

# ENHANCING EMERGENCY RESPONSE THROUGH INTERNAL COMMUNICATION: DKI JAKARTA FIRE AND RESCUE DEPARTMENT STUDY

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## ABSTRACT

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The high incidence of fires in Jakarta demands the Fire and Rescue Department of DKI Jakarta to maintain effective internal communication strategies. This study aims to examine how these strategies impact the department's emergency fire response. The research employed a qualitative approach using a case study method, with data collected through in-depth interviews with six department personnel and three fire-affected residents, field observations, and documentation. Analysis was based on Karl Weick's Organizational Information Theory, focusing on the processes of enactment, selection, and retention. The findings reveal that internal communication strategies include rapid reporting via 112 and nearby posts, information validation via telephone, use of color codes and operational terms such as "76" and "86," and coordination through handy talkies across teams and command levels. A tiered command structure is applied based on the first responder, followed by a unified command system at the fire scene. Communication barriers identified include differences in perception, time pressure, signal disruption in areas like high-rise buildings or basements (blind spots), and environmental constraints such as traffic congestion or narrow alleyways. Nevertheless, the structured and adaptive communication strategy effectively reduces equivocality and accelerates decision-making during emergencies. This study contributes to organizational communication literature in the context of emergency response and offers insights into the importance of internal communication in managing critical information within public service organizations.

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## 1. Introduction

Fire incidents in urban areas, particularly in DKI Jakarta, demand a high level of preparedness from disaster management agencies, especially the Jakarta Fire and Rescue Department (Akbar et al., 2024). In this context, internal communication strategies serve as a fundamental pillar determining the effectiveness of fire control and suppression efforts (Setiawan & Bathesta, 2024). Systematically structured communication among teams plays a crucial role in supporting the speed of emergency response and in minimizing the potential for miscommunication, which can hinder operational effectiveness and increase the risk of failure in task execution (Sutaguna et al., 2023). Delays exceeding 15 minutes in fire emergency response are not solely attributed to physical constraints such as limited road access or traffic congestion but are also influenced by weak coordination within the organization and across

inter-agency collaborations (Fitri et al., 2022). Furthermore, unclear distribution of roles and suboptimal internal coordination mechanisms have been identified as additional barriers to achieving responsive and efficient services, ultimately impacting response time and diminishing team preparedness in the field (Sanjaya et al., 2025). These findings highlight that effective internal communication is a critical factor in ensuring team readiness and accelerating response time during emergency situations.

Internal communication strategies encompass the management of timely and accurate information flow, clear task distribution among team members, and the use of reliable communication channels. Without effective communication, vital information may be delayed in reaching field personnel, instructions may become ambiguous, and inter-team coordination may be disrupted. Consequently, emergency response efforts become less effective, and the risk of losses escalates. The implementation of effective internal communication strategies also ensures that all organizational members understand relevant policies and regulations, fostering a sense of responsibility and enhancing workflow to achieve optimal results (Asir et al., 2022). Team readiness is strengthened as each member comprehensively understands their roles and responsibilities within the emergency response system. Thus, internal communication functions not only as a medium for transmitting information but also as a tool to build synergy across units, ensure that each step in fire disaster management is carried out according to plan, and support the success of the organization's mission.

The Jakarta Fire and Rescue Department has developed a structured internal communication system through various communication channels to ensure rapid response to reported fire incidents. When the public reports a fire, either directly at the nearest fire post or via the Jakarta Siaga 112 service, field personnel promptly respond by dispatching firefighting units and relaying the report to the Sub Command Center. This process enables nearby units to be mobilized to assist in extinguishing the fire and ensures the provision of water supply for the pump vehicles that arrive first. Information from the Jakarta Siaga 112 service is initially received by the Jakarta Regional Disaster Management Agency and then forwarded to the Command Center and the Sub Command Center in the affected area to coordinate the deployment of firefighting units from the nearest post (Sari, 2023). In executing their duties, personnel receive instructions through various communication channels, supported by adequate water supply, the use of bronto skylifts for high-reach areas, and Self-Contained Breathing Apparatus (SCBA) during evacuation processes. Instructions may be directly issued by the Sub Command Center via radio, the JAKI application, or direct reports from citizens visiting the fire post. Once received, reports from the posts are sent back to the Sub Command Center and forwarded to the sector or nearest post for additional support requests (Theodore & Rachmad, 2023).

However, in a large organization such as the Jakarta Fire and Rescue Department, there are several common challenges in internal communication. One such challenge is time pressure, where decisions must be made quickly to prevent the situation from worsening. Inter-team coordination also often poses difficulties, particularly when involving multiple units with different responsibilities. Other barriers include differences in perception and interpretation of information among individuals, which may lead to miscommunication (Fil et al., 2024). Limitations in understanding complex information are also a challenge, especially under high-stress emergency conditions. If internal communication is disrupted—such as through delayed information or miscommunication—rapid response efforts may be hindered, potentially exacerbating the emergency situation (Fitriyah et al., 2024).

The high incidence of fire in DKI Jakarta presents a significant challenge. In 2023 alone, there were 2,286 fire incidents in the region, far exceeding those in surrounding cities such as Bogor,

Bekasi, Depok, and Tangerang (Pemadam.jakarta.go.id, 2024). The primary cause of these fires was electrical short circuits, accounting for 53% of total cases (Parma et al., 2024), followed by overloaded power strips and chargers left plugged in (Khusna et al., 2022), as well as open burning (Khasanah et al., 2024), gas-related fires, and cigarette-related incidents (Kentkhute et al., 2022). Contributing factors such as high population density, irregular building patterns, and the use of low-quality construction materials further increase fire risk (Lestari et al., 2023). Additionally, densely populated residential areas and high-rise buildings with complex architectural structures require special strategies for both fire suppression and evacuation efforts (Umar in Khasanah et al., 2024).

The Jakarta Fire and Rescue Department has three primary duties: prevention, suppression, and rescue (Pemadam.jakarta.go.id, 2024). In the prevention domain, the department plays a role in fire mitigation, oversight and control of building safety aspects, and enhancing public preparedness. In terms of suppression, the department is responsible for fire extinguishment operations, while in rescue, it handles victim evacuation, formulates policies and technical standards for rescue operations, and provides medical assistance during emergencies. These core responsibilities are reinforced by Governor's Decree No. 264 of 2016, which grants authority to structure the organization and functions of fire management in a systematic manner (Theodore & Rachmad, 2023).

As the nation's capital and a center of government, economy, and culture with a high rate of urbanization (Januari et al., 2024), DKI Jakarta faces significant fire risk, particularly in densely populated areas and complex high-rise buildings. Major challenges in firefighting efforts in these areas include restricted access for firefighting vehicles due to narrow pathways between homes and the potential for fires to spread rapidly. The architectural complexity of high-rise buildings requires special strategies not only in technical and operational aspects but also in fostering community collaboration to achieve effective fire management (Lestari et al., 2023).

The high number of fire incidents in DKI Jakarta compared to nearby cities reflects the elevated risk level faced by the region. This situation demands that the Jakarta Fire and Rescue Department implement more structured internal communication strategies to ensure more effective coordination in fire handling efforts (Muhariani, 2022). Internal communication, which takes place among organizational members during service provision or operational execution, is essential for building productive work relationships and cultivating solidarity (Asir et al., 2022). Given the complexity of the region, population density, and intense activity levels in Jakarta, a specialized approach is required in managing fire emergency response. Clear and coordinated communication is crucial to prevent operational hindrances.

This study is of high urgency as it seeks to explore and understand how internal communication strategies implemented by the Jakarta Fire and Rescue Department impact their emergency fire response. It aims to identify existing challenges and provide recommendations for improvements to the current communication system. Prior research serving as references includes the study by Hendiria Marantika titled "Strategi Peningkatan Penanggulangan Bencana Kebakaran di Kabupaten Sumbawa Barat," which emphasizes the importance of inter-agency synergy, regular training, volunteer integration, and infrastructure improvement, while also identifying limitations such as budget constraints, human resource shortages, and low public awareness (Marantika et al., 2023). Another study by Alfin Firmansyah titled "Strategi Komunikasi Kebijakan Dinas Pemadam Kebakaran Dalam Pencegahan dan Penanggulangan Kebakaran di Permukiman Padat Kecamatan Kebon Jeruk Jakarta Barat," focuses on external communication strategies aimed at the public in West Jakarta. It concludes that while these strategies are generally effective, improvements are needed in outreach and equipment optimization (Firmansyah et al., 2024). Both studies tend

to address general strategies for prevention and preparedness and have not thoroughly examined internal coordination among personnel in responding to fire emergencies. Therefore, this study aims to fill that gap by focusing on internal communication strategies in the context of emergency fire response in high-risk areas such as DKI Jakarta.

To construct the theoretical framework of this study, the researcher applies Karl Weick's Organizational Information Theory. This theory highlights how organizations can manage message equivocality and adapt to change by emphasizing communication and interpretation (West & Turner, 2017; Deni Koesnaedi et al., 2025) to develop understanding and knowledge necessary for effective action (Septia et al., 2023). Weick posits three main assumptions regarding how communication operates within organizations: (1) organizations exist in an environment full of information that must be managed effectively; (2) the information obtained varies in clarity, necessitating that organizations distinguish and manage uncertainty; and (3) organizations continually seek to reduce uncertainty through effective internal communication, efficient decision-making, and the development of structures and processes that aid in understanding and utilizing information (Agustin & Saidah, 2024). Weick outlines three stages of information processing: (1) enactment, wherein members of the organization interpret and make sense of incoming information; (2) selection, where organizations evaluate and choose the most effective method to reduce ambiguity; and (3) retention, which involves storing relevant information for future use in managing uncertainty (West & Turner, 2017).

The selection of Karl Weick's Organizational Information Theory in this study is based on its relevance in managing information during emergency fire response. This theory facilitates understanding of how the Jakarta Fire and Rescue Department can handle complex and high-pressure information flows—by filtering, interpreting, and conveying information quickly. The selection and retention processes enable the organization to systematically process information, ensuring that all members receive relevant data to support timely and accurate action. Furthermore, the theory offers insights into how organizations can design effective internal communication systems in emergency contexts, distinguish critical from supplementary information, and create communication flows that enhance inter-unit collaboration for faster and more adaptive responses to changing situations.

Based on the discussion above, the research question addressed in this study is: How do the internal communication strategies of the Jakarta Fire and Rescue Department impact their emergency fire response? The objective of this research is to provide an in-depth explanation of how the internal communication strategies employed by the department influence their responsiveness in emergency fire situations. By understanding the strategies, identifying existing barriers, and exploring opportunities for improvement, this research aims to offer a meaningful contribution to enhancing the organization's capacity to address fire-related challenges in high-risk areas such as DKI Jakarta.

## 2. Method

This research employs a qualitative approach using a case study method to provide an in-depth description of internal communication practices within the Jakarta Fire and Rescue Department (Dinas Penanggulangan Kebakaran dan Penyelamatan DKI Jakarta) during emergency fire response situations. The case study method was selected because it allows the researcher to explore phenomena within real-life contexts through a systematic and in-depth process. The research was conducted through several stages, including case selection, data collection, data analysis, revisions if necessary, and report writing. The case was purposefully selected based on its relevance, clear background, and alignment with the research focus.

Data were collected through structured interviews, direct observation, and documentation in the form of audio recordings, photographs, and institutional archives. The interviews were guided by a set of pre-formulated questions to ensure that the responses obtained were aligned with the research objectives and provided rich, detailed insights. Observations were conducted at the research site to understand communication and coordination patterns among personnel during emergency situations, although the observations took place under normal conditions to examine the system's preparedness. Documentation served to strengthen the data through visual evidence and institutional records.

The object of this study is the practice of internal communication in the context of fire response in Jakarta. The research subjects included six employees of the Jakarta Fire and Rescue Department and three fire victims who were selected as informants to gain perspectives from both the responders and affected citizens. The study was carried out over five months, from January to May 2025, at the department's headquarters located at Jalan K.H. Zainul Arifin No. 71, Duri Pulo, Gambir, Central Jakarta. This location was chosen because it serves as the operational and administrative center for fire emergency response in Jakarta, making it a strategic site for observing internal communication processes and accessing relevant informants and documents.

For data analysis, this study employed a coding technique comprising three stages: open coding, axial coding, and selective coding. Open coding is the initial stage in which interview data are broken down into simplified, comprehensible narratives. The second stage, axial coding, involves grouping the open-coded data into categories based on thematic relevance to the study. Finally, selective coding integrates and links the established categories to theoretical concepts within the research framework, yielding a comprehensive and in-depth interpretation of the studied phenomenon. This analytical technique is intended to identify patterns and relationships between concepts so that data can be processed systematically and lead to meaningful conclusions.

To ensure the reliability and validity of the data, this study applied source triangulation. This technique involved gathering data from various sources, including interviews with multiple informants, on-site observations, and supporting documentation. The aim of triangulation is to compare and confirm information obtained from different perspectives to ensure the accuracy of the data and to minimize bias. Thus, consistent findings from multiple sources are considered more credible. Throughout the research process, the researcher also compared the findings with the theoretical framework to maintain consistency and ensure the accuracy of the conclusions drawn.

### **3. Results and Discussion**

This research discussion is divided into three main parts: the flow and internal communication strategies in fire emergency response at the DKI Jakarta Fire and Rescue Department; the analysis of these communication strategies through the lens of Karl Weick's Organizational Information Theory; and the implications of internal communication strategies on the effectiveness of emergency response.

#### **Internal Communication Flow and Strategies of the DKI Jakarta Fire and Rescue Department**

The internal communication flow and strategies of the DKI Jakarta Fire and Rescue Department reflect a structured information management process that underpins the communication strategies employed during fire emergency situations. This communication system involves three primary components: the Command Center, Sub Command Center, and local fire stations. The Command Center, operating at the provincial level, is responsible for receiving fire reports 24/7, dispatching firefighting units, coordinating with department leadership and other relevant agencies, and monitoring all emergency activities across the Jakarta area. Fire reports may be received through three channels: residents visiting the office in person, telephone calls to the office, or reports submitted via the Jakarta Siaga 112 hotline managed by the Regional

Disaster Management Agency (BPBD). Each report undergoes verification to ensure accuracy before further action is taken.

Subsequently, the Sub Command Center, operating at the municipal level, acts as the operational hub within its administrative region. It is responsible for receiving fire reports around the clock, coordinating unit deployments, and monitoring emergency conditions in its jurisdiction. The Sub Command Center receives reports either directly from residents or forwarded by the Command Center. Similar to the Command Center, it also verifies the information before instructing the nearest fire post or fire sector to dispatch units. At the most localized level, fire posts serve as the frontline in emergency response and receive reports either directly from residents or through the Sub Command Center. Upon receiving dispatch instructions, firefighting units are immediately mobilized to the incident site.

During transit, the teams conduct a pre-size up to assess access to the fire scene—observing road conditions, traffic congestion, potential obstacles, and estimating travel time. Throughout the pre-size up, active coordination is maintained between the responding team and the Sub Command Center, which provides guidance on the safest and fastest routes. Upon arrival, the Incident Commander immediately performs a size up, a rapid assessment of the fire situation, including fire scale, type of structure involved, potential for escalation, and associated risks. If additional resources are needed, the Incident Commander communicates this to the Sub Command Center for reinforcement.

The DKI Jakarta Fire and Rescue Department applies a structured, hierarchical command system where the Incident Commander holds the highest authority, responsible for strategic decision-making, task delegation, and controlling the entire firefighting operation. This structure ensures a clear and swift command flow. The Incident Commander is supported by several assistants (Operations, Logistics, Administration, and Public Relations), and oversees three main firefighting coordinators (Attack, Supply, and Water Source Coordinators) along with their team members who execute instructions accordingly. Coordinators act as intermediaries between team members and the Commander, relaying orders and collecting reports. Communication flows in a top-down manner—commands from the Incident Commander are passed down through the hierarchy, while field reports are relayed upwards through the same chain. This system minimizes report redundancy, ensures clarity of information, and facilitates task execution aligned with roles and responsibilities.

One of the key internal communication strategies is tiered reporting, which functions in two contexts: first, in operational field contexts where information is transmitted through established command chains without bypassing the structure; second, in organizational information flow, where reports originating from the public are escalated through each operational unit—from the Command Center to the Sub Command Center, and finally to the nearest fire station. This flow represents a hierarchical pattern of information and instruction distribution.

Another vital strategy is multi-unit coordination, facilitated by the Sub Command Center's role as a cross-sectoral and regional operational control center, bridging vertical and horizontal communications. In large-scale fires, the Sub Command Center coordinates additional unit deployment, ensures water supply and logistics, and facilitates inter-unit communication.

Fast, accurate, and integrated information management using various communication tools also constitutes a central internal communication strategy. In the field, Handy Talkies (HT) serve as the primary communication device connecting teams, posts, Sub Command Centers, and the Command Center due to their practicality. Digitally, the department operates three platforms: the SIAGA 112 app, SIAGA API (an internal app for real-time incident logging and data aggregation), and WhatsApp operational groups (for visual documentation and brief updates when HT is disrupted). However, in emergencies, personnel rely more heavily on direct channels such as HT, WhatsApp, and phone calls—indicating that integrated reporting applications are not yet fully optimized.

Standardized communication codes are also key components of the internal strategy, designed to accelerate instruction delivery and avoid miscommunication. For instance, code “76”

indicates a request for additional units, and “86” means “understood and executed.” Additionally, color codes represent incident escalation levels: red for intense active fires, yellow for declining fire intensity with hotspots, and green for fully extinguished fires. The rapid field assessment (size up) is another vital communication element, conducted immediately upon arrival to assess the fire’s scale, access constraints, resource needs, and risks. This information is relayed in real time to the Sub Command Center via HT, allowing resource adjustments based on evolving conditions.

The department also adopts flexibility in applying SOPs as part of its communication strategy, recognizing that unpredictable on-site situations demand tactical decision-making. Personnel are expected to take initiative in responding tactically according to their roles, while maintaining communication and awaiting further command through HT. Despite implementing structured strategies, the department faces communication challenges in the field—particularly technical issues with HTs such as battery problems, receiver faults, and signal loss in blind spots. Miscommunication among personnel also presents difficulties, potentially delaying team responses. To mitigate these issues, the department provides command units with chargers, uses portable signal boosters, operates a mobile Command Center, and conducts regular training to enhance communication and coordination skills.

### **Linking Internal Communication Strategies with Karl Weick’s Organizational Information Theory**

The internal communication strategies of the DKI Jakarta Fire and Rescue Department align closely with Karl Weick’s Organizational Information Theory, which posits that managing organizational information involves not just technical and procedural elements, but also the creation, selection, and retention of meaning. According to Weick, organizations face complex and often ambiguous (equivocal) information flows, requiring mechanisms to reduce uncertainty. This process consists of three key stages: enactment, selection, and retention.

Enactment refers to how organizational members interpret environmental stimuli to form initial understanding. Selection involves choosing the best way to respond—using prior knowledge or developing new rules. Retention refers to preserving effective knowledge and experiences for future use. In practice, enactment occurs when initial reports are received and verified by the Command Center, Sub Command Center, or field personnel—since initial data is often vague and highly equivocal, verification helps reduce uncertainty. After interpretation, the organization moves into the selection phase by assessing known procedures and determining appropriate responses or seeking additional data. For instance, the Command Center selects the relevant Sub Command Center, which in turn selects the nearest fire post and dispatches units, while field teams perform pre-size up and size up to decide the optimal response based on real-time conditions.

The final stage, retention, is seen in systematic efforts to store and utilize knowledge gained from each operation. All units contribute to this process through post-operation evaluations, documentation via the “Siaga Api” application (which serves as the institutional memory system), and SOP enhancements informed by accumulated data. The app also supports data analysis for identifying operational patterns, strengths, weaknesses, and areas for improvement—facilitating continuous learning and organizational adaptation. In this way, the department dynamically applies all three stages of Weick’s theory: managing ambiguous incoming data through enactment and verification, choosing appropriate responses through selection, and institutionalizing learning through retention—forming the backbone of uncertainty mitigation and emergency response.

### **Implications of Internal Communication Strategies for Fire Emergency Response**

The internal communication strategies of the DKI Jakarta Fire and Rescue Department have a direct impact on the speed, accuracy, and success of emergency operations, as well as public perceptions. Based on interviews with affected residents, although fire trucks were occasionally delayed due to narrow access roads, the firefighting operation was executed swiftly, decisively, and systematically upon arrival. This indicates that geographical obstacles

did not significantly impair effectiveness, as structured internal communication successfully coordinated personnel tasks—fostering positive public perceptions of the firefighters' professionalism and readiness.

The implications of these communication strategies are evident across various aspects of firefighting operations: tiered reporting and unified command systems allow first-arriving team leaders to immediately assume command roles and coordinate actions via HT—even before full reinforcement arrives. This expedites decision-making and clarifies roles among personnel, directly improving field effectiveness.

Additionally, the use of standardized communication codes—both numerical (e.g., 76, 86) and color-based (red, yellow, green)—enables concise communication in high-pressure scenarios. This ensures rapid comprehension and response from all units without lengthy explanations. Furthermore, the department's flexible SOP approach results in more responsive and context-sensitive operations. In emergencies, SOPs are not rigidly applied but adjusted to suit real-time conditions, empowering personnel to improvise within command structures—especially when dealing with constrained access, rapidly spreading fires, or mass casualties.

In summary, the internal communication strategies implemented by the DKI Jakarta Fire and Rescue Department make substantial contributions to delivering fast, coordinated, and adaptive emergency response. Through tiered reporting, standardized codes, and SOP flexibility, personnel are empowered to act effectively despite technical, logistical, or environmental constraints. Clear role delineation, rapid decision-making, and situational adaptability not only enhance operational efficiency but also foster community trust and reinforce the public image of preparedness and competence. Consequently, a structured and adaptive internal communication strategy serves as a critical foundation for responsive, safety-oriented fire mitigation efforts.

#### 4. Conclusion

Based on research findings and analysis, the internal communication strategy implemented by the Jakarta Fire and Rescue Department demonstrably impacts the speed, accuracy, and preparedness of fire responses. This is evident through several key aspects: a rapid reporting system utilizing various channels, the implementation of a unified command system, and the efficient distribution of information between units via handheld radios (HTs) and standardized communication codes.

While an integrated reporting application like SIAGA 112 has been formally provided as part of standard operating procedures, its optimal utilization in the field has yet to be achieved. Furthermore, despite existing communication barriers, particularly HT signal interference in blind spots, the robust internal communication structure effectively maintains coordination and ensures a well-directed response during emergencies.

The implications of this internal communication strategy are not only visible in the fluidity of field operations but are also directly experienced by affected citizens. According to informants, who are residents impacted by fires, officers were perceived as agile, focused, and swift in handling fires upon arrival at the scene, even when narrow access roads briefly impeded unit arrival. This indicates that the implemented communication strategy successfully overcomes on-site obstacles and maintains a solid coordination flow, thereby contributing to the public's positive perception of officers' professionalism and readiness.

Referencing Karl Weick's organizational information theory, this strategy reflects the processes of **enactment**, **selection**, and **retention**, which enable the organization to adaptively manage information uncertainty. Internal communication serves not only as a channel for technical information but also as a mechanism for swift and directed decision-making in emergency situations. Consequently, a structured, flexible, and adaptable internal communication strategy that can adjust to field challenges becomes a crucial foundation for responsive and community-safety-oriented fire emergency response.

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### Supplementary Material

Supplementary material that may be helpful in the review process should be prepared and provided as a separate electronic file. That file can then be transformed into PDF format and submitted along with the manuscript and graphic files to the appropriate editorial office.