

IMPLEMENTATION OF MARRIAGE LAW POLICY REVIEWED FROM THE PERSPECTIVE OF PUBLIC ADMINISTRATION IN WONGSOREJO VILLAGE

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Abstract

This study aims to analyze the implementation of marriage law policies based on Law Number 16 of 2019 concerning Marriage from the perspective of public administration, especially in efforts to prevent early marriage in Wongsorejo Village, Wongsorejo District, Banyuwangi Regency. The research approach used is qualitative with a descriptive method through data collection techniques in the form of observation, interviews, and documentation. The analysis of this study uses a public policy implementation model according to George C. Edwards III which includes four main indicators: communication, resources, disposition, and bureaucratic structure. The results of the study show that the implementation of the marriage law policy in Wongsorejo Village has gone quite well, especially in the aspect of communication and the disposition of village officials who are actively socializing about the age limit for marriage and the dangers of early marriage. However, limited human resources and bureaucratic structures that have not been fully integrated with related institutions are obstacles in policy optimization. Overall, the successful implementation of marriage law policies at the village level is greatly influenced by collaboration between the government, religious institutions, and the community in building legal and social awareness to reduce the rate of early marriage.

Keywords: policy implementation, marriage law, public administration, early marriage, Wongsorejo.

INTRODUCTION

Marriage is a social institution that has a fundamental role in shaping the structure of people's lives. In Indonesia, marriage is not only considered a legal relationship between two individuals, but also as part of a social, cultural, and religious system that is legally regulated by the state. The government through Law Number 1 of 1974 concerning Marriage regulates the basics of marriage law with the aim of forming a happy and eternal family based on the One Godhead. However, along with social developments and the demands of the times, the regulation has undergone significant changes through Law Number 16 of 2019 concerning Amendments to Law Number 1 of 1974, one of the important points of which is the increase of the minimum age of marriage for men and women to 19 years old (Law Number 16 of 2019).

The change is a response to the phenomenon of high rates of early marriage in Indonesia which is considered to have a negative impact on health, education, and social welfare. Data from the Central Statistics Agency (BPS, 2023) shows that about 9% of women aged 20–24 years old have been married before the age of 18. This figure is higher in rural areas than in urban areas. This condition illustrates that the phenomenon of early marriage is still a serious challenge, especially in areas with strong socio-cultural backgrounds and low levels of education (UNICEF Indonesia, 2022).

Early marriage has multidimensional consequences. From the health aspect, women who marry under the age of 18 are at risk of experiencing pregnancy complications such as preeclampsia, anemia, and maternal and infant mortality (Nina, 2015). From a social and economic aspect, early marriage often triggers a cycle of poverty because young couples do not have adequate economic and psychological readiness (Azizah, 2021). In addition, Putri (2023) research found that early marriage increases the risk of divorce and domestic violence due to the emotional immaturity of young couples.

The Indonesian government is trying to overcome this problem through a revision of the marriage law policy which is expected to reduce the number of child marriages. However, the success of public policy does not only depend on the substance of the regulation, but also on how the policy is implemented effectively in the field (Winarno, 2012). The implementation of public policy

is a complex process because it involves a variety of actors, resources, and different social contexts. Therefore, this study reviews the implementation of marriage law policy from the perspective of Public Administration, which focuses on the implementation process, inter-institutional coordination, and interaction between the government and the community.

One of the relevant models used to analyze the process of public policy implementation is the George C. Edwards III Model (1980). According to Edwards, the success of policy implementation is largely determined by four main variables, namely communication, resources, disposition, and bureaucratic structure. This model explains that even good policies will not be effective if they are not accompanied by clear communication, adequate resources, positive attitudes from implementers, and the support of an efficient bureaucratic structure (Edwards, 1980).

Edwards emphasized that communication plays an important role in ensuring that policymakers understand the purpose and substance of the policy. In the context of the implementation of Law Number 16 of 2019, communication includes legal socialization activities, community counseling, and coordination between agencies such as village governments, Religious Affairs Offices (KUA), and health institutions. If communication does not go well, there will be misunderstandings that hinder the implementation of policies (Agustino, 2016).

Furthermore, the resource factor includes the availability of human resources, funds, facilities, and information needed in the implementation of policies. The village government and related institutions need trained personnel and adequate facilities to carry out socialization and supervision of marriages in accordance with the provisions of the law. Without adequate resources, policy implementation will be administrative and do not have a significant impact on people's behavior (Nugroho, 2018).

The third factor, disposition, is related to the attitude, motivation, and commitment of policy implementers. If village government officials, KUA officers, or community leaders do not have a strong commitment to enforce the rules, then the implementation of the policy will be weakened. On the contrary, implementers who have high understanding and dedication will be a catalyst in changing people's perception of early marriage (Winarno, 2012).

Finally, the bureaucratic structure plays a role in regulating coordination between institutions and the division of duties. Bureaucratic structures that are too rigid and hierarchical can slow down decision-making, while adaptive structures allow for more effective cross-sectoral collaboration (Edward III, 1980; Agustino, 2016). In the case of Wongsorejo Village, the role of the village government as a policy implementer needs to be integrated with religious institutions and community organizations such as PKK and Fatayat NU so that socialization and supervision of early marriage can run optimally.

Previous research conducted by Rosdalina (2022) in Manado City and N. A. Saidah (2024) in Balangan Regency shows that the implementation of Law Number 16 of 2019 still faces obstacles in the form of low public legal awareness, limited human resources, and weak coordination between agencies. Similar conditions are also found in Wongsorejo Village, Wongsorejo District, Banyuwangi Regency, where the rate of early marriage is still quite high due to strong economic and cultural factors of matchmaking (Fahreza, 2024). Local cultures that consider marriage as a solution to avoid promiscuity or to improve the family economy are challenging in implementing this policy.

Thus, the Public Administration approach is important because it focuses on how policies are implemented by government officials at the lower levels, as well as how the interaction between the government and the community in the implementation process. According to Van Meter and Van Horn (1975), policy implementation is a dynamic process and involves the relationship between policies, implementing organizations, and socio-economic conditions of the community. Therefore, the successful implementation of marriage law policies does not only depend on formal regulations, but also on the ability of local bureaucracies to adjust policies to the socio-cultural conditions of the local community.

The study in Wongsorejo Village is interesting because it represents a rural area with distinctive social dynamics: relatively low levels of education, a strong traditional value system, and the practice of matchmaking. In this context, the village government plays a role as the main

implementer of public policy, as well as a mediator between national policies and the needs of local communities. The analysis using the George C. Edwards III model provides a systematic analytical framework to assess the extent to which marriage law policies have been effectively implemented, as well as to identify barriers faced at the village level.

In addition, this research is also expected to make a theoretical and practical contribution. Theoretically, this study strengthens the study of public policy implementation in the field of family law by integrating aspects of public administration and law. Practically, the results of this study are expected to be recommendations for local and village governments to improve communication strategies, strengthen cross-sector coordination, and expand community participation in the prevention of early marriage.

Thus, research on the Implementation of Marriage Law Policy Reviewed from the Perspective of Public Administration in Wongsorejo Village has high urgency. He not only examines the implementation of formal regulations, but also highlights the role of village governments in interpreting, communicating, and implementing policies in communities that have distinctive social and cultural norms. The use of the George C. Edwards III Policy Implementation Model provides a strong scientific basis for analyzing various factors that affect policy effectiveness, so that the results of this study are expected to enrich the literature on the implementation of legal policies at the local level.

RESEARCH METHODOLOGY

This study uses a qualitative approach with a descriptive type of research. This approach was chosen to gain an in-depth understanding of the process of implementing marriage law policies based on Law Number 16 of 2019 in Wongsorejo Village, Wongsorejo District, Banyuwangi Regency. The focus of the research is directed at four main variables in the George C. Edwards III (1980) Policy Implementation Model, namely communication, resources, disposition, and bureaucratic structure.

Data collection techniques are carried out through observation, in-depth interviews, and documentation. The research informants were determined by purposive sampling, including the Village Head, village officials, community leaders, officers of the Office of Religious Affairs (KUA), and community representatives involved in efforts to prevent early marriage. The data obtained was analyzed using Miles and Huberman's interactive analysis, which included three stages: data reduction, data presentation, and conclusion drawn.

To maintain the validity of the data, this study uses source and method triangulation techniques, namely comparing the results of interviews, observations, and policy documents. The results of the study are expected to provide an empirical picture of the effectiveness of the implementation of marriage law policies at the village level and the factors that affect them.

RESULTS AND DISCUSSION

Result

This study aims to describe the implementation of marriage law policy based on Law Number 16 of 2019 concerning Marriage in Wongsorejo Village, Wongsorejo District, Banyuwangi Regency. The analysis is carried out based on four variables in George C. Edwards III's (1980) policy implementation model, namely communication, resources, disposition, and bureaucratic structure:

1. Communication

The communication aspect is the main factor in determining the success of policy implementation. Based on the results of an interview with Farid, an employee of the Religious Affairs Office (KUA) of Wongsorejo District, information was obtained that socialization activities related to the marriage age limit have been routinely carried out:

"We from KUA together with the village government conduct socialization at least once a month. Usually, we invite teenagers, parents, and PKK cadres to provide an understanding of the marriage age limit according to Law Number 16 of 2019. However, there are still many

people who think that marrying children at the age of 16-17 is natural, especially for economic and customary reasons." (Interview with Farid, October 10, 2025).

From the results of the interview, it can be seen that vertical and horizontal communication has been running, but there are still obstacles in the level of message acceptance by the public. The village government together with KUA have made efforts to conduct socialization regularly, but the community's understanding of the content of the policy is still limited.

2. Resources

Policy implementation is highly dependent on the availability of human resources and supporting facilities. Farid added that the number of KUA employees is still limited so that the implementation of counseling cannot be carried out intensively in all hamlets.

"We at KUA only have a few staff, so counseling activities sometimes depend on invitations from villages or other institutions. If there were additional extension workers or volunteers, of course the reach of socialization could be wider." (Interview with Farid, October 10, 2025).

Similar conditions were also acknowledged by village officials who mentioned budget limitations in carrying out legal counseling activities. This shows that human resource and budget factors are still obstacles in the implementation of policies at the village level.

3. Disposition (Attitude of the Implementer and Society)

The attitude and commitment of policy implementers are the key to successful implementation. Based on the results of an interview with Taufik, one of the community leaders of Wongsorejo Village, it is known that most village officials already have a high commitment to supporting the prevention of early marriage.

"I see that the village government and KUA have tried hard to convey new rules regarding the age of marriage. But in this society, there is still an old view — if a girl has graduated from junior high school and someone is proposing, parents feel safer to marry immediately than to fear their child to get along freely." (Interview with Taufik, October 12, 2025).

Taufik's statement shows that changes in social and cultural values take a long time. Although the attitude of policy implementers has been good, public acceptance of the change in the marriage age limit is still hampered by cultural factors and moral concerns.

4. Bureaucratic Structure

The bureaucratic structure of village government and KUA has been running with a fairly clear mechanism, but coordination across agencies still needs to be strengthened. According to Farid, cooperation with the village government has been going well, but there is no standard operating procedure (SOP) that specifically regulates collaboration between institutions in preventing early marriage.

"We usually coordinate with the village head informally. There is no written SOP that regulates the division of duties between KUA, villages, and social institutions, so sometimes implementation in the field depends on each initiative." (Interview with Farid, October 10, 2025).

This indicates that a flexible bureaucratic structure does facilitate coordination, but the absence of written technical rules can cause disintegration of implementation in the field.

5. Synthesis of Results

Based on these four variables, it can be concluded that the implementation of marriage law policy in Wongsorejo Village has been running well but not optimally. The communication factor and the disposition of the implementers are relatively good, as evidenced by the socialization activities and commitment of village officials and KUA. However, limited human resources and budget, as well as the absence of collaborative SOPs between institutions, are the main inhibiting factors. In addition, local cultural values that still support the practice of matchmaking and early marriage have slowed down the success of the policy.

Overall, the successful implementation of the marriage law policy in Wongsorejo Village requires strengthening participatory communication, increasing the capacity of local resources, and establishing an integrated bureaucratic mechanism between the village government, KUA, and the community.

Discussion

1. Communication in Policy Implementation

The results of the study show that communication between the village government, the Office of Religious Affairs (KUA), and the people of Wongsorejo Village has been running quite well through routine socialization activities regarding the marriage age limit. However, the effectiveness of communication is still limited to the level of public understanding. Based on an interview with Farid, an employee of KUA, counseling activities are carried out once a month, but many people still view young marriage as a natural thing. This indicates that vertical communication (from policymakers to implementers) is already underway, but horizontal communication (between implementers and the community) is not optimal.

This finding is in line with the view of Edwards III (1980) who stated that the success of policy implementation is highly dependent on the clarity and consistency of communication between policymakers and implementers in the field. When the policy message is not conveyed clearly, the implementer and the public will interpret the policy differently.

Agustino (2016) also emphasized that effective communication in the implementation of public policy must include the dimensions of *clarity*, *consistency*, and *transmission*. In the context of Wongsorejo, although the village government and KUA have conducted socialization, policy messages often clash with long-ingrained social values in society, such as the notion that marrying children at a young age can prevent them from promiscuity.

Rosdalina's (2022) research in Manado City also shows a similar phenomenon, where communication of early marriage prevention policies is hampered by differences in public perception of the meaning of early marriage. Meanwhile, according to Putri (2023), communication effectiveness will increase if policy implementers involve social organizations and religious leaders who are trusted by the community.

Thus, communication in the implementation of policies in Wongsorejo Village is classified as good formally but weak culturally, because it has not fully touched the aspects of local values and beliefs. Efforts to improve cultural-based participatory communication are strategies that need to be strengthened to bridge legal policies with social practices of the community.

2. Resources

The resource aspect is also the main challenge in the implementation of the marriage law policy in Wongsorejo Village. Based on the results of the interviews, the number of KUA employees and village officials who handle the extension field is very limited. According to Farid, this limitation has resulted in socialization activities not being able to reach all hamlets evenly.

This strengthens the theory of Edwards III (1980) which emphasizes that the availability of human resources, budget, information, and facilities are vital elements in the implementation of public policies. Without adequate resources, well-designed policies will not be implemented effectively.

Nugroho (2018) added that resources in policy implementation are not only the number of employees, but also include *the competence and adaptation capacity of the local bureaucracy*. In the context of Wongsorejo, although the number of employees is limited, the ability of village officials to collaborate with religious organizations is a positive compensation factor that helps the implementation of policies.

Research by Saidah and Hasbiyah (2024) in Balangan Regency shows that the limitations of human resources in villages can be overcome through partnerships with civil society institutions, which act as an extension of the government in conveying policy messages. However, in contrast to Rosdalina's (2022) research which found that budget shortages often make counseling activities only ceremonial and unsustainable.

Field findings in Wongsorejo show something similar: socialization often relies on village funding support and local apparatus initiatives. Therefore, in accordance with the findings of Van Meter and Van Horn (1975), it is necessary to have a *policy feedback*

mechanism so that local governments can adjust budget support to national policies in a sustainable manner.

3. Disposition (Attitude and Commitment of the Implementer)

The disposition or attitude of policy implementers in Wongsorejo Village showed positive results. Based on an interview with Taufik, a community leader, it is known that village officials and KUA have a high commitment to enforcing the provisions of the marriage age limit. They actively provide counseling and reject applications for marriage dispensation if the reasons presented are not urgent.

This attitude is in line with Edwards III's theory (1980) which emphasizes that the attitude and commitment of the implementer are the determinants of the success of policy implementation. Implementers who have a high understanding and commitment will try to find solutions to obstacles in the field.

However, as stated by Winarno (2012), the commitment of the implementer will not be enough if it is not balanced with the support of a conducive social environment. In the context of Wongsorejo, even though the implementers have good intentions, they often face social pressure from people who still adhere to the culture of matchmaking.

Azizah's (2021) research in Bojonegoro Regency shows the same pattern: village officials and KUA are already committed to preventing child marriage, but community resistance is the main obstacle. Meanwhile, Nina (2015) highlighted that economic factors also strengthen negative dispositions among the community, because many parents marry their children in order to reduce the economic burden on the family.

Putri 's research (2023) adds that the positive disposition of implementers can be strengthened through a collaborative approach across institutions (*collaborative governance*), which integrates the roles of the government, religious institutions, and civil society. This approach has proven to be effective in Bojonegoro Regency and can be a model to be applied in Wongsorejo.

4. Bureaucratic Structure

In terms of bureaucratic structure, the implementation of policies in Wongsorejo Village has a fairly clear work structure, but it has not been supported by a written Standard Operating Procedure (SOP) that regulates the inter-agency work mechanism. According to the results of the interview with Farid, coordination between KUA and the village government is carried out informally and based on personal relationships.

These findings are in line with the view of Edwards III (1980) that an overly rigid bureaucracy can hinder policy implementation, but an overly loose structure can also lead to overlapping responsibilities. Therefore, a balance is needed between flexibility and clarity of the procedure.

Agustino (2016) explained that in the context of village government in Indonesia, the ideal bureaucratic structure is one that is able to adapt to local needs, but still be guided by national regulations. Meanwhile, Winarno (2012) emphasized the importance of coordination between policy actors in avoiding duplication of programs and confusion of roles.

Research by Rummiyati et al. (2024) in Sumenep Regency shows that the existence of SOPs and a clear division of labor between local governments, KUAs, and community institutions increase the effectiveness of the implementation of Law Number 16 of 2019. On the other hand, N. A. Saidah (2024) found that the disintegration of the bureaucratic structure in the village caused the handling of early marriage cases to be slow.

The conditions in Wongsorejo show that the bureaucracy is flexible but not yet standardized. Collaboration based on administrative formalities needs to be built so that each institution has a clear responsibility for the prevention of early marriage.

5. Synthesis

The following table summarizes the comparison of the results of this study with relevant scientific findings:

No	Researcher / Year	Focus of Findings	Similarities/Differences with Wongsorejo
1	Edwards III (1980)	Four implementation factors: communication, resources, disposition, bureaucratic structure	Become the main model; All relevant variables are found in the field
2	Agustino (2016)	Communication and coordination affect policy effectiveness	In line: formal communication is good, but cultural socialization is weak
3	Winarno (2012)	Implementation commitment needs social environmental support	Same: Positive attitude but people are still resistant
4	Van Meter & Van Horn (1975)	The interaction between policy and social conditions affects outcomes	Proven: local culture slows down change
5	Nugroho (2018)	Implementation competencies are important for policy success	Relevant: Limited but competent human resources
6	Rosdalina (2022)	Socialization obstacles due to community resistance	Same: communication is not entirely effective
7	Azizah (2021)	Dominant economic factors in early marriage	Same: economy is still the main reason in Wongsorejo
8	Princess (2023)	Cross-agency collaboration increases effectiveness	Part of it is done in Wongsorejo, needs to be strengthened
9	Rummiyati et al. (2024)	SOPs and coordination accelerate implementation	Different: Wongsorejo does not have a formal SOP
10	Saidah & Hasbiyah (2024)	Limited human resources and coordination slow down implementation	Same: the main obstacles in Wongsorejo are also human resources and bureaucracy

Based on a comparison with the literature, it can be concluded that the implementation of marriage law policies in Wongsorejo Village is already at the initial participatory stage, where the village government and KUA have carried out the function of socialization and community development. However, there is still a gap between normative policies and social practices in society.

The Edwards III model (1980) proved to be able to explain this phenomenon comprehensively:

- Communication is going well but not culturally effective,
- Limited resources,
- The implementation disposition is positive but faced with community resistance, and
- The bureaucratic structure still needs institutional strengthening.

The results of this study reinforce the findings of Putri (2023) and Rosdalina (2022) that the successful implementation of marriage law policies is highly dependent on collaborative and contextual approaches, not just on the performance of formal bureaucracy.

CONCLUSION

Thus, to strengthen the implementation of Law Number 16 of 2019 in Wongsorejo Village, it is needed:

1. Improving communication based on local cultural and religious values,
2. Strengthening the capacity of apparatus resources and community cadres,
3. Development of collaborative SOPs between institutions, and
4. The involvement of community leaders and religious organizations in policy monitoring.

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