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**THE GOVERNANCE OF THE DISTRIBUTION OF DISASTER SURVIVOR  
LOGISTICAL ASSISTANCE (STUDY ON THE MAKASSAR FLOOD DISASTER IN  
SOUTH SULAWESI)**

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**Abstrak**

*This study aims to analyze the governance of the distribution of disaster survivor logistical assistance from 1) Planning and needs determination functions; 2) Budgeting Function; 3) Procurement Function; 4) Storage and Distribution Function; 5) Maintenance Function; 6) Removal Function, and 7) Control Functions, a study on the Makassar flood disaster in South Sulawesi. This research is qualitative with a case study method that explores the governance of the distribution of disaster survivor logistical assistance (Study on the Makassar flood disaster, South Sulawesi). Using primary and secondary data obtained during the study by conducting in-depth interviews using interview guidelines. The results showed that the governance of the distribution of disaster survivor logistics assistance was less effective with various obstacles in the aspects of planning and needs, budgeting, procurement, distributions, maintenance, and controls so that the receipt of logistical assistance for disaster survivors was considered very slow. The limitations of this research are focused on the governance of the Regional Disaster Management Agency, Makassar City Government and Central Sulawesi Provincial Government in the implementation of the distribution of logistical assistance for flood survivors. The results of this study are expected to provide input for the Makassar City Government and the South Sulawesi Provincial Government as well as the Regional Disaster Management Agency to improve public services, especially in terms of disaster management and the distribution of effective and optimal logistical assistance. In addition, it is hoped that this research can be used as a reference for further research by taking the topic of disaster.*

**Kata Kunci: Governance, Distribution, Logistics, Disaster, Flood, Planning, Procurement, Budgeting, Disaster Management**

**PENDAHULUAN**

Indonesia is a country that has fertile land, beautiful nature and other natural wealth from Sabang to Merauke. However, Indonesia also holds various potential disasters in the form of both natural and non-natural. Disaster is one part of human life that comes unexpectedly. Disasters that come always have a bad impact on humans. Some natural disasters that often hit Indonesia are tsunamis, earthquakes, floods, landslides, and erupting mountains. Indonesia has a relatively high level of disaster insecurity. Among the various types

of natural disasters in Indonesia, flood events still dominate compared to other disasters, (Sahilala, 2015). Flooding is a phenomenon where a normally dry land becomes waterlogged, the following event is caused by non-stop heavy rainfall and occurs successively. Not only that, the occurrence of flood disasters can also be caused by overflowing water and water volumes that exceed the flow capacity of the river. Thus resulting in the soil no longer being able to absorb water. A flood is an event or condition



in which an area or land is submerged due to an



increased volume of water.

Likewise, the recent flood disaster in Makassar, South Sulawesi since last Saturday (24/12/2022) due to extreme weather. Based on data from the Regional Disaster Management Agency (BPBD) of Makassar City, Monday (26/12/2022) at 08.00 WITA, there were 3,046 houses submerged by floods in Makassar. In addition, still referring to data from the Regional Disaster Management Agency (BPBD) of Makassar City as of Monday (26/12/2022) at 08.00 WITA, there were 8,687 people affected by floods in Makassar. Overall, the victims were affected as many as 2,514 heads of families (KK). According to data from the Regional Disaster Management Agency (BPBD) of Makassar City, currently there are 4 (four) districts affected by floods in Makassar. Meanwhile, there are 3 (three) districts affected by the most severe floods that cause residents to evacuate. The three sub-districts are Manggala, Biringkanaya, and Tamalanrea districts with a total of 1,479 people displaced in 23 evacuation points. Here are the details:

1. Manggala Subdistrict, there were 286 households affected with a total of 1,136 refugees spread across 15 (fifteen) evacuation points.
2. Biringkanaya Subdistrict recorded 81 households affected with a total of 318

refugees spread across 7 (seven) evacuation points.

3. Tamalanrea Subdistrict recorded 10 households affected with a total of 25 refugees who were only at 1 (one) evacuation point. (Tim detikcom, 2022).

**Figure 1. Flood Disaster Conditions in**



**Makassar, South Sulawesi Saturday (24/12/2022)**

Source: (Tim detikcom, 2022)

In fact, the Indonesian government's focus on the impact of natural disasters requires a disaster management system, be it pre-disaster or (disaster mitigation), disaster, or post-disaster. As stated in the Law of the Republic of Indonesia Number 24 of 2007 concerning Disaster Management, disaster management is a series of efforts that include the establishment of development policies that are at risk of disaster arising, disaster prevention activities, emergency response, rehabilitation and reconstruction. The three efforts each have functions and objectives related to natural disaster management and the three management processes are also very important in dealing with natural disasters, (Purnama & Murdiyanto, 2013).

Furthermore, Indonesia is in a disaster-prone area so the term 'ring of fire' is often used to describe the magnitude of the potential disaster for the Indonesian territory. Disaster is a very comprehensive and multi-dimensional



discussion. Responding to disasters whose frequency continues to increase every year, thoughts on disaster management must be understood and implemented by all parties. Periodically, Indonesia builds a national disaster management system. This national system includes several aspects, namely legislation, institutions and funding. Thus, to overcome the occurrence of disasters, the government has established a Regional Disaster Management Agency (BPBD) at the regional level and the National Disaster Management Agency (BNPB) at the central level, (Zaroni, 2017). The establishment of the Regional Disaster Management Agency (BPBD) has become the authority of local governments as stated in the Presidential Regulation of the Republic of Indonesia Number 8 of 2008 article 1 paragraph 1 The Regional Disaster Management Agency (BPBD) is a non-departmental government agency that carries out tasks in disaster management in regions, both Provinces or Regencies and Cities with guidelines on policies set by the National Disaster Management Agency (BNPB). In the context of disaster management, Government Regulation Number 39 of 2012 concerning the Implementation of Social Welfare has been established, Minister of Home Affairs Regulation Number 23 of 2013 concerning Guidelines for the Preparation, Control and Evaluation of Regional Development Work Plans in 2014. Explained disaster victim management, including disaster preparedness with KSB, and food / side dishes assistance during the emergency response period for disaster victims, and social assistance for victims of natural disasters and social disasters, Regulation of the Head of the National Disaster Management Agency (BNPB) Number 13 of 2008 concerning Logistics and Equipment Management Guidelines so that logistics and equipment management can be implemented quickly, appropriate, integrated and accountable, Draft Disaster Management Plan 2015-2019, the Ministry of Social Affairs has

the task of meeting the basic needs of refugees and volunteers, Clustering Disaster Management in Indonesia, the Ministry of Social Affairs as a coord. Displacement and Protection Cluster, and Deputy Coordinator of Logistics Cluster.

In general, every regional autonomy, local governments should have formed a regional Search and Rescue (SAR) team that will help at any time if there is an area that experiences a disaster. Search and Rescue (SAR) this area will later rescue disaster victims, manage the distribution of natural disaster relief and take care of them until the recovery period is over. The classic problem that arises is the uneven distribution of aid from donors. One area is overloaded with foodstuffs and appropriate materials, while the other area does not accept it at all. It is ironic, but these events are often repeated every time a disaster occurs. Often in handling post-disaster logistics distribution, there are conditions that are not synchronized between the logistical needs of the victims and the assistance of existing logistics. As a result, there is an excess of certain types of logistics and a shortage of other types of logistics, (Setyadi & Rachmatullah, 2014).

Furthermore, as per the Government Regulation of the Republic of Indonesia Number 22 of 2008 concerning Funding and Management of Disaster Assistance article 28 paragraph (1) that assistance to meet basic needs as referred to in article 24 paragraph (2) letter d, is given to disaster victims in the form of temporary shelter, food assistance, clothing, clean water and sanitation, and health services. Disaster emergency assistance to meet the basic needs of disaster victims is provided by paying attention to the minimum standards of basic needs and paying attention to priorities to vulnerable groups. In order for the provision of assistance to meet basic needs for disaster victims to be effective and effective, it is necessary to compile a guideline containing procedures for providing assistance to meet



basic needs for disaster victims that meet minimum standards, so that it can be used as a reference by the government, local governments, national and international communities, non-governmental institutions, both regional, national, and international (Mappaware et al., 2020).

Departing from the World Risk Report 2021 which states that Indonesia is one of the countries with the highest disaster risk in the world. The report is based on an index calculating the interaction of hazard factors (exposure) with three risk elements, namely susceptibility, coping capacities, and adaptive capacities. It is ironic because with the highest level of disaster risk, the worst score is found in the element of coping capacities. One of the indicators of buffering ability is the Fragile State Index which relies on public services, where the government should be able to provide facilities and pre-means for disaster alleviation equally regardless of the socio-economic status of disaster survivors. One of the forms of sustainable public services is the distribution of assistance in disaster management in the form of basic needs to disaster survivors. The effectiveness of the use of assistance in an appropriate and timely manner not only reduces the socio-economic impact (property, physical security, social status), but also on the psychological impact (trauma) for disaster survivors (Indonesia, 2012).

So that in this case the governance of disaster logistics distribution in disaster management activities is an important thing that must be considered, but in its implementation it still causes problems, including the occurrence of discrepancies in disaster survivor data, imbalances between stock of goods for non-urgent needs while urgently needed goods actually experience shortages, lack of professionalism and coordination of disaster logistics distribution implementers, and a lack of understanding of the importance of logistics itself (Patriatama, 2012). Another problem is the discrepancy in the logistics distribution

process as seen from the poorly directed distribution mechanism of relief goods, causing a slow distribution process and often not on target. This is mainly because countermeasures programs are sometimes only in emergency response programs. Disaster management programs both pre- and post-disaster are not paid attention to by disaster service institutions. As a result, handling the impact of disasters will be more difficult and difficult in the process of physical rehabilitation and rehabilitation of disaster survivors themselves, especially in terms of governance of the logical distribution of disaster relief. As happened in the recent Makassar flood disaster in South Sulawesi, the problem that occurred was that the handling of the impact of the flood disaster both in terms of evacuation and the provision of refugees was still very slow. In addition, from the aspect of distributing logistical assistance, especially medicines and the distribution of clothing and food logistics, it is slow to be received by disaster survivors. Another problem is that the provision of alternative channels for the distribution of aid logistics is still not optimally implemented, thus hindering the process of distributing logistics assistance. This is of course interesting to study further in this article.

## RESEARCH METHODS

Qualitative research generally aims to process information about the main phenomena explored in the study, research participants, and research locations. The purpose of qualitative research can also state the selected research design (Currie & Schwandt, 2015) Based on the main problem raised, the type of research used is qualitative with a case study method on the governance of the distribution of logistical assistance for disaster survivors (Study on the Makassar flood disaster, South Sulawesi). Patton (1987) adds that a case study is a study of the specificity and complexity of a single case and seeks to understand the case in a particular context, situation and time. With this method researchers are expected to capture the



complexity of the case. The case must be singular and particular. It is further that this study was carried out because the case is so unique, important and beneficial to the reader and society at large. By understanding the case in depth, researchers can capture the importance for the benefit of a particular society, organization or community. Understanding that unique case will provide useful input for other groups and organizations addressing the problem at hand. These case studies can help researchers to conduct in-depth studies of individuals, groups, programs, organizations, cultures, religions, regions or even States. Understanding special cases that occurred in the past will help individuals, communities and communities to understand and overcome the problems that are being faced or that will be faced. The point is to understand the symptoms of such a complex society. With this method the researcher aims to look at a case as a whole as well as real events or events in order to look for its specificity, its characteristics. Meanwhile, in the opinion of Creswell & Creswell (2012:14), a case study is a research strategy in which the researcher carefully and carefully investigates a program, event, activity, process, or group of individuals. The cases in the case study strategy are limited by time and activity, and researchers collect complete information using various data collection procedures based on predetermined times.

This research begins by discussing the uniqueness of a particular case in this case the governance of the distribution of logistical assistance for disaster survivors. After that, it is continued by looking for theories or information about the same case in journals or other academic media. Then data collection is carried out, either through in-depth interviews using interview guidelines. The data obtained are collected through various sources either from public observation or studying written documents. These data serve to reconstruct and analyze the case from the point of view of social

logic. Patton (1987), the process of preparing a case study takes place in three stages. The first stage is the collection of raw data about individuals, organizations, programs, places on which case studies are written. The second step is to compile or organize the cases that have been obtained through compaction, summarize the data that is still raw data, classify and edit and include them in one manageable and accessible file. The third step is the writing of the final report of the case research in the form of a narrative.

The determination of informants is carried out purposively, which is carried out according to research needs. In determining informants, the author has carried out selective measures based on competence, knowledge, as well as experience. In addition to informants, the authors also interviewed participants involved in the governance of the distribution of logistical assistance for disaster survivors (Study on the Makassar flood disaster in South Sulawesi). The informants included elements of the Regional Government of Makassar City District, South Sulawesi, elements of implementing agencies for the distribution of disaster logistics assistance such as the Regional Disaster Management Agency (BPBD), Social Service, Health Office, Transportation Agency, Public Works Office, Non-Governmental Organizations and community elements. With the involvement of participants in this study, it is hoped that the information obtained can be balanced and more comprehensive. The substance of the data to be studied includes how informants can provide input on the governance of the distribution of logistical assistance for disaster survivors (Study on the Makassar flood disaster, South Sulawesi).

## RESULTS AND DISCUSSION

A natural phenomenon that often occurs in Indonesia is flood disasters which often result in very broad losses to human life in terms of material, economic, and environment.



The cause of flooding occurs due to static natural conditions such as geography, topography and river flows. Dynamic natural events and rainfall in Indonesia as a tropical region and classified as high, especially in the rainy season, this condition creates a vulnerability to pose a flood hazard. There are many other things that cause flooding such as river silting and dynamic human activities.

Managing disasters is not possible only in an incidental way, but must still be done through optimal and effective governance, even long before a disaster occurs through disaster mitigation. Likewise, the governance of the distribution of logistical assistance will not work well, if it is not supported by good and neat coordination of related organizations, disaster management will be chaotic and sluggish will not be effective. A governance procedure is needed that must be prepared and established, especially in the pre-disaster or emergency response stages.

Although each local government has its own authority in regulating disaster management including the management of logistical assistance, the National Disaster Management Agency (BNPB) has established guidelines and standardization that need to be used as management guidelines by the local Regional Disaster Management Agency (BPBD). The priority of the function of the National Disaster Management Agency (BNPB) and the regional Disaster Management Agency (BPBD) is to organize efficient and optimal governance of logistics assistance distribution, especially in the stages of disaster preparedness and emergency response. The governance process of the distribution of logistical assistance is not only centered on the procurement and distribution of aid to disaster survivors. In implementing the governance of the distribution of disaster survivor logistics assistance requires optimal and effective planning based on supply chain tracing and strengthened by close coordination with other agencies involved. Efficient logistics assistance

distribution governance also needs to be assisted by supporting infrastructure to facilitate the distribution process and performance appraisal in the field.

Through tracing phenomena and problems in the field, the author uses 7 (seven) governance functions for the distribution of disaster logistics assistance as a benchmark in this study to survivors of the Makassar flood disaster in South Sulawesi, where the seven functions include, 1) Planning and needs determination functions; 2) Budgeting Function; 3) Procurement Function; 4) Storage and Distribution Function; 5) Maintenance Function; 6) Removal Function, and 7) Control Function. The seven aspects can be discussed below:

### **Planning and Needs Determination Functions**

In this case, logistics governance serves as a planning and also a determinant of the needs of each organization's programs. This includes product analysis activities used, priority scale, to product availability. This planning activity must always pay attention to the budget, availability factors, to the ease of accessing an item. The results of research related to the function of planning and determining needs show that planning is still not well arranged. There are still many aspects that have not been realized, including the absence of uniform standard procedures so as to optimize coordination between related lines. Disaster relief distribution is also often hampered by planning that does not cover the entire aid supply chain including planning mapping activities, planning and assessing alternative accessibility.

The Makassar City Government in this regard is still not optimally mapping areas with potential disasters, while the recent flood disaster is not the first time it has happened. Related to regional planning that still does not consider disaster-prone areas to be able to be converted so that when a disaster occurs life and



material losses can be minimized. In terms of determining disaster management needs, it can be seen that it is not right on target because the conditions obtained in the field show that the needs needed are actually very less than the needs that are supporting in nature. There is no patent needs determination scheme so that it can first be met according to the level of need.

### **Budgeting Functions**

The function of budgeting in logistics governance is to ensure that the procurement needs of goods are in accordance with the budget. If the cost of the logistics budget turns out to be inappropriate, changes must be made to the planning. The results showed that the slow distribution of logistical assistance was also due to the lack of local government budgets to meet the fulfillment of assistance. Often the reality is more about waiting for donors or funds from the center. In yesterday's disaster, there was not even a soup kitchen to fulfill food logistics due to lack of budget. It is very unfortunate because in fact the local government budget has been able to be realized as a fulfillment of disaster logistics assistance considering that the disaster is not just a one-off. If previous experience can be used as lessons and reference materials for the procurement of disaster logistics fulfillment budgets. The determination of the budget for meeting the needs of disaster logistics assistance has not been planned to be flexible, accountable and equivalent to the budget for the fulfillment of development and empowerment, it is very unfortunate because basically when a disaster occurs many regional infrastructures are affected.

### **Procurement Functions**

Logistics governance is basically more focused on procurement of goods and is an important thing that must be considered. When there is a budget discrepancy and it becomes difficult to change planning, the logistics

governance party must improvise in managing logistics activities with a limited budget.

In this case, the procurement function is not only solely in the procurement of goods but also in increasing the competence of human resources. As an example of the recent flood disaster in Makassar, the slow handling of disasters and the distribution of logistical assistance is not only problematic in the availability of relief goods but also the lack of competent human resources in handling the disaster. This is due to the lack of training and socialization within the local government itself to improve the competence of its human resources. So that when a disaster occurs, it blames each other between one institution and another. Another problem is that information systems can actually help implement coordination mechanisms, fixed procedures including supply chain flows are also not developed where most jobs still use manual recording and verbal and written coordination. In this case, the fulfillment of supporting facilities and infrastructure is also still less effective.

### **Storage and Channeling Functions**

The function of logistics management in storing and distributing is a process in which a product of goods has been obtained where it should be. Later the goods will be distributed to other interested parties in accordance with the applicable SOP. The reality on the ground is that the distribution of disaster logistics assistance is very slow, because the location of the aid storage is very far from the disaster point, besides the lack of coordination with the Transportation Agency for the provision of alternative routes that are not affected by the disaster, making it easier to distribute the logistics assistance. The previous experience is that when a disaster occurs, especially in the planning stage, there is still very little planned alternative route specifically needed for the distribution of aid, the focus of the planning is only to contain evacuation routes. So that when



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 a disaster occurs, often the distribution of aid is hampered from the aspect of availability of distribution channels.

### **Maintenance Functions**

In this case, logistics management also includes the entire maintenance of goods. Generally, the purpose of maintaining logistics goods is to ensure that the stored goods products do not become damaged quickly. The results showed that most disaster logistics assistance was already in poor condition. As for example rice, there are often lice or even rice in a crushed and smelly condition. This is the case with instant noodles that are often obtained already in expired condition.

### **Removal Function**

In the process of logistics management activities there is also a deletion activity. The removal function is performed to separate already damaged items, repair them, or replace them with appropriate ones. This has not been fully done by looking at the reality in the field that there is still a lot of circulating logistical assistance that is already in poor condition. The lack of budget also causes the selection of replacements and repairs to not be implemented properly.

### **Controlling Functions**

Logistics governance also functions as control, which will be carried out by a logistics leader with stages that are in accordance with the various functions mentioned above. The aim is to ensure that all logistics functions can be carried out as expected, but the current legal basis in Indonesia does not mandate the construction of coordination mechanisms and fixed procedures. The lack of a legal mandate affects the implementation of coordination mechanisms that are carried out without standard procedures, or there is no fixed coordination mechanism for logistical assistance, so that disaster activities including logistical assistance are carried out less

efficiently and less on target. In addition, the lack of resource cooperation involving the community, as well as the ineffectiveness of managing logistical donations from the community.

### **CONCLUSION**

This article shows that the governance of the distribution of logistical assistance for flood survivors in Makassar, South Sulawesi, is still not optimal and effective. In this case from the absence of uniform standard procedures in coordination. Less planning covers the entire aid supply chain including planning mapping activities, planning and assessing alternative accessibility. The determination of disaster management needs can be seen as not yet on target because the conditions obtained in the field show that the needs needed are actually very less than the needs that are supporting in nature. The lack of local government budget allocation is more about waiting for donors and funds from the central government. Lack of availability of relief goods but also lack of competent human resources Information system coordination mechanisms, fixed procedures including supply chain flows are also not developed where most of the work still uses manual recording and verbal and written coordination. The fulfillment of supporting facilities and infrastructure is also still ineffective. The location of the relief storage is very far away from the disaster point. Lack of coordination of the provision of alternative channels of distribution of logistical assistance. Most disaster logistics assistance is already in poor condition. The lack of budget also causes the selection of replacements and repairs to not be implemented properly. The lack of a legal mandate affects the implementation of coordination mechanisms that are carried out without standard procedures, or there is no fixed coordination mechanism for logistical assistance, so that disaster activities including logistical assistance are carried out less efficiently and less on target.





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