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Implementation of Regent Regulation Number 19 of 2019 at the PPKBPPPA Office in the Prevention of Child Marriage in Wonosobo Regency

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Abstract

The high rate of child marriage in Wonosobo Regency indicates that the prevention policies established through Regent Regulation Number 34 of 2019 have not been fully effective. This study aims to analyze the implementation of these policies by the at the Office of Population Control, Family Planning, Women Empowerment, and Child Protection (DPPKBPPPA) of Wonosobo Regency through field studies and literature studies using the indicators of policy implementation success according to Riant Nugroho, namely the right policy, the right implementation, the right target, the right environment, and the right process. The study uses a qualitative method with a descriptive approach. The results show that the policy implementation has been carried out but is not yet fully optimal. Based on the five-rights model, three aspects have been fulfilled, namely the right policy, the right target, and the right process. Meanwhile, the other two aspects, namely the right implementation and the right environment, are still not optimal because the reach of implementation is not yet widespread and the social environment conditions of the community still influence child marriage practices. The research concludes that the effectiveness of preventing child marriage requires strengthening the quality of implementation, expanding the reach of programs, and optimizing sustainable cross-sector collaboration.

Keywords: Child Marriage; DPPKBPPPA Wonosobo Regency; Policy Implementation; Prevention; Public Policy

INTRODUCTION

Child marriage is a global problem that still occurs in many countries, especially in developing countries. Around 12 million girls worldwide get married before the age of 18 every year (UNICEF, 2020). This phenomenon not only restricts the rights of girls but also contributes to the intergenerational cycle of poverty. According to UNICEF (2020), around 12 million girls worldwide get married before the age of 18 every year. Child marriage causes children to lose access to schooling, be exposed to gender-based violence, become socially isolated, experience mental health problems, become pregnant at a young age, and face health problems for both mother and child. In addition, child marriage also results in poverty, unhealthy gender norms, and a lack of opportunities for education and employment for women and girls, as well as violations of human rights. (Siddiqi & Greene, 2022; Wibowo et al., 2022). The prevention of child marriage becomes an important part of the Sustainable Development Goals which targets the elimination of child marriage practices by 2030 (Kartiwa Karpi et al., 2024).

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Data on cases of child marriage issued by DP3AP2KB of Central Java Province shows that the number of child marriages reached 12.972 cases in 2020, increasing to 13.595 cases in 2021. Furthermore, in 2022 the number of cases was 11.366, then decreased to 10.531 cases in 2023 and further decreased to 10.531 in 2024.

Based on data obtained from the Office of the Ministry of Religious Affairs of Wonosobo Regency, it can be seen that in 2018, the number of child marriages reached the highest figure, namely 2,109 cases, and remained high in 2019 with 2,018 cases. Then in 2020, the number sharply decreased to 968 cases. This declining trend continued in the following years, with 479 cases in 2021, 397 in 2022, 380 in 2023, and 334 in 2024. In addition, data from the DPPKBPPPA of Wonosobo Regency also shows a relatively high number of child marriage cases in several sub-districts such as Watumalang, Kalikajar, Kertek, Kepil, and Sapuran. Although this decrease indicates some success in the efforts to prevent child marriage, the fact that there are still hundreds of cases per year emphasizes that this issue has not been fully resolved. The consistent figures indicate that the practice of child marriage still occurs in Wonosobo Regency.

Government intervention in efforts to prevent child marriage is carried out both at the central and regional levels. At the national level, these policies are stipulated through Law Number 16 of 2019 concerning Amendments to Law Number 1 of 1974 which sets the minimum age of marriage at 19 years, as well as Law Number 35 of 2014 on Child Protection which asserts that a child is an individual under 18 years of age and has the right to protection from the practice of child marriage. At the regional level, prevention efforts are carried out through regional government policies through Regent Regulation Number 34 of 2019 concerning the Strategy for Combating Child Marriage.

Regent Regulation Number 34 of 2019 serves as a guideline for local governments and stakeholders in implementing efforts to prevent child marriage. The mitigation strategy is carried out through preventive and promotive approaches, including the development of child friendly schools, increasing the average length of schooling to 12 years, reproductive health education for adolescents, as well as strengthening the understanding of families and communities. This policy also encourages the implementation of socialization activities, strengthening of counselors, integration of reproductive health education in educational activities, as well as assistance for children and families at risk.

The implementation of this policy involves various stakeholders at the regional level. In this case, the Office of Population Control, Family Planning, Women Empowerment, and Child Protection (DPPKBPPPA) of Wonosobo Regency has an important role as the agency responsible for coordinating and implementing various programs to prevent child marriage through socialization activities, family empowerment, and strengthening community institutions, which is in line with the vision of realizing a more prosperous Wonosobo Regency free from child marriage.

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Although various policy efforts have been made, the practice of child marriage is still found in several areas in Wonosobo Regency. This condition shows a gap between the policies that have been established and their implementation in the field. Nurapsah (2021) explains that the implementation of child marriage prevention policies at the regional level often faces obstacles, such as limited resources, low policy socialization, and the influence of social and cultural norms in the community that still tolerate the practice of child marriage. This condition indicates that the existence of regulations has not been fully accompanied by optimal policy implementation by the executors.

This research refers to several previous studies.Almaidah Nurapsah (2021), through their research entitled Implementation of Regent Regulation Number 128 of 2020 on the Prevention of Child Marriage by DP2KBP3A of Bandung Regency, found that the implementation of the legislation was not yet optimal due to limited budget and human resources. The socio-cultural environment and biased religious understanding cause the community to tend to justify child marriage. Prevention programs have not been able to effectively reduce the rate of child marriage. (Puspitasari & Mutmainah, 2025), in their research Implementation of Child Marriage Prevention Policy through the Child Forum Program in Mlati District, Sleman Regency, found that the implementation of the legislation was still not optimal due to budget constraints, lack of full involvement of Child Forum members, and socialization conditions that were not always conducive.

Rosnah & Kasim (2025) through their research titled Implementation of Policies to Prevent Child Marriage in South Konawe Regency: Between Formal Regulations and Social Practices stated that the implementation of Regional Regulation No. 9 of 2021 has not been optimal due to the lack of regulation socialization, minimal reproductive health education, the dominance of customary and religious norms, as well as weak coordination between agencies. Research by Putri (2023) titled Implementation of Blitar Regent Regulation Number 6 of 2019 on the Prevention and Handling of Child Marriage (Study at DP3AP2KB Blitar Regency) presented the results of efforts carried out by DP3AP2KB including counseling services, socialization to the community and schools, as well as cross-sectoral cooperation. Similar to Rosnah & Kasim, research by (Fahrizi, 2024) titled Implementation of Article 12 Paragraph 2 of East Lombok Regent Regulation No. 41 of 2020 (Case Study in Jerowaru Village, Jerowaru District, East Lombok Regency), The Social Service and Women's Empowerment and Child Protection Agency of Probolinggo City, as the coordinator for preventing child marriage, carries out its duties through advocacy, socialization, and education activities.

This study draws inspiration from similarities in previous research, focusing on analyzing the implementation of local regulations in several regions of Indonesia regarding the prevention of child marriage using qualitative methods. The difference lies in the focus, subject, and research location, which refers to the Office of Population Control, Family Planning, Women Empowerment, and Child Protection of Wonosobo Regency, Central Java, along with the supporting local regulation, Regent Regulation

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Number 34 of 2019 concerning Strategies for Combating Child Marriage. The researcher undertook this because there has been no similar research conducted in Wonosobo Regency. Wonosobo Regency was chosen because in 2023 it recorded the highest percentage of child marriages in Central Java Province based on the National Socio- Economic Survey (SUSENAS). On the other hand, the local government has established a special policy through Regent Regulation Number 34 of 2019 as a guideline for the implementation of child marriage prevention. This study specifically analyzes the implementation of Regent Regulation Number 24 of 2019 at the Office of Population Control, Family Planning, Women Empowerment, and Child Protection (DPPKBPPPA) of Wonosobo Regency through field studies and literature studies using the policy implementation success indicators according to Riant Nugroho (2012) is the right policy, the right implementation, the right target, the right environment, and the right process.

METHOD

This study uses a qualitative method with a descriptive approach to analyze the implementation of policies preventing child marriage in Wonosobo Regency. The research was conducted at the Office of Population Control, Family Planning, Women Empowerment, and Child Protection (DPPKBPPPA) of Wonosobo Regency. The research subjects were determined using purposive sampling technique, which is the selection of informants based on the consideration that the parties have knowledge and direct involvement in policy implementation (Sugiyono, 2011). The research informants include the Head of DPPKBPPPA of Wonosobo Regency, the Head of the Women Empowerment and Child Protection Division, the Staff of Women Empowerment and Child Protection Division, a representative of the Family Learning Center (Puspaga) of Wonosobo Regency, as well as children who applied for marriage dispensation during the research period.

The research data consists of primary and secondary data. Primary data was obtained directly through observation activities and in-depth interviews with research informants. Meanwhile, secondary data was obtained through document studies of various official documents, activity reports, and legislation related to the prevention of child marriage. Data collection techniques were carried out through field observations to see program implementation, interviews to gather information from informants, and documentation as supporting research data.

Data analysis was conducted using the Miles and Huberman interactive analysis model, which includes data reduction, data display, and drawing conclusions. The data reduction process was carried out by sorting and simplifying the information obtained from the field. Then, the data was presented systematically to facilitate understanding of the research findings before conclusions were drawn based on the patterns and relationships found during the research process. To maintain the validity of the data, this

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study used source triangulation, which involved comparing information obtained from observations, interviews, and documentation.

RESULTS AND DISCUSSION

Regulation of the Regent (Perbup) Number 34 of 2019 concerning the Strategy for Combating Child Marriage serves as the basis for regional policies in preventing child marriage in Wonosobo Regency. As a regional apparatus with a mandate in the fields of population control, family planning, women empowerment, and child protection, the DPPKBPPPA of Wonosobo Regency plays a role as the main driver in the implementation of preventing child marriage. The implementation of Perbup Number 34 of 2019 concerning the Strategy for Combating Child Marriage is analyzed using policy implementation success indicators according to Riant Nugroho, namely the right policy, the right implementation, the right target, the right environment, and the right process.

To contextualize these implementation findings, Figure 1.1, Figure 1.2, and Figure 1.3 present the child-marriage trends in Central Java and Wonosobo Regency discussed in the Introduction.

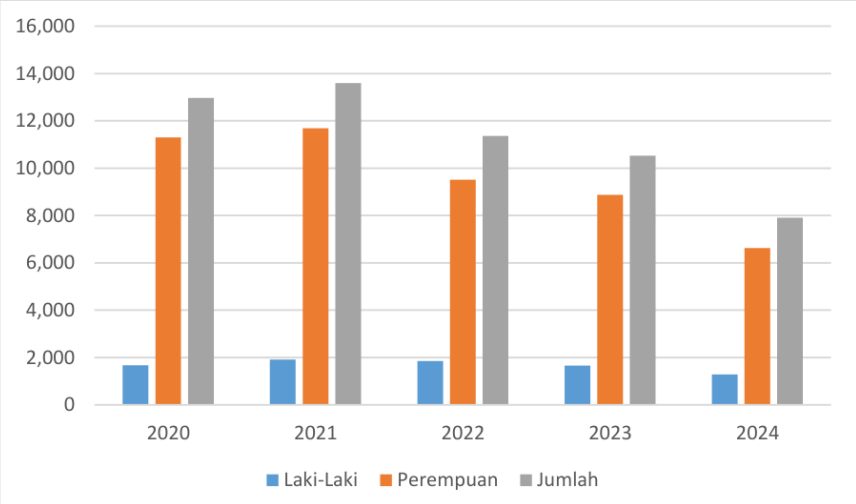


Figure 1.1 Child Marriage in Central Java Province
Source: DP3AP2KB Central Java Province, 2025

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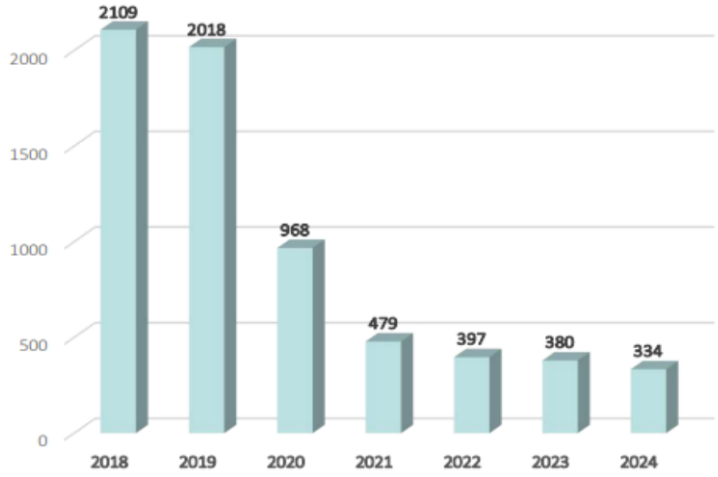


Figure 1.2 Marriages Under the Age of 19 in Wonosobo Regency 2018-2024
Source: Office of the Ministry of Religious Affairs of Wonosobo Regency, 2025

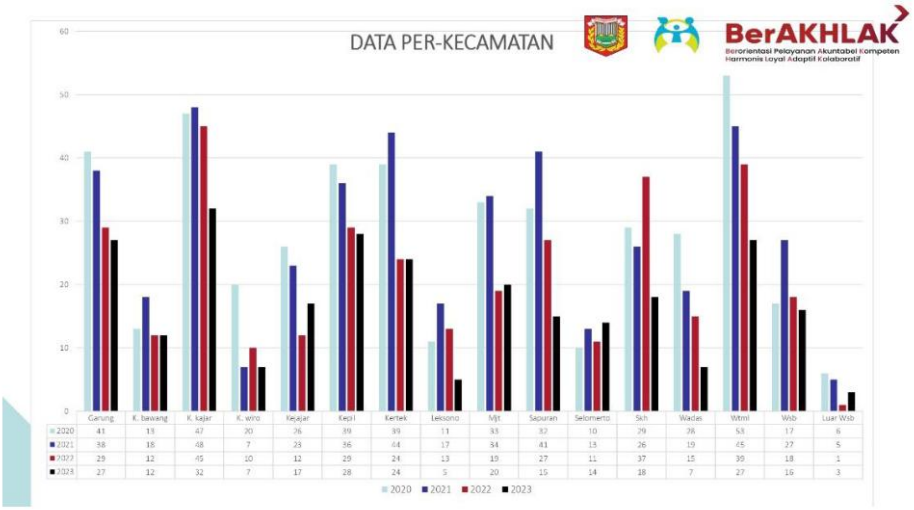


Figure 1.3 Marriages Under the Age of 19 in Wonosobo Regency 2018-2024
Source: DPPKBPPPA Wonosobo Regency, 2024

The Right Policy

The right policy emphasizes the clarity of policy substance as well as the accuracy of policy objectives in addressing the problems faced. Regent Regulation Number 34 of 2019 concerning the Strategy for the Prevention of Child Marriage is understood by the DPPKBPPA of Wonosobo Regency as a regional policy born out of concern over the high rate of child-age marriages. The Head of DPPKBPPA of Wonosobo Regency explained that the Regent Regulation originated from the concern of the Wonosobo Regency Government regarding the still widespread number of child marriages.

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"In 2018, the number reached more than two thousand cases. From this problem, it seems we need to have a strategy to carry out prevention," (Interview with Informant 1 on January 7, 2026).

The substance of the policy is directed as a preventive policy, not a prohibition policy. The Head of DPPKBPPPA stated that the Perbup is flexible because it is for prevention. The Perbup itself appeared before the 2019 Law. After the 2019 Law was born, the Perbup is still related and passed. The Perbup was then followed up with a circular letter from the Regent of Wonosobo to all sub-districts throughout Wonosobo Regency. This is done because marriage is taken care of starting from the lowest level, namely RT/RW, race, and village, then to the KUA and the Religious Court.

Legally, the "Considering" section of Regent Regulation Number 34 of 2019 refers to the higher-level legislation, namely the Law on Marriage, the Law on Child Protection and its amendments, the Law on Human Rights, the Law on the National Education System, the Law on Health, as well as the Law on Regional Government. Regent Regulation Number 34 of 2019 does not conflict with the higher legislation. In fact, it becomes one of the pioneering districts/cities that dares to issue a Regent Regulation concerning the prevention of child marriage. This Regent Regulation Number 34 of 2019 was established as a follow-up to the phenomenon of Wonosobo Regency being the area with the highest rate of child marriage in Central Java. Regent Regulation Number 34 of 2019 serves as a regional policy umbrella used as the basis for implementing various programs to prevent child marriage in Wonosobo Regency. It is not only for the DPPKBPPPA but also serves as a joint guideline for other regional government agencies (OPD).

Viewed from the right policy, the DPPKBPPPA has translated the marriage prevention strategies contained in Article 4 of Regent Regulation Number 34 of 2019, including pioneering child-friendly schools, increasing the average length of schooling, disseminating adolescent reproductive health, prevention campaigns to parents, gender and child rights mainstreaming, strengthening village institutions, as well as cross-sectoral synergy. Child marriage practices still occur every year in Wonosobo Regency. Research informants explained that the main driving factors still revolve around family economic pressure, social norms that legitimize child marriage, and religious understanding that encourages families to marry off their children as soon as they are considered mature. Regent Regulation Number 34 of 2019 emphasizes more educational, persuasive, and social empowerment approaches, while policy interventions regarding structural factors such as poverty and limited access to education have not been specifically regulated.

In addition, the marriage dispensation mechanism is only regulated up to the obligation to obtain a recommendation from a counselor or psychologist before applying for dispensation. In practice, the recommendation is often merely an administrative formality and not strong enough to prevent a family's decision that is

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determined to marry off their child. As a result, a gap occurs between the policies that are designed and the social realities faced. The policy has been appropriate in responding to the symptoms of the problem, but has not fully addressed the structural and cultural roots that perpetuate the practice of child marriage. From an institutional perspective, Regulation of the Regent Number 34 of 2019 was formulated by the Wonosobo Regency Government, which legally has authority in matters of child protection and women empowerment through the DPPKBPPPA of Wonosobo Regency. However, the limitations of institutional capacity in reaching all areas, especially villages with high case numbers, have caused the policy to not yet be fully felt equally by all target groups. The implementation of Regent Regulation Number 34 of 2019 at the DPPKBPPPA of Wonosobo Regency has precisely met the policy in terms of the substance's relevance to the problems and the appropriateness of the drafting and implementing institutions.

The Right Implementation

According to Nugroho (2012), the right implementation is the conformity between the policy that has been established and the way the policy is carried out by policy implementers. Policy implementation also assesses whether the actors carry out the policy in accordance with the tasks, functions, and work mechanisms that have been formulated in the policy. In the implementation of Regent Regulation Number 34 of 2019 concerning the Strategy for the Prevention of Child Marriage, this policy implementation is coordinated by the Office of Population Control, Family Planning, Women Empowerment, and Child Protection (DPPKBPPPA) of Wonosobo Regency as a regional apparatus that has the main authority in the fields of population control, women empowerment, and child protection. The DPPKBPPPA of Wonosobo Regency carries out the role as the primary implementer of the child marriage prevention policy through communication, information, and education to various involved parties.

The Head of DPPKBPPPA of Wonosobo Regency stated:

> *"We continue to socialize the prevention of child marriage through social media. Then also field activities. In the sub-district we invite the people. So you are asked to give advice to parents and prospective brides if they are still of the age of children to postpone marriage,"* (Interview with Informant 1 on January 7, 2026).

Every year, socialization for the prevention of child marriage is carried out focusing on sub-districts or villages with a fairly high marriage dispensation rate. In the education sector, policy implementation is aimed at building awareness among teenagers through the school pathway. This is done because teenagers are the main group vulnerable to child marriage. In schools, socialization is carried out based on themes, including adolescent reproductive health. There is also SSK (Sekolah Siaga Kependudukan) as an educational platform regarding child marriage.

Child marriage education is established through cross-sector synergy with the Education Office, particularly through programs to prevent children from dropping out

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of school. The Education Office continues to carry out educational campaigns to ensure children stay in school. One of the programs of the Wonosobo Regency Government is ATS (Children Not in School) with scholarships to help children who have dropped out return to school. Capacity building for family assistance service personnel at the Wonosobo Regency Family Learning Center is also implemented.

The Head of the PPPA Division stated that strengthening counselor personnel is conducted at Puspaga by learning from Gadjah Mada University (UGM) about psychological first aid, family counseling, and child-friendly services, with resource persons being clinical psychologists. Puspaga services consist of assistance provided to child-age prospective brides and grooms and their families. Puspaga is responsible for providing a recommendation letter for marriage dispensation for child-age prospective brides and grooms. Prospective brides and grooms need to undergo psychological tests, counseling, and training related to marriage and family life before obtaining a marriage dispensation.

The DPPKBPPPA of Wonosobo Regency expands collaboration by involving women's organizations and community organizations, such as the Pokja One PKK at the grassroots level. Besides PKK, women's organizations in Wonosobo Regency include GOW (Association of Women's Organizations) which consists of Fatayat, Muslimat, Christian women, Catholic women, Aisyiyah, Dharma Wanita, and so on. These organizations are integrated into the Puspaga service units so that they not only act as information providers but also as part of the direct community assistance mechanism. One of the activities that has been held is a competition for the prevention of child marriage for all women's organizations in Wonosobo Regency. PKK activists, Aisyiyah, and Muslimat contributed to this competition to expand communication networks down to the village level.

The implementation of Regent Regulation Number 34 of 2019 is also directed at strengthening economic independence. DPPKBPPA of Wonosobo Regency strengthens economic independence for women. This is done by forming women's business networks at the sub-district level to increase family economic capacity and strengthen the role of women in households. The empowerment of women's independence is fostered through Jarpuk (Jaringan Perempuan Usaha Kecil Industri Rumahan) dan PPEP (Peningkatan Produktivitas Ekonomi Perempuan).

In the implementation of marriage dispensation services, there are still coordination dynamics between Puspaga, village governments, and Religious Courts. The policy implementation also faces obstacles due to the presence of other institutions outside Puspaga that provide consulting services for prospective child brides and grooms, such as NGOs. The number of professionals, such as clinical psychologists at Puspaga, is still limited, so the intensity of counseling services is not yet fully optimal. In the socio-cultural context, the community tends to feel ashamed if a girl stays at home after graduating from school without continuing to a higher level, thus choosing to marry off

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their child. On the other hand, the socialization of preventing child-age marriages has not been evenly received by the community.

The precise implementation shows that, based on the provisions of Regent Regulation Number 34 of 2019, the Regional Government is responsible for implementing the child marriage prevention program through socialization, strengthening counselor personnel, integrating reproductive health education, educational campaigns, as well as providing guidance for prospective child brides and grooms from psychological, health, economic, and religious aspects. In the policy implementation structure, the DPPKBPPPA of Wonosobo Regency is designated as the regional apparatus that handles child protection and women's empowerment, and is also responsible for monitoring and evaluating the implementation of the policy. The internal policy implementers already have a shared understanding and commitment to the main goal of the policy, which is to reduce the rate of child marriage.

The implementation of policies is not only carried out by the DPPKBPPPA of Wonosobo Regency, but also involves collaboration with various other actors, such as schools, village governments, PKK, women's organizations, children's forums, religious counselors, and community service institutions. This pattern of collaboration aligns with the mandate of the Regent Regulation, which emphasizes institutional strengthening and cross-party synergy in the prevention of child marriage. One concrete form of policy implementation is the existence of Puspaga as a center for family counseling and assistance services. Puspaga carries out a strategic function in preventing child marriage, particularly through counseling services for prospective child brides and grooms. The service mechanism at Puspaga includes psychological tests, counseling, and motivation sessions before issuing a marriage dispensation recommendation letter. This procedure shows that policy implementation does not stop at socialization, but also involves direct intervention for at-risk groups.

The strengthening of counselor capacity has also been carried out through family counseling training, psychological first aid, and reinforcement of legal understanding. This confirms that policy implementers have been equipped with adequate competence to carry out their duties. Strengthening economic independence is conducted by the DPPKBPPPA of Wonosobo Regency through the formation of the Jarpuk and the PPEP. Jarpuk has been established in 15 districts as a forum for women small business owners to develop skills and expand business networks. Strengthening women's economic independence is directly relevant to efforts to prevent child marriage, considering that family economic factors are one of the drivers of child marriage.

The final decision on granting a marriage permit for children remains under the authority of the Religious Court. In practice, even though Puspaga has provided recommendations based on the results of psychological and social assessments, the judge of the Religious Court can approve a marriage dispensation with certain

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considerations, such as the family's social conditions or a greater risk if the marriage is not carried out.

This condition emphasizes that the limited effectiveness of policy implementation is not caused by weak implementing mechanisms at the regional level, but rather due to the division of authority between local governments and the independent judicial institutions. Thus, policy implementers have carried out their duties procedurally, but they do not have full authority to determine the final outcome.

The biggest challenge in policy implementation actually comes from social and cultural factors of the community. Social norms that still tolerate child marriage, the low level of education of prospective brides and grooms, and family pressure are factors that affect the success of child marriage prevention programs. Limited human resources and budgets are also other challenges. These conditions are anticipated through cross-sector collaboration strategies, utilization of social media for information, education, and communication (KIE), as well as program innovations such as population alert schools, mobile counseling, and digital campaigns. The implementation of Regent Regulation Number 34 of 2019 has met the principles of proper implementation in terms of the appropriateness of implementing actors, work mechanisms, and cross-party coordination patterns. The DPPKBPPPA of Wonosobo Regency, as the main executor, has carried out its functions according to the mandate, but has not been fully optimal due to external factors that cannot be entirely controlled directly by the DPPKBPPPA of Wonosobo Regency.

The Right Target

The right target according to Nugroho (2012) emphasizes the alignment of policy objectives with the groups that are the main focus of problem-solving. The appropriate target is analyzed through how the DPPKBPPPA of Wonosobo Regency determines the target groups for the child marriage prevention program and how the program is directed towards parties at risk or directly involved in the practice of child marriage. The main target groups in policy implementation include adolescents, prospective child-age brides and grooms, families, and communities in areas with high child marriage rates. In addition to being area-based, the policy targets are also directed at adolescents through educational institutions.

Regulation of the Regent Number 34 of 2019 stipulates that efforts to address child marriage involve local governments, village governments, parents or guardians, children, as well as the community. In addition, policy strategies are also directed at adolescents, families, educational institutions, and communities as the main targets of prevention programs. The determination of these targets shows that the policy has been designed considering actors who have a direct or indirect role in the occurrence of child marriage. The DPPKBPPPA of Wonosobo Regency has implemented prevention programs by targeting the appropriate groups. Socialization and reproductive health education activities are carried out in schools as strategic spaces to reach adolescents.

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Family counseling services through Puspaga are directed at parents and prospective child brides and grooms. Meanwhile, prevention campaigns and community empowerment involve religious leaders, community leaders, PKK, and women's organizations in Wonosobo Regency.

Most cases of child marriage in Wonosobo Regency occur among teenagers with low educational backgrounds. In response to this, the DPPKBPPPA of Wonosobo Regency focuses its programs on areas with relatively high case numbers through mobile counseling, population alert schools, and strengthening village cadres. This emphasizes that the implementation of policies is directed at high-risk groups that are a priority for child marriage prevention. The prevention program also positions parents as an important target of the policy. This is based on the finding that the decision to marry off children is generally more influenced by parents. There are still segments of the community that have not been fully reached by the prevention program, especially in rural areas that are relatively far from service centers. Although the implementation of Regent Regulation Number 34 of 2019 has fulfilled of the right target, the limitations of the program's reach and the strong social norms that still exist in the community have caused some target groups to not be reached optimally.

The Right Environment

The right environment refers to the suitability of policy implementation with the social and cultural environmental conditions, as well as the support of external factors that influence the course of the policy. Regent Regulation Number 34 of 2019 in Article 2 faces challenges in its implementation. The main challenge in policy implementation comes from the socio-cultural conditions of the community that still see child marriage as something normal. Changing social norms cannot be done instantly. The PPPA Governance Officer stated:

> *"When we engage with the community, it is very different; sometimes they are stubborn and hard to advise, often even their parents or their religious leaders, even though our intention is not to make things difficult, it is planned well. Such understanding is still hard to grasp for the community, especially considering that the majority of those at Puspaga have an educational background of 70 percent at the junior high school level. So indeed, in terms of mindset, they do not yet understand the consequences,"* (Interview with Informant 3 on January 7, 2026).

Another challenge related to the environment is that the external institutional environment also affects the implementation of the policy. The final decision on marriage dispensation lies with the Religious Court, which has independent considerations and can approve marriage dispensation even if the Puspaga officers do not agree. The presence of other external institutions such as NGOs that also provide consultation services for prospective child brides and grooms means that the service mechanism is not entirely a one-stop process through Puspaga.

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The social environment of women's organizations becomes a supporting factor for policy implementation because it has networks down to the village level and actively participates in delivering prevention messages. The sub-district and village PKK shows a receptive attitude because PKK reaches the grassroots. Besides PKK, there are also other women's organizations that support policy implementation, namely GOW. The presence of these women's organization networks shows that the community's social environment also provides support space for policy implementation, especially in expanding the reach of socialization and education at the family level. The implementation of Regent Regulation Number 34 of 2019 takes place in a dynamic social and institutional environment. On one hand, there are still challenges from community cultural norms as well as the presence of external institutions that influence service mechanisms. On the other hand, support from women's organizations and community networks becomes an environmental factor that helps the implementation of child marriage prevention programs in Wonosobo Regency.

The Wonosobo Regency Government has established an institutional environment that relatively supports policy implementation. This is reflected in the commitment across regional apparatus, the involvement of village governments, as well as cooperation with schools, women's organizations, and community institutions in carrying out prevention programs. The presence of PUSPAGA, children's forums, PKK, and the Genre network is part of the institutional ecosystem that strengthens policy implementation at the local level.

However, the social and cultural environment of the Wonosobo Regency community still presents a major challenge in policy implementation. The view that child marriage is normal, the belief that marrying is better than continuing education, as well as parents' concerns about teenage social interactions, still influence family decisions to marry off their children. Religious understanding that tends to be traditional also reinforces social acceptance of the practice of child marriage. This situation shows that the socio-cultural environment is not yet fully aligned with the spirit of the child marriage prevention policy.

The family's economic condition also shapes an environment that encourages child marriage. Some families see child marriage as one way to reduce the household's economic burden. Economic pressure is often stronger in influencing family decisions. The legal environment also affects policy implementation. The final decision regarding marriage dispensation lies with the Religious Court, which in several cases still approves the application based on certain considerations. This condition shows that local governments do not fully have control over the final outcome of the child marriage licensing process.

This is in line with previous research by Maryani and Septikasri cited in (Mustakim et al., 2023), which explains that the practice of child marriage is influenced by factors such as parental pressure, adolescent social interactions, family economic conditions,

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and a social environment that tolerates child marriage. Research by (Diflizar, 2023) shows that parents are also concerned about family reputation; they may force their children to marry even though they are not old enough in order to avoid social stigma or preserve family honor. (Monoarfa et al., 2024) also mention that a social environment that does not support adolescent development can increase the risk of child marriage.

The right environment in the implementation of Regent Regulation Number 34 of 2019 has not been fully optimal. The institutional environment of local government has essentially supported policy implementation, but the social, cultural, economic, and legal environments still present challenges that affect the effectiveness of efforts to prevent child marriage. The success of the policy not only depends on the quality of the programs implemented, but also on the policy's ability to adapt and gradually shape changes in the social environment of the community.

The Right Process

The right process according to Nugroho (2012) emphasizes the conformity of policy implementation stages with the procedures and mechanisms that have been formulated in the policy, starting from planning, implementation, to supervision and evaluation. The implementation of Regent Regulation Number 34 of 2019 concerning the Strategy for Combating Child Marriage in Wonosobo Regency is carried out through a workflow established by the DPPKBPPPA of Wonosobo Regency as the regional apparatus executing the policy. Regent Regulation Number 34 of 2019 has regulated the stages of policy implementation. Provisions regarding assistance efforts for prospective child brides and grooms are regulated in Article 10, strengthening institutional arrangements and cross-sectoral coordination is regulated in Article 11, complaint mechanisms are regulated in Article 12, as well as monitoring and evaluation of policy implementation are regulated in Article 13. Puspaga is part of the process set out in the Regent Regulation, particularly in the mechanism of mentoring underage prospective spouses before applying for a marriage dispensation. Puspaga is responsible for providing a recommendation letter for underage prospective spouses. The dispensation letter is obtained through a process in which the prospective spouses undergo psychological tests, counseling, and training related to marriage and family life.

In implementation in the field, there are still dynamics that affect the mechanisms that have been set up. Officers of the Puspaga in Wonosobo Regency sometimes argue with the Religious Court. On one hand, the village head does not give recommendations, but the Religious Court grants dispensations based on the judge's consideration. Other institutions outside of Puspaga also issue consultation letters, so the service mechanism no longer operates entirely through a single channel. This condition indicates that, in practice, there are variations in the service process operating outside the official mechanisms designed in the policy. Nevertheless, the community considers that the mechanism stipulated in the policy has been carried out as part of the process of applying for a marriage dispensation.

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The internal monitoring and evaluation mechanism is carried out periodically by the DPPKBPPPA of Wonosobo Regency to assess the effectiveness of programs, identify implementation obstacles, and formulate future program improvements. Evaluation is usually conducted in stages, starting with the internal units first. After that, a joint evaluation is carried out with each unit within the DPPKBPPPA. Evaluation is conducted at least once every two months. The evaluation process is not incidental, but rather conducted periodically and systematically as part of the organization's working mechanism. Evaluation is also conducted by reviewing the development of case data in the field as a basis for reflecting on program success. In addition to being data-based, evaluations are also conducted specifically at the beginning of each year.

At the Puspaga service in Wonosobo Regency, as a technical implementation unit for family assistance. The evaluation includes how the counseling services are, and what needs to be improved. From this evaluation, innovations were then born, such as the Puspaga Family School. Children who marry at an child age still need guidance in becoming parents. In addition, there is also the Koling (Konsultasi Keliling) innovation because mental health issues among school children are also increasing. The results of the evaluation of the child marriage prevention program become the basis for regular discussions in internal agency meetings. The evaluation focuses on how the programs are running, including reports on unregistered marriages (nikah siri). Furthermore, steps for improving the Puspaga program in the future are determined.

The implementation process of Regent Regulation Number 34 of 2019 in Wonosobo Regency has been carried out through clear stages. Starting from program preparation, socialization implementation, assistance for child-aged prospective brides and grooms, to coordination with related institutions such as the Office of Religious Affairs (KUA) and the Religious Court. Monitoring and evaluation mechanisms have also been applied through internal evaluations as well as reporting systems from sub-districts and villages. However, in its implementation, there are still dynamics in the field, particularly regarding differences in the recommendation mechanism for dispensations and the existence of other institutions outside of Puspaga that also provide consultation services.

The exact process shows that the implementation of policies to prevent child marriage begins with the program planning process, which is prepared by referring to the policy directions in Regent Regulation Number 34 of 2019. DPPKBPPPA of Wonosobo Regency translates policy strategies into an annual work plan that includes determining priority areas, organizing socialization activities, strengthening counseling services, and community empowerment programs. This planning process is carried out through coordination between fields within the agency as well as synergy with relevant stakeholders so that the direction of program implementation remains in line with policy objectives.

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At the implementation stage, DPPKBPPPA of Wonosobo Regency carries out various activities, such as socialization of the prevention of child marriage in schools and villages or sub-districts, adolescent reproductive health education through SSK, family counseling services, and assistance for prospective child brides through Puspaga. The counseling service mechanism has been clearly arranged starting from the registration process, psychological assessment, family counseling, to the issuance of a marriage dispensation recommendation letter.

Monitoring and evaluation of programs are carried out periodically through field activity observation, recording the number of marriage dispensation cases, and reporting on program implementation. Coordination with ODP, village governments, schools, and community organizations is also part of the monitoring process to ensure policy implementation continues according to the set direction and serves as a means of reflection to see community responses to the programs carried out. The evaluation stage is conducted to assess program achievements, identifies implementation obstacles, and formulates improvement steps for the future. Internal evaluation is routinely done through coordination forums across sectors and fields. The evaluation results are then used as a basis to improve socialization methods, strengthen community approach strategies, and adjust the program to the evolving social dynamics. So that policy implementation is not static but adaptive to the needs and conditions in the field.

Overall, the author's analysis concludes that every stage of policy implementation, from planning to evaluation, has been carried out in a structured and continuous manner. The integration between these stages shows that the implementation of Regent Regulation Number 34 of 2019 is carried out as a unified policy process that supports each other. The process in the implementation of Regent Regulation Number 34 of 2019 has been fulfilled and has been running according to the programs that have been established.

The implementation findings are summarized in Table 1.

Table 1. Summary of Analysis Results of the Implementation of Regent Regulation Number 34 of 2019 at DPPKBPPPA on the Prevention of Child Marriage in Wonosobo Regency

Implementation Model (Nugroho, 2012)	Analysis Result	Description
The Right Policy	Regulation of the regent Number 34 of 2019 was drafted with a strong basis, clear objectives, and policy substance that is relevant to the problem of high early-age marriage in Wonosobo Regency. Policy implementers understand the direction and objectives of the policy well.	Fulfilled
The Right Implementation	DPPKBPPPA has implemented policies in accordance with the substance contained in Regent	Has been running, but not

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Implementation Model (Nugroho, 2012)	Analysis Result	Description
	Regulation Number 34 of 2019. The implementation mechanism has been systematically arranged. however, the service coverage is not yet fully equitable, and consultation services are not integrated under one roof within the institution supervised by DPPKBPPA of Wonosobo Regency.	yet optimal
The Right Target	The policy targets have been directed at teenagers, parents, prospective child-age brides, and the community.	Fulfilled
The Right Environment	The institutional environment of local government supports policy implementation. However, the social and cultural environment as well as public views on marriage still strongly influence practices in the field.	Not optimal
The Right Process	Policy stages from planning, supervision, to evaluation have been carried out by the DPPKBPPPA of Wonosobo Regency	Fulfilled

Source: Researcher Processed Data, 2025

CONCLUSION

Based on the results of the researchers' study, the implementation of Regent Regulation Number 34 of 2019 at DPPKBPPPA Wonosobo Regency in an effort to prevent early marriage has been carried out, but it is not yet fully optimal. This is indicated by three out of five programs that have been implemented while two still face obstacles. These obstacles include timely implementation and appropriate environment. The policy has been executed by DPPKBPPPA Wonosobo Regency through various programs in accordance with the mandate of Regent Regulation Number 34 of 2019. However, in practice, service coverage is not yet evenly distributed across all regions, so there are community groups that do not fully know and understand the prevention of early marriage, and the mechanism for consultation services and marriage dispensation recommendations is not yet fully centralized in a single service point. In the right environment, the support from the local government institutional environment is quite strong, but the socio-cultural environment in the community still becomes a factor that encourages child marriage.

On the other hand, there are several aspects of policy implementation that have been running well, including the right policy, the right target, and the right process. For the right policy, the substance of Regent Regulation Number 34 of 2019 has been formulated with a clear legal basis, containing preventive and promotive strategies. The policy direction, the mandate of the local government's role, as well as the form of

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intervention strategies have been arranged and made into operational guidelines. For the right target, the DPPKBPPPA of Wonosobo Regency has directed prevention programs and activities to relevant and at-risk target groups. The determination of the target groups has been in accordance with the prevention focus, although the level of program reach to all targets is not yet even. For the right process, the stages of policy implementation have been carried out by the DPPKBPPPA of Wonosobo Regency through the processes of program planning, activity implementation, supervision, and periodic evaluation. The results of the program evaluation have been used as a basis for adjusting subsequent activities.

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