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Original Research Article

Logistics Distribution Policy for the Earthquake Disaster on Lombok Island

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Abstract: In the implementation of natural disaster management operations, one of the primary considerations is the process of distributing logistical aid to disaster-struck locations. For logistics management to be beneficial and in accordance with needs, standardization of disaster management logistics is necessary. One of the natural disaster management operations involving Air Squadron 32 was the response to the 2019 Lombok earthquake. In the logistics distribution process, Air Squadron 32 still encountered various problems and obstacles related to the implementation of BNPB Regulation Number 23 of 2014 concerning the Standardization of Disaster Management Logistics. The problem phenomenon that emerged was the weather factor, which could hamper the flight of the C-130 aircraft, resulting in a longer distribution time. The purpose of this study is 1) To describe and analyze the implementation of the BNPB Regulation Number 23 of 2014 concerning Standardization of Disaster Management Logistics in the distribution of logistics for the Lombok Island Earthquake Disaster in the Air Squadron 32 area. 2) To describe and analyze the obstacles and supporters in the implementation of the BNPB Regulation Number 23 of 2014 concerning Standardization of Disaster Management Logistics in the distribution of logistics for the Lombok Island Earthquake Disaster in the Air Squadron 32 area. The data analysis technique uses three components, namely 1) reducing data by summarizing or selecting the main points from the data obtained, 2) the reduced data is then presented in the form of a brief description, and 3) after presenting the data, the author concludes. To test the validity of the data, the author employs triangulation by using different data collection techniques to obtain data from the same source.

Keywords: Natural Disaster, Logistics, Mitigation, Earthquake.

I. INTRODUCTION

The territory of the Republic of Indonesia is an area prone to natural disasters. Based on the definition, a natural disaster is a disaster caused by an event or series of events caused by nature, including earthquakes, tsunamis, volcanic eruptions, floods, droughts, typhoons, and landslides. (Mulyanto, 2012) A natural disaster is an event or series of events that threatens and disrupts the lives and livelihoods of communities, caused by natural, non-natural, and human factors, resulting in human casualties, environmental Damage, property loss, and psychological impacts (BNPB, 2012). The greater the disaster, the greater the losses will be if humans, the environment, and infrastructure are increasingly vulnerable (Himbawan, 2010). If *a hazard* occurs but the community is not vulnerable, it can overcome the disruptive event on its own. If the community is vulnerable but no threatening events occur, then no disaster will occur. The impact of these geographical conditions is the need for optimal preparedness in implementing natural disaster mitigation. According to Law No. 24 of 2007 on Disaster Management, mitigation is defined as a series of efforts undertaken to minimize the risks and impacts of disasters, both through infrastructure development and by raising awareness and capacity in dealing with disasters. Essentially, mitigation is implemented to address various types of disasters, including both *natural* and *artificial disasters*. The main objective of mitigation is to reduce or even eliminate the risks and impacts of disasters.

Mitigation is a series of efforts to reduce disaster risk, both through physical development and awareness and capacity building to deal with disaster

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threats. (BNPB, 2012) Disaster mitigation refers to all actions taken to reduce the impact of a disaster before it occurs, including preparedness and long-term risk reduction measures. (Maryani, 2012) Disaster prevention activities are a series of activities carried out as an effort to eliminate and/or reduce disaster threats (Law No. 24 of 2007, Article 1, paragraph (6)). Prevention is a proactive effort in managing threats and vulnerabilities associated with disaster risks, as outlined in programs implemented at the local, regional, and district levels, to eliminate threats and vulnerabilities that contribute to disaster risks altogether. In the implementation of natural disaster management operations, one of the primary considerations is the process of distributing logistical aid to disaster-struck locations. For logistics management to be effective and meet needs, there needs to be standardization of disaster management logistics. This standardization aims to ensure that the logistics distributed are in line with the needs on the ground. Regulation of the Head of the National Disaster Management Agency Number 23 of 2014 concerning Standardization of Disaster Management Logistics is a guideline related to the fulfillment of logistics in natural disaster management. This BNPB regulation aims to fulfill the minimum supply requirements that must be met either independently by the BNPB/BPBD/or jointly with stakeholders, as well as to improve preparedness and facilitate the deployment of logistics during disasters to assist disaster victims.

One of the agencies involved in the logistics distribution process in natural disaster management is Air Squadron 32, which operates C-130 Hercules aircraft. In accordance with Law of the Republic of Indonesia Number 34 of 2004 concerning the Indonesian National Armed Forces, Article 7, paragraph 2, point 12, one of the tasks of the TNI for Non-War Military Operations (OMSP) is to assist in overcoming the effects of natural disasters, evacuations, and providing humanitarian aid. Therefore, in carrying out Non-War Military Operations related to natural disaster management, Air Squadron 32 implements guidelines and instructions related to the implementation of natural disaster management. Regulation of the Head of BNPB Number 23 of 2014 concerning the Standardization of Disaster Management Logistics is one of the guidelines regarding the standardization of logistics distribution processes in natural disaster management. As one of the Indonesian Air Force units included in the Heavy Transport Air Squadron, Air Squadron 32 is involved in the logistics distribution process during Natural Disaster Management Operations. One of the natural disaster management operations involving Air Squadron 32 was the response to the 2019 Lombok Earthquake. The logistics distribution process of Air Squadron 32 continues to encounter various problems and obstacles related to the implementation of BNPB Regulation Number 23 of 2014 concerning the Standardization of Disaster Management Logistics.

One of the problems that has arisen is weather conditions that can hamper C-130 aircraft flights, thereby prolonging distribution times. The number of refugees or volunteers being transported also affects cargo capacity, requiring additional flight schedules (*sorties)* to distribute all logistics at the forward base fully. The impact of these problems is the suboptimal implementation of BNPB Regulation No. 23 of 2014 in the distribution of disaster management logistics carried out by Air Squadron 32. Of course, various efforts must be made to overcome these problems because the Republic of Indonesia is located in a disaster-prone area where disasters can occur at any time. When a natural disaster occurs, all available domestic resources must immediately be mobilized to carry out disaster management operations. This has prompted researchers to conduct a study on the implementation of BNPB Regulation No. 23 of 2014, concerning the Standardization of Disaster Management Logistics, specifically in the distribution of logistics during Disaster Management Operations carried out by Air Squadron 32 during the 2019 Lombok Earthquake. This is because it has strategic and emergency value. The reason for choosing the Lombok Island region as the research location was due to its proximity to the Air Squadron 32 headquarters and its unique geographical characteristics, with natural conditions located on a tectonic fault between the Asian and Australian continents, which could cause earthquakes at any time in the future.

II. LITERATURE REVIEW

According to Nugroho (2014), there are two options for implementing policy: directly implementing it in the form of programs and through the formulation of derivative policies. Therefore, the policy implementation described by Nugroho consists of two options: the first being direct implementation in the form of programs, and the second being through policy formulation. Tohari (Zahra, 2012) states that the losses incurred depend on the ability to prevent or avoid disasters and their resilience. This understanding is related to the statement that *"disasters occur when threats of danger meet helplessness.*" Thus, dangerous natural activities will not become natural disasters in an area without human helplessness. The magnitude of potential losses also depends on the form of the danger itself, ranging from fires that threaten individual buildings to meteor collisions that have the potential to end human civilization.

Disaster prevention activities are a series of activities carried out as an effort to eliminate and/or reduce disaster threats (Law No. 24 of 2007, Article 1, paragraph (6)). Prevention is a preventive effort in managing threats and vulnerabilities from disaster risks as outlined in programs in communities at the local and district levels to eliminate threats and vulnerabilities that cause disaster risks s are entirely a series of efforts to reduce the risk of disasters, both through physical

development and awareness and capacity building in dealing with disasters (Law No. 24 of 2007 Article 1 paragraph (9)). Mitigation activities aim to minimize the impact of threats in stages. Mitigation activities are carried out when we have identified threats to programs that are prioritized for management and action. Disaster emergency response is a series of activities carried out immediately when a disaster occurs to deal with the adverse impacts it causes, including rescue and evacuation of victims and property, fulfillment of basic needs, protection, management of refugees, and restoration of infrastructure and facilities (Law No. 24 of 2007 Article 1 Paragraph (10)). Rehabilitation is the repair and restoration of all aspects of public or community services to an adequate level in post-disaster areas, with the primary objective of normalizing or ensuring the proper functioning of all aspects of government and community life in post-disaster areas (Law No. 24 of 2007, Article 1, paragraph (11)).

Reconstruction is the rebuilding of all infrastructure and facilities, institutions in post-disaster areas, both at the government and community levels, with the main objectives of growing and developing economic, social and cultural activities, upholding law and order, and reviving community participation in all aspects of community life in post-disaster areas (Law No. 24 of 2007 Article 1 paragraph (12)). Disaster management activities encompass all aspects of planning and management that occur before, during, and after a disaster, designed to provide a framework for individuals or communities at risk of disaster to prevent, mitigate, respond to, and recover from the impacts of disasters. Disaster management is a series of efforts that include the establishment of development policies that are prone to disasters, disaster prevention activities, emergency response, rehabilitation, and reconstruction. Understanding disaster management activities can be simplified into a cycle of activities. According to W. Nick Carter (Nurjannah, 2012), the term "logistics" was initially used in the military during World War II and was defined as the procurement and distribution of supplies in the correct quantity, condition, manner, place, and at the right time. In natural disaster management operations, the distribution of logistics for both disaster victims and personnel conducting operations is vital, requiring a system that can regulate logistics distribution regularly and adequately. A well-organized logistics distribution system ensures that logistics are received evenly and promptly, according to need. Therefore, good logistics management is necessary. According to Bowersox and Ali (2002), logistics management is the strategic process of managing the movement and storage of goods, spare parts, and finished goods from suppliers, between company facilities, and to customers. The goal of logistics is to deliver finished goods and various materials in the right quantities when needed, in usable condition, to the location where they are needed, and at the lowest total cost. According to Gitosudarmo (2000), logistics management can be effectively realized if a system is in place. This logistics management system is designed to coordinate logistics activities in an integrated manner throughout the company. Logistics activity management is usually directed and supervised by various activities within the company. If there is confusion regarding rights, authority, and responsibilities, it will result in waste that often hinders the achievement of the logistics objectives themselves.

III. METHOD

3.1 Scope and Location of the Study

This research will be conducted at Air Squadron 32, located at the Indonesian Air Force Base Abd. Saleh, Malang, East Java. The research will be conducted from February 2025 to July 2025.

3.2 Research Focus

The focus of this research is the implementation process of the 2014 BNPB Regulation in the distribution of disaster relief logistics carried out by Air Squadron 32 during the earthquake disaster on Lombok Island, with an emphasis on indicators of communication, resources, disposition, and bureaucratic structure.

3.3 Informants

The informants in this study are the research subjects. In a study, research subjects play a very strategic role because they provide data on the variables that the study will observe. Muhajir argues that the selection of research subjects can utilize *criterion-based selection* and *snowball sampling*, based on the assumption that the subjects are relevant actors to the proposed research theme and can help identify additional informants to expand the research sample. (Idrus, 2009) Based on this definition, the research subjects in this study are personnel from Air Squadron 32 who were involved in logistics distribution for disaster relief during the 2019 Lombok Earthquake.

3.4 Data Analysis Technique

Data analysis was conducted in parallel with data collection during the fieldwork process, utilizing an inductive data analysis approach. Data analysis in qualitative research was conducted before entering the field, during fieldwork, and after completing fieldwork. Data analysis is a crucial step in research, as it can lend meaning to the data collected by researchers. The data obtained and collected from respondents through observation, interviews, literature studies, and field documentation are then described in a report. Data analysis in this study was conducted through three simultaneous activities: data condensation, data presentation, and conclusion drawing or verification.

IV. RESULTS AND DISCUSSION

4.1 Results

Logistics Distribution Capabilities of the 32nd Air Squadron**:** As a heavy transport squadron of the Indonesian Air Force that operates C-130 Hercules aircraft, Air Squadron 32 can support logistics

distribution. In carrying out logistics distribution, several methods are used, one of which is by means of *air drops*. Based on the results of interviews with the Air Squadron 32 Commander, it was found that:

> *"This method, also known as aerial drop, is a method of delivering goods or aid from an aircraft to the ground, often in situations where land access is difficult or impossible. It is a technique developed primarily to resupply isolated or emergency troops, and is also used to deliver humanitarian aid to remote or disaster-stricken areas."*

From the results of interviews conducted with Air Squadron 32 personnel, it was found that:

> *"Air Squadron 32 has reliable capabilities in carrying out logistics distribution through airdrops, with the support of C-130 Hercules aircraft and crews who are trained in various humanitarian aid missions and military operations other than war. Operations are carried out in accordance with applicable SOPs and safety standards. The air delivery (Airdrop) carried out by Air Squadron 32 uses the CDS (Container Delivery System) and Helly Box methods. The CDS capacity that can be transported by C-130 Hercules aircraft is 16 units for C-130 H and 20 units for C-130 L-100. Helly Box can carry a maximum of 200 units for C-130 H and 250 units for C-130 L-100.*

From the interview with Danflightops, it was found that:

> "*Air Squadron 32 is capable of conducting airdrops, as evidenced by its regular training exercises and previous airdrop missions for logistical support in East Java and surrounding areas as part of the Air Squadron 32 Anniversary celebrations*."

Logistics Distribution for Natural Disasters on Lombok Island: Lombok Island is one of the areas prone to earthquakes. This means that the relevant agencies must be prepared to respond to disasters whenever needed. The results of an interview with Danskadron Udara 32 revealed that:

> *"Air Squadron 32, as a transport air squadron, is capable of flying from Abdulrachman Saleh Air Base to Lombok Island with a C-130 in approximately one and a half (1.5) to two (2) hours, depending on weather conditions and air traffic. The process of loading and unloading airdrops can take an additional 3 to 4 hours, depending on the complexity of the cargo. The distribution of disaster relief supplies in the Lombok Island region is one of the tasks of Air Squadron 32 in carrying out Non-War Military Operations (OMSP). These operations are military activities conducted by the Indonesian National Armed Forces (TNI) for tasks other than war, such as natural disaster relief, humanitarian aid, border security, and counter-terrorism. The implementation of this logistics distribution requires optimal support for resources.*

From the results of an interview with the Chief of Staff of Air Squadron 32, it was found that:

> *"Support includes trained personnel (crew and loadmaster), rigging and extraction equipment, ground support vehicles, and technical support from maintenance units. In addition, coordination with ground receiving units is also required. Furthermore, transportation of aid goods from the aid source to Air Squadron 32, personnel to help pack the aid goods, and finally media to create CDS or Helly Boxes are also required."*

From the interview with Kasilambangja of Air Squadron 32, it was found that:

> *"In addition, flight safety, better known as Lambangja, must also be ensured in this operation. Flight safety standards include thorough pre-flight checks, strict adherence to airdrop SOPs, risk analysis, and safety briefing documentation for the entire crew. Risk evaluation and mitigation are carried out in accordance with Indonesian Air Force flight safety standards. Trained Lambangja personnel, adequate safety equipment (parachutes, harnesses, sensors), and integration with operations and maintenance are required. Support from related agencies (Dislambangja) also plays an important role in ensuring flight safety."*

Factors Influencing, Based on interviews with the Commander of Air Squadron 32, the following was obtained:

> *"The challenges faced are weather and wind factors. Weather can affect visibility during airdrops, and strong winds can cause the CDS or Helly Box to land far from the designated Drop Zone. Poor weather conditions pose a unique challenge, particularly in aviation and parachuting, due to visibility issues. Other important factors include the technical readiness of military equipment, supporting infrastructure, crew experience, parachuting coordinate accuracy, and the readiness of the receiving team at the location."*

4.2 DISCUSSION

Implementation of BNPB Regulation No. 23 of 2014 on Standardization of Disaster Response Logistics in the distribution of logistics for the Lombok Island Earthquake Disaster Response ( ) in the area of Air Squadron 32. Policies are created to achieve a specific goal. The formulation of policies is carried out in several stages to determine the objectives of the policy. BNPB

Regulation Number 23 of 2014 concerning the Standardization of Disaster Management Logistics is a policy made with consideration of the geographical conditions of the Republic of Indonesia, which is located in *the Ring of Fire*, making this region prone to disasters. The most fundamental aspect of disaster management is aid logistics, given the Damage to facilities and infrastructure, which makes it challenging to obtain logistics; thus, immediate distribution is required. This aligns with policy implementation theory, which provides an overview of the definition of policy implementation and the factors that influence its success, as noted by Edward III above. Van Meter and Van Horn (Wahab, 2008) also mention several things that can influence the success of an implementation.

According to Wahab, the success of an implementation can be influenced by the following factors: First, the scope and objectives are needed to guide the implementation of the policy, ensuring it aligns with the planned program. Second, according to Van Metter and Van Horn (Agustino, 2010), policy resources are the success of the policy implementation process, which is influenced by the utilization of human resources, costs, and time. These policy resources are essential for the success of government policies.

Human resources are significant because they are the driving force and implementers of policies. At the same time, capital is needed to ensure the smooth financing of policies, thereby not hindering the policy process. Meanwhile, time is a crucial component of policy implementation, as it significantly contributes to the success of policies. Time resources are a determining factor for the government in planning and implementing policies. Third, the success of a policy can be seen from the nature or characteristics of the agency/institution implementing the policy. This is very important because the performance of public policy implementation will be significantly influenced by the appropriate characteristics that are suitable for the implementing agencies or institutions.

The greater the disaster, the greater the losses will be if humans, the environment, and infrastructure are increasingly vulnerable. (Himbawan, 2010) If a hazard occurs but the community is not vulnerable, it can overcome the disruptive event on its own. If the community is vulnerable but no threatening events occur, then no disaster will occur. With a large amount of food logistics, it is necessary to distribute the logistics quickly. When a natural disaster occurs, transportation infrastructure may be inaccessible, making air distribution via *Airdrop* or *Container Delivery System (CDS)* the only viable option. The *Container Delivery System (*CDS) method is the most commonly used method for rapid air supply insertion for military and emergency operations. A-Series Containers and CDS bundles are used as delivery tools for equipment that is too heavy for individual jumpers to carry.

Additionally, they can be used to supply airborne units or support units already on the ground. When used correctly, A-Series containers and CDS can be valuable tools for Airborne Commanders. This method can be applied in the distribution of logistical aid aimed at reaching areas with rugged land and sea access. Air Squadron 32 can implement the CDS method. This is in accordance with the theory that describes disaster prevention activities as a series of activities carried out in an effort to eliminate and/or reduce disaster threats (Law No. 24 of 2007, Article 1, paragraph (6)). Prevention is a proactive effort in managing threats and vulnerabilities associated with disaster risks, as outlined in programs implemented in local communities and at the district level, aimed at eliminating threats and vulnerabilities that contribute to disaster risks.

The implementation process of BNPB Regulation No. 23 of 2014, concerning the Standardization of Disaster Management Logistics through the air logistics distribution capabilities of Air Squadron 32, is influenced by constraints and supporting factors. The study's results found that adverse weather conditions pose a particular challenge, especially in terms of flight and parachuting visibility levels. Weather conditions often affect flight safety, with wind speed influencing flight direction and being a key consideration in the delivery of logistics packages. Weather conditions often change significantly and suddenly, causing delays in missions and logistics distribution operations. This is undoubtedly a significant obstacle because logistics distribution has a time limit for logistics to remain in usable condition.

The technical readiness of Defense Equipment and Supporting Facilities for logistics distribution using air routes and operating C-130 Hercules aircraft is essential to ensure flight safety. Logistics distribution takes into account the number of aircraft available for use. Meanwhile, the supporting facilities and infrastructure include the packaging and logistics distribution. The readiness of rollers plays a crucial role in logistics distribution through CDS. In the dropping of goods, rollers have several important functions: reducing friction, whereby rollers help reduce the friction between goods and surfaces, thereby facilitating the dropping process; and increasing speed, whereby reducing friction allows goods to move faster and more smoothly. Reducing Damage, where rollers help reduce Damage to goods due to friction or impact. Assisting in the Arrangement of Goods, where rollers can help arrange goods in the correct position before deployment—increasing Efficiency, whereby using rollers, the process of deploying goods becomes more efficient and effective. In the context of goods discharge, rollers are often used in conveyor systems for transporting heavy goods, discharging goods from heights, and in packaging and shipping processes. Thus, rollers play an important role in ensuring that the goods discharge process runs smoothly, safely, and efficiently. The logistics drop point

is determined by the team at the receiving location. Various factors, including the location's contour and distance from the evacuation site, influence the accuracy of the drop. The readiness of the receiving team at the location affects the quality and quantity of the logistics distribution packages. Damage to logistics results in a lack of suitability, especially for consumable logistics. In carrying out logistics distribution through the CDS, *Air Crew* and *Ground Crew* personnel must possess specific competencies and capabilities. Personnel readiness must align with the technical readiness of military equipment to ensure that disaster logistics distribution operations proceed as planned.

V. CONCLUSION

Based on the results of the discussion presented in accordance with the focus of the research according to the indicators of communication, resources, disposition, and organizational structure, the following conclusions can be summarized: BNPB Regulation Number 23 of 2014 concerning Standardization of Disaster Management Logistics is a policy made with consideration of the geographical conditions of the Republic of Indonesia, which is located in the ring of fire, making this region prone to disasters. The most fundamental aspect of disaster management is the logistics of aid, given the Damage to facilities and infrastructure, which makes it difficult to obtain supplies and thus requires immediate logistics distribution. With the large amount of logistics involved in the form of food, it is necessary to distribute them quickly. When a natural disaster occurs, transportation infrastructure becomes impassable, leaving air distribution as the only option, using methods such as airdrops or the Container Delivery System (CDS). This method can be applied in the distribution of logistical aid to reach areas with rugged land and sea access. Air Squadron 32 can implement the CDS method. The constraints and supporting factors that influence this are weather conditions, the technical readiness of defense equipment, the readiness of the receiving team at the location, the accuracy of the drop, and the readiness of personnel. In order for the implementation of BNPB Regulation No. 23 of 2014 concerning Standardization of Disaster Management Logistics in the distribution of logistics for the Lombok Island Earthquake Disaster in the Air Squadron 32 area to run optimally, it is necessary to improve the influencing factors, including the capabilities of the Air Squadron 32's defense equipment and personnel—moreover, support for logistics distribution through the CDS method, such as air supply units.

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