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GUIDELINES USING POTENTIAL STAKEHOLDERS IN ENHANCING REPRODUCTIVE HEALTH AND IDEAL MARRIAGE AGE EDUCATION IN NATIONAL POPULATION AND FAMILY PLANNING BOARD'S YOUTH INFORMATION AND COUNSELLING CENTER

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ABSTRACT

Background: Reproductive health education in school seemed less concerned by the Government in Indonesia. Reproductive health was not yet inserted in the curriculum, as a result, it was implemented through the youth center inside the school, like YICC. Participation of stakeholders may contribute for enhancing this YICC, moreover, in decentralisation era in Indonesia today. Furthermore, less research about stakeholder analysis made this research was necessary to do.

Aims: To map stakeholders and explore guidelines from potential stakeholders in enhancing reproductive health and ideal marriage education in National Population and Family Planning Board of Indonesia (so-called BKKBN)'s Youth Information and Counselling Center in Jakarta Province, Indonesia.

Methodology: This research applied the descriptive qualitative method and used Power versus Interest grid mapping model. 27 organizations were asked in-depth interviewed and Focus Group Discussion with semi-structured questions about their power and interest to YICC in two cities in Jakarta: Center of Jakarta and East of Jakarta.

Result: The results were in mapping and guidelines. In mapping stakeholders, from the 27 stakeholders in the mapping model, most of the stakeholders were in the area 3 who were placed by stakeholders in provincial and local level with characterised low power and high interest, while stakeholders in national level placed in area 1 was in high power and low interest. The guidelines recommended actions based on the area on the mapping model. These findings were prominently recommended for inputting the appropriate YICC into the system of the school for the sustainability of the programs.

Conclusion: The power versus interest grid model pictured that the engagement of national stakeholders was less than provincial and local stakeholders in YICC. This program should be run under regulations between Ministry of Education and Culture for the sustainability of the YICC programs. Also, the YICC should be continuously monitored in the practical context.

Keywords: Reproductive health and ideal marriage education, stakeholders analysis, Youth Information and Counselling Center

INTRODUCTION

There were critical situations for an increasing number of risky sexual behaviour and less concerned about reproductive health education in Indonesia. Risky sexual behaviour did not only affect to health risk shortly but also in their future risk like drop out school. This behaviour was significantly related to attitude, knowledge, age, sex, education, economic status, information access, communication with

parents, and friends with risky behaviour [7]. Refer to Indonesian Demography Survey in 2017, premarital sexual activities was agreed among Indonesian in the age 15 to 24 years old at eight per cent (8%) boys and four per cent (4%) girls. The trend of a high number of first sexual activities has also changed in term of age category from 18 - 19 years old in the previous survey (2012) to 17-18 year -old in 2017 survey[16]. Otherwise, high of knowledge about reproductive health or sexuality education could decrease risky sexual behaviour and empower young people to think for their own future [12]. Research from BKKBN found that the level of knowledge among youth in 34 provinces in Indonesia at 2016 was still low [2]. Likewise, research from Ministry of Health in 2011 found that low of knowledge significantly effect to the risky sexual behaviour prevalence on youth [7].

Unfortunately, reproductive health education is more likely less attention in Indonesia. In research from Civil Society Coalition on SRHR found that in Strategic Plan of Ministries 2015-2019, the responsible Government agency in reproductive health such as MOH, MoEC, BKKBN, Ministry Women Empowerment and Child Protection (KPPA) were not specifically intended for reproductive health education. Furthermore, this research suggested Government Indonesia to provide comprehensive sexual education and strengthen collaboration between sectors including NGO and people in regional and local level in providing reproductive health service and education [4a]. In practice, there was not yet a comprehensive reproductive health education policy in this country. Youth reproductive health is defined as physical and mental health also welfare which related to reproductive function and not only free from disease or disability [6]. Despite this, Indonesian RH education is included in the latest curriculum in 2013 which is called as K13 revised in 2018 but reproductive health education was not appropriate yet because the substance of reproductive health was implicitly taught in biology subject in the scientific essence or through some topics in guidance and counselling [11,13]. Ideally, reproductive health education is not just scientific perspectives but should also be non-scientific viewpoints such as gender issues, respects, empowerment of youth and life skills [18]. According to this, RH education in Indonesia was mostly delivered in non-formal education like extracurricular or in the youth center.

Conducting YICC in school was important because it has been actively promoting comprehensive reproductive health education inside the school and the changes in the system of governance drove to the emergence of partnership which potentially enhances the YICC programs. This youth center has been established since 2002 for promoting reproductive health and ideal marriage age education in school but it seemed not managed well in the implementation [18a]. In addition, even though YICC has been established for a long time and brought positive in students, YICC was perceived having a lack in management and limitation to reach youth in school due to fewer activities held in school [11]. To enhance this YICC, a collaboration of stakeholders needed since YICC was assumed increasing student's knowledge, create a positive attitude and environment [15]. Instead of finding student's perceptions about YICC, this study searched for the role of stakeholders in participating in YICC. Participation of stakeholders was important because decentralization system of governance in Indonesia in 2002 impacted the government sectors. The shift authorization from vertical to horizontal (autonomy) required the interrelation between sectors in the national, provincial and local level. Decentralization system of governance demands participations for succeeding all programs. In this way, the involvement of local sectors is encouraged [10]. In other words, in decentralization era, if partnerships was not maintained, the programs may not be executed well in regional level.

Doing the stakeholder analysis might choose the best stakeholders and provide actions which should be done to gain the support and minimize the misunderstanding of the programs. Elements of identification for stakeholders are power and interest because power could affect organizations for the future and interest is factor which run their motivations for participating into the activities for goals achievement. Each of stakeholders has different types and interests [17]. Types and interest of stakeholders depend on the vision and mission of the stakeholders whether for social organization or commercial organizations. Classification of the interests among stakeholders should be intend to two main items: which interest that is important and the influence of stakeholder to run the program in the institutions

[22]. In this way, the guidelines might be a pathway for policy maker that leads to appropriate actions for maintaining the stakeholder's supports in a long time period [17]. Despite this, the concern of YICC was less among stakeholders.

Research entitled evaluation study about Information and Counselling Youth Information and Counselling Center in Semarang City in 2017. The study found that implementations of stakeholders were not optimum even though the government concerned about this center by establishing Youth Information and Counselling Center in the community [19]. Another research study was conducted by Research Center of BKKBN in 2014 about the reality of partnerships based on Stakeholder's Memorandum of Understanding, revealed that only thirty per cent of stakeholders acknowledged about the partnerships [1]. Based on evidence, stakeholder analysis through mapping is necessary to do because BKKBN needs to assess potential stakeholder for helping success of the YICC programs.

Regarding of this, the purpose of this study was to explore whom stakeholders engaged in YICC programs and finally, guidelines from those stakeholders were gained to be a recommendation for the Government especially BKKBN, the provincial and local partners to enhance YICC implementation. Since many decision-makers have failed to implement the policy, develop the program in the planning management by assembling the stakeholder's interest was necessary [4]. Using descriptive qualitative, the interview data of this study demonstrate the level of power and interest of the stakeholders which led to the position of stakeholders in the mapping model. Finally, the study would examine guidelines for using potential stakeholders to recommend what the best way to do for enhancing YICC.

METHODS

This study used descriptive qualitative methodology by using in-depth interview and Focus Group Discussion (FGD) from November 2018 to May 2019. The informants in this study were the stakeholders in the national, provincial and local level. Stakeholders in local level are 8 schools who were selected purposively by Sub province office: Empowerment, Child Protection and Population Control Local Office (Sudin PPAPP) of East Jakarta and Center Jakarta while the national and regional stakeholders (6stakeholders) were selected from documents Indonesian Mid-Term Planning Development also, the 7 stakeholders were gathered from indepth interview and snowball technique. The area of the research was in Jakarta province choosing for Center Jakarta city and East Jakarta city with consideration that Center of Jakarta was a winner of the YICC annual competition on 2018 while East Jakarta was not a winner in the same competition. Experts in this study were participated in strengthening qualitative data.

The collection data was started by interviewing schools for gathering the list of stakeholders who engaged in YICC. In the second part, researcher did in-depth interview to stakeholders who are on the list and in the final, this study made FGD for developing guidelines. Analysis of in-depth interview and FGD gathered two information: 1) it was for determining the power and interest for mapping, 2) it gained recommendation about appropriate action for enhancing YICC as a part of guideline. The in-depth interview took about 45-60 minutes while FGD was in three hours. Both in-depth interview and FGD were recorded and transcribed.

For mapping analysis, the study used Power versus Interest Grid from Eden and Ackermann (1998) which by put the stakeholders into the grid after calculating their power and interest level at score 1-5 : 1= no influence/interest, 2= little influence/interest, 3= moderate influence/interest, 4=moderate to high influence/interest, 5= high influence/interest. This is a 5-item Likert scale composed of statements in power such as "Do you show your support reproductive health and ideal marriage education in YICC in public?". On the other hand, interest was examined in the statement such as "What are the potential benefits to you and your organization of the reproductive health and ideal marriage educations?".

The score was inputted into each table then calculated for the total score. Power presented in a vertical line or symbolized in "x" while interest was in a horizontal line or symbolized in "y". It indicated the

level of power and interest as a number ordinate inputted in the grid. Median was calculated in order to have a middle axis in the grid. This model described which area of the stakeholder's positions.

For guidelines, the question in-depth interview was about "the appropriate policy do you think for developing reproductive health education and ideal marriage education in YICC". In a different time, FGD was held to develop a consensus among stakeholders about appropriate actions and policy for enhancing YICC.

RESULTS

The result of this study was divided into two parts: mapping and guidelines from potential stakeholders.

The result of power and interest score then was put in the power versus interest grid model which has a cross-section between power (x) and interest (y). The middle axis in the cartesian diagram was used to determine the middle line of the grid.

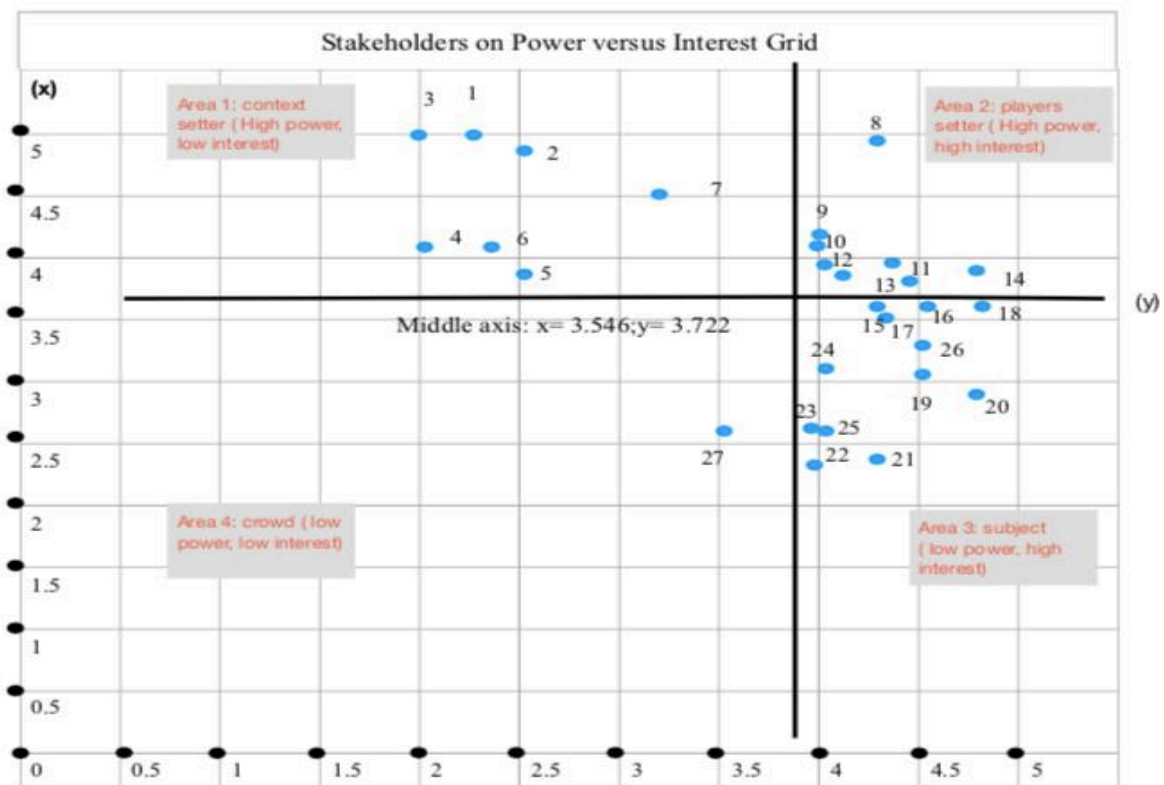


Figure 1. Power versus interest grid model from Eden and Ackermann (1998)

<p>NOTES of THE PICTURE 1: name stakeholder (x,y)</p> <p>AREA 1 (high power, low interest):</p> <ol style="list-style-type: none"> 1. MOH (5, 2.25) 2. MoEC (4.75, 2.25) 3. Ministry of Domestic Affairs (5,2) 4. National Planning Dev.Board (4,2) 5. Pelita Ilmu (3.75,2.5) 6. Provincial Planning Board (4,2.25) 7. UNFPA (4.5,3.25) <p>AREA 2 (high power, high interest):</p> <ol style="list-style-type: none"> 8. DPPAPP((4.75,4.25) 9. Rutgers (4,3.75) 10. Child Forum (4,3.75) 11. Plan Indonesia (3.75,4.25) 	<ol style="list-style-type: none"> 12. Plan Generation Forum (3.75,4) 13. Puskesmas (3.75,4.5) 14. Local office at Center Jakarta (3.75,4.75) <p>AREA 3 (low power, high interest):</p> <ol style="list-style-type: none"> 15. PKBI (3.5,4.25) 16. MoRA (3.5,4.5) 17. SMKN 31 (3.5,4.25) 18. MAN 3 (3.5,4.75) 19. MTsN 33 (3,4.5) 20. SMAN 104 (2.75,4.75) 21. SMAN 10 (2.25,4.25) 22. BNN (2.25, 3.75) 23. SMKN 14 (2.5,3.75) 24. SMKN 26 (3,4) 25. MAN 9 (2.5,4) 26. Local office East Jakarta (3.25,4.5) 	<p>AREA 4 (low power, low interest):</p> <ol style="list-style-type: none"> 27. Dharma Paramitha school (2.5,3.5)
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Figure 1 described about the position of stakeholders on the power versus interest grid model. The dots came from the cross-section of the values x and y as shown in the table 2 and 3.

Those areas in figure 1 are indicated of stakeholder characteristics [5], as described below:

1. Area 1 indicates high power low interest and so-called as context setter: stakeholder in this area has high power but low in the interest means that stakeholder has authority to make a decision to the programs but less participated in the program.
2. Area 2 is high power and high interest and so-called as players: stakeholder in this area is an ideal stakeholder. They have a high influence on others and also high involvement in the activities of the programs.
3. Area 3 is low power and high interest and so-called as subjects: stakeholder in this position is highly participated in the activities but has low power to make a decision into the programs
4. Area 4 is low power low interest and so-called as crowd: stakeholder in this place has low power as decision maker and also low involvement in the programs.

The details of the assessment of figure 1 were shown in the following table below:

Name of organization	Type of power	Type of interest	Sample of arguments from stakeholders
1	2	3	4
Area 1: context setter (high power low interest)			

Name of organization	Type of power	Type of interest	Sample of arguments from stakeholders
1	2	3	4
<p>NATIONAL LEVEL</p> <ul style="list-style-type: none"> - Ministry of Health - Ministry of Education and Culture - Ministry of Domestic Affairs - National Planning Development Board (Bappenas) <p>NGO</p> <ul style="list-style-type: none"> - UNFPA - Pelita Ilmu Foundation <p>REGIONAL LEVEL</p> <ul style="list-style-type: none"> - Provincial Planning Board 	<ul style="list-style-type: none"> - Develop National programs in all sectors - Determine the importance indicators for each programs <p>Local level</p> <ul style="list-style-type: none"> - provide material or guidance - Financial support for YICC by project 	<ul style="list-style-type: none"> - Ad hoc activities in YICC - Continuous engagement - Collaborate in education process of reproductive health education in class and out of class - No evidence that YICC made influence <p>Regional level:</p> <ul style="list-style-type: none"> - students become understand , their attitude may be in positive way but not intended specifically to YICC 	<p>National level: Bappenas said: “BKKBN should coordinate with key stakeholder who authorised in the health education in school.If it can integrate,so it would bring benefit in the effectiveness and efficiency of the programs (Y, 50 years old)”.</p>
Area 2: player (high power high interest)			
<p>NGO</p> <ul style="list-style-type: none"> - Rutgers - Plan Indonesia <p>REGIONAL LEVEL</p> <ul style="list-style-type: none"> - DPPAPP - Primary Health Center - Child Forum - Local office at Center jakarta (Sudin PPAPP) - Jakarta Plan Generation Forum (Forum Genre Jakarta) 	<p>NGO:</p> <ul style="list-style-type: none"> - Provide facilities (guidance, material substance) - Policy influence through advocacy to ministries or leaders but not specific for YICC <p>Regional level:</p> <ul style="list-style-type: none"> - Determine reproductive health programs in the provincial level - provide facilities of doctor or midwives in socialisation 	<ul style="list-style-type: none"> - Collaborate for socialising RH issue - YICC is active for socialisation RH - enhance students knowledge even though less managed in YICC and insufficient modules - Bring positive influence 	<p>DPPAPP: "We supported YICC programs but we recommended to increase the financial resources for implementations because it is hard to run these programs without sufficient budget. it is necessary to put YICC as a part of extracurricular activities in school whereby there is a mechanism of budgeting in the extracurricular from Ministry of Education and Culture.....(H, 37 years old)</p>
Area 3: subject (low power high interest)			

Name of organization	Type of power	Type of interest	Sample of arguments from stakeholders
1	2	3	4
NATIONAL LEVEL: - MoRA - BNN NGO - PKBI REGIONAL LEVEL - Local office at East Jakarta (Sudin PPAPP) - Schools: <ul style="list-style-type: none"> • Islamic School MAN 3 • Islamic School MAN 9 • Islamic School MTsN 33 • Vocational school SMKN 31 • Vocational school SMKN 26 • Vocational school SMKN 14 • General School SMAN 10 • General School SMAN 104 	<ul style="list-style-type: none"> - Develop National education policy including reproductive health at religious school - Determine financial resources for religious schools - Low support in gathering public support - A feedback loop 	<ul style="list-style-type: none"> - support a positive activities to students - has proved to leverage our students and positive attitude and life - The access of information about RH 	Regional level: SMKN 31: "we supported YICC in our school. In evidence, YICC contributed to a positive impact on our student's behaviour.....(N, 45 years old)
Area 4: crowd (low power low interest)			
REGIONAL LEVEL: Vocational private school Dharma Paramitha in East Jakarta	<ul style="list-style-type: none"> - feedback loop 	<ul style="list-style-type: none"> - leveraged students knowledge and become a mature person 	<ul style="list-style-type: none"> - "YICC is not too active because many of the tasks would be accomplished by students. Basically, the school supports YICC in the program or financial but due to a lot of task in students and(N, 50 years old)

Table 2. Detail of power and interest assessments

Table 2 showed the assessment of power and interest from in-depth interview and FGD. From the table, the study found that high power among stakeholders was typically an area of authority which legally influenced other sectors in term of financial and non-financial sources such as human resources while in high-interest stakeholders, the benefit of YICC on increasing student's capacity was the main consideration to engage in YICC programs.

Guidelines

Guidelines was defined as an appropriate actions in practicing on activities or program [17]. The results of the in-depth interview and FGD were similar.

Stakeholders area 1: high power and low interest

Based on the interview, the high power from stakeholders in this area could possibly create a new policy due to of high authority that they have. Yet, most of interviewee argued that YICC was not urgent inputting into the system of the schools due to school health as another in-school organization created by Ministry of Health legally documented operating health service. Most of national stakeholders thought integrating YICC into school health would offer more effectivity and efficiency of reproductive health and ideal marriage age education in school. However, MoEC as government institution who is responsible for Indonesian education opened possibility for YICC to be inserted in the system of the school if YICC has proved in contributing positively to student's academic or attitude. MoEC said that:

"I think YICC do not have legal basis operations in the school. Is there any permission from MoEC? If BKKBN want to enhance the YICC, BKKBN should make the agreement signed by each party so in the implementation there is a legal basis and clear what aspect that should be done. Basically, we open any school programs from other sectors. If BKKBN could prove based on evidence that YICC might increase student's academic or attitude, we will consider for inserting YICC into the system of school." (A,45 years old).

For this reason, keep them satisfied is an appropriate action to maintain the relationship for stakeholders in area 1.

Stakeholders area 2: high power and high interest

Stakeholders in this area are the ideal stakeholders for enhancing YICC. They have high influence and also high involvement in the programs. However, keep maintain the stakeholder is a continuous process for getting long period participation. The model suggested to managed-closely by keeping them involve in regular program activities, find new activities together so they will not become bored with the messages. From an in-depth interview, arguments of those stakeholders performed the action needed. Most of stakeholders supported YICC due to they had an ability in financial and authority for making the activities. The stakeholders in area 2 were mostly offices in regional level and NGOs. The regional level had an ability to decide activities in regional basis while NGO collaborated with regional offices in creating activities by providing facilities and financial supports. The typical activities of NGOs was based on project in certain period of time.

Stakeholders area 3: low power and high interest

Stakeholder in area 3 indicated that they are concerned actors in the implementation in the field. To keep informed for those stakeholders are important for maintaining their engagement towards the programs. The model suggested to keep delivering the progress or update information related. Almost over than half of the interviewee in this area felt helpful when we can be able to talk from time to time about whether or not the programs in the critical issue. For example, the new modules were created in YICC, the stakeholders in area 3 must be informed because they regularly apply the modules in practice. If the modules were not distributed or not informed well, in consequence, those stakeholders could promote YICC substance inappropriately or even incorrect. Similarly, another informants motivated to create the YICC due to they observed that this youth center showed the positive influence for their students. The suggested action from interviewee was that they should know any of informations even the new initiative programs at YICC. Moreover inviting them as part of creation of new initiatives gives them high appreciation to more get-involved in activities.

Stakeholders area 4: low power and low interest

From the mapping, only one stakeholder who has low power and interest. It is Dharma Paramitha vocational school. Refer to power and interest grid model, the stakeholder in area 4 should be monitored. Encouraging stakeholder with excessive communication is necessary to do due to this stakeholder were less effort to YICC so continuously communication keeps them on going to the programs, do not get bored with the communication because communication could explore feelings, share their reason why not get involved in the activities.

From researcher's point of view, generally, reproductive health education in Indonesia was still questioned for Government in Indonesia. The trend of this education has slightly increased today on the activities than in the previous era. This might be happened because of many cases related to the increase of child pregnancy, abortion even though there is no systematical implementation for reproductive health education. What is happened today is that each of Government run these programs individually, there is no system for integrating cross sectors programs.

Researcher International agency and founder of YICC said that,

"The weaknesses of reproductive health education program in Indonesia in my opinion that it is not a program but activities because if it is a program to run this education in what implied due to Government does not have a system for this education yet". Moreover, related to YICC, peer method should be reviewed again because many researchers found that peer method was not effective but if BKKBN still keeps this method, it should be supported by other aspects such as creating application for access eligible

These extracts of the interview and FGD performed that reproductive health and ideal marriage age education in YICC could potentially be sustained if have a legal basis and continuously monitored. Through their repeated arguments in making YICC as legal organization inside the school, the informants showed that it is the best way to enhancing and sustaining the YICC programs.

DISCUSSION

A partnership was key for enhancing implementations of the program [8]. Mapping of stakeholder in this research found that high interest was taken place in the local area while in the National level seemed still questioned about YICC policy due to the similarity of other ministries programs. Otherwise, the institution in the national level may determine the success of the implementation of YICC but unfortunately, they have less involvement for practical context. This might be understandable because each of ministry has their own programs and target of annual achievement. Each of stakeholders has different types and interests which depend on the vision and mission [17]. Integrating inter-sectors programs would be in area of political context in the Government organizations because its institution are under President's mandate, as a result, they work based on the regulation basis. Government institution might further be able to enforce the practice of the programs through legislation and be a patron of reproductive health education programs in the country [5a]. In this way, through involving and collaborating within the programs would open their vision towards the programs and moreover, could invite them in the policy making process.

In contrast, stakeholder in the area of practical context as was shown in the area 3 of the mapping model, required actions in the concrete way. Practitioner has widely assumed as field actors who are more

understand about the field data. They often contact with the end user of the programs, consequently, any of information from stakeholders in this field was more likely be accessed by youth. If the information was not up to dated, it would decrease trustworthiness for the YICC.

Refer to the area of the mapping, the guidelines for using potential stakeholders were provided by this mapping model. Guidelines help the practitioner for doing appropriate actions [11a]. This actions should intend to the increasing of the programs. How to increase the programs could not be answered without the participation of partners because partnerships functioned fulfilling the gap and high possibility helping to solve the obstacles in the practice [14]. Coordination and collaboration should be maintained with mutual benefit for sustaining of the program [4]. In the light of this, the findings of research were unexpected. Less coordinated in the National level should be concerned in the actions for increasing their participations in the policy level and at the provincial and local level, lack of management in the implementation ought to be improved. Power versus interest grid model recommended the actions based on the area in the grid as it was described in result section. In summary, the guidelines of this findings suggested creation in legal basis through regulation and continuously monitored for enhancing YICC by involving and collaborating actions in the participation of stakeholders.

Limitation of this study is that the research conducted on one province in Indonesia, Jakarta. Different condition such as policy and commitment in another province in Indonesia open possibility for different stakeholder mapping and the guidelines. Further research would be needed to map the other provinces in order to have a pattern of partnerships along with policy and implementation in each of area then the mapping could be arranged for suitable communication strategy and advocacy for strengthening the programs.

CONCLUSION

The mapping of power versus interest grid arrayed the stakeholders in the four areas along with the action that should be put in maintaining the relationships. Globally, this study revealed that fewer partnerships in school for YICC at the National level. In contrast, most of the stakeholders at the local level are in the area of low power and high interest. Prominently, the guidelines would offer benefit for Government to put in action to enhance YICC such as make a legal basis like Memorandum of understanding for YICC and continuous monitoring such as ensure up to date information in operational basis.

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