

## Implementation of Policy Regent Regulation Number 55 of 2023 Regarding the Regional Action Plan for the Prevention of Child Marriage in Lamongan Regency

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**ABSTRACT:** This study aims to describe and analyze the implementation of Lamongan Regent Regulation No. 55 of 2023 concerning the Regional Action Plan for the Prevention and Handling of Child Marriage (RAD PPA) in Bulumargi Village, Babat District, Lamongan Regency, using qualitative research methods. The phenomenon of marriage in Lamongan Regency was analyzed using the policy model theory according to Van Meter & Van Horn. The results of this study indicate that this policy has been implemented well, as indicated by a decrease in the number of marriage dispensations (DISKA), but it still faces significant challenges from both structural and cultural aspects. The implementation of Regent Regulation 55/2023 in Bulumargi Village has been quite successful. The implementers understand the standards and objectives of the policy, are supported by adequate resources, and have a clear organizational structure and coordination with both the regency and village elements. Inter-organizational communication is smooth, and the implementers' disposition shows strong commitment. The village's socio-political environment is also conducive to policy implementation. Factors supporting implementation include the commitment of implementers, support from the DP3A, cross-sectoral cooperation, political stability, village social capital, and a well-organized implementation structure. Meanwhile, the inhibiting factors are deep-rooted social norms, economic pressures, cases of pregnancy outside of marriage, budget and facility constraints, the absence of standard operating procedures, and suboptimal community participation.

**KEYWORDS:** Policy Implementation; Regent Regulation Number 55 of 2023; Prevention of Child Marriage; Lamongan.

### I. INTRODUCTION

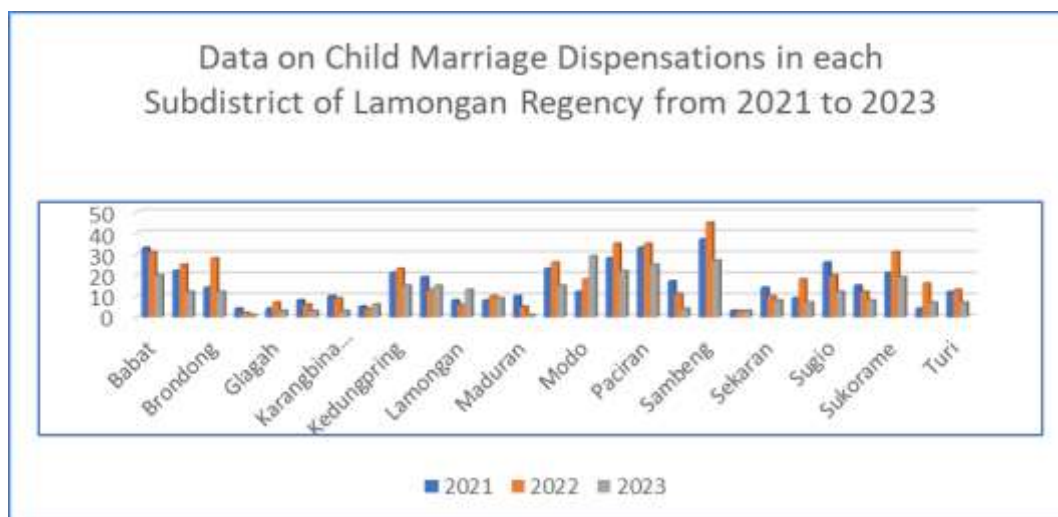
The Indonesian government is committed to eliminating all forms of child marriage, one of which is through the amendment of Law No. 1 of 1974 to Law No. 16 of 2019 regarding the minimum age for marriage to 19 years for both partners. This policy is integrated into Regulation of the Minister of Women's Empowerment and Child Protection (PPPA) No. 6 of 2021 concerning the National Strategic Plan of the Ministry of Women's Empowerment and Child Protection, which establishes mechanisms for assistance, counseling, and a monitoring and evaluation system for intervening in and early detection of child marriage. The government's commitment to eliminating child marriage is also outlined in Presidential Regulation No. 18 of 2020 concerning the 2025-2045 National Long-Term Development Plan (RPJPN).

The East Java Provincial Government, with its high number of child marriages, has made various efforts to prevent and address cases of child marriage, including the issuance of East Java Governor Regulation No. 85 of 2023 concerning the Regional Action Plan for the Prevention and Handling of Child Marriage for 2023-2024, which serves as a reference for district/city governments to comprehensively implement efforts to prevent and address child marriage by considering the various causes of child marriage that vary in each region. The Office of Women's Empowerment, Child Protection, and Population (DP3AK) of the East Java Provincial Government pays special attention to and encourages and motivates regencies/cities with relatively high rates of child marriage, which certainly have a negative impact on the welfare of the people of East Java Province in general.

Lamongan Regency is one of the regencies in East Java Province, with a population of 1.39 million people. The number of child marriage cases in the regency ranks 14th out of 38 regencies in East Java, with 307 marriage dispensations in 2023, comprising 40 males (13%) and 400 females (87%) out of 9,468 marriages (3.2%). The Lamongan Regency government claims that this figure has decreased by 33% compared to child marriage cases in 2022, with 462 marriage dispensations, comprising 62 boys (13%) and 267 girls (87%) out of 10,222 marriages (4.5%). Child marriage cases in 2024 decreased by 23% with 234 marriage dispensations, with a proportion of 35 males (14.9%) and 199 females (85%) out of 9,176 marriages (2.5%). These figures are spread across nearly 225 villages in Lamongan District out of a total of 474 villages in Lamongan District.

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In 2023, the highest number of cases was contributed by Modo District with 29 cases, and in 2024 by Ngimbang District with 22 cases. Marriage dispensation cases were dominated by those with a junior high school education (48%) and senior high school education (41%). Low education is one of the biggest factors contributing to marriage dispensations in Lamongan Regency. With only a high school or junior high school education, it is difficult for them to find decent work, so marriage, especially for women, is considered a way out of the increasingly burdensome economic situation of their parents, who have no income and are a burden. It is therefore not surprising that the trend of marriage dispensations over the years has been dominated by women, accounting for more than 50% of the total. These figures validate that women are often in a vulnerable position and become victims of child marriage practices, which potentially threaten the fulfillment of their human rights.



**Figure 1. Data on Child Marriage Dispensations**

**Source:** Lamongan District Religious Court (2024)

The Ministry of Religious Affairs and the Lamongan District Religious Court, based on marriage application data for 2023, found that the most common reasons for granting marriage dispensations were mutual love (179 cases, 58%), avoiding adultery (61 cases, 20%), and unwanted pregnancy (58 cases, 19%). Meanwhile, in 2024, the trend has changed, with avoiding adultery dominating at 131 cases (56%) and unwanted pregnancy at 96 cases (41%).

The majority of those applying for marriage are 18 years old each year, while the lowest age recorded for marriage dispensation applications is 13 years old in 2024 with 2 people (0.08%). Based on the data, marriage dispensation applications often occur from May to July because there is a local belief that these months are considered good for marriage. This situation shows how complex the issue of child marriage is, influenced by various factors and impacting various aspects.

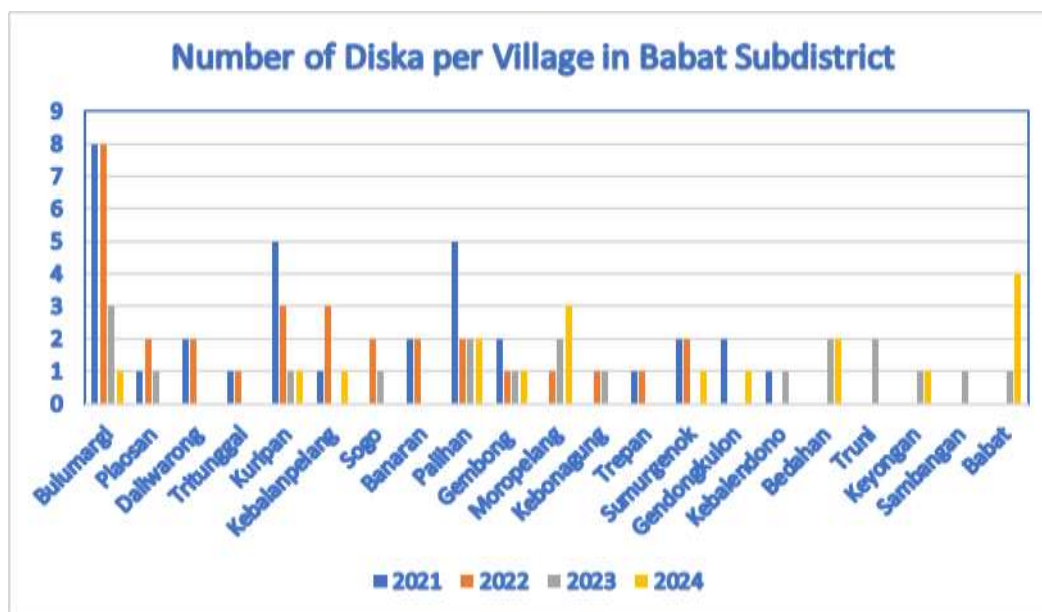
The Lamongan Regency Government, particularly through the Women and Children Protection and Empowerment Agency (DP3A), has made various efforts through campaigns and socialization to prevent child marriage at various levels by involving various stakeholders, including the Regency TP PKK, related OPDs, community organizations such as Aisyah, Fatayat, and the Children's Forum. In addition, the Lamongan Regency Government has made innovative efforts by launching the Inkompak application, which is an application for registering for marriage dispensation counseling online. Every candidate who wishes to apply for a marriage dispensation is required to obtain a recommendation from a counselor, so it is hoped that this innovative counseling will change mindsets and provide educational information on the various impacts of child marriage, thereby encouraging them to cancel the marriage.

The Lamongan Regency Government's commitment to reducing the rate of child marriage is reflected in the issuance of Lamongan Regent Regulation No. 55 of 2023 concerning the Regional Action Plan for the Prevention of Child Marriage (RAD PPA) for 2023-2026 on November 15, 2023. The RAD PPA is intended as a guideline for local governments, relevant parties, and the community in conducting interventions for the prevention and handling of child marriage. The RAD PPA policy is a follow-up to previous policies issued by the Lamongan Regency Government, such as Regional Regulation No. 3 of 2019 concerning Child-Friendly Regencies and Regent Regulation No. 45 of 2020 concerning Indicators of Child-Friendly Villages/Subdistricts.

The success of the implementation of policies to prevent child marriage cannot be separated from various elements, both from the government and non-governmental organizations, in accordance with Van Metter and Van Horn's policy implementation model approach. Van Meter and Van Horn (1975) define policy implementation as actions taken by individuals or groups of government or private officials, aimed at achieving a goal outlined in a policy decision. Their view assumes that policy implementation proceeds linearly from public policy, implementers, and policy performance. Child marriage prevention is not only the domain or

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responsibility of the DP3A, but also the responsibility of all elements of the health, education, community empowerment, and community organization sectors, as well as comprehensive planning and budgeting support.



**Figure 2. Number of Marriage Dispensations (Diska) per Village in Babat Subdistrict**  
Source: Lamongan Court (2025)

Based on data from the Lamongan Religious Court, the number of child marriages in Bulumargi Village, Babat District, is relatively high compared to other villages, and the cultural conditions of the community still partly support child marriage. is relatively high compared to other villages, and the cultural conditions of the community still partly support marriage. Based on the background description above, this study is titled "Implementation of Regent Regulation No. 55 of 2023 concerning the Regional Action Plan for the Prevention of Child Marriage in Lamongan District

## II. METHOD

This research is qualitative in nature, used to understand complex social issues comprehensively and naturally, including the social behavior patterns of individuals and community groups. Through qualitative research, it is hoped that a comprehensive understanding can be obtained that focuses on ideas and concepts to identify the behavior and social characteristics of the community/society that is the object of the research (Silalahi 2009). Meanwhile, the approach used is descriptive to help explain and describe the Implementation of Regent Regulation Number 55 of 2023 concerning the Regional Action Plan for the Prevention of Child Marriage in Lamongan Regency.

This study will focus on the implementation of Regent Regulation No. 55 of 2023 concerning the Regional Action Plan for the Prevention of Child Marriage in Lamongan Regency using the theory of Van Meter and Van Horn (Van Meter, D. S., & Van Horn 1975), which views that policy implementation is influenced by six variables, with a focus on the following: 1) Policy Standards and Objectives; 2) Resources; 3) Characteristics of implementing agents; 4) Communication; 5) Disposition/attitude of policy implementers; 6) Social, Economic, and Political Environment.

Data collection in this study used both primary and secondary data. Primary data was obtained directly from respondents through observation and interviews with several sources, including the Lamongan District Women's Empowerment and Child Protection Agency; the Head of Bulumargi Village; religious leaders; KAU extension workers; midwives; PKK; and the community of Bulumargi Village. Meanwhile, secondary data utilized credible and relevant indirect sources from literature studies such as books, government reports, scientific journals, websites, previous studies, and other indirect sources. This study used the interactive data analysis model (Huberman, 2014), which outlines four steps in qualitative data analysis: 1) Data collection; 2) Data condensation; 3) Data presentation; 4) Drawing conclusions.

## III. RESULTS AND DISCUSSION

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### A. Overview of the Research Location

Bulumargi Village, located in the Babat District, Lamongan Regency, is recorded as one of the villages with the highest rate of

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marriage dispensation (DISKA) applications in the 2021–2024 period. This phenomenon does not stand alone but reflects the complexity of social, cultural, economic, and institutional factors that shape child marriage patterns in the area. Based on official data from the Lamongan Regency Religious Court compiled in the DISKA analysis, as well as the results of monitoring the implementation of the Regional Action Plan for the Prevention of Child Marriage (RAD PPA), the dynamics and developments in Bulumargi can be comprehensively described.

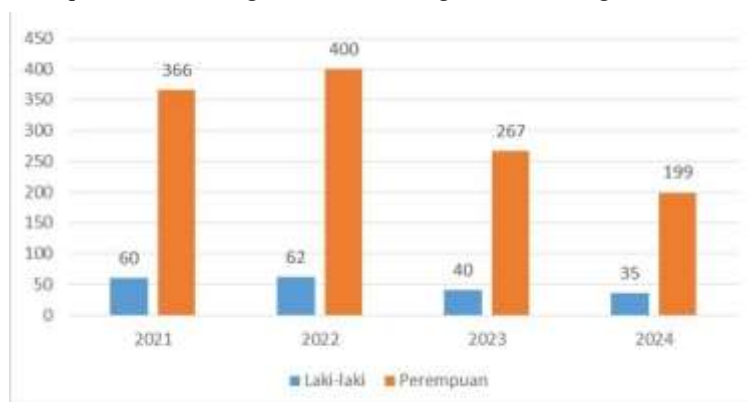
**Table 1. DISKA Accumulation by Village**

| No | Kecamatan       | No | Desa          | 2021 | 2022 | 2023 | 2024 |
|----|-----------------|----|---------------|------|------|------|------|
| 1  | Babat (23 Desa) | 1  | Bulumargi     | 8    | 8    | 3    | 1    |
|    |                 | 2  | Plaosan       | 1    | 2    | 1    | 0    |
|    |                 | 3  | Datiwanong    | 2    | 2    | 0    | 0    |
|    |                 | 4  | Tritunggal    | 1    | 1    | 0    | 0    |
|    |                 | 5  | Kuripan       | 5    | 3    | 1    | 1    |
|    |                 | 6  | Kebalanpelang | 1    | 3    | 0    | 1    |
|    |                 | 7  | Sogo          | 0    | 2    | 1    | 0    |
|    |                 | 8  | Banaran       | 2    | 2    | 0    | 0    |
|    |                 | 9  | Patihan       | 5    | 2    | 2    | 2    |
|    |                 | 10 | Gembong       | 2    | 1    | 1    | 1    |
|    |                 | 11 | Moropelang    | 0    | 1    | 2    | 3    |
|    |                 | 12 | Kebonagung    | 0    | 1    | 1    | 0    |
|    |                 | 13 | Trepan        | 1    | 1    | 0    | 0    |
|    |                 | 14 | Sumurgenuk    | 2    | 2    | 0    | 1    |
|    |                 | 15 | Gendongkulon  | 2    | 0    | 0    | 1    |
|    |                 | 16 | Kebalandono   | 1    | 0    | 1    | 0    |
|    |                 | 17 | Bedahan       | 0    | 0    | 2    | 2    |
|    |                 | 18 | Truni         | 0    | 0    | 2    | 0    |
|    |                 | 19 | Keyongan      | 0    | 0    | 1    | 1    |
|    |                 | 20 | Sambangan     | 0    | 0    | 1    | 0    |
|    |                 | 21 | Babat         | 0    | 0    | 1    | 4    |

**Source:** Lamongan District Religious Court (2025)

The data shows that throughout 2021–2024, Bulumargi Village consistently ranked among the villages with the highest number of DISKA applications in Lamongan Regency. In 2021, there were 8 DISKA applications; the same number was recorded in 2022. In 2023, the number of applications decreased to 3 cases, and fell again to 1 case in 2024. In percentage terms, the decline from 2022 to 2024 reached 87.5%, indicating significant progress in efforts to prevent child marriage (USAID ERAT 2021).

The peak in cases in 2021–2022 is in line with the district trend, which shows high numbers during that period (426 cases in 2021 and 462 cases in 2022). A sharp decline in 2023–2024 occurred after the implementation of the Counseling Service SOP by the Women's Empowerment and Child Protection Agency (DP3A) and the implementation of RAD PPA with the support of USAID ERAT (USAID ERAT 2021). This SOP stipulates that children under 18 years of age will not be given marriage recommendations, making it more difficult for DISKA requests to the Religious Court to be granted if the age limit is not met.



**Figure 3. DISKA Application Data by Gender**

**Source:** Lamongan District Religious Court (2025)

The general characteristics of DISKA applicants in Bulumargi are consistent with the pattern at the district level. The majority of applicants are female (around 85%), with a low educational background, mainly junior high school graduates or high school dropouts. This low level of education reinforces vulnerability to child marriage practices, in line with data showing that at the district



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level, 44–49% of applicants are only junior high school graduates and around 14% are elementary school graduates. In Bulumargi, the education factor is relevant due to limited access to higher education and the existence of school dropouts after junior high school (USAID ERAT 2021).

### ***B. Implementation of Regent Regulation No. 55 of 2023 on the Regional Action Plan for the Prevention of Child Marriage in Lamongan District using the Van Meter and Van Horn theory***

The number of child marriage applications in Lamongan District, based on data from the Religious Affairs Office, tends to increase, generally spread across various pockets or specific zones, with various problems arising from promiscuity and dysfunctional families. Based on the above conditions, the Lamongan Regency Government has made efforts to reduce the number of child marriages by issuing a policy through the issuance of Regent Regulation No. 55 of 2023 concerning the Regional Action Plan to reduce the number of child marriages. The implementation of the policy has been underway for approximately one year. Given this situation, research was conducted to assess the effectiveness of the policy issued by the Lamongan District Government, requiring a thorough analysis that encompasses the process in accordance with the theoretical approach outlined above.

#### ***Policy Standards and Objectives***

Lamongan Regent Regulation No. 55 of 2023 concerning the Regional Action Plan for the Prevention and Handling of Child Marriage (RAD PPA) is a strategic policy that regulates cross-sectoral measures to prevent child marriage. The general objective is to create an environment that supports the growth and development of children up to the minimum age of 19, in accordance with the mandate of Law No. 16 of 2019. Its specific objectives include: strengthening the capacity of children, families, and communities; improving access to education and reproductive health; strengthening regulations and institutional coordination; and encouraging village innovation through the SADEL CEPAC program.

The performance indicators of the Regent Regulation include a decrease in the number of marriage dispensation applications (DISKA), an increase in the average length of schooling, the establishment of children's forums, the implementation of socialization, and a decrease in the percentage of marriages under the age of 19. The indicator of a decrease in DISKA is the most clear benchmark because it is quantitative and verifiable. The results of the 2024 RAD PPA Monitoring show that the standards and objectives of the Perbup are relevant to the conditions in Bulumargi Village. The report notes that "in 2022, the number of marriage dispensation applications in Bulumargi Village was high compared to other villages in Babat Subdistrict," but after a series of interventions, "there was a significant decrease in 2023, and this trend continued in 2024." DISKA data supports these findings: from 5 cases (2022) to 3 cases (2023) and only 1 case (2024) (USAID ERAT 2021).

The success of this decline was influenced by the acceptance of policy objectives by implementing actors. As stated by the Bulumargi Village Modin, "they should wait until they are 19 years old in accordance with the Marriage Law. Then, for further action, it is recommended to seek counseling. This is because if they are forced to marry, it can lead to domestic problems and even threaten divorce due to their young age" (Interview with Modin Bulumargi, 2024). Similar support came from religious counselors who were actively involved in the program. Modin Desa Bulumargi stated that prospective brides and grooms who are underage are required to attend counseling. There, we explain the health, economic, and domestic risks. Many end up postponing their marriage after understanding this. This statement shows that the policy objective indicators have been translated into concrete operational mechanisms at the village level. However, the biggest obstacle lies in operational feasibility. The absence of a specific budget in the Village Budget (APBDes) has meant that some programs, such as the establishment of a more active children's forum or a sustained public campaign, have not been optimally implemented. The monitoring report explicitly states (USAID ERAT 2024), "administrative constraints and audit concerns have prevented the village government from specifically budgeting for prevention programs."

From Van Meter and Van Horn's perspective, the conditions in Bulumargi show that goal acceptance among implementers is quite high, but a more massive communication strategy is still needed to reach communities that are not yet fully convinced. Strengthening indicators at the village level and providing technical assistance on budgeting are key to ensuring that policy objectives are not only written in documents but are actually realized in the field. The success in reducing DISKA over the past three years proves that clear policy standards and goals that are accepted by implementers can bring about real change, even amid complex socio-cultural challenges. However, this success must be maintained through sustained resource support, consistent implementation, and increased community acceptance.

#### ***Resources***

The implementation of Regency Regulation No. 55 of 2023 in Bulumargi Village depends on the involvement of various local actors such as village officials, PKK cadres, Rematri Class, religious teachers, village officials, and the Children's Forum. In terms of quality, the core implementers have a good understanding of the policy objectives and show a high level of commitment to preventing child marriage. The role of PKK cadres is also very important in disseminating information and education, especially to adolescent girls. This shows that the village's human resources not only understand the substance of the policy but are also able to

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articulate it in simple terms so that it is easily accepted by the community. However, in terms of quantity, the number of actively involved implementers is still limited. The Children's Forum, for example, only has a few active members and does not yet have a regular agenda.

Without special funding, activities such as peer cadre training, ongoing public campaigns, and strengthening the Children's Forum are difficult to carry out on a regular basis. These limitations mean that the implementation of programs in Bulumargi depends on support from external parties such as the KUA, Puskesmas, and related agencies. Although this collaboration helps, it is not always consistent and often depends on the agenda of each party. This means that the sustainability of child marriage prevention programs cannot be fully guaranteed by the village itself. In terms of facilities and infrastructure, Bulumargi Village has a village hall, a PKK room, and school facilities that can be used for socialization. However, campaign support equipment such as print media, visual educational materials, and multimedia equipment are still limited.

This view reveals an information gap between policy implementers and some members of the community, so that educational efforts must be carried out more intensively and involve trusted community leaders. When compared to the policy standards in Perbup No. 55 of 2023, the resources available in Bulumargi are strong in terms of the quality and commitment of the implementers, but weak in terms of the quantity of implementers, funding, and supporting facilities. These strengths have led to results such as a decrease in the number of DISKA applications in the last three years. However, weaknesses in financial and infrastructure aspects make these achievements at risk of being unsustainable if not addressed immediately.

From the perspective of Van Meter and Van Horn, the adequacy of resources in Bulumargi has not been optimally fulfilled. The distribution of implementers is still concentrated on certain parties such as modin, PKK cadres, and religious teachers, while the involvement of other village officials, teachers, and community leaders is still minimal. The utilization of resources is also not optimal, especially in terms of using social media for more systematic and attractive campaigns targeting teenagers. Under these conditions, the implementation of Regent Regulation No. 55 of 2023 in Bulumargi Village is going well at the level of personal initiative and informal cooperation, but it does not yet have adequate structural support. Current success depends more on the dedication of key implementers than on a planned support system. To strengthen implementation, the village needs to allocate a special budget in the Village Budget (APBDes) for the SADEL CEPAC program, train new cadres, strengthen the Children's Forum, and provide campaign tools that are in line with youth trends.

Strengthening resources will not only maintain the achievement of reducing child marriage rates, but also encourage the sustainable achievement of policy objectives. By combining the commitment of existing implementers with financial support, facilities, and effective technology utilization strategies, Bulumargi Village has great potential to become an example of the successful implementation of Regent Regulation No. 55 of 2023 at the village level.

### ***Organizational Characteristics***

In the implementation of Lamongan Regent Regulation No. 55 of 2023 concerning the Regional Action Plan for the Prevention and Handling of Child Marriage (RAD PPA) in Bulumargi Village, Babat District, the implementing organization consists of formal and non-formal elements. Formal elements include village officials, modin, village midwives, and religious counselors from the KUA. Meanwhile, non-formal elements include community leaders who have significant influence in their neighborhoods. The synergy between these two elements is the driving force behind efforts to prevent child marriage at the village level.

The role of the modin in Bulumargi is particularly prominent because he is the first point of contact in the marriage administration process. More than just carrying out administrative tasks, the modin uses his social authority to provide advice to prospective brides and grooms and their families. This reflects the modin's proactive attitude in preventing child marriage through a persuasive approach that emphasizes legal awareness and mental preparedness. Village midwives play a strategic role in providing reproductive health education to prospective brides and grooms as well as the general public. Religious counselors from the Bulumargi KUA also play an important role, especially because the local community has a strong attachment to religious values. Village officials also act as facilitators for coordination between implementing elements, although monitoring results show that this coordination is still incidental.

The absence of SOPs or village regulations means that prevention mechanisms are not yet formally structured, so they depend on the initiative of each party. The characteristics of the implementing organizations in Bulumargi Village cannot be separated from the role of the local government, particularly the Lamongan District Office for Women's Empowerment and Child Protection (DP3A), which is at the forefront of policy implementation at the district level. Based on official documents, the DP3A has the task of assisting the regent in carrying out government affairs in the field of women's empowerment and child protection, which includes policy formulation and implementation, technical guidance, program coordination, as well as monitoring and evaluation.

More specifically, DP3A is responsible for carrying out functions such as formulating technical policies on the prevention of child marriage, implementing policies involving cross-sectoral issues (education, health, social, and religious), providing technical guidance to implementers in villages, and monitoring and evaluating the effectiveness of programs. DP3A also plays a role in providing data and information related to child marriage cases, which form the basis for planning and decision-making. In the

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context of implementing Perbup No. 55 of 2023, DP3A performs a coordinating function to ensure that efforts to prevent child marriage are not carried out independently in each village, but are integrated into regional action plans. They provide direct assistance to villages, including Bulumargi, to provide information, training, and technical support to implementers in the field. This proactive attitude shows that the local government not only makes policies but also oversees their implementation at the grassroots level.

DP3A is also tasked with coordinating children's forums, community-based integrated child protection working groups (PATBM), and women's empowerment cadres in villages to work together in the early detection of potential child marriages. Through this coordination, DP3A encourages the creation of rapid reporting mechanisms and targeted follow-up. The relationship between the DP3A and implementers in villages reflects one of the important principles in Van Meter and Van Horn's theory, namely the close connection between policies at the macro (district) and micro (village) levels. Strong implementing organizations require structural support from higher levels, whether in the form of policies, budgets, or technical guidance. Without this support, implementers at the village level may face difficulties in overcoming obstacles in the field.

The work culture that has developed in Bulumargi relies heavily on a familial approach, which is effective in building trust but has the disadvantage of creating dependence on certain figures. This is where DP3A plays an important role in helping to build a stronger institutional system, for example by encouraging the drafting of village regulations on the prevention of child marriage and creating SOPs that regulate the coordination process between implementers.

Thus, the characteristics of the implementing organization for the child marriage prevention policy in Bulumargi are a combination of local strengths in the form of the social legitimacy of the implementing figures and structural support from the local government through the DP3A. The two complement each other—the implementers in the village have close ties with the community, while the DP3A provides the necessary policy framework, resources, and cross-sector coordination. If these strengths can be optimally utilized, supported by clear formal mechanisms, regular coordination, and capacity building for implementers, the implementation of Perbup No. 55 of 2023 in Bulumargi will be more effective, consistent, and sustainable. Synergy between village-level implementers and the DP3A as the supervisory body at the district level will be a key factor in the success of the child marriage prevention program in this region.

### ***Communication***

In Bulumargi Village, communication between implementers of Lamongan Regent Regulation No. 55 of 2023 concerning the Regional Action Plan for the Prevention and Handling of Child Marriage takes place through formal and informal channels. Formal channels usually occur through coordination meetings involving village officials, modin, midwives, religious counselors, PKK cadres, and community leaders. Informal channels occur through direct conversations during community activities, home visits, or meetings at the integrated health service post (posyandu). This shows that communication is not only one-way from the district to the village, but also vice versa through reporting mechanisms. In addition, DP3A utilizes cross-sector coordination forums involving the education office, health office, KUA, and community organizations. These forums serve as a platform for exchanging information related to the prevention of child marriage, sharing good practices, and discussing obstacles encountered in the field. The DP3A realizes that integrated communication facilitates the coordination of actions between implementers at various levels of government.

Although communication between implementers in Bulumargi is already underway, monitoring results show several obstacles. First, formal coordination has not been carried out regularly; meetings are usually reactive, held when there are ongoing cases. Second, there is no structured documentation and reporting system at the village level, so the information provided is sometimes incomplete or delayed. Third, communication with parties outside the village, such as educational institutions or community organizations, is still limited, meaning that the potential for external support has not been optimally utilized. These obstacles are largely due to time constraints, human resources, and the lack of clear communication SOPs. Without formal guidelines, communication is highly dependent on individual initiative. For example, if the village secretary or midwife is not available, the flow of communication can be hampered.

However, there are great opportunities to improve the quality of communication. One of them is by utilizing information technology. Several implementers already use WhatsApp groups to share information quickly. The village head considers this effective for responding to community reports in real time. If utilized more systematically, digital media can be a more efficient means of documentation and reporting.

From Van Meter and Van Horn's perspective, the effectiveness of communication in Bulumargi will increase if there is clarity of message, consistency of information between implementers, and adequate frequency of communication. Clarity of message ensures that each implementer understands their role and the steps to be taken when a case arises. Consistency of information prevents confusion or differences in policy interpretation. Maintaining the frequency of communication ensures that coordination occurs not only when cases arise, but also for long-term prevention. In the future, the village government may consider developing a communication SOP for the prevention of child marriage that involves all implementers. This SOP can regulate formal and informal communication channels, maximum response times, and case reporting formats. The DP3A at the district level can provide support

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by offering training, supervision, and an integrated online reporting system.

In addition, establishing a regular communication forum among implementers in the village will help strengthen working relationships, increase mutual trust, and facilitate cross-sector coordination. This forum can be used as a platform for case evaluation, experience sharing, and formulating more effective prevention measures. With these improvements, communication between organizations and implementers in Bulumargi will become more solid, rapid response to cases can be ensured, and the objective of Regency Regulation No. 55 of 2023 to reduce the rate of child marriage can be better achieved.

### ***Disposition***

The implementation of Lamongan Regent Regulation No. 55 of 2023 concerning the Regional Action Plan for the Prevention and Handling of Child Marriage in Bulumargi Village shows that most policy implementers have a strong disposition and are in line with the policy objectives. The implementers show a high willingness to prevent child marriage, based on an understanding of the negative impacts it has on children's health, education, and future.

DP3A also shows a proactive attitude in facilitating coordination, training, and mentoring. They understand that the attitude of implementers at the village level will greatly affect the success of the policy. Therefore, DP3A strives to foster the same spirit in all villages through socialization, discussion forums, and technical guidance. This attitude demonstrates the alignment of values between implementers at the district and village levels, which, according to Van Meter and Van Horn's theory, is one of the main requirements for effective implementation.

However, this positive disposition is not without obstacles. Pressure from families who want to marry off their children immediately is a major challenge. Modins, midwives, religious counselors, and community leaders all acknowledge that in some cases, even after explanations have been given, the final decision remains in the hands of the family. In addition, limited formal authority at the village level means that they can only give advice, without the legal power to refuse.

Nevertheless, the commitment that has been formed keeps the implementers looking for ways to get the prevention message across. Modins take advantage of moments when residents are taking care of marriage administration, midwives take advantage of integrated health service posts and PKK meetings, religious counselors take advantage of guidance for prospective brides and grooms, and community leaders take advantage of personal relationships to engage in dialogue with families. Village heads use coordination channels with village officials, PKK, and cadres to conduct supervision.

In Van Meter and Van Horn's perspective, the alignment of values and vision between implementers at the village level and the district government is a factor that strengthens disposition. Implementers in Bulumargi view the child marriage prevention policy not only as an administrative obligation, but as an effort to protect the younger generation from social and health risks. This alignment encourages consistency in action in the field, even though obstacles remain. To maintain this positive disposition, consistent support is needed in terms of policy, resources, and motivation. Awarding implementers who have successfully prevented child marriage, providing training in persuasive communication techniques, and holding regular coordination forums between DP3A and village implementers can be effective strategies. In this way, existing commitments can be maintained and even enhanced, so that the implementation of Lamongan Regent Regulation No. 55 of 2023 in Bulumargi can be more effective and sustainable.

### ***Environmental, Social, and Economic Conditions***

In Bulumargi Village, Babat District, the social conditions of the community are greatly influenced by a rural culture that upholds family values and traditions. One tradition that remains strong is the view that marrying at a young age is not always considered a problem, especially if there are specific reasons such as family wishes or pregnancy outside of marriage.

From an analysis of social conditions, it can be seen that changing community behavior requires communication strategies that are sensitive to local culture. The delivery of messages to prevent child marriage must be tailored to the values and beliefs of the community so as not to cause resistance. For example, counseling can be carried out by religious or traditional leaders who have significant influence.

From an economic perspective, interventions are needed to reduce economic reasons as justification for marrying children at a young age. Programs to improve youth employment skills, educational assistance, and family economic empowerment can be long-term solutions. This is in line with the principle that prevention policies must be multidimensional, not only focusing on legal aspects. From a political perspective, although formal support from village and district governments already exists, community involvement in the decision-making process and policy evaluation needs to be increased. Village forums involving representatives of youth, women, religious leaders, and community leaders can be a means of strengthening bottom-up political support.

Referring to Van Meter and Van Horn, the ideal social, economic, and political conditions for policy implementation are those that create a supportive environment, minimize obstacles, and strengthen collaboration. In Bulumargi, the biggest challenges lie in the social and economic dimensions, while the political dimension is relatively conducive. With the right strategy, these challenges can be turned into opportunities to strengthen the implementation of policies to prevent child marriage. Going forward, strengthening the capacity of implementers, aligning messages with cultural values, and providing alternative economic solutions for poor families will be key factors in ensuring the success of Lamongan Regent Regulation No. 55 of 2023 in Bulumargi. The DP3A, together with



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the village government, can play a central role in ensuring that this strategy is implemented consistently and integrated with other village development programs.

**Table 2. Findings on the Implementation of Lamongan Regent Regulation**

| Analysis Variables<br>(Van Meter & Van Horn)                        | Findings in Bulumargi Village                                                                                                                                                       | Strengths                                                                                                                                                             | Weaknesses                                                                                                                             |
|---------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|
| 1. Policy Standards and Objectives                                  | The age standard of 19 years as stipulated in the Marriage Law is understood by implementers, but has not been fully internalized by the community.                                 | Implementers (religious leaders, midwives, religious counselors) understand and are committed to the policy objectives.                                               | The social norms of some citizens still accept child marriage; cultural and family reasons are often more dominant.                    |
| 2. Resources                                                        | Implementers consist of village officials, midwives, religious counselors, and community leaders. Human resources are sufficient, but financial and facility resources are limited. | Cross-sector cooperation is ongoing; coordination is rapid through WhatsApp groups.                                                                                   | The special budget in the village is minimal; campaign media and counseling rooms are inadequate.                                      |
|                                                                     | facilitation.                                                                                                                                                                       |                                                                                                                                                                       |                                                                                                                                        |
| 4. Disposition (Implementer Attitude)                               | Implementers demonstrate a positive attitude and tangible support for the prevention of child marriage.                                                                             | Modins dare to refuse administration, midwives actively educate, religious counselors engage in intensive dialogue, village heads and community leaders are involved. | The final decision often remains in the hands of the family; resistance arises if it is considered to interfere with personal affairs. |
| 5. Communication Between Organizations and Implementers' Activities | Communication takes place through formal channels (meetings, PKK forums, posyandu) and informal channels (direct conversations, community reports).                                 | Case information spreads quickly; cross-sector coordination is effective for response.                                                                                | Formal coordination is still reactive; case documentation is not yet systematic.                                                       |
| 6. Social, Economic, and Political Conditions                       | Social norms still accept child marriage; some families have low economic status; village politics are stable and supportive of policies.                                           | Political stability facilitates coordination; strong district support.                                                                                                | Economic pressures trigger child marriage; cultural values are difficult to change in a short time.                                    |

**Source:** Compiled by the author (2025)

### ***Supporting and Hindering Factors in the Implementation of Regent Regulation No. 55 of 2023 on the Regional Action Plan for the Prevention of Child Marriage in Lamongan District***

The implementation of the child marriage prevention policy in Bulumargi Village is supported by several important factors. *First*, the implementers have a good understanding of the policy objectives and show strong commitment to preventing child marriage practices, including facing community resistance. This understanding also strengthens the effectiveness of coordination between implementing elements. *Second*, there is structural support from the Lamongan District Government and DP3A through guidance, socialization, training, monitoring, and cross-sector facilitation, so that village implementers feel accompanied and have access to additional resources. *Third*, cross-sector cooperation at the village level is effective. Village officials, health workers, religious institutions, PKK cadres, children's forums, and schools collaborate in education, socialization, and early detection of cases through formal and informal channels. *Fourth*, local political stability creates conditions that support program sustainability without internal interests or bureaucratic conflicts, allowing policies to run more consistently. *Fifth*, Bulumargi Village has strong social capital and

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informal networks, enabling information about potential child marriages to be quickly detected before entering the administrative process. *Sixth*, the existence of a clear implementation structure at the village level—even without written SOPs—facilitates coordination and rapid response to emerging cases.

The implementation of policies to prevent child marriage in Bulumargi faces several obstacles. *First*, social norms that still accept child marriage make prevention efforts difficult for the community to accept, especially when it is considered a solution to maintain honor or avoid the risks of promiscuity. *Second*, economic pressures on families encourage parents to marry off their children to reduce their financial burden. *Third*, pregnancy outside of marriage is often a reason for early marriage due to strong moral pressure and social stigma, limiting the scope of action for implementers. *Fourth*, budget constraints prevent socialization and campaign activities from being carried out optimally. *Fifth*, the lack of supporting facilities, such as youth counseling centers and information media, hinders the equitable delivery of policy messages. *Sixth*, the absence of technical SOPs makes case handling inconsistent and dependent on individual initiative. Finally, uneven community participation also hinders the effectiveness of implementation because there are still citizens who are passive or reject government intervention.

### CONCLUSIONS

The implementation of Lamongan Regent Regulation No. 55 of 2023 concerning RAD for the Prevention of Child Marriage in Bulumargi Village has shown quite good results, as seen from the decline in the number of marriage dispensations (DISKA). However, the implementation of the policy still faces structural and cultural challenges that affect its effectiveness. Based on an analysis of the six variables of Van Meter & Van Horn, village officials have a good understanding of the content of the policy, especially the age limit of 19 years and the principle of child protection. However, the community's understanding is not yet comprehensive, so some still justify child marriage. Implementing resources are sufficiently available, but budget and facility constraints limit the intensity of prevention activities.

The organizational structure and coordination between implementing elements have been running well, both vertically with the DP3A and horizontally at the village level. However, the absence of technical SOPs has resulted in inconsistent case handling. Communication between organizations is also effective, although it is not yet supported by systematic documentation and follow-up mechanisms. The commitment and positive attitude of the implementers are very strong, but decision-making remains with the family, so government intervention has not been fully able to prevent child marriage. The stable socio-political environment of the village is a supporting factor, but cultural challenges such as conservative social norms, economic pressures, and pregnancy outside of marriage are still triggers for the high risk of child marriage. The main supporting factors include the commitment of implementers, support from the DP3A, cross-sectoral cooperation, and village social capital. On the other hand, the inhibiting factors include the culture of child marriage, economic pressures, budget constraints, lack of facilities, the absence of standard operating procedures, and uneven community participation. Overall, the success of policy implementation in Bulumargi is greatly influenced by the interaction between structural and cultural factors. Strengthening implementation requires an approach that not only improves technical aspects and coordination but also sustainable social change strategies so that the goal of preventing child marriage can be achieved optimally.

### RECOMMENDATIONS

Efforts to prevent child marriage in Bulumargi Village need to be carried out in an integrated and sustainable manner. First, the district government and DP3A need to strengthen regulations by encouraging villages to develop standard operating procedures and create village regulations as derivatives of district regulations so that early detection, reporting, and intervention are more focused. Second, community literacy must be improved through continuous socialization involving religious leaders, health workers, teachers, and children's forums, using communication media that are familiar to the community. Third, prevention needs to be integrated with family economic empowerment programs, such as skills training, access to business capital, social assistance, and scholarships for girls who are at risk of dropping out of school. Fourth, the provision of youth support services such as counseling centers, reproductive health education, and creative spaces must be strengthened to support the psychological and social needs of adolescents. Fifth, cross-sector collaboration needs to be optimized by involving schools, religious institutions, NGOs, the business world, and religious courts to build an ecosystem that rejects child marriage. With these steps, the implementation of Perbup 55/2023 is expected to be more effective in reducing the rate of child marriage and protecting the future of the younger generation in Bulumargi Village.

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