

## Research Article

# Implementation of the Policy on Protecting Women and Children from Violence After the Earthquake, Tsunami, and Liquefaction in Palu City

Indar Ismail Jamaluddin<sup>1\*</sup>, Daswati<sup>2</sup>, Nuraisyah<sup>2</sup>, Anis Ribcalia Septiana<sup>3</sup>, and Hasniati<sup>4</sup>

<sup>1</sup>Student of the Social Science Study Program, Doctoral Program, Tadulako University/ Sembilanbelas November Kolaka University, Indonesia

<sup>2</sup>Social Science Study Program, Doctoral Program, Tadulako University, Indonesia

<sup>3</sup>Student of Doctoral Study Program of Public Administration, Faculty of Social and Political Sciences, Hasanuddin University/ Sembilanbelas November Kolaka University, Indonesia

<sup>4</sup>Doctoral Study Program of Public Administration, Faculty of Social and Political Sciences, Hasanuddin University, Indonesia

## Abstract.

This article aims to analyze the implementation of Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the implementation of protection of women and children from violence after the earthquake, tsunami, and liquefaction of September 28th, 2018 in Palu City. Using a descriptive qualitative approach, this study refers to the Van Meter and Van Horn implementation model with six variables, namely policy standards and targets, resources, characteristics of implementing organizations, inter-organizational communication, implementer disposition, and social, economic, and political environments. A total of 15 informants were determined purposively with the criteria of being involved in the preparation of Central Sulawesi Provincial Regulation Number 3 of 2019, involved in victim recovery, and representing the pentahelix of informants (local government, community, mass media, business actors, and academics). Data were collected in January-December 2024 through in-depth interviews, observations, and analysis of documents related to the policy. The results of the study show that Central Sulawesi Provincial Regulation Number 3 of 2019 is an important instrument in protecting women and children from post-disaster violence. However, its implementation in Palu City has not been optimal due to weak socialization, limited resources, the absence of a women and children protection UPTD in the city, and the absence of comprehensive and integrated Standard Operating Procedure (SOPs). Short-term handling priorities include socialization, basic training, activation of integrated SOPs, and establishing cross-sector coordination forums. Medium-long term strategies include the establishment of a Regional Technical Implementation Unit for the Protection of Women and Children (PPA UPTD) in the city, incentive-based human resource strengthening, partnerships with non-governmental institutions, and periodic monitoring and evaluation.

**Keywords:** public policy, violence, women and children, Palu, implementation

Corresponding Author: Indar Ismail Jamaluddin; email: indarismail@gmail.com

**Published:** 2 September 2025

Publishing services provided by Knowledge E

© Indar Ismail Jamaluddin et al. This article is distributed under the terms of the [Creative Commons Attribution License](#), which permits unrestricted use and redistribution provided that the original author and source are credited.

Selection and Peer-review under the responsibility of the 2nd Doctoral International Conference Committee.



## 1. Introduction

Natural disasters often exacerbate the vulnerability of vulnerable groups, such as women and children. On September 28, 2018, the earthquake, tsunami, and liquefaction that hit Palu City, the capital of Central Sulawesi Province, caused extraordinary damage to infrastructure and the socio-economic life of the community. The direct impact of this disaster was seen in the significant increase in cases of sexual violence, human trafficking, and child marriage.

The Women's Learning Circle (LIBU) recorded 61 cases of violence against women after the earthquake. The Central Sulawesi Women's Violence Struggle Group (KPKPST) recorded 54 cases, the Sikola Mombine Foundation recorded 37 cases (2018–2019), including harassment, domestic violence (KDRT), and child neglect. The United Nations Population Fund (UNFPA) recorded 57 cases of sexual violence in the period November 2018–January 2019. Child marriages have also increased due to the reduced reasons for the economic burden on families. Between October 2018 and 2019, Libu Perempuan recorded 33 cases of child marriage, KPKPST recorded 34 cases, and Sikola Mombine recorded 4 cases. The Palu City Women's Empowerment and Child Protection Service (DP3A) recorded 129 child marriages in 2018 and increased to 179 in 2019, with the highest cases in Tawaeli District. In addition, women victims of the disaster who became victims of human trafficking were also found by the Women's Solidarity organization. With 127 evacuation points and more than 40,000 survivors, many women and children in Palu live in vulnerable conditions because they have been living in emergency housing until mid-2019 [1], [2], [3], [4], [5], [6].

In these conditions, women and children become groups that are very vulnerable to exploitation and violence. This problem reflects the failure of the victim protection system which is still fragmented, where various institutions that should handle this issue have not coordinated effectively. This condition shows the need for reform in a more systematic and integrated protection approach. Normatively, the Provincial Government and the Central Sulawesi Provincial DPRD have stipulated Regional Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Violence, which is the legal basis for efforts to protect women and children post-disaster. Although this regulation is expected to provide better protection, its implementation has not been fully effective in Palu City. Various reports show a wide gap between policies stipulated in regional regulations and practices in the field. Among the factors

TABLE 1: Forms of Violence against Women and Children Post-2018 Earthquake.

No	Types of Violence	Location	Victim (Age/ Identity)	Mode/ Event	Reporting Organization / Source	Number of Cases
1	Peeping	Temporary shelter for places of worship in West Palu District	High school student, mother of survivors	Peeped in a public bathroom, recorded	KPKPST	5 cases simultaneously
2	Sexual harassment	Temporary shelter in Tawaeli District	18 year old female	Abused by stepfather	Journalist investigation	Not mentioned
3	Attempted rape	Tawaeli District	Female survivor	When sleeping and when not locking the temporary shelter door	Journalist investigation	Not mentioned
4	Rape	On the way home from school	Girl	Invited to ride a motorbike, taken to a deserted place, raped	Journalist investigation	Not mentioned
5	Human Trafficking	From Palu to Saudi Arabia	St (44), migrant ART	Recruited by brokers, no identification	Solidaritas Perempuan (SP)	1 case (documented))
6	Violence against women	Palu City	General	Domestic violence, sexual violence, child neglect	LIBU Perempuan, KPKPST, Sikola Mombine UNFPA	61 (LIBU), 54 (KPKPST), 37 (Sikola Mobine), 57 (UNFPA)
7	Sexual violence	Palu City	Woman	Harassment, rape, domestic violence, child neglect	Sikola Mombine	15 harassment, 2 rapes, 2 sexual assaults
8	Violence against women	Palu City	Woman	Violence	Simfoni PPA	58 cases (2020), 103 cases (2021) and 94 cases (2023)

Source: Arshandi, 2019; Ayomi, 2019; Daling, 2020; Lidiawati, 2019; Putri & Garnesia, 2019, Solidaritas Perempuan Palu, 2024, Simfoni PPA 2023.

TABLE 2: Child Marriage in Palu Post-2018 Earthquake.

Year	Number of Marriage Events	Child Marriage	Percentage (%)	Highest District (Cases and %)
2018	5.630	129	2,29%	Not detailed per sub-district
2019	5.842	179	3,06%	Tawaeli (17 cases, 5.98%), East Palu (26 cases, 4.77%), Ulujadi (37 cases, 4.77%)

Source: DP3A Palu City, 2020

influencing this ineffectiveness are weak cross-sectoral coordination, minimal socialization, limited budget, and trained human resources, and low commitment of policy implementers who can accelerate the handling of cases of violence against women and children [7], [8].

Studies related to the policy implementation to protect women and children in Indonesia often focus on areas with more established governance, such as Jakarta, Yogyakarta, or Makassar [9], [10]. Several key issues have been highlighted regarding the protection of women and children in the context of the pandemic or unregistered (Siri) marriages [11], [12]. Meanwhile, research on similar policy implementation in regions recently affected by major disasters, such as Palu City, remains highly limited. Palu City faces unique social, economic, and geographical challenges compared to other regions. This condition creates difficulties in designing and implementing effective protection policies for women and children. Therefore, it is important to conduct in-depth research on how policies to protect women and children are implemented in post-disaster areas, considering the unique local context.

Based on these conditions, this article aims to analyze the implementation of Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the Implementation of the Protection of Women and Children from Violence in Palu City, with a focus on identifying factors that hinder or encourage the successful implementation of the policy. This study will use the Van Meter and Van Horn policy implementation model to understand the dynamics that occur between regulations, implementing actors, and field conditions that affect policy effectiveness. By examining factors such as inter-organizational communication, available resources, implementer disposition, and existing social, economic, and political conditions, it is hoped that more appropriate solutions can be found to improve policy implementation in the future.

Public policy refers to decisions made by government actors to address public problems [13]. The implementation stage is crucial because it determines the success of a policy in achieving its goals [7]. The theoretical problem in this study is based on the assumption that public policy is not always successfully implemented as expected, even though it has been well designed normatively. In the context of implementing policies for the protection of women and children, the top-down approach as developed by Van Meter and Van Horn emphasizes the importance of six main variables that influence the success of implementation, namely (1) policy standards and targets, (2) resources, (3) characteristics of implementing organizations, (4) inter-organizational communication, (5) disposition of implementers, and (6) social, economic, and political environmental

conditions. Policy standards and targets explain how clear the goals and indicators of policy success are that must be achieved. Resources include human resources, funds, time, and facilities available to implement the policy. The characteristics of implementing organizations are related to the structure, capacity, and work procedures of the agencies implementing the policy. Inter-organizational communication shows the quality of coordination and information flow between policy-implementing actors. The disposition of the implementer represents the attitude, commitment, and understanding of the implementing apparatus towards the policy. The social, economic, and political environment describes the influence of external factors such as community culture, economic conditions, and political support on the success of implementation [8] . However, the Van Meter and Van Horn model is often criticized for being linear and relying too much on bureaucratic rationality in the implementation process [14]. In reality, policy implementation at the local level is often influenced by the dynamics of actors, power structures, and institutional capacities that are not uniform. As emphasized by Grindle, in the context of developing countries, the implementation process is heavily influenced by political factors, administrative capacity, and local resistance, making policies difficult to implement effectively even when a legal framework is in place [7]. Thus, the theoretical problem in this study lies in the inconsistency between the policy implementation framework based on structural rationality and the empirical reality that shows the existence of complex dynamics in policy implementation, especially in post-disaster situations marked by social crises and weak coordination between implementing actors.

In emergency disaster situations, women and children are groups that are very vulnerable to various forms of violence. Ironically, women's roles are strategic in every disaster management effort, including the recovery stage, particularly at the household level. On the grounds of emergency, their position is frequently ignored by male heads of families. This socio-cultural element, coupled with the limited political participation of female delegates, results in their minimal role in organizational decision-making, especially in disaster risk management. Even if they provide a transformative role, this contribution is rarely reported [2], [15], [16]. In a patriarchal culture that has permeated the structure of societal dominance, women are victims of the theory of gender oppression. According to this theory, women are essentially only used, controlled, conquered, and oppressed by men [17]. The subordination of women in social and cultural practices stems from gender-biased views toward women [18]. Such conditions allow for acts of harassment and

violence against women. Disasters weaken protective social mechanisms and increase the risk of exploitation [6].

Furthermore, the political culture at the local level in Palu City, Central Sulawesi Province, significantly influences the effectiveness of policy implementation for the protection of women and children. Political culture that tends to be elitist and paternalistic often makes policy decisions centered on bureaucratic actors or socially dominant community figures, and does not involve the aspirations of vulnerable groups, including women and children. In a post-disaster context, the interaction between local political culture and institutional capacity creates complex dynamics. On the one hand, there is a legal and institutional framework that supports protection. In addition, the Sintuvu culture of the Kaili community in Palu City, Central Sulawesi, for example, is a symbol of unity and mutual assistance that is still relevant because it includes the values of harmony, family, and solidarity [19]. On the other hand, its implementation is hampered by the lack of gender sensitivity in the decision-making process and the weakness of participatory monitoring mechanisms. Protection institutions such as UPTD PPA and DP3A often experience coordination and resource constraints, which are exacerbated by the tendency of local political culture that has not fully opened up space for active and equal civil society involvement in the governance process [20], [21].

The protection of women and children in Indonesia is rooted in the constitution, especially Article 27 paragraph (2) of the 1945 Constitution which guarantees the right to work and a decent living. The policy of protecting women began with Law Number 7 of 1984 regarding the ratification of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). Meanwhile, Law Number 17 of 2016, which modifies Law Number 23 of 2002, serves to strengthen child protection. Supporting its implementation, Government Regulation Number 59 of 2019 concerning the Coordination of Child Protection, along with Regulation Number 13 of 2020 issued by the Minister of Women's Empowerment and Child Protection on the Protection of Women and Children from Gender-Based Violence in Disasters, was enacted. At the regional level, Central Sulawesi Province has stipulated Regional Regulation (Perda) Number 3 of 2019 that regulates the prevention of violence, provision of referral services, and strengthening of protection institutions. This regulation covers physical, psychological, and sexual violence, as well as abandonment, and involves regional apparatus organizations, non-governmental organizations (NGOs), the business sector, and the mass media as implementing parties. Central Sulawesi Provincial Regulation Number 3 of 2019 aims to provide comprehensive protection to women and children from violence,

but in practice, it still faces structural and cultural barriers. This study enriches the literature by focusing on the post-disaster context in eastern Indonesia.

## 2. Methods

This study uses a descriptive qualitative approach. A total of 15 informants were determined purposively with the criteria of being involved in the preparation of Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Violence, being involved in the recovery of victims of the earthquake, tsunami, and liquefaction in Palu City on September 28, 2018 and representing the Penta helix of informants, namely representing elements of local government, community, mass media, business actors, and academics [22], [23].

TABLE 3: Research Informants.

No	Initial	Age	Origin	Representative
1	DR	51	Study Circle Association for Women of Central Sulawesi	NGO/Community
2	NR	36	APIK Legal Aid Institute	NGO/Community
3	NL	33	Sikola Mombine Foundation	NGO/Community
4	SA	56	Alkhairaat Islamic Women's	NGO/Community
5	AL	47	Head of LKBN Antara Central Sulawesi	Mass Media
6	MH	35	LKBN Antara Central Sulawesi	Mass Media
7	Nd	40	Editor in Chief <i>media.alkhairaat.id</i>	Mass Media
8	RA	36	HIPMI Central Sulawesi	Business Actor
9	AF	60	Center for Gender and Child Studies, Tadulako University	Academic
10	H	49	SDGs Center Tadulako University	Academic
11	AP	65	Chairman of Commission IV of the People's Welfare of the Central Sulawesi DPRD 2019-2024	Academic
12	YR	52	Head of DP3A Palu City	Government
13	IS	49	Central Sulawesi DP3A Officials	Government
14	PY	38	Head of UPTD PPA Central Sulawesi	Government
15	NK	43	Child Protection Social Worker DP3A Palu City	Government

Source: Primary Data

Field data collection was conducted from January to December 2024 in Palu City, focusing on the policy implementation to protect women and children from violence in the context of the 2018 post-disaster recovery. This study limits its scope to two

main phases of rehabilitation and reconstruction following the earthquake, tsunami, and liquefaction, as governed by two key regulations. First, Phase 1 of rehabilitation and reconstruction (2019–2021) was governed by Central Sulawesi Governor Regulation No. 10 of 2019 concerning the Post-Disaster Rehabilitation and Reconstruction Plan. Second, Phase 2 (2022–2024) is stipulated in the Central Sulawesi Governor Regulation No. 4 of 2022. Another important milestone is the enactment of Central Sulawesi Provincial Regulation No. 3 of 2019, which serves as the primary legal foundation for protecting women and children from violence and should be substantially integrated into the post-disaster recovery agenda. In tracing the implementation process, secondary data was obtained from credible sources such as mass media coverage, government policy and regulation documents, performance reports from related agencies, and relevant scientific articles. The qualitative data analysis involved three stages: data condensation, data presentation (including narratives, tables, and thematic matrices), and conclusion drawing. [24]

TABLE 4: Post-Disaster Policy Milestones and Implementation Events in Palu City.

Year	Key Policies/Events	Information
2018	Earthquake, tsunami, and liquefaction hit Palu City (September 28, 2018)	The starting point of the disaster that underlies the rehabilitation and social protection policies
2019	Issuance of Central Sulawesi Provincial Regulation No. 3 of 2019	Key legal instrument for protecting women and children from post-disaster violence
2019	Issuance of Central Sulawesi Governor Regulation No. 10 of 2019	Rehabilitation and Reconstruction Plan Phase 1 (2019–2021)
2020–2021	Implementation of Phase 1 of Rehabilitation and Reconstruction	Focus on restoring basic infrastructure and public services
2022	Issuance of Central Sulawesi Governor Regulation No. 4 of 2022	Rehabilitation and Reconstruction Plan Phase 2 (2022–2024), continuing the previous program
2022–2024	Implementation of Phase 2 of Rehabilitation and Reconstruction	Focus on strengthening institutions, social services, and inclusion of vulnerable groups
2024	Field data collection for this research (January–December 2024)	Observation, interviews, and documentation of the implementation of Regional Regulation No. 3/2019 in Palu City

Source: Processed Data



### 3. Results and Discussion

#### 3.1. Policy Standards and Targets

Policy standards and targets refer to the extent to which the objectives and success of the policy are formulated clearly, can be understood, and accepted by implementers and target groups [8]. In the context of the implementation of Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Violence after the earthquake, tsunami, and liquefaction in Palu City, the results of the study showed that understanding of the substance of this policy was still low, both among government officials and the general public. One of the main causes was that socialization had not been carried out widely and did not target grassroots communities such as women's groups, youth, indigenous communities, and religious organizations effectively. This shows that the internalization of policy standards and targets at the implementation level remains limited. Thus, the variables implementation of policy standards and targets in Regional Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Violence after the Earthquake of September 28, 2018, in Palu City is not by Van Meter and Van Horn's theory. The low level of understanding and minimal outreach of socialization indicates that the standards and targets of the policy have not been understood or accepted evenly by the implementers or the target community.

#### 3.2. Resource

The availability of resources is a crucial factor in supporting the effectiveness of policy implementation, including aspects of human resources, finance, facilities, and time allocation [8]. In the context of implementing policies for the protection of women and children after the earthquake, tsunami, and liquefaction in Palu City, limited resources are a significant obstacle. The problems that emerged include a limited budget, a lack of personnel with special competence in the protection field of women and children, and the unavailability of an incentive system for implementers at the technical level. In addition, until now Palu City has not had an independent Regional Technical Implementation Unit for the Protection of Women and Children (UPTD PPA), so policy implementation is still very dependent on support from the Central Sulawesi Provincial Government also limited in terms of institutions and financing. This is in line with the views of Van Meter

and Van Horn, who emphasize that the success of policy implementation is greatly influenced by resource variables, including financial, human, and technical aspects. In the context of developing countries, the availability of resources is often the key determinant of the success or failure of policy implementation, because the imbalance in the capacity of implementing institutions tends to widen the gap between formulated policies and implemented policies [7]. Thus, the lack of adequate resource support in the case of Palu City can be identified as one of the factors that hinders the achievement of policy objectives optimally. Thus, the implementation of the policy resource variable in Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Violence after the earthquake, tsunami, and liquefaction of September 28, 2018, in Palu City is not by Van Meter and Van Horn's theory. The absence of adequate resources is a significant obstacle to policy implementation.

### **3.3. Characteristics of the Implementing Organization**

The characteristics of the implementing organization include organizational structure, work mechanisms such as standard operating procedures (SOPs), and coordination and conformity of functions between implementing units [8]. In the context of implementing policies for the protection of women and children after the earthquake, tsunami, and liquefaction in Palu City, various issues persisted concerning the attributes of the implementing organization. The institutional structure between regional apparatus organizations (OPD) and non-government partners such as NGOs/NGOs showed overlapping functions and authorities. The SOP, which is intended to serve as an operational guideline, was not implemented consistently, and coordination among implementing institutions was suboptimal. Fragmentation of responsibilities between implementing units also caused program duplication and role confusion, at both the technical and strategic levels. Thus, the implementation of the variables of the characteristics of the implementing organization in Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Violence after the earthquake, tsunami, and liquefaction in Palu City has not been carried out according to Van Meter and Van Horn's theory. This condition shows that the implementing organization in Palu City is not fully ready. Institutional fragmentation and weak compliance with SOPs reflect the low level of institutional readiness to

support effective policy implementation, as emphasized in the Van Meter and Van Horn implementation model.

### **3.4. Inter-organizational Communication**

Inter-organizational communication is one of the key variables in policy implementation, which includes clarity, smoothness, and consistency of information flow, as well as effective coordination between implementing actors [8]. In the context of implementing policies to protect women and children in Palu City, cross-sectoral communication still requires significant support. The Palu City Women's Empowerment and Child Protection Service (DP3A) has built an integrated communication mechanism with other key institutions such as hospitals, police, and legal aid institutions. This formal coordination system and communication platform also support case response and handling. This situation is exacerbated by the infrequent coordination meetings and the lack of standardized communication. This is consistent with the findings of Van Meter and Van Horn, which state that ineffective communication can undermine the implementation process, particularly in policies involving multiple parties with interdependent roles. Thus, the implementation of the variable of communication between implementing organizations in Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Violence after the earthquake, tsunami, and liquefaction in Palu City is by the theory of Van Meter and Van Horn. The establishment of coordination shows that communication has supported implementation.

### **3.5. Disposition of the Executor**

Implementer commitment is a key element in policy implementation, which includes the extent to which implementing officials understand, accept, and are willing to implement policies consistently. The success of implementation is influenced by the attitudes and tendencies of implementers towards the policies implemented [8]. In Palu City, although there are several state civil servants (ASN) who show personal commitment and concern for the issue of protecting women and children, in general, there is still confusion regarding their main tasks and functions. An ambiguous attitude towards the policy indicates that the internalization of policy values has not been optimal. In addition, the absence of a clear reward system or sanction mechanism has resulted in weak

encouragement for ASN to carry out their duties optimally. The lack of this incentive and accountability system weakens individual and institutional motivation to implement policies in a sustainable and impactful manner. Therefore, low implementation commitment—either due to factors of understanding or system support—is one of the key factors that also hampers the effectiveness of policy implementation at the regional level. Thus, the implementation of the policy implementer disposition variable in Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Violence after the earthquake, tsunami, and liquefaction of September 28, 2018, in Palu City, has been running according to Van Meter and Van Horn's theory. This is imaged in the presence of individual commitment, yet there is no systematic mechanism to support a collective disposition

### 3.6. Social, Economic and Political Environment

External factors such as social norms, economic conditions, and political support influence the policy implementation. The results of the study show that patriarchal social conditions and low gender awareness in society slow down the effectiveness of policies. Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Violence after the earthquake, tsunami, and liquefaction in Palu City has attracted various opinions from the public influenced by social, cultural, economic, and political factors. In addition, how the government presents and implements this policy also plays a key role in shaping public opinion. In general, the public chose to support the policy, even though there was criticism regarding its implementation. The majority of community representatives, such as NGOs, academics, journalists, members of the local parliament, and local government, supported the policy because of its direct relevance to public safety. Public support for the policy increased when they were exposed to adequate information about the impact of the violence [25].

The political conditions that hinder the implementation of policies for the protection of women and children after the earthquake, tsunami, and liquefaction in Palu City are closely related to the unequal attention given by the majority of political elites to this issue. This is also confirmed by the views of informants who stated that, in general, local political elites tend to focus more on policies that provide short-term political benefits, such as physical development, rather than on issues that require sustainable empowerment, such as the protection of women and children. At the same

time, several OPD leaders have yet to prioritize the implementation of this protection policy seriously. Without a paradigm shift among policymakers, gender inequality will continue to be an obstacle to the implementation of this policy. Research supports this finding: policies that promote gender equality and address violence against women are sometimes overlooked [26]. In addition, an unresponsive bureaucracy is also an obstacle to policy implementation. The business sector has yet to take an active role in supporting protection efforts. However, NGOs and local media play an important watchdog role. Thus, the implementation of social, economic, and political condition variables in Regional Regulation Number 3 of 2019 concerning the Protection of Women and Children from Violence after the earthquake, tsunami, and liquefaction in Palu City aligns with Van Meter and Van Horn's theory. Some external actors offer support, such as NGOs, media, and academics, as do some internal actors, including politicians with NGO backgrounds and bureaucrats from relevant OPDs. However, in general, the social environment remains uncondusive.

The following is a summary of the conformity between the theory of Van Meter and Van Horn policy implementation and the Implementation of Regional Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Violence after the earthquake, tsunami and liquefaction in Palu City.

## 4. Discussion

A strategy is needed to overcome patriarchal rejection and bureaucratic slowness in implementing Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the Implementation of Post-Disaster Protection for Women and Children in 2018 in Palu City. The root of the problem in implementing this policy lies not only in technical aspects but also in structural and cultural factors. The analysis of the synthesis of findings based on the six variables of the Van Meter & Van Horn Model is as follows:

### 4.1. Policy Standarts and Targets

Understanding of the objectives and success of the policy among government officials and the community in Palu City is still low. The socialization of the post-earthquake Women and Children Protection policy has not effectively reached grassroots groups such as women, youth, indigenous communities, and religious organizations. As a result, the policy standards and targets remain insufficiently internalized during implementation

TABLE 5: Summary of Conformity Between Theory and Implementation of Regional Regulations.

Variable	Conformity	Reinforcing Factors	Inhibiting Factors	Supporting Evidence/Quotations
Policy Standards and Targets	Not yet suitable	There are specific regulations	Limited socialization, low technical understanding of actors	"Most of the officers do not yet understand the details of the contents of the Regional Regulation and its implementation technical instructions." (DP3A Central Sulawesi Official, 2024)
Resource	Not yet suitable	Budget and human resource support from NGOs	The local government budget is limited, local government human resources are limited, there is no UPTD PPA yet	"We still rely on NGO support for victim services, especially post-disaster." (DP3A Central Sulawesi Official, 2024)
Characteristics of the Implementing Organization	Not yet suitable	DP3A Commitment	SOP not implemented, minimal technical training	"Not all of our staff have been trained to assess cases of violence." (UPTD PPA Central Sulawesi, 2024)
Inter-organizational Communication	Suitable	Cross-sector coordination has been established	Cross-sector coordination requires integrative and effective media.	"We coordinate manually through WhatsApp groups, there is no integrated system yet." (Social Worker DP3A Palu, 2024)
Disposition of the Executor	Partially suitable	There is a personal commitment	But there is no motivation system yet (minimal rewards and incentives)	"We handle victims even without incentives, because of conscience." (Social Worker DP3A Palu, 2024)
Social, Economic and Political Environment	Partially suitable	Active support from NGOs/media/academics	The business world has not been optimally involved, patriarchal culture, low focus of political elites	"Local culture still considers domestic violence a household matter, not a public matter." (LBH APIK activist, 2024)

Source: Data Processed by Researchers

in the field. The weak internalization of policy values at both the implementer and community levels indicates problems not only in communication but also in local cultural resistance to gender equality norms. Patriarchy is a challenge that must be faced. Patriarchy is a form of value resistance that infiltrates community rejection of policies that promote equality, inhibits reporting of cases of violence, and prevents women from

community decision-making. Without a strategy that addresses local values and culture, this policy will be implemented only symbolically [21].

## **4.2. Resource**

The availability of human resources, finances, facilities, and time is very limited in implementing policies for the protection of women and children in Palu City. Limited budget, lack of competent personnel in the field, and the absence of incentives for implementers are the main obstacles. Palu City also does not yet have an independent Regional Technical Implementation Unit (UPTD) for the Protection of Women and Children (PPA), so the policy implementation is highly dependent on the Provincial Government, which also has limitations. The absence of an independent UPTD PPA and the lack of experts and budget indicate bureaucratic stagnation in responding to long-term structural needs.[27]. This issue is not merely about logistics, but also concerns political and institutional priorities. Bureaucratic inertia represents a form of structural resistance, characterized by a passive work culture, a short-term project orientation, and the failure of institutional reform. Such inertia reflects broader problems commonly found in public service organizations, including poor responsiveness to public complaints, lack of transparency, inaccessible services, weak coordination among service units, slow service delivery, and inefficiency [28]. Without a governance improvement strategy, institutional integration and SOPs will only be formal documents.

## **4.3. Characteristics of the Implementing Organization**

The organizational structure of the implementers shows overlapping functions between the regional apparatus and non-government partners. Existing SOPs are not implemented consistently, and coordination between institutions is not optimal. Fragmentation of responsibilities causes duplication of programs and confusion of roles at the technical and strategic levels. Overlapping functions and weak SOPs strengthen indications of institutional fragmentation and weak governance, a classic bureaucratic problem that is difficult to change without managerial reform and a change in perspective on gender issues. Community support for safe houses that is not optimal has an impact on dependence on the APBD operational budget [10].

#### 4.4. Inter-organizational Communication

Although the Palu City Women's Empowerment and Child Protection Service (DP3A) has built a communication mechanism with institutions such as hospitals, police, and legal aid institutions, the frequency of coordination meetings is still minimal. There is no standard communication between implementers, so the coordination situation is not ideal. There are visible coordination efforts, but they are still weak in terms of intensity and formality. Communication alone is not sufficient to dismantle resistance or strengthen strategic alliances among key actors, such as government agencies (OPD), non-governmental organizations (NGOs), and traditional or religious leaders [29]. Stakeholder mapping is significant in the implementation of policies to protect women and children who are victims of violence. Women and children who are victims of violence are the main stakeholders. Academics, school institutions, hospitals, and the police and courts are supporting stakeholders. While the key stakeholder is the UPTD PPA [30]. Communication between stakeholders is important to strengthen strategic alliances.

#### 4.5. Disposition of the Executor

Disposition plays an important role in the success of policy implementation, namely regarding the commitment and ability of policy implementing actors [31]. While individual commitment among civil servants to the protection of women and children exists, there remains widespread confusion regarding roles and responsibilities. A clear reward and sanction system is not yet available, so the motivation to carry out tasks optimally is still low. The existence of individual commitment, but not supported by a reward-sanction system, indicates low transformational leadership in the bureaucracy, which prevents collective motivation from being formed. The obstacles are not only technical but also related to work ethic and institutional values.

#### 4.6. Social, Economic and Political Environment

Patriarchal social conditions and low gender awareness slow down the effectiveness of the policy. The general public and various elements such as NGOs, academics, and local governments generally support this policy, although the implementation is still criticized. Local political elites tend to focus more on physical policies that



provide short-term benefits and pay less attention to the issue of protecting women and children. Unresponsive bureaucracy and minimal involvement of the business world are also obstacles, although the role of NGOs and local media is quite significant as monitors. This aspect most clearly reflects the influence of patriarchy, the lack of gender awareness, and the weak commitment of political elites. This is where the ideological and political roots hindering the transformation of policies to protect women and children lie. Compare this with Yogyakarta after the 2006 earthquake, NGOs helped handle the needs of survivors in a participatory manner, including in recovering from trauma from violence, psychosocial and economic women. The experience in Lombok, West Nusa Tenggara, after the 2018 earthquake also reflects a similar pattern, namely the increased vulnerability of women in evacuation sites, as well as the urgent need for safe spaces and facilitation of reporting violence. The local government, together with NGOs, responded by establishing child- and women-friendly zones in evacuation sites, as well as mainstreaming traditional figures in protection campaigns [32], [33], [34], [35].

The increase in gender-based violence is a systemic pattern post-disaster in Indonesia. Moreover, disaster management has not yet integrated gender as a component of the implementation of disaster management programs, so that the rights of vulnerable groups, such as women and children, have not been fulfilled.[36]. The study results indicate that the quality of life among adolescents across physical, psychological, social, and environmental dimensions in the earthquake-affected areas of Aceh, Mataram, West Nusa Tenggara, and Palu is categorized as moderate and in need of intervention [37].

Meanwhile, cases of violence against women and children after the disaster in Palu are a unique phenomenon in the context of disasters. The case of Palu City as the epicenter of a multidimensional disaster, namely the earthquake, tsunami, and liquefaction in 2018, presents its complexity in the protection of women and children after the disaster. The lack of policy has resulted in the local government being unable to function in handling violence after the earthquake, tsunami, and liquefaction in Palu City, at least until the issuance of Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Acts of Violence, 8 months after the disaster. The Central Sulawesi provincial government and the Palu City Government have not been able to minimize gender-based violence after the disaster, for example, through separate housing, gender-responsive psychosocial services, or a rapid referral system [29], [38].

From the comparison, it is clear that violence against women and children in disaster situations is an issue that crosses geographical and cultural contexts. However, the

responses and forms of intervention vary, depending on institutional capacity, policy support, and civil society participation. In the context of Palu, the protection policies implemented by the UPTD PPA DP3A Central Sulawesi post-disaster have reflected several expected practices, especially in cross-provincial services and victim repatriation. However, strengthening inter-agency coordination, integrating service systems, and preparing safe spaces from the start are still homework.

## 5. Conclusion

This study reveals that the implementation of Central Sulawesi Provincial Regulation Number 3 of 2019 concerning the Implementation of Protection of Women and Children from Violence in Palu City has not been effective in protecting women and children post-disaster. The implementation gap is indicated by weak socialization, limited resources, the absence of a UPTD for the Protection of Women and Children at the city level, and the absence of a comprehensive and integrated SOP. This condition reflects a normative problem, namely the inconsistency between legal norms and implementation practices in the field. To bridge this gap, a gradual strategy is needed. In the short term, the priority is directed at strengthening socialization, basic training for ASN and volunteers, activation of integrated SOPs, and establishing cross-sector coordination forums. Meanwhile, medium and long-term strategies include the establishment of a functional UPTD PPA, strengthening incentive-based HR capacity, involving the non-government sector through partnerships, and regular policy monitoring and evaluation. With this approach, the implementation of the Regional Regulation is expected to not only become a legal norm but also be able to function as an operational, adaptive, and sustainable policy instrument.

## References

- [1] M. Arshandi, "Setahun Bencana Sulteng, Warga Palu Diajak Perangi Maksiat," *antaranews.com*, Palu, Sep. 2019.
- [2] Putri RD, Garnesia I. Derita Korban Kekerasan Seksual Penyintas Bencana Palu. Palu: Tirto.Id; 2019.
- [3] Daling MR. "Pelecehan Seksual di Huntara Palu," *www.sultengterkini.com*, Palu, 2020. [Online]. Available: <https://www.sultengterkini.com/2020/08/18/6735-pelecehan-seksual-di-huntara-palu/>

- [4] Ayomi A. Pelecehan seksual yang dialami anak penyintas gempa dan tsunami Palu. 2019. p. 8.
- [5] E. D. Lidiawati, "Kompas," *kompas.com*, Palu, Sep. 2019.
- [6] Samodro D. "UNFPA: Terjadi 57 kekerasan seksual dalam masa darurat Sulawesi Tengah," *antaranews.com*, p. 2, 2019.
- [7] Grindle MS. *Politics and Policy Implementation in the Third World*, 2017th ed. New Jersey: Princetown University Press, 1980. <https://doi.org/10.1515/9781400886081>.
- [8] Van Meter DS, Van Horn CE. *The Policy Implementation Process: A Conceptual Framework*. Volume 1. Februari. Sage Publication; 1975. <https://doi.org/10.1177/009539977500600404>.
- [9] Fadlurahman L. Kinerja Implementasi Kebijakan Penanganan Perempuan Korban Kekerasan. *Jkap*. 2014;18:161–86.
- [10] Saenab and Hamsinah. Implementation Protection Policy for Women and Children in Makassar City. *Int. J. Multicult. Multireligious Underst*. 2020;7(6):539–48.
- [11] Supraptiningsih U. Perlindungan Hukum Anak dan Istri dalam Perkawinan Siri di Kecamatan Proppo Kabupaten Pamekasan Umi Supraptiningsih Abstrak: Abstract: Keywords: Pendahuluan Kekerasan terhadap perempuan dari hari ke hari semakin privasi keluarga masing-masing. *Dengan. Al-Ihkam*. 2017;12(2):248–71.
- [12] S. Suswandari, M. Hanita, M. Aprian, and E. N. Susanti, "Kebijakan Penanganan Tindak Kekerasan pada Perempuan dan Anak selama Masa Pandemi Covid-19 di Jakarta," *J. Ilmu Sos. dan Hum.*, vol. 11, no. 1, pp. 161–175, 2022, <https://doi.org/10.23887/jish.v11i1.39511>.
- [13] Dye TR. *Understanding Public Policy*. New Jersey: Prentice Hall; 2011.
- [14] Nugroho R. *Public Policy, Dinamika Kebijakan Publik, Analisis Kebijakan Publik, Manajemen Politik Kebijakan Publik, Etika Kebijakan Publik*. 6th ed. Jakarta: PT Elex Media Komputindo; 2018.
- [15] Alam K, Rahman MH. Women in natural disasters: a case study from southern coastal region of Bangladesh. *Int J Disaster Risk Reduct*. 2014;8:68–82.
- [16] Hemachandra K, Amaratunga D, Haigh R. Factors affecting the women's empowerment in disaster risk governance structure in Sri Lanka. *Int J Disaster Risk Reduct*. 2020;51:101779.
- [17] Ritzer G. *Teori Sosiologi Modern Edisi Ketujuh*, Ketujuh. Jakarta: Prenada Media, 2014.
- [18] Sobur A. *Kamus Besar Filsafat, Refleksi, Tokoh, dan Pemikiran*. Bandung: Pustaka Setia; 2017.

- [19] Septiwiharti D. Budaya Sintuvu Masyarakat Kaili Di Sulawesi Tengah. *Naditira Widya*. 2020;14(1):47–64.
- [20] M. Jannah, Nasrullah, and Rachmad, “Implementasi Kebijakan Penanganan Tindak Kekerasan Perempuan di Dinas Pemberdayaan Perempuan dan Perlindungan Anak Kota Palu,” *J. Publ. Stud.*, vol. 1, no. 2, pp. 48–55, 2024, [Online]. Available: <https://jurnal.fisip.untad.ac.id/%0A>
- [21] Sahi I, Khairil M, Safithri R. Gender Perspective of Planners as a Gender Focal Point in the Provincial Government of Central Sulawesi Abstrak. *Khazanah Sos*. 2025;6(4):704–15.
- [22] Muhyi HA, Chan A, Sukoco I, Herawaty T. The Penta Helix Collaboration Model in Developing Centers of Flagship Industry in Bandung City. *Rev. Integr. Bus. Econ. Res*. 2017;6(1):412–7.
- [23] Prasetyo AB, Dzunurroini L, Wirapermata GS, Ramadhani Z, Wiredarme W. Optimalisasi desa tangguh bencana di Provinsi Jawa Tengah di era digitalisasi. *Naut. J. Ilm. Multidisiplin*. 2022;1(5):400–8.
- [24] Miles MB, Huberman AM, Saldana J. *Qualitative Data Analysis: A Methods Sourcebook*. 3rd ed. California: Sage Publication; 2014.
- [25] Salsabila DN, Sujana N, Mazya TM. Implementasi Kebijakan dan Penanganan Perlindungan Perempuan dan Anak Dari Tindak Kekerasan di Kota Tangerang. *J. Ilm. Wahana Pendidik*. 2024;10(6):180–9.
- [26] Ebert C, Steinert JI. Prevalence and risk factors of violence against women and children during COVID-19, Germany. *Bull World Health Organ*. 2021 Jun;99(6):429–38.
- [27] Ananda MN, Santoso MB, Zaenuddin M. Perlindungan Perempuan Korban Bencana. *Share Soc. Work J*. 2019;9(1):109–21.
- [28] Prabowo H. *Birokasi dan Pelayanan Publik*. Bandung: Bimedia Pustaka Utama, 2022. [Online]. Available: <http://eprints2.ipdn.ac.id/id/eprint/771/1/2>. CETAK Buku OK Borikrasi Pelayanan Publik %28BARU%29.pdf
- [29] Alauddin MR. Maulid, and I. I. Jamaluddin, “Local Government Policies and Participation of Religious Leaders Preventing Sexual Harassment After the Earthquake in Palu Central Sulawesi,” *Al-MAIYYAH Media Transform. Gend. dalam Paradig. Sos. Keagamaan*, vol. 15, no. 1, pp. 1–15, 2022, [Online]. Available: <https://doi.org/10.35905/al-maiyyah.v15i1.755>.
- [30] Puspitasari M, Rodiyah I. Keterlibatan Stakeholder dalam Implementasi Kebijakan Perlindungan Perempuan dan Anak Korban Kekerasan di Kabupaten Sidoarjo. *Kolaborasi J. Adm. Publik*. 2022;8(2):169–79.

- [31] Mahartiwi SJ, Subowo A. Implementasi Peraturan Daerah No.5 Tahun 2016 Tentang Perlindungan Perempuan dan Anak Dari Tindakan Kekerasan di Dinas Pemberdayaan Perempuan dan Perlindungan Anak di Kota Semarang (Dalam Fasilitasi Perlindungan Perempuan Dari Tindakan Kekerasan). *J. Public Policy Manag. Rev.* 2018;7(2):353–72.
- [32] Kusdarini E. Pendampingan LSM Terhadap Permasalahan Anak dan Perempuan Pasca Gempa di DIY. Volume 141. *J. Penelit. Hum*; 2009. pp. 49–60. [Online], Available <https://journal.uny.ac.id/index.php/humaniora/article/view/5027> <https://journal.uny.ac.id/index.php/humaniora/article/download/5027/4330>
- [33] Rifa'at M, Farid A. Kekerasan terhadap Perempuan dalam Ketimpangan Relasi Kuasa: Studi Kasus di Rifka Annisa Women's Crisis Center. *Sawwa J. Stud. Gend.* 2019;14(2):175–90.
- [34] Probolaksono P. Peran Pendamping dalam Pemberdayaan Perempuan Korban Kekerasan Seksual di LSM Rifka Annisa. *JSCE J. Soc. Contin. Educ. Number.* 2023;4(1):500–11.
- [35] LPSDM and Plan International, "Catatan Pembelajaran Perlindungan Anak dan Perempuan Pascagempa Lombok." 2019.
- [36] Tri Ananda MN, Santoso MB, Zaenuddin M. Perlindungan Perempuan Korban Bencana. *Share Soc. Work J.* 2019;9(1):109–21.
- [37] F. I. R. Dewi, R. M. Idulfilastri, L. Angela, and M. P. Sari, "Gambaran Kualitas Kehidupan Remaja (Studi pada Remaja di Daerah Gempa Bumi)," *J. Muara Ilmu Sos. Humaniora, dan Seni*, vol. 5, no. 1, pp. 170–179, 2021, <https://doi.org/10.24912/jmishumsen.v5i1.11030.2021>.
- [38] Nursamsir II. Jamaluddin, M. Iqbal, and Ismanto, "The Social and Political Aspects of Permanent Housing Provision for Earthquake Tsunami and Liquefaction Casualties in Palu City, Central Sulawesi," *JKAP (Jurnal Kebijak. dan Adm. Publik)*, vol. 26, no. 2, pp. 85–101, 2022, <https://doi.org/10.22146/jkap.54013>.