

Bureaucratic Structure In Implementing Child Marriage Prevention Policy Through Population Alert School Program (SSK) In Bondowoso Regency

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Abstract. This research explains the implementation of Population Alert School (SSK) program in Bondowoso Regency to prevent child marriage. Population Alert School Program (SSK) aims to prevent child marriage among students at school. As a superior program in Bondowoso Regency, in 2023 five Population Alert Schools (SSK) received plenary honors at the national level. This research aims to describe the implementation of Population Alert School (SSK) program which involves several related agencies. George Edward III's policy implementation approach mainly emphasized aspects of bureaucratic structure. The research method used is descriptive qualitative. Data sources are primary and secondary data with data collection techniques, namely observation, interviews, and documentation. The research results show that the bureaucratic structure in Bondowoso Regency supports increasing the quantity and quality of Population Alert Schools (SSK) in Bondowoso Regency.

1. Introduction

Child marriage is still a crucial problem at the global and national levels. This is demonstrated by several efforts to reduce the number of child marriages carried out by countries in the world and Indonesia in particular. In 2016, the United Nations Children's Fund (UNICEF) together with the United Nations Population Fund (UNFPA) launched the Global Program to End Child Marriage (UNICEF, 2023). In Indonesia, the government is also trying to prevent child marriage through the National Strategy for Preventing Child Marriage [2].

Children are an important asset for the sustainability of a nation and state. Where the child will later hold the leadership relay in the future. It is important to prepare children for a better future. All of this can only be realized if children have all their rights fulfilled, which include the rights to survival, protection, growth, and development, and participation [3]. Child marriage is a violation of the law, especially against applicable laws and is a human rights violation that can take away the rights of children [4]. Fulfilling children's rights is the key to preventing child marriage [5].

A child because of his age is still considered not ready for marriage. The unpreparedness in question covers physical conditions, especially reproductive organs, and mental or psychological conditions. Child marriage has a negative impact on health and psychology (Nasrulloh, 2022; Sari et al., 2020; Ngai et al., 2023). Apart from the psychological impact, another negative impact of child marriage is social [9]. The final negative impact of child marriage is on economic conditions [10]. Child marriage is a condition where a marriage occurs, either officially or unofficially, involving one or both children under 18 years of age [1].

Girls are more at risk of the negative impacts of child marriage. In Indonesia, where children and women are still considered vulnerable groups. Girls who marry before the age of 18 are more likely to experience domestic violence and less likely to stay in school [1]. Utilizing the education system is one suggestion for overcoming the problem of child marriage [8]. It is also important to involve parents in sex education at school, so that there is a close understanding between family and school to prevent child marriage [11].

Preventing child marriage is not enough to make rules. Government policies related to regulations are not simply followed by the public. Law Number 16 (2016) concerning Amendments to Law Number

1 (1974) concerning Marriage regulates that a person, both male and female, can enter into a marriage if they are 19 years. There are still many children who marry before the age of 19, although of course they have to get a marriage dispensation from the Religious Court. Therefore, various other approaches are needed, apart from just referring to the rules, to prevent child marriage.

In order for the policy to prevent child marriage to be successful, regional government participation is needed as the spearhead of the central government. The Bondowoso Regency Government, in its efforts to reduce the number of child marriages, has implemented various strategic steps, such as following up on national policies set by the central government and local policies with various program innovations. The Bondowoso Regency Government also issued Bondowoso Regent Regulation Number 153 (2021) concerning Prevention of Child Marriage in the Context of Increasing the Marriage Age. Various strategies to prevent child marriage in Bondowoso Regency, namely through Children's Forums from district to village level, entering into cooperation agreements with the Religious Courts as a condition for applying for marriage dispensation, and establishing Population Alert Schools [12]

Child marriage prevention programs that focus on students are urgently needed. A student needs to be given understanding and guidance so that he does not make the wrong decision. Population Alert School (SSK) is a government policy to address various population problems, one of which is the problem of child marriage among students. Child marriage among students will impact increasing school dropout rates (Sari et al., 2023). The education that is a child's right can no longer be obtained. Therefore, preventing child marriage among students also reduces school dropout rates and ensures the fulfillment of children's educational rights.

Establishing a Population Alert School (SSK) should not be difficult for schools, because it is not something new and is completely separate from teaching and learning activities. In the process, Population Alert School (SSK) is implemented by integrating material regarding population with lessons [14]. Head of the Bondowoso Regency Social Service for Women's Empowerment, Child Protection and Family Planning (Dinsos P3AKB) Anisatul Hamidah stated that integrating population material with lessons is not difficult, it only requires creativity from the teacher concerned.

Child marriage is closely related to the culture or traditions that exist in the area. One of the reasons why children marry among students is because they are already engaged. In Bondowoso Regency, if a child is engaged, it is culturally normal for them to often be with or even stay overnight at their fiancé's house, making them prone to unwanted pregnancies. Through Population Alert School (SSK), the school registers data on students who are engaged for more intensive assistance, as well as provides an understanding of the negative impacts of child marriage.

It is not easy to convince the principal to form a Population Alert School at his school. The initial conditions in which Population Alert Schools (SSK) would be formed and socialized to school principals were carried out, many school principals refused, because they thought it would further increase the workload of schools and teachers. However, Anisatul Hamidah told school principals that everything in the guidelines does not have to be fulfilled at once, but rather that this can be done in stages. That is the key to Bondowoso Regency being able to form many Population Alert Schools (SSK).

Along the way, Population Alert School (SSK) in Bondowoso Regency is increasingly showing its development. A number of achievements have been achieved, from regional to national level. In 2023, the Bondowoso Regency Government, through the Social Service for Women's Empowerment, Child Protection and Family Planning, has established 100 Population Alert Schools (SSK). Of this number, five Population Alert Schools (SSK) succeeded in receiving national plenary honors. The five SSKs include SMP Negeri 1 Tamanan, MTs AT-Taqwa, MTs Negeri 2 Bondowoso, MAN Bondowoso and SMP Negeri 1 Pujer. Head of the Social Service for Women's Empowerment, Child Protection and Family Planning, Anisatul Hamidah, stated that this title indicates that the school ensures that students do not marry at a young age.

Public policy is a government action intended to overcome public problems (Anderson, 2015). The stages of public policy according to William N Dunn include agenda setting, formulation, adoption, implementation and policy evaluation.

Public policy is intended to solve public problems. Public problems in public administration refer to various issues or problems that occur in society and require attention and handling from the government or public institutions. According to Shafritz et al., (2011) in the book "Introducing Public Administration," a public problem is a condition or situation that is considered undesirable by most

members of society and requires government action to overcome it. Public problems can cover various fields, such as economic, social, environmental, health, education, and others.

Child marriage is a public problem because it is unwanted by most members of society. The impacts resulting from child marriage include education, economics, health and so on. Several conditions lead to child marriage, such as the child's lack of understanding of the negative impacts of child marriage. This is what must be the focus of attention of the government and society.

In principle, policy implementation is a method or step in achieving a desire or goal to be achieved Mazmanian and Sabatier (Mansur, 2021). Policy implementation is a stage of the policy process after the enactment of a law, where various actors, organizations and procedures work together to implement policies to achieve a goal or program that has been determined by the government. (Syahrudin, 2018 : 4).

According to George C. Edward III (Widodo, 2021: 96-107) Policy implementation can be influenced by four factors, including the following: First, communication is a determinant of the success of achieving the goals of policy implementation. Policy communication has several dimensions, including the dimensions of transmission, clarity and consistency. Second, resources are an influential factor in implementing policies. Resources in policy implementation contain a number of elements, namely, staff, facilities, budget resources (funding sources), and authority. Third, the disposition or attitude of the implementer, of which there are three forms of attitude of the implementer towards the policy, namely the attitude of the implementer, instructions/directions for the implementer to respond to the program towards acceptance or rejection, and the intensity of the response. Fourth, the bureaucratic structure contains three elements, namely Standard Operating Procedures (SOP), fragmentation, and coordination.

Researchers focus on aspects of bureaucratic structure in the implementation of Population Alert School (SSK) program in Bondowoso Regency, because its implementation involves several government agencies, starting from the Social Service for Women's Empowerment, Child Protection and Family Planning (Dinsos P3AKB), the Bondowoso Regency Education Office, the Ministry Office Bondowoso Regency Religion and Schools which are under the auspices of these two agencies.

2. Methods

This research uses a qualitative method with a descriptive approach. The research location is Bondowoso Regency. Data collection techniques using interviews, observation and documentation. Interviews were conducted with informants at the Social Service for Women's Empowerment, Child Protection and Family Planning and schools that form Population Alert Schools (SSK). Data analysis uses the Miles, Huberman and Saldana interactive model, which includes data condensation, data presentation, verification and drawing conclusions (Miles et al., 2014).

3. Results and Discussion

Bureaucratic Structure

In George C. Edward III's policy implementation model, the bureaucratic structure is one of the four critical factors that influence the success of policy implementation. Bureaucratic structure refers to the characteristics, norms, and patterns of relationships that occur repeatedly in executive bodies that have both potential and real relationships with what they have in implementing policies. (Edward III, 1980). There are several indicators used to measure bureaucratic structure, including (1) Standard Operating Procedures, (2) Fragmentation or distribution of responsibilities, and (3) Coordination. The better the bureaucratic structure in implementing policies, the greater the possibility of success in implementing the policy. Conversely, the worse the bureaucratic structure, the smaller the possibility of successful policy implementation.

Improving the quality of Population Alert Schools (SSK) to become plenary will depend greatly on the commitment of Population Alert School (SSK) managers, namely the Regional Apparatus Organization for Population Control and Family Planning (OPD KB), the Department of Education and the Ministry of Religion in the regions and schools as implementers. in utilizing existing resources to carry out Population Alert School (SSK) activities. The most basic thing is the existence of policies from the Department of Education and the Ministry of Religion as well as school principals, as the basis for implementing Population Alert Schools (SSK).

School principals and teachers have a very vital role in implementing Population Alert Schools (SSK). Therefore, of all stages in the development of Population Alert Schools (SSK), increasing teacher competence regarding population issues and integrating population material into subjects is important to prioritize. Next is population literacy support for students both offline and online, as well as how to publish population education through existing media channels.

Standard Operating Procedures (SOP)

Establishing a Population Alert School (SSK) should not be that difficult. This is because it only requires commitment from the principal as the decision maker at the school concerned. However, as a decision maker, a school principal will certainly consider the condition of the school he leads, both in terms of human resources, available facilities and other aspects. As a program of the National Population and Family Planning Agency (BKKBN), the success of establishing a Population Alert School (SSK) is largely determined by Provincial BKKBN Representatives and Regional Apparatus Organizations for Population Control and Family Planning (OPD KB).

There are no Standard Operating Procedures (SOP) in Bondowoso Regency regarding the establishment of Population Alert Schools (SSK). Schools that have established Population Alert Schools (SSK) then submit applications for a Decree to the Bondowoso Regency Social Service for Women's Empowerment, Child Protection and Family Planning (Dinsos P3AKB). Schools that are appropriate and deemed to meet the provisions then receive a Decree regarding the establishment of a Population Alert School (SSK).

Fragmentation

Fragmentation is the distribution of responsibility for a policy area among several organizational units. The distribution of responsibilities in implementing the program to establish Population Alert Schools (SSK) as Street-Level Bureaucrats is the Family Planning Field Assistant (PLKB). The Family Planning Field Assistant (PLKB) who has received direction from the Bondowoso Regency Social Service for Women's Empowerment, Child Protection and Family Planning (Dinsos P3AKB) is then responsible for establishing a Population Alert School (SSK) in their work area. Anisatul Hamidah said that initially she requested that PLKB form at least two SSKs in each sub-district. After Population Alert School (SSK) was successfully established by the school, the school then carried out various adjustments, such as integrating population material into lesson material, integrating it into extra-curricular activities, creating a population corner, and so on.

The Social Service for Women's Empowerment, Child Protection and Family Planning (Dinsos P3AKB) continues to assist Population Alert School (SSK) that has been established. This assistance takes the form of visiting schools and providing direct direction, both to teachers and students, to improve the quality of Population Alert Schools (SSK) in the schools concerned.

Coordination

Coordination carried out by the Bondowoso Regency Social Service for Women's Empowerment, Child Protection and Family Planning (Dinsos P3AKB) with the Bondowoso Regency Education Service and the Bondowoso Regency Ministry of Religion Office. This coordination was carried out because the school that was the target of establishing Population Alert School (SSK) was under these two agencies. After that, then coordinate with the school principal, namely by conducting outreach. The principal was invited by the P3AKB Social Service to explain Population Alert Schools (SSK).

After conducting outreach to school principals, the P3AKB Social Service assigned Family Planning Field Assistants (PLKB) at the sub-district level to oversee the establishment of Population Alert Schools (SSK) in their areas. Not only overseeing its formation, but also continuing to supervise it after the establishment of Population Alert School (SSK).

Tabel 1. Bureaucratic structure in implementing the SSK program

No	Bureaucratic Structure	Description
1	Standard Operating Procedures	There are no Standard Operating Procedures (SOP) in Bondowoso Regency regarding the establishment of SSK. The establishment of SSK is based on the creative efforts of the Dinsos P3AKB.
2	Fragmentation	<ul style="list-style-type: none"> • Dinsos P3AKB has the authority to decide to form SSK • PLKB accompanies the establishment of SSK according to its work area • The principal has the authority to form SSK in his school
3	Coordination	Coordination is carried out between parties, such as socialization, direct assistance, and outreach to schools and students

Source: data analysis by researchers

4. Conclusions

Population Alert Schools (SSK) as one of the efforts to prevent child marriage in Bondowoso Regency have begun to be intensified in recent times, especially since 2020. In fact, in 2023, there will already be five Population Alert Schools (SSK) with national plenary status out of a total of 100 Population Alert School (SSK) which was successfully established in Bondowoso Regency.

Implementation of Population Alert School (SSK) program, especially in bureaucratic structures, includes Standard Operating Procedures (SOP), Fragmentation and coordination. First, Standard Operating Procedures (SOP) where there is no clear SOP related to the establishment of a Population Alert School (SSK) in Bondowoso Regency. Second, fragmentation where the Social Service for Women's Empowerment, Child Protection and Family Planning (Dinsos P3AKB) gives the task to Family Planning Field Assistants (PLKB) to form Population Alert Schools (SSK) in their work areas. Third, coordination is carried out directly, namely inviting school principals to provide direction and efforts to improve the quality of Population Alert School (SSK) that has been formed.

In general, the bureaucratic structure in Bondowoso Regency supports the formation and assistance of Population Alert Schools (SSK). So it succeeded in increasing the quantity and quality of Population Alert Schools (SSK) in Bondowoso Regency.

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