

POLICY RESPONSE OF PASANGKAYU REGIONAL GOVERNMENT IN CHILD MARRIAGE HANDLING

Suri Fitriah^{1*}, Eymal Bahsar Demmalino², Dwia Aries Tina Palubuhu³

^{1,2,3}Graduate School, Universitas Hasanuddin, Makassar, Indonesia

*Corresponding author: suri.riaqueen@gmail.com

Abstract

Child marriage remains a persistent sociocultural obstacle in Pasangkayu Regency, recording 52 marriage dispensation cases in 2023. This study aimed to identify the Pasangkayu Regional Government's policy response by examining alignment between national legal mandates and regional policy planning documents to detect policy gaps or decoupling. The study used a qualitative normative-evaluative approach through Policy Document Analysis. We compared national legal mandates with regional planning instruments using Eugene Bardach's policy evaluation matrix logic. The findings revealed that the degree of regional government response reached a High Depth (Substantive and Operational) level, where most policy clusters were fully aligned by cascading macro mandates into operational sub-activities. However, the psychological and social risk mitigation cluster was only partially aligned. This policy decoupling in psychosocial recovery facilities resulted purely from technical bureaucratic bottlenecks rather than intentional symbolic compliance. This study recommends strengthening specific political will from regional leaders in macro documents to unblock budget nomenclatures and calls for further empirical field research.

Keywords: child marriage; document analysis; institutional commitment; Pasangkayu; RPJMD



By Authors

This work is licensed under a [Creative Commons Attribution-ShareAlike 4.0 International License](https://creativecommons.org/licenses/by-sa/4.0/).

1. Introduction

Regional development in Indonesia continues to face multifaceted structural challenges. Beyond conventional macroeconomic constraints such as poverty, regional disparities, and unemployment, significant non-economic barriers emerge from socio-cultural dimensions. One of the most persistent socio-cultural impediments exerting systemic consequences on local development is child marriage. Deep-seated patriarchal values, inadequate access to reproductive health education, and weak collective awareness consistently place girls in vulnerable conditions that undermine their fundamental rights and agency (Nur et al., 2024; Polii, 2024). Within the social development paradigm, investing in child protection constitutes a critical pillar of social investment rather than a consumptive public expense (Midgley, 2014). Prolonged exposure to child marriage compromises foundational human capabilities (Sen, 1999), disrupts human capital accumulation, and perpetuates intergenerational cycles of poverty.

At the national level, Indonesia has demonstrated notable progress in addressing this issue. Macro-level data from Statistics Indonesia (BPS) and the Ministry of Women's Empowerment and Child Protection (KemenPPPA) indicate a decline in child marriage

prevalence from 9.23% in 2021 to 5.90% in 2024. This achievement surpassed the target set in the National Medium-Term Development Plan (RPJMN), which was reinforced by the National Strategy on the Prevention of Child Marriage (Stranas PPA). Furthermore, the central government enacted substantial regulatory reforms by amending the Marriage Act through Law No. 16 of 2019, which raised the minimum legal age of marriage for women to 19 years, aligning it with that for men. This framework was subsequently reinforced by Supreme Court Regulation (PERMA) No. 5 of 2019, which established stringent judicial guidelines for adjudicating marriage dispensation petitions in religious courts.

Despite this aggregate national decline, a sharp disparity persists at the sub-national level, creating a distinct governance challenge across decentralized regions. The Province of West Sulawesi remains among the administrative areas with child marriage figures consistently exceeding the national threshold. Within this jurisdiction, Pasangkayu Regency faces an urgent scenario. Data from the Pasangkayu Religious Court recorded 52 child marriage dispensation cases in 2023 alone, with recurring instances continuing into 2024. The overwhelming majority of these petitions were granted on grounds of socio-cultural exigencies and local normative interpretations, reflecting persistent loopholes within discretionary dispensation rulings across sub-national jurisdictions (Padmilah et al., 2026; Yulambang Sari et al., 2025). This evidence highlights that while statutory barriers have been tightened centrally, child marriage at the grassroots level remains rampant.

This structural divergence creates a critical research gap. Existing scholarship has largely focused on the procedural efficacy of judicial dispensation in religious courts (Nirvananda et al., 2023) or the sociological consequences of early marriage on household resilience (Shantya et al., 2025). However, empirical and critical examinations remain scarce on how sub-national governments translate these national legal mandates into formal regional planning instruments and sectoral policy documents. Progressive national legislation cannot achieve systemic efficacy unless it is coherently cascaded into medium-term local development plans (RPJMD) and tactical bureaucratic agency strategies (Renstra) that dictate resource allocation and cross-sectoral coordination.

This study aims to bridge this gap by examining the Pasangkayu Regency Government's policy response to mitigating child marriage. Specifically, it assesses the degree of vertical and horizontal alignment across statutory mandates, strategic planning documents, and operational program nomenclature using Eugene Bardach's evaluative policy framework. This study's primary contribution and novelty lie in contextualizing *policy decoupling* (Bromley & Powell, 2012) within Indonesian decentralized regional governance. Rather than attributing implementation deficits merely to symbolic compliance ("smoke and mirrors"), this paper provides a nuanced understanding of how administrative bottlenecks, institutional structuring, and programmatic omissions impede child protection mechanisms at the local governance level.

2. Method

2.1. Research Design

This study used a qualitative research approach, employing Policy Document Analysis with a normative-evaluative design. This design was selected because the primary inquiry focused on examining the content, structure, legal coherence, and semantic alignment within formal statutory and local development planning documents, rather than assessing empirical bureaucratic behavior or field sociological dynamics. The conceptual structure integrated three core public policy frameworks: the agenda-setting and policy stream models (Kingdon, 2011),

the policy statements perspective (Anderson, 2011), the strategic policy cascading model (Bryson, 2018), and the problem-structuring framework (Dunn, 2018). Within this qualitative inquiry, the researchers served as the primary instrument for interpreting how upstream legal imperatives were codified and operationalized across downstream municipal planning frameworks.

2.2. Participants / Data Source

The data analyzed in this research were derived entirely from authentic, secondary government documents and official statutory instruments. The data corpus was categorized into two principal administrative tiers:

1. National Regulatory Mandates
Law No. 35 of 2014 on Child Protection, Law No. 16 of 2019 on Marriage, and Supreme Court Regulation (PERMA) No. 5 of 2019 concerning Guidelines for Adjudicating Applications for Marriage Dispensation.
2. Sub-National Planning and Statutory Documents
Regional Regulation (Perda) of Pasangkayu Regency No. 9 of 2019 on the Protection of Women and Children, Regional Regulation (Perda) of Pasangkayu Regency No. 3 of 2020 on Child-Friendly Regency (KLA), the Regional Medium-Term Development Plan (RPJMD) of Pasangkayu Regency for the 2025–2029 period, and the Strategic Plan (Renstra) of the Pasangkayu Regency Office of Women's Empowerment, Child Protection, Population Control, and Family Planning (DP3AP2KB).

Document selection followed rigorous inclusion and exclusion criteria based on document evaluation principles (Bowen, 2009). Inclusion criteria required documents to: (1) be officially promulgated by either central state authorities or the Pasangkayu Regency Government; (2) hold active, legally binding status during the analytical timeframe; and (3) contain programmatic clauses, indicators, or nomenclature directly addressing child protection, family welfare, or child marriage prevention. Conversely, the study excluded unratified policy drafts, repealed legislation, and non-governmental academic assessment reports.

2.3. Instrument and Data Collection

Data collection was conducted systematically via official digital repositories and municipal planning portals. The study retrieved national statutes from the National Legal Documentation and Information Network (JDIHN) database. At the same time, local medium-term development planning and strategic sectoral documents were sourced directly from the official archives of the Pasangkayu Regency Government.

The primary analytical instrument used during data extraction and organization was a structured *Within-Case Display Matrix* (Miles et al., 2014). Following Bowen's (2009) document-analysis tenets, data extraction used both qualitative content analysis and thematic analysis. Content extraction identified specific statutory keywords—such as "child marriage", "marriage dispensation", and "child protection"—which were subsequently mapped across strategic visions, macro targets, and sectoral intervention nomenclatures to evaluate substantive meanings.

2.4. Data Analysis

The data were analyzed using a *Qualitative Content Analysis Matrix* through Eugene Bardach's (2012) policy analysis framework. The analysis examined how national macro-mandates interacted with sub-national operational plans across multi-tiered levels of governance (vertical and horizontal policy cascading).

The evaluation measured the depth and coherence of local policy responses by classifying findings into three distinct alignment categories:

1. **Fully Aligned (Match)**
A high depth of response (substantive and operational) wherein national statutory mandates was successfully translated into concrete local regulations, quantitative planning targets, and dedicated budget nomenclatures.
2. **Partially Aligned (Partial Match)**
An intermediate response in which strategic intent was acknowledged in local narrative policy statements but faced administrative or budgetary constraints that hindered downstream operationalization.
3. **Policy Gap (non-aligned)**
A structural disconnect characterized by the total absence of operational derivation or programmatic translation from national mandates.

The identified disparities were further critically interpreted using Bromley and Powell's (2012) theoretical paradigm of *policy decoupling* to determine whether gaps stemmed from deliberate symbolic compliance (*smoke and mirrors*) or from internal technical and budgetary bottlenecks within local administrative structures.

3. Results and Discussion

3.1. Vertical and Horizontal Alignment of Regional Planning Documents

This study evaluates policy alignment by systematically comparing national regulatory mandates with development planning documents in Pasangkayu Regency. This comparative process uses Eugene Bardach's (2012) evaluation logic to examine whether normative commitments at the central level have been translated into operational instruments at the local level. Through mapping in a Policy Confrontation Matrix (see table below), the study traces how macro-level mandates are translated—through a series of policy cascading processes—from high-level vision and mission documents (RPJMD) to the tactical level (Agency Strategic Plans).

Table 1. Policy Confrontation Matrix Between National Mandates and Pasangkayu Regional Planning Documents

No	National Regulatory Mandate / Signal	Regional Planning Text (Pasangkayu Regency)	Depth of Policy Response	Alignment Status and Evaluative Summary
1	Law No. 35/2014 (Art. 1): Child definition bounded at under 18 years; explicit mandate to prevent child marriage.	Perda No. 3/2020 (KLA): Restricts the definition of a child to individuals "under 18 years and unmarried". Renstra DP3AP2KB: Targets adolescents and youth for preventive intervention programs.	High (Substantive & Operational)	Fully Aligned: The local government adopted an administrative boundary, preventing the premature forfeiture of statutory child protection status through marital bonds

No	National Regulatory Mandate / Signal	Regional Planning Text (Pasangkayu Regency)	Depth of Policy Response	Alignment Status and Evaluative Summary
2	Law No. 16/2019 (Art. 7): Minimum marriage age raised to 19 to foster physical/mental maturity, prevent stunting, and safeguard development.	Perda No. 3/2020 (KLA): Upholds the best interests of the child and guarantees development rights. Renstra DP3AP2KB: Designates the eradication of child marriage as a flagship sectoral policy.	High (Substantive & Operational)	Fully Aligned: Transforms child marriage from an ex-post judicial issue into an upstream structural strategy to curb stunting and structural poverty.
3	Law No. 16/2019 (Arts. 4, 13, 26): Statutory obligation of parents to prevent child marriage and safeguard children from domestic violence.	RPJMD 2025–2029: Mainstreams KLA across municipal planning, budgeting, and evaluation cycles. Renstra DP3AP2KB: Establishes mandatory early-stage awareness campaigns for families starting in Phase I (2026).	High (Substantive & Operational)	Fully Aligned: Integrates child marriage prevention into the multi-year medium-term regional budget (APBD) rather than treating it as an ad hoc agenda.
4	PERMA No. 5/2019 (Arts. 2–3): Judicial mandate to rule based on the best interests of the child and identify parental coercion.	Perda No. 9/2019: Classifies forced child marriage for economic motives as violence, neglect, and exploitation. Renstra DP3AP2KB: Bridges early marriage prevention with maternal-child health via pre-marital counseling.	High (Substantive & Operational)	Fully Aligned: Provides local legal protection against economic exploitation while actively linking prevention with grassroots public health interventions.
5	PERMA No. 5/2019 (Art. 12): Judicial obligation to provide comprehensive counsel regarding domestic violence, reproductive health, and psychosocial risks	Perda No. 9/2019: Guarantees free physical healthcare facilities for impoverished families, lacking psychosocial provisions. Renstra DP3AP2KB: No operational social or psychological recovery facilities due	Moderate to Shallow (Stalled at Tactical Level)	Partially Aligned (Policy Gap): Operational disconnect; municipal services accommodate physical health recovery but stall in providing psychosocial rehabilitation.

No	National Regulatory Mandate / Signal	Regional Planning Text (Pasangkayu Regency)	Depth of Policy Response	Alignment Status and Evaluative Summary
		to missing programmatic budget nomenclatures.		
6	Law No. 16/2019 & PERMA No. 5/2019 (Arts. 15–16): Inter-agency institutional recommendations and monitoring of post-dispensation parental commitment.	RPJMD 2025–2029: Mandates Safe Houses (<i>Rumah Aman</i>) across sub-districts and sets GEDSI targets. Renstra DP3AP2KB: Sub-activity 2.14.04.2.01.04 funds technical training for grassroots BKR and PIK-R cadres.	High (Substantive & Operational)	Fully Aligned: Establishes local monitoring networks and decentralized protection infrastructure to supervise parental accountability at the community level.
7	Law No. 35/2014 (Art. 9): Guarantee of basic education rights and mitigation of school dropout risks for married female minors.	Perda No. 9/2019: Mandates educational re-entry pathways (formal/non-formal) and tuition subsidies Renstra DP3AP2KB: Incorporates child marriage reduction targets as a key bureaucratic performance metric.	High (Substantive & Operational)	Fully Aligned: Binds bureaucratic accountability by transforming social dropout risks into binding administrative performance indicators.

Source: Secondary data processed by the authors (2026).

Evaluation results indicate that, overall, the Pasangkayu Regency Government's response falls within the "High Depth" category (encompassing both substantive and operational aspects). Most policy clusters (Clusters 1, 2, 3, 4, 6, and 7) show full alignment. This is evidenced by the local government's ability to translate abstract national mandates into concrete programs—ranging from refining the definition of "child" within the Child-Friendly Regency Regional Regulation (Cluster 1) to establishing "Safe House" infrastructure and securing budget allocations through specific training sub-activities for BKR and PIK-R cadres (Cluster 6). This consistency underscores that addressing child marriage in Pasangkayu is no longer an incidental matter; it has become a priority agenda backed by legal certainty, medium-term program sustainability, and measurable macro-performance indicators integrated into relevant agencies' accountability systems.

However, amidst these achievements, a data anomaly was identified in Cluster 5 regarding the mandate for psychological and social risk mitigation. Analysis shows that the policy status in this cluster is "Partially Aligned," indicating a bottleneck in translating policy into tactical action. Although Regional Regulation No. 9/2019 mandates comprehensive health services, the operational response within the DP3AP2KB Strategic Plan has yet to accommodate the specific provision of social and psychological facilities. This anomaly does

not reflect a lack of political commitment but rather points to bureaucratic hurdles—specifically, the absence of an appropriate program nomenclature within the local budgeting structure. This situation shows that while the strategic policy direction is well formulated, technical administrative constraints must be addressed to ensure the mandate for psychological protection services can be fully executed in the future.

3.2. Local Agenda-Setting and Institutional Commitment in Medium-Term Planning

Through the lens of the Multiple Streams Framework developed by John W. Kingdon (2011), a social issue can shift from mere public attention to the government's official decision-making agenda when a "policy window" opens. In Pasangkayu Regency, the drafting process for the 2025–2029 Regional Medium-Term Development Plan (RPJMD) serves as a highly strategic institutional policy window. This window opens according to the schedule of the local political transition cycle, creating space for local policy actors—including relevant technical agencies, development planners, and civil society elements—to push the issue of child marriage control into the mainstream of regional macro-planning, thereby granting the issue the formal legal standing required for it to be addressed over the next five years.

The successful utilization of this policy window depends on the harmonious "coupling process" of three independent yet intertwined streams within Pasangkayu Regency. First, the "problem stream" is defined by the region's sociocultural urgency; data from the Pasangkayu Religious Court recorded 52 marriage dispensation cases in 2023—cases that empirically drive high school dropout rates among girls, risks of stunting, and the perpetuation of structural poverty. Second, the "policy stream" is reflected in the readiness of local legal protection instruments, such as Regional Regulation No. 3/2020 on Child-Friendly Regencies (KLA), the provision of "Safe House" facilities in every district, and technical readiness for reproductive health education and guidance for prospective brides and grooms. Third, the political stream is strongly materialized through the regional head's vision-mission document—specifically within the Eighth Mission of the 2025–2029 Regional Medium-Term Development Plan (RPJMD)—targeting "improved family conditions." This target is rigorously measured using indicators such as the Family Quality Development Index (IPKK) and the Family Development Index (I-Bangga) via a GEDSI strategy. The convergence of these three streams elevated preventing child marriage in Pasangkayu to a priority development agenda, integrated both horizontally and vertically.

To understand how this comprehensive agenda translates into binding bureaucratic action, James Anderson's (2011) theory of policy statements offers a relevant analytical framework. Anderson argues that authentic public policy rests on a formal, authoritative declaration of intent by a state institution, backed by legal certainty and resource allocation. In this context, the Pasangkayu Regency Government's integration of the Child-Friendly Regency/City (KLA) strategy into every stage of development—from planning and budgeting (APBD) to evaluation within the 2025–2029 RPJMD—represents a tangible example of a robust strategic policy statement. This macro-level commitment was subsequently operationalized into a tactical policy statement within the Strategic Plan (Renstra) of the DP3AP2KB agency, specifically by earmarking the budget for Sub-activity 2.14.04.2.01.04, which covers orientation and technical training for Adolescent Family Development (BKR) cadres and Adolescent Information and Counseling Centers (PIK-R) (Sangkala & Ismail, 2024). By embedding this commitment in an indicator matrix with budgetary implications, the local government clearly distinguished substantive, accountable development commitments from mere political rhetoric in documents.

3.3. Problem Structuring and the Redefinition of Child Protection at the Local Level

Based on the Problem Structuring theory developed by William N. Dunn (2018), the most crucial initial step in the public policy analysis cycle is defining the boundaries of the problem ("problem bounding") to ensure that intervention formulations do not miss the mark (avoiding an "error of the third type"). In this context, the Pasangkayu Regency Government has demonstrated a highly progressive move through Regional Regulation Number 3 of 2020 concerning the Child-Friendly Regency (KLA). In Article 1, Point 4 of the regulation, the local government boldly inserted a unique clause defining a child as someone under the age of 18 "and unmarried." Theoretically, this phrase represents a form of problem-bounding designed to safeguard children's rights administratively. This local legal boundary critically asserts that the status of official entitlements and guarantees of special protection under the KLA program scheme would shift—or be at risk of loss—if a child were forced into premature adulthood through marriage. This bounding strategy compels the local bureaucracy to shift its intervention focus upstream, ensuring that the fundamental rights of every individual under 18 remain preserved within the "child" category, which the state is obligated to protect.

Dunn (2018) distinguishes policy problem characteristics into "ill-structured" and "well-structured" problems. Ill-structured problems are typically complex, involve numerous stakeholders, lack linear solution alternatives, and are rooted in ambiguous sociocultural domains. The phenomenon of child marriage in Pasangkayu Regency initially fell into the ill-structured problem category because the grassroots reality was deeply intertwined with patriarchal culture, domestic economic pressures, and biased local religious interpretations. However, the Pasangkayu Regency Government's planning documents show significant success in transforming this complex sociocultural issue into a well-structured problem through formal institutionalization within local administrative governance.

Through the DP3AP2KB Strategic Plan (Renstra) document, the anatomy of this issue is systematically dissected by identifying economic factors, cultural elements, and low educational attainment as clear root causes; it then operationalizes this approach by designating adolescents and youth as the target demographic for focused, measurable preventive interventions. Tangible evidence of this successful problem structuring is found in the establishment of a rigorous technical causal link between the risk of early marriage and regional development macro-targets (Beal et al., 2018; Hastuti et al., 2023; Hidayah et al., 2024; Simbolon & Riastuti, 2024). Dunn (2018) emphasizes that a well-structured problem must demonstrate a clear cause-and-effect relationship to be resolvable through bureaucratic work programs.

The Pasangkayu Regional Government demonstrated this commitment in Cluster 4, where the DP3AP2KB Strategic Plan aligns early marriage prevention programs with macro-health agendas—specifically, reducing stunting rates—through pre-marital counseling for prospective couples and reproductive health education. This causal mapping is reinforced by Regional Regulation No. 9/2019, which establishes a legal link defining the coercion of children into marriage for economic motives as a form of actual violence—specifically, neglect and exploitation. Finally, Cluster 7 refined this structuring process by formally integrating the "child marriage rate" indicator into the agency's Strategic Plan, serving as a quantitative metric to gauge bureaucratic performance in support of the Regional Medium-Term Development Plan (RPJMD). The technical linkage between fulfilling rights to education and reproductive health and the quantitative targets for reducing marriage rates shows that a previously abstract social issue has become a structured administrative problem with assured medium-term interventions in Pasangkayu Regency.

3.4. Policy Decision-Making in Pasangkayu Regency Regarding Child Marriage

An in-depth analysis of the impasse regarding the provision of social and psychological facilities for child victims of early marriage in Pasangkayu Regency reveals a serious structural disconnect between the macro-level normative framework and operational realities. At the national level, Article 12 of Supreme Court Regulation (PERMA) No. 5/2019 explicitly mandates counseling and comprehensive mitigation of the social and psychological risks faced by children. The local government has acknowledged this judicial mandate at the macro level through Regional Regulation (Perda) No. 9/2019 on the Protection of Women and Children. However, when this mandate is translated into operational terms in the relevant agency's Strategic Plan (Renstra), the provision of social and psychological facilities hits a dead end. This impasse stems from downstream planning documents failing to secure independent psychological recovery programs, resulting in an unbalanced approach to child protection in Pasangkayu—one that focuses solely on physical health recovery at Community Health Centers (Puskesmas) or Regional General Hospitals (RSUD) without adequate psychosocial support.

This phenomenon challenges the common assumption in New Institutionalism theory that policy decoupling invariably stems from "intentional compliance" or mere symbolic adherence. Classic literature often characterizes local organizations as adopting top-down regulations merely as a "mask" or a "smoke and mirrors" tactic to appease the central government and maintain political legitimacy, lacking any genuine intent to implement them. Yet, findings from Pasangkayu Regency present an antithesis to this assumption. The misalignment regarding social and psychological facilities does not stem from a lack of political will or feigned compliance. The Pasangkayu Regency Government has demonstrated substantive commitment across almost all other policy clusters—such as budget allocations for grassroots-level cadres and the progressive clauses of the Child-Friendly Regency (KLA) initiative. Therefore, decoupling in this region must be viewed differently: the gap between formal commitments and actual practice stems not from intentional negligence, but from technical, internal constraints.

Drawing on the conceptual framework of Bromley and Powell (2012), the policy decoupling observed in Pasangkayu results purely from technical bureaucratic bottlenecks in the policy-making process. This situation creates a complex compliance dilemma for the Strategic Plan of the Pasangkayu P3AP2KB Agency. On one hand, the responsible agency holds a strong moral and institutional commitment to fulfilling the mandate for psychosocial protection for children affected by early marriage. On the other hand, their scope for program implementation is severely restricted by the absence of specific priorities regarding the prevention of child marriage within the region's macro-level strategic documents. Without a clear and explicit priority framework at the strategic level, the technical bureaucracy lacks the robust operational legal basis needed to formulate concrete actions and legitimately allocate regional funds. It is precisely these administrative hurdles that ultimately stall the implementation of child protection programs on the ground, trapping the local bureaucracy in a cycle of planning formalities that comes at the expense of substantively addressing children's psychological rights.

4. Conclusion

This study evaluated the Pasangkayu Regency Government's policy response to child marriage by examining the alignment between national statutory mandates and local development planning instruments. The findings show that the local government exhibits a

high degree of substantive and operational responsiveness across most evaluated policy domains. Through coherent vertical policy cascading, national directives have been progressively translated into binding medium-term development targets, regional regulatory clauses, and funded operational programs. Crucially, the municipal administration demonstrated progressive problem-structuring by redefining legal age boundaries within child-friendly regency frameworks and embedding child marriage prevention into strategic human capital development initiatives, particularly stunting reduction and educational retention.

Despite these structural achievements, a critical policy gap was identified concerning the provision of psychosocial and social rehabilitation facilities for victims of child marriage. Contrary to prevailing organizational assumptions that attribute policy decoupling to deliberate symbolic compliance, this research shows that the disconnect at the local level stems from technical-administrative bottlenecks and the absence of specific budgetary nomenclature in planning instruments. Practically, these findings highlight that macro-level political commitments must be paired with explicit programmatic nomenclature to empower executing agencies to allocate public resources legally and effectively. The Pasangkayu Regency Government must explicitly codify child marriage mitigation as an independent strategic priority in upstream planning documents to unlock cross-sectoral financing for comprehensive psychosocial services.

A primary limitation of this research is its reliance on normative-evaluative policy document analysis, which assesses institutional design and semantic coherence without capturing real-time behavioral dynamics among frontline bureaucrats or community-level compliance. Consequently, future research should pursue empirical field investigations that incorporate in-depth interviews, focus group discussions, and ethnographic inquiries involving village administrators, religious court officials, grassroots community cadres, and affected families. Such empirical approaches will be vital to ascertain whether these aligned planning instruments effectively curb child marriage practices on the ground.

References

- Anderson, J. E. (2011). *Public policymaking: An introduction* (7th ed.). Cengage Learning.
- Bardach, E. (2012). *A practical guide for policy analysis: The eightfold path to more effective problem solving* (4th ed.). SAGE Publications.
- Beal, T., Tumilowicz, A., Sutrisna, A., Izwardy, D., & Neufeld, L. M. (2018). A review of child stunting determinants in Indonesia. *Maternal & Child Nutrition*, 14(4), Article e12617. <https://doi.org/10.1111/mcn.12617>
- Bowen, G. A. (2009). Document analysis as a qualitative research method. *Qualitative Research Journal*, 9(2), 27–40. <https://doi.org/10.3316/QRJ0902027>
- Bromley, P., & Powell, W. W. (2012). From smoke and mirrors to walking the talk: Decoupling in the new institutionalism. *Academy of Management Annals*, 6(1), 1–48. <https://doi.org/10.5465/19416520.2012.657832>
- Bryson, J. M. (2018). *Strategic planning for public and nonprofit organizations: A guide to strengthening and sustaining organizational achievement* (5th ed.). John Wiley & Sons.
- Dunn, W. N. (2018). *Public policy analysis: An integrated approach* (6th ed.). Routledge.

- Hastuti, L., Mardiyani, R., Samad, A., Purwanto, D., Masitha, W., Dewi, I. L., & Wibowo, Y. H. (2023). Relationship between child marriage and stunting incidence. *Indonesian Journal of Global Health Research*, 7(4), 1–6. <https://doi.org/10.37287/ijghr.v7i4.6766>
- Hidayah, I., Suryahadi, A., Palmisano, F., & Kieft-de Jong, J. C. (2024). The role of parental child marriage in children's food security and nutritional status: A prospective cohort study in Indonesia. *Frontiers in Public Health*, 12, Article 1469483. <https://doi.org/10.3389/fpubh.2024.1469483>
- Kingdon, J. W. (2011). *Agendas, alternatives, and public policies* (2nd ed.). Longman Classics in Political Science.
- Midgley, J. (2014). *Social development: Theory and practice*. SAGE Publications.
- Miles, M. B., Huberman, A. M., & Saldaña, J. (2014). *Qualitative data analysis: A methods sourcebook* (3rd ed.). SAGE Publications.
- Nirvananda, D., Isabella, I., & Amaliatulwalidain, A. (2023). Implementasi peraturan dispensasi nikah berdasarkan Undang-Undang No 16 Tahun 2019 tentang pernikahan di Kecamatan Kemuning Kota Palembang. *Jurnal Progress Administrasi Publik*, 3(2), 87–93. <https://doi.org/10.37090/jpap.v3i2.1164>
- Nur, A. A., Amanda, S., Hanifa, F. F., & Ayudiputri, Z. Z. (2024). Determinants of child marriage in Indonesia: A systematic review. *Journal of Community Medicine and Public Health Research*, 5(2), 216–227. <https://doi.org/10.20473/jcmphr.v5i2.45777>
- Padmilah, P., Rosyadi, R., & Rohman, A. (2026). Judicial discretion in marriage dispensation cases: A socio-legal study. *Islamica: Jurnal Studi Keislaman*, 20(2), 244–268.
- Polii, J. L. S. S. (2024). *Keadilan dalam inklusi menyuarakan hak-hak minoritas di tengah dinamika global*. Gema Edukasi Mandiri.
- Sangkala, S., & Ismail, N. (2024). Innovation strategy to reduce child marriage rate in Wajo, South Sulawesi Province, Indonesia. *Jurnal Manajemen Pelayanan Publik*, 7(2), 495–506. <https://doi.org/10.24198/jmpp.v7i2.51192>
- Sen, A. (1999). *Development as freedom*. Oxford University Press.
- Shantya, D., Ramdani, R., & Khosim, A. (2025). Disparitas dispensasi kawin dan perlindungan anak: Analisis kritis terhadap Undang-Undang nomor 16 tahun 2019 dan Undang-Undang nomor 35 tahun 2014. *As-Syar'i: Jurnal Bimbingan & Konseling Keluarga*, 7(3), 365–383. <https://doi.org/10.47467/as.v7i3.7371>
- Simbolon, D., & Riastuti, F. (2024). Adolescent marriages and risk of stunting in Indonesia: Based on IFLS data. *The Indonesian Journal of Public Health*, 19(2), 276–287. <https://doi.org/10.20473/ijph.v19i2.2024.276-287>
- Yulambang Sari, V. N., Agiyanto, U., & Iman, N. (2025). Measuring justice and child protection: A juridical study of marriage dispensation after the enactment of Law Number 16 of 2019. *Global Education Scientific Journal*, 6(1), 45–58.