



# The Capacity of the Regional Disaster Management Agency of Muaro Jambi Regency in the Prevention and Control of Forest and Land Fires in 2024

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## ARTICLE INFORMATION

Received: February 16, 2025  
 Revised: August 28, 2025  
 Available online: September 10, 2025

## KEYWORDS

Capability; forest; land fires; prevention; control

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## A B S T R A C T

This study aims to analyse the capabilities of the Muaro Jambi Regional Disaster Management Agency (BPBD) and the efforts made to combat forest and land fires. Forest and land fires caused by natural and human factors cause environmental damage and result in ecological, economic, and socio-cultural losses. To effectively prevent and control such incidents, the Muaro Jambi BPBD must have strong institutional capabilities. This study uses a qualitative descriptive approach, with data collected through in-depth interviews and document analysis. Using the Kusumasari Capacity Framework, this study evaluates key indicators such as institutional structure, human resources, policy implementation, financial capacity, technical aspects, and leadership. The findings show that the Muaro Jambi BPBD has demonstrated commendable performance in fire prevention and control. However, several challenges remain, including inadequate infrastructure, limited human resources, and budget constraints, which hamper the agency's ability to operate optimally. In addition, public awareness of fire prevention remains uneven, and land clearing by burning is a major cause of fires, along with weather factors. To improve its capabilities, the Muaro Jambi Regional Disaster Management Agency has focused on strengthening cross-sector collaboration, increasing human resource capacity, and utilising technology to support more effective fire prevention and control strategies.

## INTRODUCTION

This study aims to examine the capacity of the Regional Disaster Management Agency of Muaro Jambi Regency in addressing forest fires, as this disaster continues to occur annually and causes significant negative impacts on the environment, economy, and society. Forest and land fires in Indonesia have persisted for many years and recur every year, including in Jambi Province.

Table 1. Summary of Forest and Land Fire Extent in Jambi Province, 2019–2024

Regency	2019	2020	2021	2022	2023	2024
Batang Hari	5.745	50	113	54	3.282,93	30,02
Bungo	277	4	0	43	27,08	0
Jambi	0	0	0	0	0	0
Kerinci	0	134	0	1	51,31	0
Merangin	340	278	1	68	149,13	4,13
Muaro Jambi	20.891	17	22	114	15,68	173,77
Sarolangun	5.583	169	264	399	1.324,78	129,71
Sungai Penuh	0	0	0	0	91,15	0
Tanjung Jabung Barat	3.237	134	20	4,00	446,03	51,26
Tanjung Jabung Timur	14.129	114	16	5	60,09	74,12
Tebo	6.390	102	104	231	1.091,51	3,06
<b>Total</b>	<b>56.592</b>	<b>1.002</b>	<b>540</b>	<b>919</b>	<b>6.539,69</b>	<b>466,07</b>

Source: sipongi.menlhk.go.id, 2024

Based on the data table above, it is evident that forest and land fires in Muaro Jambi Regency cover the largest area compared to other regions in Jambi Province. The Regional Disaster Management Agency (BPBD) of Muaro Jambi Regency, as the institution responsible for building community preparedness in relation to various disaster-related matters, plays a key role in preparing the public to face emergency situations. In addition, BPBD develops disaster emergency response systems and supports the distribution of logistical aid and equipment in disaster mitigation efforts. This is stipulated in Muaro Jambi Regency Regional Regulation Number 10 of 2011 concerning the Organization and Work Procedures of the Muaro Jambi Disaster Management Agency.

However, the reality in the field often does not align with expectations. Several obstacles have been identified, such as limited infrastructure and facilities, as well as a shortage of BPBD personnel (Khairina et al., 2024). The capability and understanding of the institution in disaster management serve as benchmarks for the effectiveness of disaster response ((Haeril et al., 2021). One essential function of BPBD is to assess the risk of forest and land fires, highlighting the importance of a comprehensive evaluation of areas prone to fire hazards (Anggraini & Agustian, 2021).

The Regional Disaster Management Agency (BPBD) of Muaro Jambi Regency, as the institution responsible for fostering community preparedness in relation to various disaster-related matters, plays a vital role in equipping the public to face emergency situations (Bria et al., 2025). These efforts may begin with preventive actions through the implementation of disaster risk reduction programs as a preparatory measure against potential fires, as well as household-level disaster training to



Based on previous studies as summarized in Table 2, the urgency of this research lies in identifying the capacity of the Regional Disaster Management Agency (BPBD) of Muaro Jambi Regency in preventing and controlling forest and land fires, as well as examining the extent to which challenges and obstacles affect BPBD's capacity as the frontline institution in fire disaster management. This capacity will serve as a benchmark for understanding BPBD Muaro Jambi's efforts in forest and land fire prevention and control, while taking into account the evolving conditions and challenges in the region.

This study aims to assess BPBD's capacity using Kusumasari's capability theory, which outlines six key indicators influencing institutional success: (1) institutional structure; (2) human resources; (3) policy implementation; (4) financial capacity; (5) technical capability; and (6) leadership (Kusumasari, 2014). Accordingly, the research problem addressed in this study is: How is the capacity of BPBD Muaro Jambi Regency in managing forest and land fire disasters, and what efforts are being made to enhance this capacity?

## METHOD

The research method used in this study is descriptive qualitative research, aiming to gain an understanding related to the study through a case study approach so that the research focus is more directed at the selected institution. Data collection techniques are divided into two: primary data through in-depth interviews and secondary data through documentation, including several online news articles related to forest and land fires in Muaro Jambi Regency, the Strategic Plan (Renstra) of BPBD Muaro Jambi Regency, and journals relevant to the research. Interviews aim to obtain detailed information, and documentation serves to support the validity of the research findings.

Informants in this study consist of the Head of BPBD Muaro Jambi Regency, Head of the Prevention and Preparedness Division of BPBD Muaro Jambi Regency, Head of the Emergency and Logistics Division of BPBD Muaro Jambi Regency, Manggala Agni, and the community of Muaro Jambi Regency. Informants were selected based on their roles in policy-making, field implementation, and experience, so that the data obtained comes from various perspectives but remains comprehensive in describing the capacity of BPBD Muaro Jambi Regency. Data Analysis Techniques used in this study include data reduction,



data presentation, and data verification. Conclusions are drawn inductively based on the research findings and data analysis results to answer the questions posed in the problem statement.

Figure 2. Data Analysis Stages

Sumber: Author's elaboration.

## RESULTS AND DISCUSSION

### The Capabilities of the Muaro Jambi District BPBD in Forest and Land Fire Prevention and Control in Muaro Jambi District

#### Institutional

Effective institutional arrangements require clarity in organizational structure, division of roles, duties, and responsibilities, accompanied by the ability to establish networking at all levels of government. This is an important factor in effectively combating forest and land fires (Kunguma, 2021). The organizational structure of the Regional Disaster Management Agency (BPBD) of Muaro Jambi Regency is regulated by Regional Regulation (Perda) Number 10 of 2011 concerning the Organization and Work Procedures of the BPBD of Muaro Jambi Regency. This structure consists of a number of main components, namely the Head of the Agency, the Steering Element, and the Implementing Element. The Implementing Element of the BPBD of Muaro Jambi Regency consists of the Chief Executive, Secretary, Prevention and Preparedness Section, Emergency and Logistics Section, Rehabilitation and Reconstruction Section, and Functional Position Group.

In terms of division of tasks and responsibilities, the Muaro Jambi District BPBD has a clear organizational structure and division of tasks, in which each unit has predetermined main tasks and functions (tupoksi). This arrangement aims to ensure that activities are carried out effectively and efficiently, as well as to facilitate coordination between units in dealing with disasters and implementing forest and land fire prevention and control efforts. A clear organizational structure will facilitate coordination and information dissemination to assist in the implementation of activities (Handayani et al., 2025).

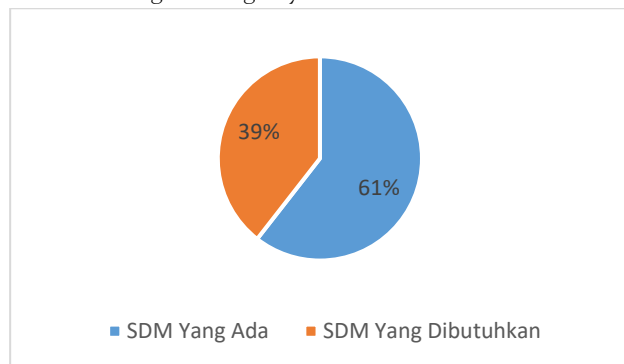
The Muaro Jambi District BPBD coordinates all stakeholders involved in forest and land fire prevention and control. The Muaro Jambi District BPBD carries out tiered coordination in forest and land fire control efforts through cooperation with various parties, involving local government agencies and vertical agencies. Coordination begins at the village and sub-district levels, which have a deeper understanding of the conditions at the disaster location, before continuing to the relevant regional government agencies.

Under normal conditions, coordination is carried out through a communication group involving the Regional Leadership Coordination Forum (Forkopimda), the Indonesian National Armed Forces (TNI)/Indonesian National Police (Polri), and other relevant agencies. However, if there is a significant increase in claims, an internal meeting will be held to formulate preventive measures. In addition, BPBD forms a special organizational structure for emergency response, such as the forest and land fire task force, which consists of units with clear duties and responsibilities. An organizational structure with a division of roles, responsibilities, and authorities will minimize conflicts that may arise in the implementation of activities (Sophia Novita et al., 2023).

#### Human Resources

The implementation of disaster management within an institution can be effective if the institution is supported by human resources with adequate competencies. The capabilities of these human resources play a direct role in determining the sustainability and effectiveness of achieving the institution's objectives. Effective human resources require the availability of sufficient human resources, accompanied by a clear division of labor and delegation.

**Figure 3.** Human Resources of the Muaro Jambi Regional Disaster Management Agency



Source: Processed by the Author

The Muaro Jambi District Disaster Management Agency (BPBD) has 112 human resources to support the implementation of its duties, although not all of them are directly involved in the field. This number consists of 10 officials and 102 Rapid Response Team (TRC) personnel, while the ideal number of TRC personnel required is 185. The Muaro Jambi District Disaster Management Agency is still short of 39% of the ideal number of human resources, as shown in Figure 3 above. This condition has resulted in the Muaro Jambi Regency BPBD facing difficulties in handling fires that occur in several locations due to limited personnel. This is evidence that when an institution does not have sufficient human resources, the work carried out will not be optimal and may even fail in its implementation (Azzahro, 2023).

Although the Muaro Jambi District Disaster Management Agency (BPBD) has an organizational structure and division of tasks that are in line with applicable regulations, the implementation of tasks in the field still faces a number of obstacles that impact the effectiveness of performance. One of the main obstacles faced is the limited human resources, as evidenced by the continued vacancies in several strategic positions, which hinder the optimal implementation of disaster mitigation efforts.

### Policy Implementation

The implementation of forest and land fire management policies at the Muaro Jambi District Disaster Management Agency covers several important aspects, namely the provision of clear regulations and the strengthening of inter-institutional cooperation. Forest fire management regulations must be adaptive so that they can respond to various challenges in their implementation in the field (Ashraf et al., 2024). Clear regulations will also support the active involvement of various agencies involved in forest fire management (Hudaya et al., 2024).

The Regional Disaster Management Agency (BPBD) has regulations governing status changes, from normal to alert to emergency response, which form the basis for decision-making. The Alert Decree (SK) ensures the involvement of all relevant agencies and the readiness of teams to be deployed as needed, while other policies are adjusted to the conditions on the ground. This regulation plays a role in accelerating operations and ensuring that all parties are ready to be deployed, as adaptive regulations that are in line with conditions on the ground will improve the effectiveness of disaster management (Koda et al., 2025).

Law Number 24 of 2007 concerning Disaster Management is the legal basis used by the Muaro Jambi District BPBD, which

regulates the stages of a disaster, including the pre-disaster, emergency response, and post-disaster stages. One of the principles mandated by this law is coordination and integration. Responsibility for disaster management encompasses all elements, including the central government, local governments, the Indonesian National Armed Forces (TNI)/Indonesian National Police (Polri), and the community. Currently, the implementation of this policy has begun to develop, as evidenced by the fact that when a disaster occurs, the relevant parties work together in carrying out their activities.

### Finance

Funding for disaster management is an essential resource for both the central and local governments, covering the pre-disaster, emergency response, and post-disaster stages. This funding plays a very strategic role because it provides adequate financial support to ensure the smooth running of all activities in the disaster management chain. Forest and land fires are annual disasters that require careful planning and budgeting to support effective mitigation and management efforts. Inadequate budgeting will result in suboptimal forest fire management activities (Haeril et al., 2021).

Funding comes from the Regional Revenue and Expenditure Budget (APBD). Funding through the APBD must be planned and budgeted in advance, while proposals must be submitted to the central government. The BPBD works with the BMKG to monitor weather conditions and hotspots as a basis for determining preparedness for the dry season. Efforts undertaken with stakeholders and other activities, including technical guidance, socialization, and education for the community, are fully supported by APBD funding. This emphasizes the importance of sound financial planning in optimally facing and overcoming disaster threats.

In its implementation, the Muaro Jambi Regency BPBD faces a budget shortage, resulting in suboptimal efforts to prevent and control forest and land fires. The funds allocated from the APBD are utilized by the Muaro Jambi Regency BPBD for the prevention of forest and land fires in the region. The BPBD utilizes these funds to carry out patrols and socialization activities aimed at increasing public awareness, preparedness, and understanding of the negative impacts that can be caused by activities such as burning trash during the dry season. Meanwhile, funds for emergency situations are budgeted in the local government treasury. The BPBD uses these funds when there is an urgent situation that requires immediate handling and must communicate with the local government or BPKAD.

In rehabilitation efforts, there are three local government agencies that play a role in providing assistance, such as the Public Works and Spatial Planning Agency (PUPR) for repairing damaged roads, the Housing and Settlement Agency (Perkim) for assistance related to collapsed houses, or through submitting proposals to BNPB by fulfilling the specified requirements. On the other hand, the Regional Disaster Management Agency (BPBD) and the Social Affairs Agency are responsible for providing logistics, which are sourced from local government funds and central government funds. All implementation of forest fire mitigation efforts heavily depends on the capacity of the region and agencies to provide available resources, including budget allocation (Sophia Novita et al., 2023).

**Technical**

Institutions involved in disaster management require an effective logistics management system and information dissemination mechanism to reach all segments of society. Additionally, support from an adequate technological system and adequate communication networks between organizations to ensure that all parties receive information properly as a measure to support optimal operational continuity (Widodo et al., 2023)

**Table 3.** List of BPBD Logistics

No	Jenis Peralatan	Sumber APBN/APBD/Donasi	Jumlah	Satuan
1.	Kendaraan Roda 6 (Dum Truk)	APBD	1	Unit
2.	Kendaraan Roda 6 (Mobil Tangki)	BNPB	1	unit
3.	Kendaraan Roda 4 Mitsubishi (L300)	BNPB	1	Unit
4.	Kendaraan Roda 4 (Toyota Rush)	APBD	1	Unit
5.	Kendaraan Roda 4 (Mitsubishi Triton)	APBD	1	Unit
6.	Kendaraan Roda 2 (Klx Orange)	BNPB	1	Unit
7.	Kendaraan Roda 2 (Klx Hijau)	APBD	1	Unit
8.	Kendaraan Roda 2 (Honda Mega Pro)	APBD	2	Unit
9.	Kendaraan Roda 2 (Honda Crf)	APBD	2	Unit
10.	Mesin Pompa Jinjing/Portabel (Honda)	APBD	1	Unit
11.	Mesin Jinjing Pompa	BNPB	4	Unit
12.	Mesin Apung Kecil	BNPB	1	Unit
13.	Mesin Honda GX 2018	BNPB	1	Unit
14.	Mesin Honda GX 2023	BNPB	2	Unit
15.	Mesin Honda Besar 2018	BNPB	1	Unit
16.	Mesin Honda Besar 2023	BNPB	1	Unit
17.	Tenda Posko	BNPB	2	Unit
18.	Tenda Keluarga	BNPB	1	Unit
19.	Genset Hargen 212 cc	BNPB	3	Unit
20.	HT	BNPB	4	Unit
21.	Flexibel Tank 1500 Liter	BNPB	1	Unit
22.	Mesin Rumpit Still Fr 3001	APBD	2	Unit
23.	Sensor Still Ms 250	APBD	1	Unit

Source: BPBD Muaro Jambi Regency, 2024.

The logistics provided by BNPB for forest and land fire management include water-based firefighting machines. However, the Muaro Jambi District BPBD still faces a shortage of six-wheeled and four-wheeled vehicles, even though two-wheeled vehicles and firefighting machines are sufficient. This shortage of six-wheeled and four-wheeled vehicles is an obstacle to mobilization and coordination in the field. In addition, the Muaro Jambi District BPBD requires an efficient logistics management system and a clear information delivery mechanism to ensure disaster management operations, and information support and communication networks between organizations are very important for effective coordination. Well-communicated coordination will ensure that all logistics are delivered properly (Mimin et al., 2020).

**Leadership**

The Muaro Jambi District Disaster Management Agency (BPBD) collaborates with the National Disaster Management Agency (BNPB) to regularly conduct leadership training twice a year through the National Coordination Meeting (Rakornas) and Disaster Risk Assessment Month activities. In addition to training, effective communication is an important aspect. Good leadership will result in accurate decision-making, so that strategies for dealing with forest fires can run smoothly (Damanik & Rahayu, 2021).

Solid coordination between officials and teams is necessary to ensure consistent information delivery, thereby supporting harmonious cooperation. Well-established coordination will ensure that all parties have access to information, which will accelerate decision-making, reduce overlapping activities, and enable the effective use of resources (Sulehu & Hayon, 2021).

These efforts demonstrate the BPBD's commitment to improving its capacity and preparedness in facing disaster management challenges. However, the effectiveness of the policy still requires optimal synergy between training, leadership, and well-organized communication.

**Table 4.** Summary of BPBD Capabilities in Muaro Jambi District

No	Indikator	Sangat Baik	Baik	Tidak Baik
1	Kelembagaan	✓		
2	Sumber Daya Manusia		✓	
3	Implementasi Kebijakan		✓	
4	Keuangan		✓	
5	Teknis		✓	
6	Kepemimpinan		✓	

Source: Compiled by the author, 2025

**Efforts made by the Muaro Jambi District Disaster Management Agency to Improve Capabilities in Forest and Land Fire Prevention and Control in Muaro Jambi District**

Improving capabilities in forest and land fire prevention and control efforts is a complex challenge, especially amid limitations such as a lack of human resources, budget, and supporting facilities and infrastructure. The Muaro Jambi District Disaster Management Agency continues to strive to optimize cross-sector coordination, strengthen human resources, improve budget management efficiency, and utilize technology.

First, optimizing cross-sector coordination, such as resource integration. Cross-sector coordination provides opportunities for many parties to work together in solving problems (Anshori et al., 2025). Cross-sector coordination in disaster management is crucial in improving the effectiveness of disaster response. This is evident in the cross-sector coordination at the Pandere Community Health Center, where evacuation routes and health teams function optimally in the pre-disaster stage (Bengan Laba et al., 2023).

Disaster management can be carried out by optimizing the workforce, equipment, and technical expertise of various agencies to fill the gaps in the Muaro Jambi District Disaster Management Agency (BPBD). The president has instructed that fire management be the shared responsibility of the BPBD, local government, TNI/Polri, and the community, working together to help mitigate the widespread impact of forest and land fires. In addition, the Muaro Jambi Regency BPBD formed a joint team by establishing a special organization designed to handle emergency situations, namely a forest and land fire task force consisting of units with clear division of tasks and responsibilities. In the crisis phase, after the governor or regent declares a state of alert, all stakeholders join the disaster task force coordinated by the BPBD as the main leader, while other related parties provide support in accordance with their respective roles and functions.

*Second*, strengthening human resource capacity. This is done by empowering the local community of Muaro Jambi Regency, involving active community participation in disaster prevention, mitigation, and response efforts. As part of prevention efforts, patrols have been carried out since the beginning of the year involving community operations, so that in the event of a fire, they can actively contribute to handling it in the field. In addition, the capacity of Muaro Jambi Regency BPBD personnel has also been increased through several training programs, including: (1) Discipline and physical training for members, conducted under the guidance of instructors from the Indonesian National Armed Forces (TNI); (2) Training in the use of firefighting equipment, held in collaboration with Manggala Agni to improve the competence of TRC members; (3) Disaster management training covering key response procedures, such as handling fires that cause haze, including oxygen administration procedures, conducted in collaboration with the Health Office. The training, which is conducted periodically, aims to improve the skills of officers, including the TRC, in facing disaster management challenges. This annual training is a preventive measure to ensure the readiness of members before they are deployed in the field. Training is key in preparing members to perform their duties well, as capacity will affect the effectiveness of task implementation and demonstrate the importance of training in improving human resource capabilities (Hadi Purwanto et al., 2022).

*Third*, Budget Management Efficiency. Budget management efficiency includes the ability to utilize resources with minimal expenditure and maximize results (Chandra Puspita, 2015). The Muaro Jambi District Disaster Management Agency (BPBD) has built a fire station in the Kumpoh area in response to the vast area that must be monitored. To improve time efficiency, considering that the firefighting process often takes a considerable amount of time, especially with unstable road conditions and frequent traffic jams on the Aur Duri Bridge, the existence of this post is very important. The main objective of this effort is to accelerate disaster response and minimize its impact, so that fires can be extinguished immediately before they spread. In addition, BPBD also optimizes the available budget to support prevention efforts, including through patrols that have been conducted since the beginning of the year, involving the community so that they can contribute to firefighting. BPBD also conducts training for TRC, disseminates information to the community through patrols and village gatherings, and manages available funds efficiently to ensure the implementation of disaster prevention and preparedness measures.

*Fourth*, the use of technology. The use of technology in forest fire prevention and control, accelerating response to emergency situations, and facilitating data collection (Rijal et al., 2023). Currently, the technology owned by the Muaro Jambi District Disaster Management Agency (BPBD) in preventing and controlling forest and land fires is by utilizing drones, monitoring *hotspots* with the assistance of the Meteorology, Climatology, and Geophysics Agency (BMKG), HT, and *water bombing* technology from the National Disaster Management Agency (BNPB). This has had a positive impact, including facilitating the prediction of hotspot locations, thereby minimizing the risk of fires and haze disasters, as well as enabling the dissemination of information to the public so that they are better prepared to deal with potential disasters. The facilities and infrastructure owned by the Muaro Jambi District BPBD are not yet adequate to handle fires <https://doi.org/10.58835/jspi.v5i3.434>

optimally. The lack of equipment and infrastructure, especially given the vast area that must be monitored, is a major obstacle in accelerating the response to fires. These limitations result in less efficient firefighting, as the BPBD must rely on limited resources to access hard-to-reach locations.

## CONCLUSION

The results of the study show that the Muaro Jambi Regency Disaster Management Agency (BPBD) is still not optimal in its ability to prevent and control forest fires. Efforts have been made but have not been optimal in resolving the recurring problem of forest and land fires in Muaro Jambi Regency. The BPBD of Muaro Jambi Regency needs to improve its resources in order to optimize its performance in disaster management. Other obstacles that are still found include vacancies in several positions within the organization. In addition, the number of workers, facilities, and infrastructure are still inadequate, and there is a lack of budget allocation.

Various efforts have been made by the Muaro Jambi District BPBD to address these challenges. In addition, there are several suggestions that can be made by researchers, namely conducting wider socialization, the need for a collaborative approach, developing a technology-based information system, and suggestions for further research to broaden the focus by applying a collaborative approach between various *stakeholders* to analyze in more depth the coordination mechanisms between the BPBD, local government, the central government, the community, the private sector, and related institutions ( ) to strengthen synergy in forest and land fire mitigation and response.

The limitation of this study is the vast accessibility of the location, which affects the data collection process and thus influences the depth of information obtained. Recommendations for further research are related to *collaborative governance*. This research is necessary because of the need for the involvement of many parties in addressing this issue. Using this approach, the research not only discusses how forest fires are handled, but also provides an overview of strategic partnerships in addressing forest fires.

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