

## **THE ROLE OF LOCAL OF LOCAL GOVERNMENT ON THE PREVENTION OF EARLY MARRIAGE IN SIDENRENG RAPPANG REGENCY SOUTH SULAWESI PROVINCE**

**(Case Study at the Office of Community, Village, Women Empowerment and Child Protection)**

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### **ABSTRACT**

*Early marriage is a social issue that currently occurred in the society which if ignored can threaten the rights of the children that should they get as citizens of Indonesia. This research is based on a high number of early marriage cases in Sidenreng Rappang Regency which has increased from the previous year. The purpose of this research is to find out; 1) The role of the local government through the Kantor Dinas Pemberdayaan Perempuan Desa dan Perlindungan Anak in preventing early marriage in Sidenreng Rappang Regency; 2) Obstacles faced in the prevention of early marriage; and 3) Prevention efforts carried out by Kantor Dinas Pemberdayaan Perempuan Desa dan Perlindungan Anak di Sidenreng Rappang Regency. This research uses descriptive qualitative methods with an inductive approach to describe the actual situation based on facts obtained in the field. Data collection techniques were carried out by interview, observation, and documentation which were then tested using data triangulation. The result of this research shows that the prevention of early marriage there was pursued by facilitation of an integrated service center namely P2TP2A and PUSPAGA as service provider institution for the community related to the issue of children's and women's right related to the issue of children and women's right protection who were still unable to suppress the occurrence of early marriage in the community. This is caused by internal and external obstacles of local government namely budget limitation, lack of supervision at the level of urban village and village, family support, community culture, economic limitation, social environment, and social media. The effort had been made to overcome the obstacles to preventing early marriage namely by coordinating with the head of the OPD office, The Department of Religion, NGO, and community leaders to formulate policies to prevent early marriage and conduct socialization and counseling for the people of Sidenreng Rappang Regency.*

**Key words;** *The Role of Local Government, Dinas Pemberdayaan Perempuan Desa dan Perlindungan Anak in Sidenreng Rappang Regency, Prevention, Early Marriage*

### **INTRODUCTION**

The child is inseparable part of human viability and the sustainability of a nation and state. A developmental process exists because a human has obligations in carrying out their generation. Marriage is the main gate in obtaining legal generation and in accordance with expectations. In essence marriage is the need of every individual to legally obtain the generation. However, to carry out a marriage of course has clear rules both governed in religious law and state law. The rule is intended by control some population problems that can be caused by marriage. The government has power over its people in accordance with the regulatory function, namely to formulate and implement policies (laws and regulations) to create order in

society. In this case, the government has a role to realize the shared goals and ideals as stated in the preamble of the 1945 Constitution the fourth paragraph which to protect all the Indonesian people, and to advance public welfare, educate the nation's life and participate in carrying out world order.

The Unitary State of the Republic of Indonesia is obliged to provide protection while guaranteeing security for its citizens to provide a conducive society free from all forms of protection. The Indonesian government guarantees a sense of security for citizens, for girls and children, because basically they need protection from various discriminatory actions and actions that lead to disputes, harassment and

rights which are intended to be approved and binding in the form of regulations.

In Law Number 35 of 2014 Juncto Law Number 23 of 2002 on Child Protection, including the rights and obligations of children and the implementation of child protection. Article 20 states that the state, the government, local government, community, family and parents or guardians are obliged and responsible for the implementation of child protection.

Every child has the same opportunity to earn a proper treatment affection, and also the opportunity to obtain education and develop abilities according to their potential. This is in line with the government's goal, which to improve the Human Development Index (HDI). With so many early marriages will affect their education, which in the end for the child does not have enough experience, knowledge, and skills to get a job.

Sidenreng Rappang Regency is one of the regency in South Sulawesi Province, with a population of 2017 is 296.125 inhabitants. The rate of population growth that is not relevant with the availability of jobs, and the low level of the community education are the main reasons for the increased of early marriage.

The Regent of Sidenreng Rappang, Dollah Mando, in the Declaration of Stop Child Marriage activities in Sidenreng Rappang Regency mentioned that Sidenreng Rappang Regency was an emergency child marriage considering the number of child marriages as of November 2018 reaching 89 cases increased by 34% compared to 2017 which was only 66 cases (quoted from makassar.tribunnews.com, on October 31<sup>st</sup>, 2019).

Based on the data taken from Center of Statistic Bureau in 2017, stated from 66 cases of early marriage, the ratio of the percentage of girls who are married and divorced in 15 years old and under is still higher to 16 and 17 years old. This indicates that practice of early marriage tends to occur at school-age girls who are still studying and/or have completed secondary school level.

Problem identification found in the research are; *firstly*, there are 5.37% residents are poor among 289.787 people in Sidenreng

Rappang Regency in 2017 (Center of Statistical Bureau, 2017). Marriage is one of the solutions to exit from poverty. Parents think to marry their daughter can release their burden. The people are mostly farmers, that tend to prioritize the daily needs. If parents marry off their daughter, so the burden to fulfilled their children's needs will be lessened. Therefore, they consider that their daughter will get better lives with her husband.

*Secondly*, level of education background influences why early marriage is still high there. People with low welfare levels tend to prefer to prioritize the fulfillment of their daily needs rather than incurring additional cost to send their children to school. This resulted in some children dropping out of school and having to work to help their parents in fulfilling the family's livelihood. Achievement of the average length of school experienced a significant increase in efforts to raise the level of Human Development Index in Sidenreng Rappang Regency. The increase in the average length of schooling is relatively very slow, given the average achievement of the length of school in Sidenreng Rappang Regency in 2017 of 7.89 years is still below the achievement of the South Sulawesi Province of 8.00 years. The comparison of the average length of schooling and the literacy rate of the people who mostly earn a living as farmers in 2017 only reached 94.0%. Several factors were identified that affect the average length of schooling, namely the availability of school facilities in remote areas, the mindset of the community to continue their education is still relatively low, this is proven by the existence of school-age people choosing to look for work rather than continuing education and early marriage practice of students, especially at the level middle and high school education (Regional Medium-Term Development Plan or RPJMD of Sidenreng Rappang Agency in 2018-2023).

*Thirdly*, the rate of population growth is not proportional to the availability of jobs. In 2013-2017 the ratio of working population decreased by 0,51%. While population growth increased annually by 1.07% per year from 2013-2017. Based on the data from the RPJMD of Sidenreng Rappang Regency in 2018-2023,

the ratio of employed population measured from the ration of working population to the number of labor force residents in Sidenreng Rappang Regency shows a declining trend. In 2013, the ratio of working population reached 94.90% and in 2017 decreased to 94.39%. The ratio of the population working there in the last five years indicates the increasingly narrow employment opportunities available in this area to provide decent livelihood for the residents themselves.

*Forthly*, the high number of marriage dispensation submissions in the Sidenreng Rappang Regency Religious Court, which has increased from 2018 by 89 cases to October 2019 by 128 cases. This case is caused by uncontrollable parents' supervision. The children between 15-17 years old are easily influenced by environment or peer group. Data taken from Sidenreng Rappang Religious Court (2019) showed that there were 89 cases number of marriage Dispensation Cases in 2018 and getting more, it becomes 128 cases in 2019. Moreover, the interview data said that every submission of a marriage dispensation application processed in the Religious Court has been granted and it is a final decision.

This study is limited to how the role of local government in this case is the Office of Coomunity, Village, Women Empowerment and Child Protection (Dinas Pemberdayaan Masyarakat Desa dan Perlindungan Anak or DPMDPA) on the Prevention of Early Marriage in Sidenreng Rappang Regency South Sulawesi Province and also the obstacles faced and how to overcome those obstacles to prevent early marriage.

### **Problem Formulation**

Research problems are 1) How is the role of the Office of Community, Village, Women Empowerment and Child Protection (DPMDPPA) in the prevention of early marriage in Sidenreng Rappang regency? 2) What are the obstacles in the prevention of early marriage by DPMDPPA in Sidenreng Rappang Regency? 3) What are the efforts to overcome obstacles in preventing early marriage by DPMDPPA in Sidenreng Rappang Regency?

### **Literature Review**

The theoretical review is used as a framework to explain the social phenomena under study. It is useful for researches as the guideline in the problem under study.

#### **The Concept of Government**

Government is derived from the verb "to govern" that means to control, organize, decide, manage, define, implement and directing public affairs. Then, definition proposed by Strong in Suradinata (2016:6) explains that government to the community. According to Van Poelje in Labolo (2008:21), there are two main levels in government, namely how to solve a problem that is governed and how the problem of people who govern. The problem that is governed and solved establish a specialized agency, while the problem of people who govern are carried out by good leadership rotation.

The intention is to carry out governance well, the government must regulate the division of affairs and authority. One of the governance must regulate the division of affairs and authority. One of the governance techniques applied in Indonesia after the 1998 New Order was decentralization. Decentralization is the transfer of government affairs by the Central Government to autonomous regions based on the principle of autonomy. Consideration of the vastness of Indonesia's territory makes the central government give its authority to local government.

Meanwhile, Hossein in Muluk (2007:9) mentions that decentralization includes two main elements, namely the formation of an autonomous region and the transfer of government affairs to the autonomous region.

Furthermore, Conyers in Muluk (2007:19-22) mentions in the systematic distribution of functions or authorities in the context of decentralization that needs to be considered, among others:

1. What functional activities need to be decentralized;
2. What powers need to be embedded in decentralized activities or functions;

3. Decentralization of power at a certain level that includes three levels, namely at the state level, district level or village level;
4. To whom the distribution of authority is decentralized;
5. The way of the function or authority is decentralized.

Based on the various opinions about the government described above, it is observed that a government runs well if the division of function is carried out from the central government to the local government. Decentralization with the division of authority to the regions to take care of government affairs will greatly assist the government in touching the existence of the community. Especially like the vast territory of Indonesia, with the division of functions it is expected that people's needs will be more easily reached.

The division of functions also considers whose affairs are carried out. The establishment of local agencies is an appropriate way to carry out specific government affairs. Especially for overcoming the increase of early marriage rates, it is expected that the division function of government which then becomes the authority of the local government will be able to establish local government units in serving the child protection from early marriage.

### **The Concept of Role**

Role is an action taken by a person or group of people in an event or part that someone plays in an event. Soekanto and Sultisyowati (2014:210) said that the role is a dynamic aspect of status. If someone carries out his rights and obligations according to his position, he carries out a role. According to Himawan in Irhamsyah (2017:13) provides a definition of role in an institution is a related to the duties and functions, both can't be separated in the implementation of the person or institution occupation. The duties is a set of fields of work that must be done and attached to a person or institution in accordance with the function they have. Functions means the thing that contain uses or benefits. The function of an institution or formal institution is the existence of power in the form of rights and

duties possessed by a person in his position in the organization to do something in accordance with their respective fields of duty and authority. The function of institution is arranged as a guide or direction for the organization in carrying out activities and achieving organizational goals.

Based on the definition above, it can be concluded that a role is an action carried out by a person or group of people who have a position in society. If its is related to the role of government, it can be interpreted as an activity or action taken by a government agency in carrying out government duties and functions.

Wulansari (2013:110) mentions the factors that determine how the role will be carried out, namely: 1) Norms that apply in situation of interactions, namely the norms of uniformity that apply in groups/communities in the same situation, 2) If the norm is clear, then it can be said that there is a high possibility to implement it, 3) If the individual is confronted with situations more than one prevailing norm, he will try to make compromises and modifications between these norms. Sehe added that the role as a pattern of behavior has several elements, they are: 1) The ideal role, 2) the role that is considered by oneself, 3) The role that is carried out.

The explanation above stated that the role refers to all actions or efforts taken by the government agency in women empowerment and child protection sector that is the Office of Community Village, Women Empowerment and Child Protection in carrying out the duties and functions to prevent early marriage.

### **The Concept of Early Marriage**

According to Dlori in Martyan (2016:7) states the definition of early marriage as under age marriage that bonds between men and women who do not yet have physical and mental readiness and maturity so that they are considered to be rashly.

Moreover, Sarwono stated that early marriage is a marriage before 18 years old prior to a child matures physically, physiologically and psychologically to be responsible for the

marriage and the child was born from the marriage.

It can be deduced that early marriage is a sacred bond involving relationships between men and women who legally carried out the role and responsibility as a husband and wife intending to foster the household and continuing the descents. As for marriage conducted by a man and woman who are still classified as a teen or child, it can be categorized as early marriage. It can be said as a hasty marriage because both mental and physical of the bride and the grooms are not well prepared yet and still immature mindset to assume great responsibilities as husband and wife.

### Causes of Early Marriage

Commonly, early marriage is caused by levels of education, economy, and social culture. This opinion is strengthened by UNICEF and stated that: 1) Early marriage as a strategy for economic survival. Poverty is the most factor causing early marriage. When poverty gets higher, the girls are considered to be a burdened on the family economy so they married older men and even at a very long distance of age, this a family survival strategy. 2) Protecting the girls. Early marriage is one way that parents ensure the daughters who have become truly protected wives, give birth to a child, and so on. Married a child at a young age is one way to prevent children from premarital sexual behavior.

Many cases of early marriage are caused by very high poverty, as well as an effort of parent to protect their daughter from being trapped in promiscuity.

Besides, it is known that the various driving factors that trigger early marriage in society tend to originate from the family environment and society that has been entrenched, economic factors, and a lack of understanding of the effects of early marriage.

### Impacts of Early Marriage

The existence of early marriage which is considered as a way out of various aspects. The effects of early marriage as proposed by Dariyo (2009:35) that early marriage not only harms the future of children but also impacts on the family

and social environment. Early marriage doesn't solve social problems but instead adds the chain of problems both faced by families and governments in controlling social problems.

### Preventing Early Marriage

In the case of early marriage in Indonesia, preventing early marriage legally by prohibiting marriage under 18 years old are quite difficult. In some regions in Indonesia, this effort will be hampered by customs and religious norms that legalize a marriage that occurs before someone is 18 years old. To increase the prevention of children from early marriage practices, the government in central and local levels certainly has various policies and programs to mature the limit age of marriage. The programs that carried out are an effort to protect the children from adverse lives for their future. The efforts to prevent, empower, and protect the child from being married off quickly will help to mature the limit age of marriage at least until they are graduated from high school, it is about 18 years old for girls, and even waiting until the age of 21 is better. National Population and Family Planning Agency (*Badan Kependudukan dan Keluarga Berencana Nasional* or BKKBN) has recommended the minimum age for women to marry at the age of 21 years old, and 25 years old for men, so that they are physically, psychologically, mentally, sociologically, and economically ready to establish a more prosperous family life (BKKBN, 2012).

The main objective of preventing early marriage is social control. It is in line with the efforts to prevent early marriage, where there is a program strategy by the officials or agency in division of women's empowerment and child protection, in this case the Office of Community, Village, Women Empowerment and Child Protection (DPMDPPA) in preventing the phenomenon of early marriage in Sidenreng Rappang Regency.

A Child must be cared for and treated properly in order that they can grow and mature properly, no one may commit violence or discrimination as a form of government and family protection of children rights. Because all

forms of discrimination and violations of children's right are contrary to human rights principle.

#### **Law Number 39/1999 on Human Rights**

In article 1 paragraph 5 states that a child is any human being under the age of 18 (eighteen) years and not married, including the child who is still in the womb if it is in the interest. In several articles also mentioned that children are people under the age of 18 years, but children also have rights that must be fulfilled by their parents.

The rights of the child to get protection from parents, family, community and the state in this case the government. Thus the Law of Human Rights regulates explicitly about the protection of child by paying by paying attention to child rights that must be fulfilled by the child protection providers.

#### **Law Number 35/2014 Juncto Law Number 23/2002 on Child Protection**

This law in articles 4 states that every child has the right to be able to live, grow, develop, and participate naturally under human dignity, and obtain protection from violence and discrimination. In it, also stated that children are the mandate and gift of God Almighty, which within themselves be found full human dignity inherently. Furthermore, it is said that children are buds, potency, and the generation succeeding the ideals of the nations' struggle, have a strategic role and have special characteristics and traits that guarantee the continued existence of the nation and state in the future. Therefore, for each child to be able to assume these responsibilities, they need to get the widest possible opportunity to grow and develop optimally, physically, mentally and socially, and have good character, as an effort to protect and realize child welfare by providing guarantees for the fulfillment of their rights and without discrimination.

This article stated that child protection can be carried out if the government or local government understands their duties and responsibilities toward the implementation of

child rights in accordance with those stated in the article.

#### **Law Number 23/2014 on Local Government**

This article stated that the efforts to empower women and protect the child are included in mandatory government affairs that are not related to basic services. Matters regulated in this regulation related to the fulfillment of services for child protection are further regulated in the form of legal and strict regulations.

#### **Law Number 16/2019 Juncto Law Number 1/1974 on Marriage**

This law regulates the matters related to minimum age of marriage changes from the previous regulation that minimum age limit for a woman to get married is 16 years and changed to 19 years.

The norm changes in Law Number 1/1974 on Marriage reach the age limit for marriage, the improvement of the norm reaches by raising the minimum age of marriage for women. In this case the minimum age of marriage for women is the same as the minimum age of marriage for men, which is 19 (nineteen) years. The age limit is considered to have matured body and soul to be able to carry out marriage in order to realize the purpose of marriage properly without ending in divorce and get healthy and quality generations. It is also that an increase in the age limit higher than 16 (sixteen) years for women to marry will result in lower birth rates and reduce the risk of maternal and child mortality. It also can fulfill the rights of child so as to optimize children growth and development including parental assistance and provide the child access to the highest education.

#### **Local Government Regulation of Sidenreng Rappang Regency Number 5/2011 on Child Protection**

This law contains that the child protection is intended to ensure the fulfillment of child rights which leads to the achievement of prosperity.

Government efforts in the context of child protection enforcement cannot be separated from the role of the family as responsible for the survival of a child. The family has a major role in shaping the character and personality of child and provide support for the achievement of the goals and ideals of child. Therefore, the family is obliged to protect their children and prevent early marriage.

### **METHOD**

This research used descriptive qualitative methods in order to find out social behavior and in institutions then the researcher will provide a description or describe systematically, factual and accurate related to research problem. With this method the researcher can go directly to the field by looking at the phenomena deals with early marriage in Sidenreng Rappang.

### **RESULTS AND DISCUSSION**

The concepts of roles described by Himawan in Irhamsyah (2017:13) relates to duties and functions, namely two things that can't be separated in the implementation of work by someone or institutions. These duties and functions are arranged based on the objectives to be achieved by the institution through cooperation and coordination between individuals and other institutions. In this case, DPMDPPA of Sidenreng Rappang Regency carries out its duties and functions which contain uses or benefits for the general public in accordance with their fields and authorities and is guided the Strategic Plan which is prepared as a guide in achieving organizational goals.

Referring to the role of the institution that has been described, then if it is related to the role of the government, in this case DPMDPPA Sidenreng Rappang Regency, can be interpreted as an activity or action taken by the government agency in order to carry out the duties of local government has important role in preventing early marriage that occurs in Sidenreng Rappang Regency.

#### **The Duty of DPMDPPA Sidenreng Rappang Regency in Preventing Early Marriage**

The Office of Community, Village, Women Empowerment and Child Protection Sidenreng Rappang Regency has the main duty of organizing

government affairs in the field of community empowerment, villages, and women empowerment and child protection. This duty is in line with the commitment of the local government to advance and improve the performance of public services, health and education as well as providing employment in the context of improving the quality of life of the community as stipulated in the Regional Medium Term Development Plan (Rencana Pembangunan Jangka Menengah Daerah or RPJMD) of Sidenreng Rappang 2018-2023.

The affairs of community, village, women empowerment and child protection by the Office in Sidenreng Rappang are carried out in accordance with the Strategic Plan that has been prepared for the next 5 years of government which contains the objectives, targets, and policy strategies, programs and activities in accordance with the duties and functions of the office of Community, Village, Women Empowerment and Child Protection of Sidenreng Rappang Regency are guided by the RPJMD of Sidenreng Rappang Regency 2018-2023 and are indicative. The Strategic Plan (Renstra) that has been prepared has become a reference in the control and evaluation of development at the Office.

Especially in matters of women empowerment and child protection, the local government pays attention to increasing community participation and family quality in development by encouraging community and family involvement in government affairs and the process of formulating development policies. For the sake of the implementation of government affairs in the sector of women empowerment and child protection, increasing gender equality and justice becomes one of the manifestations in protecting the rights of women to be able to get equal opportunities in human development. In terms of preventing child marriage, the Office as a local government institution has the authority to carry out women's empowerment and child protection matters, one of which is by protecting the rights of women and children.

Information obtained by researcher from interviews with the head Office of DPMDPPA Sidenreng Rappang Regency on January 16<sup>th</sup>, 2020, Mr. H. Abbas Aras, SP., MAP, generally stated that child-age marriage was one of social phenomena faced by local governments. The high rate of child marriage in Sidenreng Rappang Regency is a serious concern for the local government

considering that community development must start from the smallest scope, namely family. This encourages local government to continue to make preventive measures because of the consequence arising from the rise of child age marriage can add to social and population problems.

To support the efforts of the local government of Sidenreng Rappang Regency to prevent child-age marriages, the women Empowerment, and Child Protection Sector at the Office of Community, Village, Women, Empowerment and Child Protection Sidenreng Rappang Regency formed a service institution which later came to be called the Integrated Service Center for Women Empowerment and Child Protection or P2TP2A, as explained by the Head of the Office.

He said that **the role of the Office of Community, Village, Women Empowerment and Child Protection of Sidenreng Rappang Regency** in preventing early marriage is based on its main duties and functions of the service that have been regulated in Regulation of Sidenreng Rappang Regent Number 45/2016 concerning Organizational Structure, Position, Main Duties, Function, Job Description and Work Procedure on the Community, Village,

Women Empowerment and Child Protection Office Sidenreng Rappang Regency.

The duty of preventing early marriage in Sidenreng Rappang Regency is the authority granted by the local government to DPMDPPA to carry out any policies related to child protection in accordance to those regulated in Local Government Regulation of Sidenreng Rappang Regency Number 5/2011 concerning Child Protection.

Moreover, he added that the prevention of early marriage had been sought by DPMDPPA by collaborating with various parties both with elements of government and NGO. Through this collaboration, a number of programs were formulated to facilitate the dissemination of information and supervision related to early marriage, legal remedies, as well as matters relating to the rights of women and children. Synergy between government agency and NGO in anticipating early marriage and handling issues related to women empowerment and child protection is directed to implement more optimal policies and achieving performance that is in line with the targets to be achieved.

**Table 1. Early Marriage Cooperation Program by the Local Government based on the Result of the Local Government Coordination Meeting in Sidenreng Rappang Regency**

No.	Agencies	Type of Cooperation	Program	Implementation of Program		Participant
				Time	Place	
1.	Koalisi Perempuan Indonesia (KPI) Sidrap	Grand Campaign	Declaration of Stop Child Marriage	Dec 7 <sup>th</sup> , 2019	Ganggawa Monument	OPD Officer, Headmaster of High School in Sidenreng Rappang Regency, Head of Colleges, High School Students.
2.	Forum Peduli Mustadafin Sidrap	Community and Family Socialization	Aisle in not a children's playground	August 18 <sup>th</sup> , 2019	Office of OPD Sidenreng Rappang	OPD Officers, Subdistrict heads, Urban village heads, traditional figures, religious leader, Community
3.	Religious Department of Sidenreng Rappang Regency	Marriage Counselling	Pre Marriage Course	Before the marriage	Office of Department of Religion, Sidenreng Rappang Regency	Bride and Groom
			Preparation of a guidance module for wedding consultants and independent reading books for brides			Religious Department Officers
4.	Forum Anak Nene' Mallomo	Counselling & Socialization	Assistance and formation of	Weekend	Usman Isa Pangkajenen Park	Children and Teenagers



	Sidrap (Fanelos)		Children's character			
5.	Health Office of Sidenreng Rappang Regency	Youth Health Socialization in schools Adolescent health consultation services	Adolescent Reproductive Health Puskesmas Ramah Remaja	Every Feb-August	High School Public Health Center PAngkajene	Students Community
6.	Education & Culture Office Sidenreng Rappang Regency	Socialization Wajib Belajar 12 tahun	Ayo Sekolah!	August 19 <sup>th</sup> , 2019	Office of OPD Sidenreng Rappang	Community, Costumary Stake, Religious Figures, NGOs

Source: Processed by researcher, 2020.

The table above described the cooperation of the local government that is striving to prevent an increase in early marriage rates in Sidenreng Rappang Regency. It was discussed in a coordination meeting held by the Sidenreng Rappang Regency Local Government through the DPMDPPA in the presence of the Chairperson of DPRD Sidenreng Rappang Regency, The Head of the Office, Department of Religion Sidenreng Rappang Regency, The Subdistrict Heads, The Village Chiefs and the Urban Village Head, as well as the Religious Leaders and Community Leaders who agreed on the implementation of the collaboration to increase public awareness and participation in preventing child age marriage.

From the interview taken by researcher related to P2TP2A stated that it's establishment was to follow up on all forms of reports related to violations of the rights of children and women and provide services according to the handling needed. One of the goals to be achieved by the local government is to get the title as a child-eligible regency must be accompanied by the level of child welfare and fulfillment of children's rights. Therefore, efforts to prevent children from practices that violate children's rights, including the practice of child marriage, must be followed up. Providing service facilities to deal with women's and children's issues by DPMDPPA through P2TP2A can help local governments provide services, outreach, and supervision of matters relating to women empowerment and child protection.

In addition, to establish the P2TP2A service institutions, DPMDPPA then realized a national program from the Ministry of Women Empowerment and Child Protection by

presenting the PUSPAGA Sidenreng Rappang as breakthrough launched by the central government to minimize violation of children's rights in an effort to prevent early marriage supported by community awareness to protect children's right.

Overall P2TP2A and PUSPAGA are service institutions under the sector of women empowerment and child protection DPMDPPA Sidenreng Rappang Regency aimed at providing services related to women empowerment and child protection issues in the form of violence and exploitation cases, improper treatment or neglect that constitute violations of the rights of child and girl.

Below the differences between those two (2) service institutions.

**Table 2. Characteristics of P2TP2A Service Institutions Sidenreng Rappang Regency**

No.	Indicator	P2TP2A	PUSPAGA
1.	Description	Is a coordinating service institution with a system of handling cases of violations of the rights of children and women	It is a service to improve family life and family security and prevent violence against children and women
2.	Service Concept	Through prevention	Through education

		n, service and comprehensive empowerment or rehabilitation. This institution focuses on handling services for women and children victims of violence of rights, complaints, health, social rehabilitation, legal assistance and restoration of social integrity	programs, parenting, parenting skills, protecting children skills, the ability to increase children's participation in the family and the implementation of counseling programs for children and families.
3.	Purpose	Providing services for women and children in the effort to fulfill information and needs in the sector of education, economy, law, protection and prevention violence acts, trafficking, harassment and	Providing services for women and children in the effort to fulfill information and needs in the sector of education, economy, law, protection and prevention violence acts, trafficking, harassment and

		education, economy, law, protection and prevention of violence acts, trafficking, harassment and violations of the rights of women and children.	violations of the rights of women and children
4.	Service Nature	Repressive (Handling)	Preventive (Prevention)
5.	Service Program	1. Complaints and Consultation services 2. Trauma Recovery and social rehabilitation	Counseling related to: 1. Growth and development, care and education for children 2. Marriage and family

Source: DPMDPPA of Sidenreng Rappang Regency, 2020 (processed by researcher).

**Obstacles in the Prevention of Early Marriage by the DPMDPPA Sidenreng Rappang Regency**

The number of early marriage cases in 2019 according to Sidenreng Rappang Regency Religious Court were 224 cases. It was seen

from the number of marriage dispensation requests that entered the Sidenreng Rappang Religious Court from January-December 2019. The data related to the number of marriage dispensations there are displayed in table below.

**Table 3. Number of Marriage Dispensation Cases Received by Sidenreng Rappang Regency Religious Court as of January to December 2019**

No.	Month	Total Case	Percentage (%)
1.	January	15	6.70
2.	February	9	4.02
3.	March	13	5.80
4.	April	13	5.80
5.	Mei	11	4.91
6.	June	12	5.36
7.	July	4	1.79
8.	August	16	7.14
9.	September	19	8.48
10.	October	16	7.14
11.	November	45	20.09
12.	December	51	22.77
<b>Total</b>		<b>224</b>	<b>100</b>

*Source: Sidenreng Rappang Regency Religious Court, 2019.*

The showed that the number of marriage dispensation requests occurred in December was 51 cases and the lowest occurred in July was 4 cases. This data showed that the tendency of people to have early marriage is still high. Based on the request for marriage dispensation that entered Sidenreng Rappang Regency Religious Court in 2019, then the Sidenreng Rappang Regency Religious Court followed up on the request through trial procedures. The number of dispensation cases for marriages that were granted are 219, 2 cases were rejected, 3 cases were aborted, and 0 case was revoked. Total cases were 224 in 2019 (Sidenreng Rappang Regency Religious Court, 2019).

The obstacle preventing early marriage in Sidenreng Rappang Regency were internal factors and external factors.

### **Internal Factors of Local Government**

The obstacles faced by the local government of Sidenreng Rappang Regency in preventing early marriage origination from within the scope of the regional government itself are the limited budget in implementing the P2TP2A program and the weak supervision of the government at the urban village or village level.

#### *Limitation of P2TP2A Operational Budget*

The availability of a budget for P2TP2A operations is a very influential thing in the implementation of an activity. By fulfilling the budget in accordance with the needs of the implementers of activities can develop their programs so that the expected goals can be achieved. In the implementation of the program by the sector of Women Empowerment and Child Protection of DPMDPPA Sidenreng Rappang Regency, one of the causes of ineffectiveness of program implementation was the lack of operational funding support activities.

The interviews resulted that each program of activities that had been scheduled at the Office of Community, Village, Women Empowerment and Child Protection in Sidenreng Rappang Regency had been planned and budgeted. However, due to the priority needs of the community that need to be realized, activities that must be immediately carried out will become the main concern for DPMDPPA Sidenreng Rappang Regency. Furthermore, the program of activities in the sector of women empowerment and child protection will run after the required budget is available because there are many program activities in other sectors such as the sector of Village Government Development, the institutional and Social and Cultural Community Sector, and the Village Economic Development and Business Sector.

#### *Weak Supervision from the Urban Village and Village Government*

All forms of government administrative activities are carried out in line with government supervision to realize orderly and effective administrative governance. Providing administrative services is one of the

responsibilities carried out by the government apparatus to meet the needs of the community. In the government hierarchy, governance administration starts from the lowest level, namely the urban village and village level, to the central government. Therefore, as an administrative service provider that is in direct contact with the community, the urban village and the village level must be able to manage the administrative system of the urban village and the village effectively and efficiently.

In managing all forms of administrative affairs that are directly related to the community, the urban village and village governments are given the authority to run and manage their government to realize reliable service. To ensure that all matters relating to community interests are conducive, the urban village and village governments must be able to carry out the supervision function of all forms of ongoing administrative activities. No exception administrative services related to letters of introduction from the urban village and village to carry out marriage.

According to the Head of Religious Court of Sidenreng Rappang Regency who said that the bride and groom must be able to fulfill the administrative document requirement, one of which must bring a letter of introduction from the village office and village office. In the cover letter contains information that the bride and groom are citizens registered in the population administration in the region. With the issuance of a letter of introduction by the urban village and village, then the urban village and village parties know about the citizens who register their marriage. If there are things that are not permitted to be registered at the KUA marriage, then the urban village and village should have been able to anticipate it. Including the practice of early marriage in the community of Sidenreng Rappang Regency, it should be able to be anticipated earlier from the urban village or village by not issuing a letter of introduction for prospective brides who are underage except for reasons or on certain considerations.

It means that the effort to prevent early marriage by the DPMDPPA Sidenreng Rappang

Regency involved every element of government that was mutually integrated and coordinated in promoting orderliness in the administration of marriage documents starting from the urban village or village level. With the supervision of the urban village and village level to the files or documents submitted to carry out marriage, the practice of early marriage can be minimized from an early age by giving warnings and/or guidance for brides who submit marriage documents at a minor age. And for the urban village and village parties not to issue a permit letter of recommendation for the people who apply for underage marriages.

### **External factors of Local Government**

Based on the research results, the obstacles faced by the Local Government of Sidenreng Rappang Regency also came from the factors that cause early marriage itself. The factors causing the high rate of early marriage in Sidenreng Rappang Regency are:

#### *Family Support*

Factors cause high rate of early marriage in Sidenreng Rappang Regency and hinder local governments in preventing it is family support.

The practice of early marriage does not always occur in poor families due to economic limitation. The practice of early marriage which occurred in almost all cases there came from families categorized as able families. Family support for early marriage greatly influences high practice of marriage in children. Understanding the impact of early marriage on reproductive health and also the safety of mothers and children is still not a consideration to undo the desire to carry out early marriage.

Beside family support, parents also neglect children education by preferring to hasten marriage when someone comes to propose their child. Even more so when those who come to apply are their own relatives so that the family does not hesitate and support their child decision to get married even though the child education must be interrupted due to early marriage.

In other words, the family has a big role in

decision making for children to be married so that the lack of family understanding of the impact of early marriage encourages high child marriage rates and inhibits local government in preventing early marriage in Sidenreng Rappang Regency.

### *Community Culture*

The factor that hindered the local government in preventing early marriage in Sidenreng Rappang was the culture of the people there who upheld the dignity and reputation of the family. In addition to the lack of family intention to children's education and understanding of the dangers of child marriage for reproductive health, families also tend to maintain the culture that is common in communities who are reluctant to reject applications because they feel ashamed if they reject the marriage proposal that come from relatives or distant relatives so they prefer to keep prices self and family name.

Marriage at a young age has become a common thing in people's lives especially based on the ground of maintaining good relations with family. By accepting the marriage proposals that come from relatives, even at a very young age, they will strengthen the family ties and maintain the image of family that has been seen as a family with good social status in the community.

Early marriage occurred in the community of Sidenreng Rappang Regency was caused by high sense of kinship and upholding self esteem or the term in Bugis Language called as *sirri*'. Marriage proposals that come to families tend to consider family relationships and as a benchmark to improve social status in society. From the habits of the people in Sidenreng Rappang Regency itself, which is to strengthen family relations, they will apply their relatives whose status is clear, so that when the marriage proposals from the relative arrives, the proposed family finds it difficult to reject the marriage proposal.

Moreover, early marriage is influenced by the stigma that developed in the community that if someone refused the marriage proposals that came to her, it would be feared that the woman

would become a spinster and find it difficult to find a mate. This assumption encourages families to marry off their children immediately if someone proposes and does not doubt the future of the child because they feel that their children's future is secure and avoid the bad stigma in society.

### *Economic Limitations*

Another factor that hindered the local government in preventing early marriage in Sidenreng Rappang Regency was economic limitations. It encourages some parents to accept marriage proposals that come to their children. This problem is certainly a chore for local governments that the poverty rate can encourage marriages at a young age. The people there said that they married their children because of limited funds to send their children to school.

By marrying their children, they can help parents to work and ease the economic burden of the family so that their sisters or brothers can go to school.

### *Social Environment*

Another factors that prevent local governments in preventing early marriage in Sidenreng Rappang Regency is the children's social environment which tends to be free and lacks supervision from parents and families. In some cases that encourage high rates of early marriage is caused by the act of teenager themselves.

The patterns of adolescent behavior that are influenced by the social environment tend to encourage adolescents to commit acts that violate norms and ethics. Juvenile delinquency which leads to a pregnancy out of wedlocks urges families to immediately carry out their child marriage in order to maintain the family name. Along with the number of cases of juvenile delinquency due to promiscuity, parents concern also increase along with the broadening of the child social environment and the limited ability of parents to supervise their children. Therefore, some families actually choose child marriage as a step in anticipation of various forms of juvenile delinquency.

Before things happen that are not desirable, it becomes a motivation for families to provide support and bless their children who want to get married even though they have not reached school.

### *Social Media*

Today, there are many instant messaging platforms available, better known as social media, which is intended as a medium or means of communicating and exchanging information quickly, efficiently, and up to date. Along with the development of technology, social media is not only used by adults or the middle class and above, but almost all age groups and communities have mastered the use of social media.

Social media influences the tendency of children to get married at a young age because the information that is spread through social media can influence the users to find out more or even follow the trends that are happening. With the use of social media, children have access to be able to get to know the outside world which, is not restricted and supervised, can encourage children to imitate the things that are becoming a trend at present. As is the case with early marriage practices that are spread through social media will become public consumption and encourage others to follow the same thing so as to encourage the desire of social media users to get married soon.

The interview resulted that social media encourages someone to exchange information and communicate intensely so that it becomes more open and closer. Referring to one of the cases of early marriage that occurred in Sidenreng Rappang Regency, where women who were still categorized as students age and men who had grown acquainted with each other through social media immediately proceeded with the marriage propose process even though there had never been a direct meeting. Both of them then decided to get married after the marriage proposal was immediately accepted by the family and unfortunately the practice of early marriage was only discovered by the

Sector of Women Empowerment and Child Protection Office in Sidenreng Rappang Regency after the marriage took place. As a result the DPMDPPA through P2TP2A together with Puspaga can only monitor the development of women in case of pregnancy so that they can be provided with information in accordance with medical advice.

### **Efforts to Overcome the Barriers in the Prevention of Early Marriage by DPMDPPA of Sidenreng Rappang Regency**

There are several efforts conducted by the Local Government in Sidenreng Rappang Regency to overcome the obstacles to prevent early marriage in accordance to the strategic program.

#### *Empowering Girls by Supporting Information, Skills and Network*

This strategic program empowers the girls and women as the targeted in services that are directed to meet the information, skills and supportive network for girls. To meet the efforts to empower them through training services as follows:

#### *Life Skills Training for Girls*

It is intended for girls that are able to make choices in certain situations and can make decisions to do something or not to be able to live their lives. Girls are directed to be more independent and able to do jobs that require expertise and logic so they can survive.

Life skill training for girls is aimed to overcome barriers to prevent early marriage in Sidenreng Rappang Regency was not yet available. The implementation of life skills training for girls still considers facilities and facilitators or trainers as well as adequate training materials for girls. Meanwhile, the implementation of the P2TP2A activity program itself is still focused on programs that are indispensable for the implementation of the protection or the rights of women and children

which are adjusted to the availability of the budget and also the facilitator.

#### *Economic Skill Training and Livelihood Strategies for Girls*

It is for girls who are intended so that they are equipped with the ability to regulate the economy and how to use and control livelihoods so as to maximize efforts to improve women welfare when applied in the future life.

Although there has not been any training related to basic knowledge about economic skills and livelihood strategies for girls facilitated by DPMDPPA, students obtained learning materials in schools such as handicraft, catering or other skills taught in school subjects that can support the children's ability and become provisions to be used as a source of livelihood and increase future economic activity. What also concerns or targets of economic skills training is that children who have already dropped out of school will need the training more to develop their abilities and expertise in certain fields to support their economic activities in earning the living.

#### *Reproductive Health Training*

It is intended to provide information and equip children with knowledge about reproductive health. This training is related to efforts to prevent early marriage by adding insight into children about the importance of maintaining reproductive health, including anything that can pose a risk to reproductive health. By providing a knowledge for children to know things related to reproductive health, children can fortify themselves with things that can give a bad influence on the health of their reproductive system.

Besides, the local government also conduct to *educate and mobilize parent community* through:

- a. Meeting with family, leader of community and religious leader;
- b. Education for family and community about the effect of early marriage;
- c. Increase the family and community

involvement in life skill education, reproductive health and child sex education;

Moreover, local government also *encourages accessibility and quality of education for girls* through:

- a. Preparation, training, and support for the girls to go to school or ingeminate school;
- b. Development of schools curriculum and teacher training to deliver material on life skills, sex education, health acceptance, HIV/AIDS, and Gender Sensitivity.

Another effort carried out by the local government is *offering economic support for the girls and their family* by:

- a. Microfinance and related training that support family income increased
- b. Cash and noncash assistance, subsidy, loan and scholarship for family and the girls

Last, the local government *develop a legal framework and conducive policy* as follows:

- a. Reformation of legal framework and early marriage policy;
- b. Advocacy between communities and government for new policies and the enforcement of the existing policy.

### **CONCLUSION**

There are 3 conclusions of this research as followed:

Firstly, the role of the local government in this case is the Office of Community, Village, Women Empowerment and Child Protection (DPMDPPA) of Sidenreng Rappang Regency in carrying out the duitie and functions to prevent early marriage adjusted to the Regulation of the Regent Number 45/2016 concerning Organizational Structure, Position, Main Tasks, Functions, Duties and Work Procedures of the Office. In preventing early marriage there, the Women Empowerment and Child Protection Sector of DPMDPPA Sidenreng Rappang Regency facilitates the Integrated Service Center for Women Empowerment and Child Protection

(P2TP2A) and the Family Learning Center (Puspaga) as the service provider for issues related to rights women and children. However, the facilitation provided is not yet fully optimal, especially in the implementation of program activities whose intensity is less than optimal due to operational budget constraints. In addition, there is no administrative records related to early marriage practices which indicate that there are no valid data collection procedures to ensure the number of early marriage practices that occur and the handling provided as follow up to the role of the local government of Sidenreng Rappang Regency.

Second, the obstacles faced by the Local Government of Sidenreng Rappang Regency in preventing early marriage known through the process of observation and interviews at the Office DPMDPPA), The Office of the Religious Court of Sidenreng Rappang Regency, and the Community of Sidenreng Rappang Regency. Researcher classified the barriers to prevent early marriage by DPMD PPA Sidenreng Rappang Regency into 2 factors, namely internal and external factors, such as:

a. Internal factors, namely inhibiting factors for preventing early marriage arising from within government office, namely DPMDPPA Sidenreng Rappang Regency. The first internal factor is the existence of operational budget constraints in managing activity plans to the implementation of activities by P2TP2A together with PUSPAGA, resulting in several annual program activities that have been scheduled related to handling cases of early marriages being delayed or even not yet running. The second internal factor is the weakness of government supervision at the urban village and village level which results in the submission of marriage application documents at the urban village or village office being legally validated by the urban village or village official to fulfill the marriage registration at the KUA without any filter or marriage application submissions that do not meet the requirements age and so on.

b. External factors, namely inhibiting factors for preventing early marriage that arise from outside government office, namely DPMDPPA Sidenreng Rappang Regency. These external factors emerge and are inherent in social life in Sidenreng Rappang Regency, which has become a culture or habit. This has caused all the efforts and processes of DPMDPPA Sidenreng Rappang Regency to influence and change the paradigm and behavior of the community to prevent early marriage being hampered. Various external factors that inhibit DPMDPPA Sidenreng Rappang Regency in preventing early marriage are driven by family support who have a pro view towards early marriage, a civilized society that upholds a sense of kinship and self-esteem, inequality of welfare and economics community, social delinquency and social irregularities, and freedom to access social media without supervision and education for children.

Third, Efforts made by DPMDPPA in Sidenreng Rappang Regency in overcoming obstacles that arise from the internal and external environment of government agencies themselves refer to the strategic program for preventing early marriage by Maholtra in Djaya (2016:16-18). However, in the implementation of several prevention programs, the DPMDPPA Sidenreng Rappang Regency to run a variety of program activities simultaneously in one period of the fiscal year. The resulted in some program activities not running as they should. While the number of early marriages that occurred did not show a decrease in 2019 and instead increased from the previous year. Thus the role of DPMDPPA in Sidenreng Rappang Regency in Preventing early marriage can be said to be not optimal given in the increase in phenomenon of early marriage in Sidenreng Rappang Regency has not been resolved properly.

### SUGGESTION

Based on the research conclusions above, it is recommended that the DPMDPPA should:

THE ROLE OF LOCAL OF LOCAL GOVERNMENT ON THE PREVENTION OF EARLY MARRIAGE IN SIDENRENG RAPPANG REGENCY SOUTH SULAWESI PROVINCE

(Case Study at the Office of Community, Village, Women Empowerment and Child Protection)

(Sahrana Wilda)



1. Collaborating with private parties and foreign companies to obtain supporting funds outside the Local Budget (APBD) funds to support the intensity of the implementation of services and programs that have been scheduled continuously. Collaborating with various parties will assist DPMDPPP Sidenreng Rappang Regency in overcoming the necessary budget constraints so that it can support the implementation of services and socialization in efforts to prevent early marriage in Sidenreng Rappang Regency.
2. Reform the legal framework and the drafting of regulations governing the prevention of early marriage in Sidenreng Rappang Regency Which can be the basis for the reinforcement of prevention of early marriage and child protection efforts that are strictly regulated so that each element of society can comply with the rules issued by the government area.
3. Improve the quality of P2TP2A DPMDPPA services in Sidenreng Rappang Regency by managing the administration of data collection on children and women affected by violations of the rofgts of children and women in this case the case of early marriage. Documenting cases of early marriage that occur then followed up with the treatment given to support children and women in obtaining rights, protection and equality in everyday life. Recapitulating data handling cases of early marriage per year can be a benchmark and evaluation material for DPMDPPA Sidenreng Rappang Regency in optimizing efforts to prevent early marriage and be a concern for local government given the number of cases of early marriage is still relatively high in Sidenreng Rappang.
4. Provide training for members of P2TP2A DPMDPPA Sidenreng Rappang Regency as facilitators and service providers so that each activity implementer can understand well that the objectives of the strategic program to be achieved so that it can run effectively and be accepted by the community.
5. Dissemination of information through electronic media and print media in the form

of pamphlets, magazines, newspapers, billboards or local government websites to encourage increased public participation in every early marriage prevention agenda and in the context of making decisions concerning the protection of children rights so that policies and programs issued can be known by the public general. By increasing public understanding related to relevant issues regarding the impact of early marriage on future community life in areas that are vulnerable to the lives of children, youth and families. As well as holding open dialogues every month for the community by empowering community groups and communities related to women empowerment and child protection as facilitators, with the aim of accommodating community aspirations and finding solutions related to problems faced so that it becomes the basis for decision making by DPMDPPA Sidenreng Rappang Regency.

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