

1. Short term targets (2 years);
2. Medium term targets (5 years); and
3. Long term targets (10 years).

The targets for each stage are illustrated in the following Figure 13. ❖



The target of STRANAS PPA is to reduce child marriage rates to 8.74% in 2024, and to 6.94% in 2030.



COORDINATION

SYNERGY

CHAPTER 3

DESIGN OF STAKEHOLDER ROLES AND RESPONSIBILITIES, INSTITUTIONAL FRAMEWORK AND COORDINATION MECHANISMS

Prevention of child marriage is a joint effort of all relevant stakeholders. Therefore, the stakeholder analysis described in Chapter 1 provides the main basis for designing an effective and integrated institutional mechanism.

The institutional design will map out the unique institutional tasks and functions in preventing child marriage in a comprehensive, systematic and integrated manner. There are three main parts in the institutional design. First, it outlines the ideal design of the stakeholders related to the analysis of their mandate and power. The second part outlines the involvement of each stakeholder in each strategy. The third part provides specific details regarding the specific responsibilities of each ministry/agency and other stakeholders in the STRANAS PPA.

3.1 DESIGN OF ROLES AND RESPONSIBILITIES OF EACH STRANAS PPA STAKEHOLDER

Based on stakeholders mapping, this section also formulates achievements in strengthening the roles and responsibilities of each ministry/institution. The aim is to optimize the roles and ensure the achievement of prevention of child marriage. Therefore, the proposed institutional roles and responsibilities are based on: 1) institutional commitment; 2) institutional potential and resources; and 3) institutional tasks and functions. In general, relevant ministries/institutions, among others, KPPPA, BAPPENAS, the Ministry of Education and Culture, the Ministry of Health, BKKBN, the Ministry of Social Affairs, the Ministry of Religious Affairs, and regional governments up to village governments, including civil society organizations /NGOs, will be the spearhead in implementing strategy 1, 2, 3, 4 and 5.

The institutional design will map out the unique institutional tasks and functions in preventing child marriage in a comprehensive, systematic and integrated manner. There are three main parts in the institutional design.

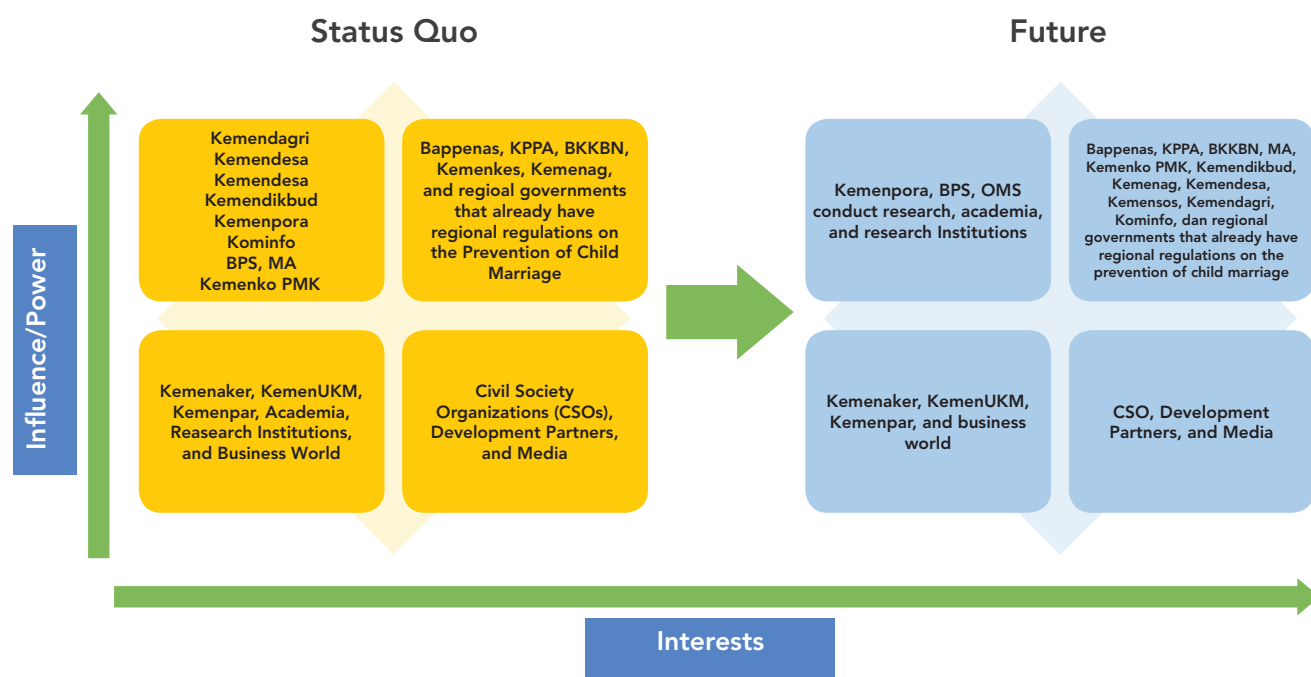


Figure 14. Mapping of Current and Future Stakeholders

Figure 14 shows that in an ideal scenario, stakeholders with high influence and high interests include KPPPA, BAPPENAS, the Ministry of Religious Affairs, the Ministry of Education and Culture, the Ministry of Social Affairs, BKKBN, the Ministry of Health, Supreme Court, the Coordinating Ministry for Human Development and Cultural Affairs and regional governments. There are three main functions in the ideal scenario for the operationalization of STRANAS PPA, namely: 1) service provision function; 2) planning and coordination functions; and 3) guidance and supervision functions at the regional level.

The first function is the provision of direct services related to the prevention of child marriage. This function will be carried out by ministries/institutions including KPPPA, the Ministry of Education and Culture, the Ministry of Social Affairs, the Ministry of Religious Affairs, the Ministry of Health, BKKBN, the Ministry of Communication and Information Technology, and Supreme Court. The second function, namely the development of strategic policies related to prevention of child marriage at the national level and also coordination will be supported by two ministries/institutions, namely BAPPENAS and Kemenko PMK. Third, the function of supervision and guidance at the regional level will be supported by two ministries/institutions, namely Kemendagri and Kemendes.

3.2 INSTITUTIONAL AND COORDINATION FRAMEWORK

Strategic institutional on the prevention of child marriage is formed at the central level called the National Secretariat for the Prevention of Child Marriage (*Sekretariat Nasional PPA*) or using existing coordination forums.

Duties and functions of the National Secretariat for the Prevention of Child Marriage are:

1. Ensuring the STRANAS PPA is implemented nationally;
2. Synergizing and coordinating the implementation of STRANAS PPA with all key ministries/institutions and relevant stakeholders, including optimizing the function of relevant task forces in the region (for example, City Fit to Children (KLA) Task Force and Gender Mainstreaming (PUG) Task Force);
3. Ensuring the availability of budgets in 15 key ministries/institutions and regional/ provincial/ regency/city governments up to the village government for the implementation of the STRANAS PPA;
4. Documenting all good practices conducted by key stakeholders; and
5. Conducting monitoring, supervision, and evaluation of PPA with relevant ministries/institutions.

3.3 COORDINATION, ROLES AND RESPONSIBILITIES OF EACH STAKEHOLDER AT VARIOUS LEVELS

The coordination is carried out in stages by considering Indonesia's decentralized system, involving all relevant stakeholders, and across sectors. Coordination

at all levels is carried out to ensure that efforts to prevent child marriages are conducted optimally and continuously at all levels.

The division of roles and tasks in coordinating the implementation of STRANAS PPA in detail at each level is explained in Figure 15.

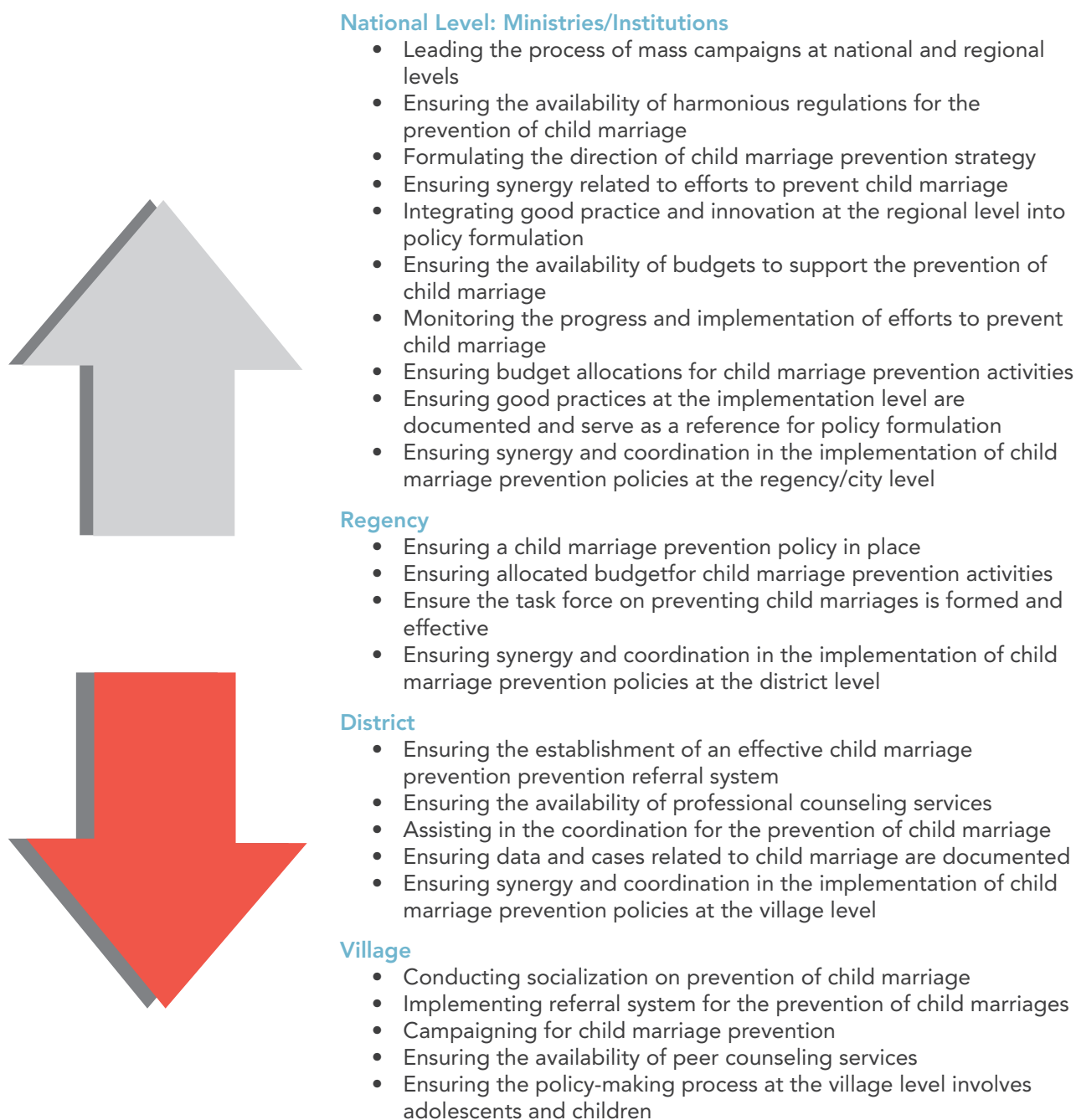


Figure 15. Division of Roles and Tasks of STRANAS PPA at each level

3.4 COORDINATION MECHANISM

Coordination of the implementation of STRANAS PPA is carried out across sectors and across divisions. To ensure that the implementation is carried out effectively, efficiently, and the achievement is optimal, the following mechanisms will be implemented:

- a. STRANAS PPA coordination related to policy, planning, and implementation is carried out at least once a year by involving all relevant stakeholders;
- b. STRANAS PPA coordination related to technical and operational implementation is carried out at least once every 6 (six) months according to their respective levels, involving all relevant stakeholders.

3.5 MONITORING, SUPERVISION, AND EVALUATION

Monitoring, supervision, and evaluation are carried out by the National Secretariat and the KLA/PUG Task Force as the executors of the STRANAS PPA at the regional level, with the following mechanism:

- a. Monitoring, supervision, and evaluation are carried out independently through filling out online applications provided by the National Secretariat of PPA. Completion of the application is carried out by the executors of the STRANAS PPA at all levels. Data entered in the online application is then processed and analyzed by the National Secretariat Team. This data will become national data which will be the subject of evaluation along with the KLA/PUG Task Force with relevant stakeholders at all levels. Evaluation is carried out at least once a year.

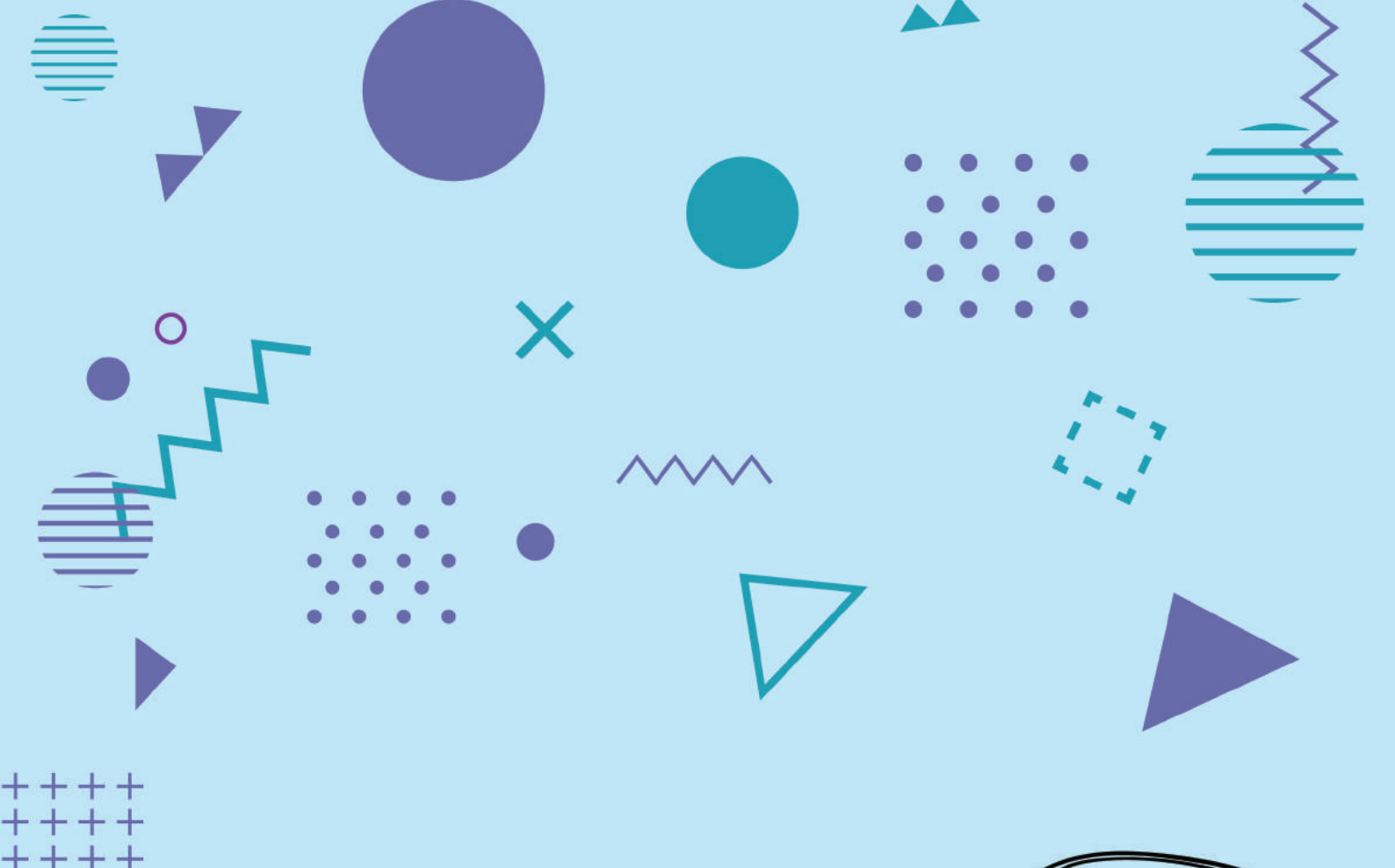
- b. Field verification, in the form of field visits to the target areas chosen randomly based on the results of monitoring and evaluation from the online application. Field verification activities are carried out by the National Secretariat Team together with the Task Force/OPD to ensure that independent monitoring, supervision and evaluation through online applications is carried out correctly and generates accurate data.

The framework for monitoring, supervising and evaluating STRANAS PPA uses the performance indicators as described in Appendix C and Appendix D which contains stages, indicators, verification tools, and STRANAS PPA targets.

3.6 REPORTING

Reporting is made in writing by the KLA/PUG/OPD Task Force related to the implementation of the STRANAS PPA annually, submitted to the PPA National Secretariat. Reporting is conducted at least once a year, with the following mechanism:

- a. STRANAS PPA executors at the village/regional levels submit reports on the progress of the implementation of STRANAS PPA at least 1 (once) a year to the Regency/City Task Force, with a carbon copy to the Provincial Task Force and the PPA National Secretariat. The Task Force then summarizes the report and sends it to the PPA National Secretariat.
- b. The PPA National Secretariat processes and analyses all regional reports, then compiles them into one annual National Secretariat report. This report is then submitted to the Chairperson of the Supervisory Board/Vice President with a carbon copy to the President. ❖



REGULATION

BUDGET



CHAPTER 4

REGULATORY FRAMEWORK AND FUNDING FRAMEWORK

4.1 REGULATORY FRAMEWORK

Law No. 25 of 2004 concerning the National Development Planning System mandates the handling of a regulatory framework that is in line with the funding framework since the planning process as an important and main aspect. This will improve the quality of policies and regulations so that each program/activity can provide more optimal benefits.

The objectives of drafting the regulatory framework, among others, are to: (a) plan the formation of laws and regulations in accordance with development needs; (b) improve the quality of laws and regulations in order to support the achievement of development priorities; and (c) increase the efficiency of budget allocation for the purposes of establishing legislation. Legislation can be in the form of regulations at the central level, regional regulations, and village regulations.

4.2 FUNDING FRAMEWORK

The implementation of STRANAS PPA takes into account real commitments, including the issue of funding which is essential to achieving the goals. Funding will be one aspect to support and manifest the commitment of ministries/agencies in the implementation of STRANAS PPA.

The principle of efficiency will be considered in developing a funding framework. The funding strategy is designed to be in line with the central government expenditure objectives, namely

quality human resources through various education programs, expansion of employment opportunities, and access to vocational education. Several programs related to STRANAS PPA have also been available in the budgeting of each ministry/agency. Thus, the main funding for STRANAS PPA will come from existing funding, namely the State Budget (APBN), the Regional Budget (APBD), Corporate Social Responsibility (CSR) from the business world, community institutions, and development partner institutions.

The funding strategy is also designed in stages from the central to the regional level, bearing in mind this strategy must be able to be implemented in an integrated manner both at the national level and at the village level. In general, there are three funding schemes, namely at the national level sourced from the APBN through ministries/institutions, at the regional level sourced from regency/city APBD, and at the village level sourced from the Village Fund. Funding will also include campaign activities, training, service delivery, as well as coordination, monitoring and supervision efforts. See Figure 16 for a detailed funding framework.

The funding framework for STRANAS PPA is based on the following principles:

- a. Decentralization and good governance; and
- b. Division of responsibilities and functions.

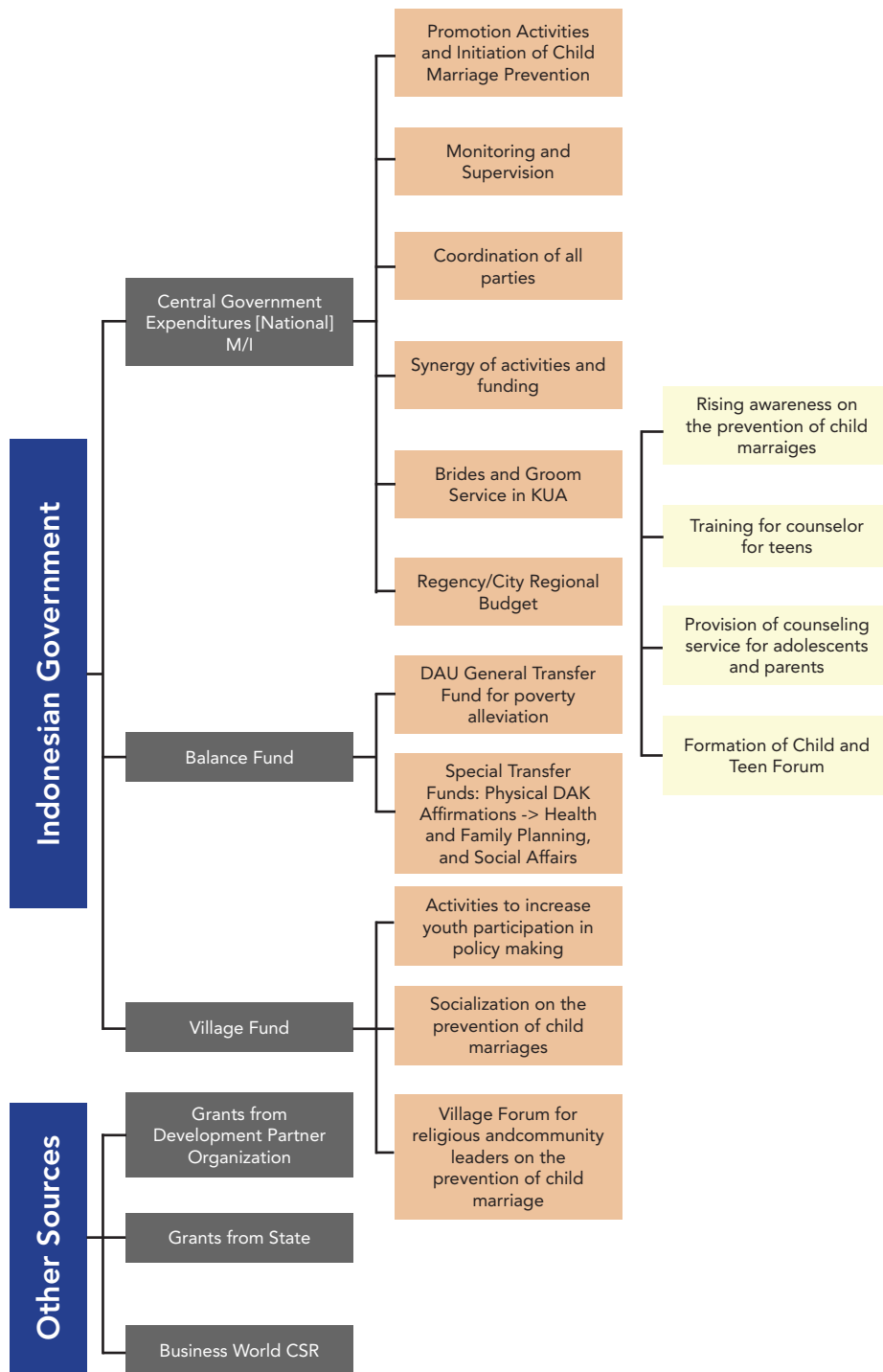


Figure 16. Mapping of the funding framework

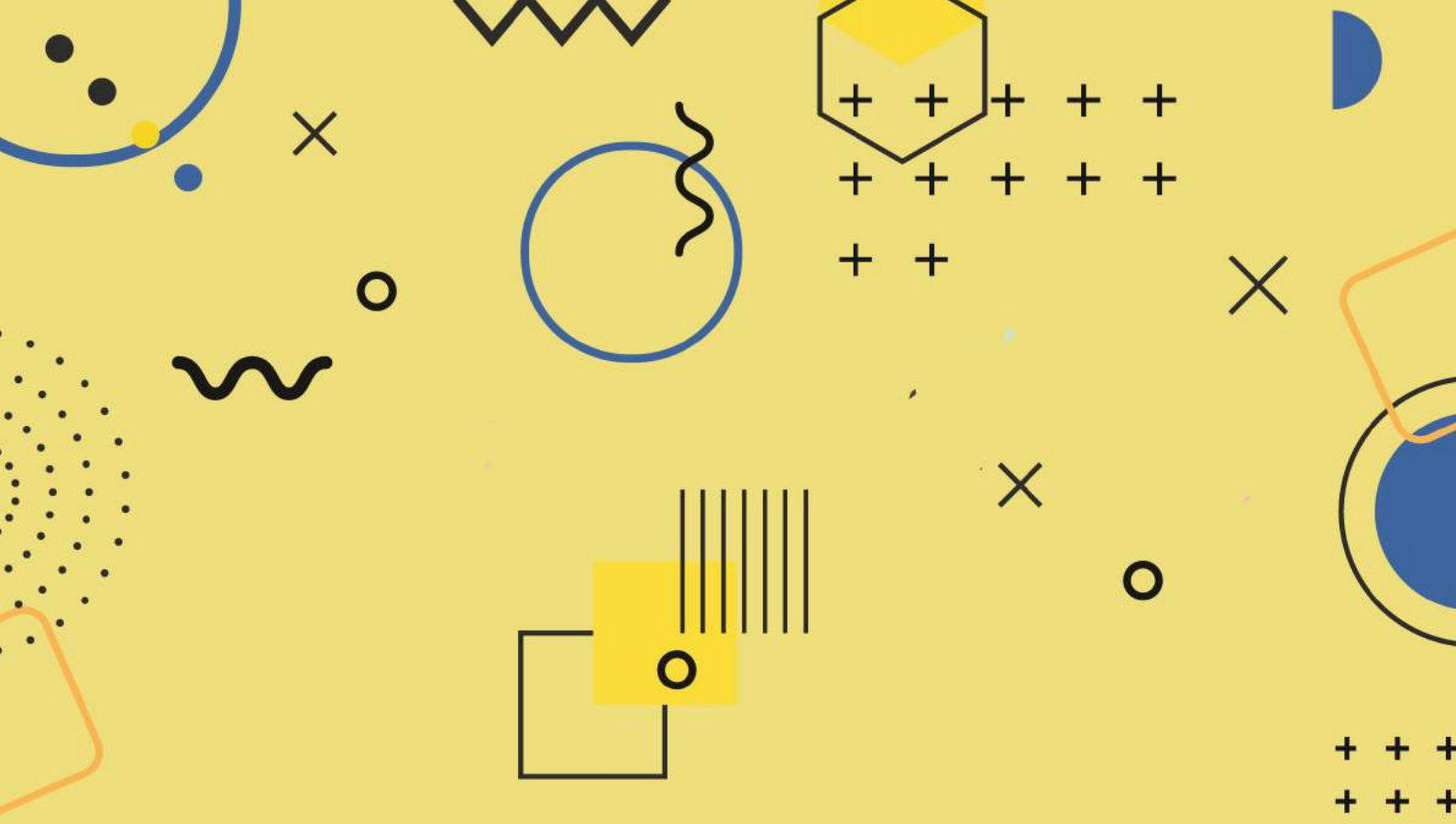
The mapping of funding sourced from the 2020 State Budget shows that there are 22 programs related to child marriage prevention, as described in Table 1.

Table 1. Identification the Ministries/Institutions' Programs Related to the Prevention of Child Marriage

No	Ministries/Institutions	Programs
1	Ministry of of Women's Empowerment and Child Protection	Child Protection Program
2	National Development Planning Agency (BAPPENAS).	National Development Planning Program
3	National Population and Family Planning Board	Population, Family Planning and Family Development Programs
4	Ministry of Education and Culture	<ul style="list-style-type: none"> • Early Childhood Education Program and Community Education • Teachers and education staff program
5	Ministry of Health	Community Health Development Program Health Services Development Program
6	Ministry of Internal Affairs	Population Administration and Civil Registration Program
7	Ministry of Religious Affairs	Islamic Community Guidance Program
8	Ministry of Social Affairs	Social Rehabilitation Program
9	Coordinating Ministry for Human Development and Cultural Affairs	Coordination Program for Development of Human and Cultural Development Policies
10	Statistics Indonesia	Statistics Information Provision and Service Program
11	Ministry of Communication and Information Technology	<ul style="list-style-type: none"> • Public Information and Communication Development Program • Information Technology Application Development Program
12	Ministry of Villages, Development of Disadvantaged Areas, and Transmigration	Village Community Development and Empowerment Program
13	National Commission on Violence against Women (Komnas Perempuan)	Under the National Human Rights Commission (Komnas HAM)
14	National Child Protection Commission (KPAI)	Under KPPPA

A funding framework to prevent child marriage allows the availability of joint funding schemes between the government and other funding sources, such as the business world and development partners.

The priority of this funding mechanism is to maximize the achievements and functions of each party to prevent child marriage. ❖



RECOMMENDATIONS

CHAPTER 5

RECOMMENDATIONS

STRANAS PPA which is prepared based on data and input from relevant stakeholders, can be used as one of the references for making policies on prevention of child marriage nationally. This document needs to be immediately implemented by all relevant stakeholders in their respective ministries/institutions. Recommendations for the implementation of the STRANAS PPA are formulated by taking into account the main findings found in the document preparation process. The realization of a real commitment to implement the strategy and the availability of practical guidance for implementation in accordance with local conditions are the two main outputs expected.

RECOMMENDATIONS

1. **Ensure the availability of comprehensive and contextual data related to child marriage.** The main finding of the process of preparing this document is the limited data related to the values, norms, culture, and context of child marriage in Indonesia. The available data is less relevant because the area coverage is limited and is not in accordance with current developments.
2. **Complement the implementation of STRNAS PPA work tools.**
 1. Binding regulations requiring all key stakeholders to commit to implement the STRANAS PPA in accordance with their respective duties and functions in the form of regulations that are tailored to the needs and context, both at national and regional levels up to the village level; and
 2. Operational guidance or technical guidance, in collaboration with the Kemendesa and Kemendagri.
3. **Strengthen the function of the National Secretariat.** The National Secretariat can be a liaison for the implementation of the STRANAS PPA, the use of explorative studies, and assessment of child marriages for the improvement of strategy to prevent child marriages at the national level. Some pilot projects that can be carried out in accordance with the priorities of STRANAS PPA, include:
 - a. A pilot program on the implementation of STRANAS PPA at the provincial level carried out across stakeholders;
 - b. Pilot program on the implementation of STRANAS PPA at the village level to present evidence of a decline in child marriage rates; and
 - c. pilot program to transform community-based professional counseling services for families (parents and adolescents) at the village level.

4. **Develop a communication strategy that targets the realization of real commitments.**

The development of a communication strategy will refer to the characteristics of the target group, socio-cultural conditions, and educational background. The communication strategy will be carried out in stages and have specific targets within a certain time frame. As an initial proposal, the forms and products of the STRANAS PPA communication strategy will vary by adapting to needs and may include:

- a. An advocacy tool for policy makers. For example, a policy brief accompanied by a fact/infographic sheet can be the main output of the translation of the STRANAS PPA document for policy makers (legislative), ministries/institutions (executives), and regional governments;
- b. The socialization tools for the STRANAS PPA concept for the general public in the form of posters, public service announcements, or comics for teenagers and children; and
- c. Massive campaigns involving influencers in social media to voice modern marital narratives or provide capacity building for adolescent groups so that they can influence their peers. This proposal is closely related to the urban context in which youth actively use social media in which there is a massive campaign to marry young using religious justification.

APPENDIX A
National Strategy on the Prevention of Child Marriage

National Strategy	Optimizing Children's Capacity	An environment enabling the prevention of child marriage	Accessibility and Service Expansion	Regulations and Institutional Strengthening	Strengthening of Stakeholder Coordination
Purpose	Ensuring children have resilience and are able to become agents of change.	Building values, norms and perspectives that prevent child marriage	Ensuring children receive comprehensive basic services for children's well-being related to the fulfillment of children's rights and protection.	<ol style="list-style-type: none"> 1. Ensuring the implementation and enforcement of regulations related to prevention of child marriage. 2. Increasing the capacity and optimizing institutional governance (increasing the capacity of APH and KUA). 	Increasing synergy and convergence of child marriages prevention efforts.
Strategic Focus	<ol style="list-style-type: none"> 1. Increasing awareness and attitudes related to comprehensive reproductive and sexual health rights (in accordance with religious norms/ Law No.36 of 2009) 2. Increasing children's participation in preventing child marriage. 	<ol style="list-style-type: none"> 1. Changes in values, norms, and perspectives on child marriage. 2. Strengthening the role of parents, schools, families and communities in protecting children. 	<ol style="list-style-type: none"> 1. Availability of access and services before a child marriage occurs. 2. Availability of access and services after a child marriage occurs. 	<ol style="list-style-type: none"> 1. Strengthening the institutional capacity of the religious court, KUA, education units. 2. Strengthening the process of making and improving regulations. 3. Enforcement of regulations 	<ol style="list-style-type: none"> 1. Increasing cooperation across sectors, division and regions. 2. Strengthening data and information systems. 3. Supervision, monitoring and evaluation.

CHAPTER 5 RECOMMENDATIONS

<p style="text-align: center;">Key Interventions</p>	<ol style="list-style-type: none"> 1. Conducting life skills education (communication skills, problem solving, critical thinking, assertiveness, negotiation, etc.) for children and adolescents. 2. Ensuring that children who will be involved in the policy-making process are equipped with knowledge about child marriage issues. 3. Strengthening the role and capacity of peer groups in preventing child marriage. 	<ol style="list-style-type: none"> 1. Strengthening the understanding and roles of parents, family, social/ community organizations, schools, and pesantren (Islamic boarding school) in preventing child marriage. 2. Transforming counseling and mentoring services for parents to be more professional. 3. Improving quality parenting skills especially for adolescents (10-18 years old/the Ministry of Health). 4. Empowering the family economy (entrepreneurship, Family Hope Program/PKH) and ensuring poor and vulnerable children receive PKH social assistance. 5. Strengthening child-friendly school systems and environments by adding SRHR. 6. Strengthening community institutions at various levels up to the village level with various training and skills to assist children. 	<ol style="list-style-type: none"> 1. Provision of comprehensive and youth-friendly reproductive health information services (including prevention of dating violence, pornographic content, effects of child marriage); 2. Acceleration of the implementation of 12-year compulsory education, especially outreach for children who are vulnerable to child marriage; 3. Development of a comprehensive service referral system for children who experience an unintended pregnancy; and 4. Assistance for child marriage victims to obtain all children's rights (education, health, legal services, etc.) 	<ol style="list-style-type: none"> 1. Improved the knowledge and skills of APH, KUA officers, extension agents, and teachers. 2. Optimization of marriage registration; 3. Harmonization, synchronization, and filling regulatory gaps (example: derivatives of Marriage Law); and 4. Strengthening the judicial processes for marriage dispensation (for example: children must be present in court accompanied by an adult or legal representative). 	<ol style="list-style-type: none"> 1. Strengthening planning and implementation coordination forums; 2. Use of data to improve policies; and 3. Establish a data and information system as a basis for the implementation of referral services for victims of unintended pregnancy (KTD) and child marriage.
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NATIONAL STRATEGY ON THE PREVENTION OF CHILD MARRIAGE

Expected Outputs	<ol style="list-style-type: none"> 1. Availability of life skills education curriculum containing negotiation skills, communication skills and advocacy, critical thinking skills, and digital literacy. 2. Optimizing the implementation of reproductive health education in school curriculum. 3. Availability of reinforcement for peer counselors from the village level integrated with the formal referral system. 4. There is a formal participation pathway that allows adolescents to be directly involved in the deliberation process for planning and budgeting at various levels. 	<ol style="list-style-type: none"> 1. Community movements (across stakeholders; from campaigns to monitoring) to prevent child marriages. 2. Availability of integrated digital literacy information services for parents and children, to educate children in the digital age. 3. Availability of a scheme to support economic strengthening for vulnerable families. 	<ol style="list-style-type: none"> 1. Availability of an integrated and comprehensive referral service system, including child assistance, both before and after the occurrence of child marriages and unintended pregnancies (studies will be prepared). 2. Availability of digital literacy information services (conducted by the Ministry of Communication and Information Technology to filter information that contributes to child marriage). 	<ol style="list-style-type: none"> 1. Availability of derivatives of Law No. 16/2019 (in the process of lesson plan by KPPPA). 2. Integration of child marriage issues in the guidelines for drafting Perda (regional regulation) and Perdes (village regulation). 3. Integration of child marriage issues in the guidelines for using the Village Fund. 	<ol style="list-style-type: none"> 1. Integrating child marriage issues in coordinating forums available in the regions (such as RAN SDGs, PUG Working Group, KLA Task Force, PATBM, Youth Forum, Children's Forum, GenRe, TPPO Task Force, planning forum, TKPKD). 2. Utilization of child marriage data in Dukcapil is part of the referral and evaluation system. 3. Availability of a reporting system and monitoring of child marriages at all levels. 4. Availability of cross-sector cooperation models for efforts in the prevention of child marriage.
Relevant Ministries/ Institutions/ Sectors	<ul style="list-style-type: none"> • KPPPA; the Ministry of Religious Affairs; the Ministry of Education and Culture; BKKBN; the Ministry of Health; • OPD related to education, PPPA, health, family planning, social affairs; • Community organization; • Youth organizations: OSIS, Mosque Youth Forum, Children's Forum at various levels, and others. 	<ul style="list-style-type: none"> • the Ministry of Religious Affairs; the Ministry of Social Affairs; the Ministry of Health; KPPPA; BKKBN; the Ministry of Education and Culture; the Ministry of Communication and Information Technology; • Social and health related services; • Community organization • ;College; • Business world (related to economic empowerment for the prevention). 	<ul style="list-style-type: none"> • the Ministry of Religious Affairs; the Ministry of Social Affairs; the Ministry of Health; KPPPA; BKKBN; the Ministry of Education and Culture; KPAI, Komnas Perempuan, the Ministry of Communication and Information Technology; KPI; • Community Organizations (UPT DPPA, P2TP2A, Prosperous Family Service Center, etc.); another complaint agency. • OPD, LBH. 	<ul style="list-style-type: none"> • Kemendagri, Kemendes, the Ministry of Social Affairs, Supreme Court, the Ministry of Religious Affairs, Prosecutors' Office, the Ministry of Law and Human Rights, POLRI, KPPPA, KPAI, the National Commission on Violence Against Women, National Commission on Human Rights; • CSO, child protection institutions. 	<ul style="list-style-type: none"> • KPPPA; the Ministry of Internal Affairs; the Ministry of Social Affairs; POLRI; the Ministry of Health; the Ministry of Religious Affairs; • BKKBN; the Ministry of Education and Culture; the Ministry of Communication and Information Technology; (all ministries/ institutions); • Community organization; • College; • OPD; • Business world; • Youth organizations: OSIS, Mosque Youth Forum, Children's Forum at various levels, and others.

CHAPTER 5 RECOMMENDATIONS

<p>Examples of Implementation</p>	<ol style="list-style-type: none"> 1. Ministries/institutions: educational curriculum, strengthening peer counseling programs, reproductive health education; 2. Regional government: involving children in development planning meeting, optimizing children's creativity centers and youth organizations; 3. Village/sub-district: community-based education (such as Community-Based Activity Center/PKBM), optimizing youth organizations, involving children in village development planning meetings. 	<ol style="list-style-type: none"> 1. Ministries/institutions: campaign and advocacy on child protection issues, ensuring economic empowerment programs target vulnerable families with teenagers; 2. Regional government: advocating, forming child protection forums; 3. Village/sub-district: establishing community-based child protection forum (such as KPAD) to prevent child marriage; training to improve advocacy capacity; assistance and use of the Village Fund sourced from community institutions at the village level such as PATBM, KPAD; strengthening the role of KUA extension agents; KB counselor; Youth/GenRe Forum; PIK Teens; Children's Forum; PATBM; family Posyandu companion; Youth Posyandu; and so on, to oversee the implementation of STRANAS PPA at the village level. 	<ol style="list-style-type: none"> 1. Ministries/institutions: establishing a prosperous family service center; services for the bride and groom (such as Pusaka Sakinah, marriage guidance (bimwin), health services for the bride and groom, etc.); adolescent health services (such as GenRe, PKPR, Youth Posyandu, etc.); PKSAI; PUSPAGA (strengthening). 2. Regional Government: PUSPAGA (implementation); PKBM. 3. Village/sub-district: Youth Posyandu (piloting); community-based healthy home. 	<ol style="list-style-type: none"> 1. Ministries/institutions, development partners and universities conduct studies on regulation of marriage isbat which can support the prevention of child marriage; 2. Regional government: strengthening regional regulations and village regulations; 3. Village/kelurahan: strengthening village regulations and prioritizing the use of Village Funds. 	<ol style="list-style-type: none"> 1. Ministries/institutions: knowledge sharing platform to prevent child marriage both online and offline, evaluation, One Child Marriage Data (BPS). 2. Regional government: coordination of the KLA task force.
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APPENDIX B
Stakeholder Roles and Responsibilities in STRANAS PPA

Relevant Stakeholders	Duties and Responsibilities
<p>National Development Planning Agency (BAPPENAS).</p>	<ol style="list-style-type: none"> 1. Promoting the prevention of child marriage is a national priority activity. 2. Preparing plans and budgeting for the implementation of prevention of child marriage with the relevant ministries/institutions. 3. Monitoring and evaluating the implementation of efforts to prevent child marriages. 4. Developing strategic steps to ensure the achievement of sustainable child marriage reduction targets. 5. Identifying gaps in child marriage prevention strategy for future policy formulation requirements.
<p>Ministry of Women's Empowerment and Child Protection (KPPPA)</p>	<ol style="list-style-type: none"> 1. Socializing Law No. 16 of 2019 reconcerning the minimum age of marriage with BAPPENAS and the Ministry of Religious Affairs. 2. Improving facilitation and advocacy for child marriage prevention coordination forums. 3. Facilitating the regions in carrying out efforts to prevent child marriages. 4. Increasing the role of religious, traditional and community leaders to participate in preventing child marriage. 5. Strengthen institutional and technical support of the Integrated Service Unit for Women and Children Protection (UPTD PPA), Community-Based Integrated Child Protection (PATBM), and Family Learning Centers (PUSPAGA) to make efforts to prevent child marriages. 6. Conduct monitoring, evaluation, outreach, advocacy, and technical guidance to ministries/institutions, offices/agencies, both at national and regional levels.
<p>National Population and Family Planning Agency (BKKBN)</p>	<ol style="list-style-type: none"> 1. Public education campaigns or education about marriage age maturity, family planning, and fostering family endurance to prevent child marriages. 2. Expanding the coverage areas of family planning consulting services for the community. 3. Providing comprehensive reproductive health information for all parties. 4. Conduct great parental education for teens through Sekolah Ibu (Mother School), Bina Ketahanan Remaja (Youth Resilience Building), or other similar programs. 5. Socializing STRANAS PPA through family planning counselors, Youth Forums, related programs such as GenRE and PIK Youth in all provinces; and synergy efforts from the Children's Forum and GenRE in the regions.

Relevant Stakeholders	Duties and Responsibilities
<p>Ministry of Education and Culture</p>	<ol style="list-style-type: none"> 1. Encouraging local governments to provide child marriage prevention services in accordance with their authority . 2. Expanding access to 12-year compulsory education services through various programs, for example Program Indonesia Pintar (Indonesia Smart Program. 3. Formulating national education policies to prevent child marriage. 4. Improving formal and non/informal education curriculum related to life skills education. 5. Ensuring school institutions support teenagers to continue their education in any condition. 6. Running a program to improve the quality of care for parents who have teenagers, via the Sahabat Keluarga page. 7. Ensuring that child marriage prevention messages are disseminated in parent and school education programs.
<p>Ministry of Religious Affairs</p>	<ol style="list-style-type: none"> 1. Improving religious services/guidance for children who are already married. 2. Improving the quality and quantity of religious instructors who provide religious guidance to prevent child marriage. 3. Integrating reproductive health information as well as social and cultural values in fiqh lessons in madrassas and pesantren to prevent child marriage through the Sakinah Family Service Center (Pusaka Sakinah) program. 4. Increasing community outreach for marriage age socialization in accordance with Law No. 16 of 2019 and the dangers of child marriage. 5. Conducting training for religious leaders to participate in preventing child marriage. 6. Collaborating with religious universities to strengthen religious arguments to support efforts to prevent child marriage.
<p>Ministry of Law and Human Rights</p>	<ol style="list-style-type: none"> 1. Harmonizing regulations and regulations related to Law No. 16 of 2019 concerning marriage. 2. Socializing Law No. 16 of 2019 related to the prevention of child marriage. 3. Increasing counseling and advocacy to prevent child marriage. 4. Improving coordination with relevant ministries/institutions and regional governments to provide guidance and skills training and fulfill children's rights. 5. Supervising the preparation of derivative rules at the regional level to implement the STRANAS PPA.

Relevant Stakeholders	Duties and Responsibilities
Ministry of Health	<ol style="list-style-type: none"> 1. Increasing knowledge and understanding of the frontliners of community service providers related to reproductive health, the dangers of child marriage, and children's rights (Puskesmas staff, village midwives, teachers, Posyandu cadres, etc.). 2. Providing integrated and comprehensive reproductive health services with the program 3. Youth Posyandu, Family Posyandu, and the UKS (school health unit) Program. 4. Carrying out comprehensive health and reproduction education for prospective brides and grooms with the Pusaka Sakinah program from the Ministry of Religious Affairs.
Ministry of Social Affairs	<ol style="list-style-type: none"> 1. Improving social outreach and advocacy to prevent child marriages through the Peksos (Social Worker) Goes to School program. 2. Coordinating with regional governments (provincial and regency/city) to prevent child marriage. 3. Increasing the quality and quantity of professional social workers and social welfare workers. 4. Increasing the role and knowledge of the community in efforts to prevent child marriage. 5. Providing shelters for children who are victims of child marriages. 6. Providing assistance, rehabilitation and social reintegration for children who are victims of child marriages. 7. Providing reinforcement to social workers (PKH and others) who provide training to the poor on issues of reproductive health, the dangers of child marriage, and children's rights. 8. Providing assistance for children who submit marriage dispensation processes. 9. Providing complaints channels for child marriages through TePSA (Child Social Service Telephone Line). 10. Following up on reports related to child marriage.

Relevant Stakeholders	Duties and Responsibilities
Ministry of Internal Affairs	<ol style="list-style-type: none"> 1. Encouraging provincial and regency/city regional governments in accordance with their respective authority to: <ol style="list-style-type: none"> a. Establishing and developing social welfare institutions that focus on preventing child marriage. b. Developing policies according to the scope of their respective authority, especially and not limited to the field of population administration and civil registration. The aim is to prevent age manipulation of children which results in children becoming victims of child marriage, and to ensure that all children, especially the most vulnerable ones, can access the services they need. c. Strengthening social organizations to play an active role in preventing child marriage. d. Activating the task force on preventing child marriage at the provincial level. e. Coordinating and supervising all efforts to prevent child marriages for reporting purposes. 2. Reinforcing the ownership of birth certificates and/or Child Identity Cards (legal identity documents) to prevent manipulation of children age. 3. Improving compliance with the recording of marital status at the community level through: <ol style="list-style-type: none"> a. Data collecting of marital information that has not been registered in the Family Card column through the Absolute Liability Letter (SPTJM / SUPERTAJAM). b. Strengthening the capacity of civil registration officers in conducting socialization of marriage registration at the community level. 4. Strengthening the Prosperous Family Development Program (PKK) in overseeing the implementation of STRANAS PPA at the village level.
Ministry of Communication and Information Technology	<ol style="list-style-type: none"> 1. Organizing the dissemination of public information and increasing the role of the mass media to prevent child marriage. 2. Organizing communication and information technology literacy to prevent child marriage. 3. Be a national campaign coordinator for child marriage prevention. 4. Disseminating latest information on the dangers of child marriage and the marriage ideals through the official channel of the Indonesian government and other media for the 3T regions (Frontier, Outermost, and Disadvantaged Regions).
Statistics Indonesia (BPS)	<ol style="list-style-type: none"> 1. Providing accurate and periodic child marriage data. 2. Conducting analysis of norms and values related to child marriage (Child Marriage Acceptance Index). 3. Encouraging the use of data for policy making to every ministry/institution related to the prevention of child marriage.
Supreme Court	<ol style="list-style-type: none"> 1. Stipulating Supreme Court Regulation (PERMA) on marriage dispensation oriented to child protection. 2. Ensuring judges can implement the PERMA effectively. 3. Socializing the Supreme Court Circular (SEMA) for justice processes that provide protection for children. 4. Overseeing and monitoring PERMA's implementation on the marriage dispensations on a regular basis.

Relevant Stakeholders	Duties and Responsibilities
National Child Protection Commission (KPAI)	<ol style="list-style-type: none"> 1. Carrying out the function of monitoring and supervision on cases of child marriage. 2. Providing case assistance for child marriages victims. 3. Encouraging the promotion of prevention of child marriage at the national level.
National Commission on Violence against Women	<ol style="list-style-type: none"> 1. Running the function of monitoring and supervision of cases of child marriage, especially related to cases of domestic violence. 2. Encouraging the promotion of prevention of child marriage at the national level. 3. Providing case assistance for children who are victims of child marriages. 4. Mapping a referral system for the protection of girls who have experienced cases of unintended pregnancy.
Regency Government	<ol style="list-style-type: none"> 1. Committing to preventing child marriage by allocating local budgets in the RPJMD. 2. Providing rules for preventing child marriages and outlining the roles and responsibilities of parents in protecting children which are translated into Decrees, Circulars, and MoUs. 3. Ensuring adequate institutions and services to prevent child marriage (PUSPAGA, Children's Forum, KPAD, Saber Drop Out team, PIK-R, and PKPR). 4. Providing a referral system at the community level to prevent child marriage. 5. Providing integrated guidance services for brides and grooms.
Village Government	<ol style="list-style-type: none"> 1. Socializing the 2019 Ministry of Villages, Development of Disadvantaged Areas, and Transmigration Regulation (Permendesa) on the priority of Village Fund allocations related to the prevention of child marriage, learning of family idealism, and family coaching to village officials and CSOs. 2. Ensuring the planning process in village meetings and village development planning meetings involving youth and child groups. 3. Conducting regular socialization on child marriages through the Village Fund for parents and teenagers. 4. Providing village regulations that prevent child marriages and outline the roles and responsibilities of parents in protecting children. 5. Activating Children's Forum at village level. 6. Activating the Children's Creativity Space at the village level. 7. Providing reinforcement to youth to be involved in the policy making process at the village level. 8. Activating sexual and reproductive health counseling programs for parents and adolescents. 9. Strengthening the role of family planning facilitators, village facilitators, KUA instructors, and Children's Forums in promoting STRANAS PPA.
University/ Academia	<ol style="list-style-type: none"> 1. Conducting contextual studies related to risk factors, driving factors, and supporting factors for child marriage at the local level. 2. Advocating studies related to child marriage to governments at various levels. 3. Providing inputs/recommendations to prevent child marriage based on the results of strategic and contextual studies.

CHAPTER 5 RECOMMENDATIONS

Relevant Stakeholders	Duties and Responsibilities
Civil Society Organizations (CSOs)	<ol style="list-style-type: none"> 1. Conducting advocacy and outreach regarding marriage age in accordance with Law No. 16 of 2019 concerning Marriage to all community institutions and citizens. 2. Carrying out massive campaigns to prevent child marriage. 3. Providing assistance to child marriage victims or children who apply for marriage dispensation. 4. Advocating for the use of Village Funds to prevent child marriages. 5. Ensuring good practices at the grassroots level become the inputs for policy making related to the prevention of child marriage. 6. Monitoring and supervising efforts related to the prevention of child marriages. 7. Strengthening the capacity of adolescents in policy making and in disseminating comprehensive reproductive health information. 8. Coordinating with all stakeholders regarding the prevention of child marriages at the central, provincial, regency, district, to village levels.
Business world	<ol style="list-style-type: none"> 1. Participating in child marriage prevention and modern marriage ideals campaigns. 2. Increasing the financial management capacity of brides and grooms as part of the Indonesian family resilience program. 3. Promoting the production of entertainment, advertising and film content in line with efforts to prevent child marriage.

APPENDIX C

Monitoring, Supervision and Evaluation Framework of STRANAS PPA

Stages	Indicators	Verification Tools	Target		
			Baseline	2024	2030
Long Term	Prevalence of Child Marriage (for girls and boys)	SUSENAS	11.2% (2018)	8.74%	6.94%
	Human Development Index	IPM/BPS	71.39 (2018)	75.35	NA
	Child Welfare Composite Index (IKKA)	Various sources (SUSENAS, Census, National Labor Force Survey/Sakernas, Supas, and SDKI)	67.9 (2017)	81.46	NA
	Child Marriage Acceptance Index	Susenas	Will be applied in 2020	0	0
	Total Fertility Rate (TFR)	Supas	2.28 (2015)	2,1	NA
	Age Specific Fertility Rate for adolescents aged 15-19 years (ASFR 15-19 years)	SDKI	36 per 1,000 girls (2017)	18 per 1,000 girls	9 per 1,000 girls
	Percentage of adolescent girls aged 15-19 years who are mothers and/or are pregnant with their first child.	SDKI	7% (2017)	4%	2.00%
	Median Age of First Female Marriage	SDKI	21.8 (2017)	22.1	NA
	Median Age of First Male Marriage	SDKI	24.6 (2017)		NA
	Youth Development Index	IPP/BPS	51.50 (2018)	57.67	
	The perception of the ideal age of marriage for women and men	SDKI	NA	NA	NA

CHAPTER 5 RECOMMENDATIONS

Stages	Indicators	Verification Tools	Target		
			Baseline	2024	2030
Long Term	Percentage of families who have an understanding and awareness of the function of a new family	SKAP	38% (2018)	NA	NA
Medium Term	The attitude of adults, community leaders, and religious leaders who strictly prohibits child marriage	Child Marriage Acceptance Index	NA	NA	NA
	The number of prospective brides and grooms getting counseling services at KUA	Data KUA	NA	NA	NA
	Unintended pregnancy rates	SUPAS	7.1% (2015)	NA	NA
	Percentage of adolescent girls aged 15-19 years who are mothers and/or are pregnant with their first child	SDKI	9.10%	9%	NA
	Adolescent Reproductive Health Knowledge Index (national average rate)	SRPJMN	52.4 (2017)	65.1	NA
Short Term	Professional counseling services for teenagers and families	NA	NA	NA	NA
	Teenagers who access PIK-R	SRPJMN	NA	NA	NA
	Referral system for the prevention and handling of child marriage	NA	NA	NA	NA
	A comprehensive referral system for handling child marriages	NA	NA	NA	NA

Stages	Indicators	Verification Tools	Target		
			Baseline	2024	2030
	Socialization of a comprehensive referral system at various levels for the prevention of child marriage	NA	NA	NA	NA
	Socialization of a comprehensive referral system at various levels for children who are already married	NA	NA	NA	NA

APPENDIX D

Indicator Framework per Strategy

STRATEGY	INDICATIVE INDICATORS
1. Optimizing children's capacity	<ol style="list-style-type: none"> 1. Perception of ideal age for marriage according to girls and boys (once in the 2012 SDKI, it is proposed to be included again tin he SDKI 2022). 2. Level of child participation in policy making (KLA indicator). 3. Child participation rates in child marriage prevention campaigns (KLA indicator).
2. An environment enabling the prevention of child marriage	<ol style="list-style-type: none"> 1. Child Marriage Acceptance Index (proposal for 2020 SUSENAS). 2. Perception of the ideal age for marriage according to adults (proposal, already contained in the SDKI but the age range is 15-24 years).
3. Accessibility and Service Expansion	<ol style="list-style-type: none"> 1. Gross Enrollment Rate (GER) for Junior High School (SMP)/Islamic Junior High School (MTs)/equivalent. 2. GER for Senior High School (SMA)/ Vocational High School (SMK)/ Islamic Senior High School (MA)/equivalent. 3. The Mean Years of Schooling for population aged 15 years and above. 4. Dropout rate (with reasons for marriage). 5. Number of professional counseling service providers for adolescents related to child marriage prevention
4. Strengthening Regulations and Institutions	<ol style="list-style-type: none"> 1. The number of regional governments that make regulations on child marriage prevention (does not mean new regulations, but for harmonization) (Data source: Kemendagri, Kemendesa, and KLA indicators. Proposed by KPPPA as coordinator of this indicator). 2. Judge ruling data related to marriage dispensation. 3. The number of KUA Pusaka Sakinah. 4. The number of villages that have Village Regulation which includes prevention of child marriage as an indicator of village development (proposed).
5. Strengthening Stakeholder Coordination	<ol style="list-style-type: none"> 1. Number of coordinating forums that integrate prevention of child marriage at various levels of government. 2. Number of activities related to child marriage prevention reported in regional task forces and forums. 3. Tiered annual reporting. 4. Number of studies related to child marriage (proposed). 5. Documentation of good practices related to efforts to prevent child marriage.

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8. The absolute numbers are obtained by multiplying the prevalence of child marriage with the projected population of the 2015 SUPAS results. For further review see UNICEF and Statistics Indonesia reports, "Pencegahan Perkawinan Anak: Percepatan yang tidak bisa ditunda", 2019 (accessed on December 14, 2019).
9. The absolute number of child marriages in Indonesia in total is 1,220,900. This number is based on the multiplication of child marriage prevalence with the projected population of the 2015 SUPAS results. While for child marriage rates in Java are calculated by adding up the absolute numbers of the three highest provinces in Java.
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19. This argument is often expressed by activists and actors who provide direct services to parents and adolescents, for example the Ministry of Social Affairs, the BKKBN, the Ministry of Health, and *Komnas Perempuan*.
20. This was revealed in the FGD by teenagers in the formulation of the National Strategy on the Prevention of Child Marriage on July 12, 2019.
21. U-Report is a poll conducted by UNICEF in 2019. Around 3,252 teenagers participated in this survey. The complete STRANAS U-Report survey report can be downloaded at <https://indonesia.ureport.in/poll/3597/>
22. *Ibid.*
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25. The GenRe Program is a program developed to prepare family life for adolescents through an understanding of Marriage Age Maturity. Adolescents are expected to be able to carry out education, career, and married with full planning according to the reproductive health cycle. Accessed on December 30, 2019 on the webpage <http://www.genreindonesia.com/duta-genre-indonesia/>
26. Based on the results of the FGD with ministries and institutions on July 4, 2019.
27. In Islam, marriage is a solid agreement (*mitsaqan ghalidza*) between a man and woman (QS 4:21). Therefore, marriage requires that both have maturity, both physically, psychologically, economically, and socially. However, reality in society, child marriage is often done with religious justification, namely: 1) Hadith of the Prophet Muhammad who married Aisha at the age of the child; 2) To avoid adultery (*khaufu az-zina*); and 3) The concept of *wali mujbir*. Yet the fact is, the hadith regarding the marriage of the Prophet to Aisha at the age of the child, in terms of narrators of the hadith (*sanad*), the substance of the hadith (*matan*), as well as socio-historical aspects of the science of hadith, its status is weak (*daiif*), so it cannot be used as a basis in determining the law Islam. Likewise in Christianity. The PGI Women's and Children's Bureau (in a FGD with religious leaders for the formulation of the National Marriage Prevention Strategy) stated that in every marriage requires a holy matrimony from each church after obtaining approval from the regional assembly. The Bible does not mention the age limit for marriage, but the PGI does not give approval to children who have not yet reached the age of 18. Other religions such as Christianity, Protestantism, Hinduism, Buddhism, Confucianism, other beliefs, also refer to the sacred book in authorizing marriages.
28. FGD with ministries and institutions held on July 4, 2019.
29. This number is based on the multiplication of child age marriage prevalence with the projected population of the 2015 SUPAS results.
30. The analysis was first carried out with a discussion with the consultant team, then discussed with BAPPENAS on July 1, 2019. Some notes from the results of the meeting were that the stakeholder analysis was temporary and could change along with the discussion and the ongoing formulation process.
31. The proposal was submitted in group 3 discussion at the Public Test conducted on 18 December 2019. Note.
32. Several meetings with youth groups and relevant stakeholders also often proposed the engagement of social media influencers for child marriage prevention campaigns. The December 18 2019 Public Test meeting in Group 1 mentioned the importance of influencers' involvement in strengthening children's capacity.

**Let's Stop
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