

## **The Effectiveness of The Public Safety Center Program In Increasing Emergency Services In Tulungagung Regency, East Java Province**

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### **ABSTRACT**

*This research is intended to find out how effective this PSC program is in improving emergency services in Tulungagung Regency and the inhibiting factors in providing services to the community. This study uses a descriptive qualitative method with a deductive approach. The research data was collected using interview techniques, documentation and observation. Based on the research that has been done, the author concludes that the Effectiveness of the Public Safety Center (PSC) Program in improving emergency services in Tulungagung Regency, East Java Province has been effective enough, seen from 5 dimensions namely Production, Efficiency, Satisfaction, Adaptation and Development has been going well, although there are still some problems in terms of cross-sectoral cooperation that has not been maximized and facilities that are still not fulfilled.*

**Key words:** *Effectiveness, Emergency, Public Safety Center, Services.*

### **INTRODUCTION**

The paradigm of Public Administration continues to evolve and change dynamically along with the passage of time. In the context of administering government, Public Administration will play an important role in carrying out public services in order to prosper the country. Changes in the paradigm of public administration continue to occur and have implications for the implementation of existing public services. Old Public Management (OPA) is the most ancient form of public administration focused on bureaucratic control with binding and strict rules as instruments for implementing government politics in the regulatory system and services for the public. In its development, the OPA raises a sense of fear of the dominance of the government and the involvement of the community in the government process which will lead to arbitrary, uncontrolled and anti-democratic governance. This resulted in the emergence of opposition to the OPA, because it was deemed unsuccessful in achieving community welfare.

Old Public Management (OPA) was gradually changed by the new paradigm of the New Public Management (NPM) which aims to mediate against the neo-liberal response, especially regarding the over-domination of the government in the government process without involving the community in it.

As long as the NPM paradigm takes place it has resulted in several transformations such as strategic management, increased use of market stability control objectives, and more focus on performance appraisal. However, many of these changes have not been able to encourage the development of the public sector and improve the welfare of the country. At the same time, many of the problems that occurred during the OPA have not been resolved by NPM.

As a result, there is a demand for a new way of thinking in the paradigm of public administration which includes increasing the use of information systems networks, cooperation between the public and the private sector, the formation of innovation units, trust in the use of public management, namely the New Public Service (NPS). NPS emphasizes new efforts to promote transparency, collaboration, and participation in public and nonprofit organizations (Denhardt and Denhardt, 2000). NPS aims to pave the way for an era of collaborative innovation between government, society and the private sector, and improve the previous ideas of OPA and NPM.

Based on the NPS paradigm, effective government must prioritize community participation and cross-sectoral cooperation in meeting public demands and problems within it. Especially in the field of public services, one of

which is services related to public safety and security. The occurrence of safety and security will affect the life expectancy of the community. In this case, a guarantee of safety and security is needed for the community through the role of the relevant institution or agency.

Areas prone to conflict and disaster should pay more attention to the safety and security of their people. Like Tulungagung Regency which consists of many hills and mountains, and its location is spread to the coast of the Indian Ocean. This makes Tulungagung Regency an area vulnerable to disasters, such as landslides, earthquakes, tsunamis and so on. Referring to the statement of the Secretary of the Regional Disaster Management Agency (BPBD) Sunaryo namely, the level of disaster vulnerability in Tulungagung increased because geographically this area was surrounded by mountains and protected forests whose codes were damaged, as a result of the potential for greater disasters. Other causes of unstable soil conditions in some mountainous regions also exacerbate existing conditions

(<https://jatim.antaranews.com/berita/145615/lima-kecamatan-di-tulungagung-rawan-bencana>)

Moreover, the geographical location which consists of many hills and mountains is the cause of the increasing number of accident cases in Tulungagung Regency. According to data from the Tulungagung Central Bureau of Statistics (BPS) the death rate caused by traffic accidents tends to be high. This is happened through the late information obtained by the security apparatus and medical personnel so that the accident victims do not immediately get the right treatment. And often victims have lost their lives after arriving at the hospital or on their way to the hospital. Mortality rates from traffic accidents can be reduced through emergency treatment in medical and non-medical forms. In this case, it is very necessary to deal with an emergency that is fast, responsive and appropriate in order to reduce the fatal risk which can lead to death.

Another case the late information received by the apparatus concerned was the case that occurred in the fire department service, where this had caused the loss of 5 houses in the shopping

area in Tulungagung Regency. Material losses which borne by victims should not be too much when there is rapid and responsive handling from the fire department. The speed of the community in reporting also contributes to the handling of house fire cases because the faster the community reports, the fire will also be immediately handled by the fire department.

Based on these problems, the Tulungagung Regency Government has innovated to create a Public Safety Center (PSC) program. The PSC program in Tulungagung Regency, adopted from a similar program in the United States, namely 911. The program provides services for emergency situations, both medical and non-medical connected to the system, and integrated with several agencies in Tulungagung Regency. According to the Regent's Regulation Number 29 of 2015 Regarding Integrated Emergency Management Systems, the institution that majority involved in the PSC program are: Regional Hospital (Dr. Iskak Hospital), Police Station, Regional Disaster Management Agency (BPBD), Satpol PP, and Firefighters.

Public Safety Center service is accessed by telephone through the call center. The community will get assistance to emergency situations that threaten safety, such as traffic accidents, heart attacks, fires, natural disasters, criminalization, and so on, from various parties that correspond to the situation that is happening through the call center (0355) 320119 located in Dr. Iskak Hospital. The call center will respond quickly together by detecting the location of the caller via satellite through the monitor. Then the report will be forwarded directly to the appropriate party, whether the police, BPBD, the nearest medical office (PUSKESMAS), and other related parties, and provide an estimated time regarding the arrival of help. The use of PSC services by the community are still considered lacking.

The population in Tulungagung Regency was 1,026,101 people (<https://tulungagungkab.bps.go.id/statictable/2017/11/13/1016/jumlah-penduduk-dan-rasio-jenis-kelamin-menurut-kecamatan-di-kabupaten-tulungagung-2016.html>) This is not comparable to the number of calls made by the community,

namely 1325 calls. It has become an obligation for the people of Tulungagung regency and its surroundings to record or store PSC call center numbers, given that emergency situations continue to occur every day without being predicted.

The lack of availability of call centers that only have 3 customer services becomes a new problem when there are more than 3 calls simultaneously, there will be a delay, where the caller must wait until one of the call centers is available again. At the same time callers make calls must be in an emergency and need help immediately. The number of fake calls that occur is also an obstacle in the sustainability of the PSC program, there are still people who call just for fun or test a fairly new program in Tulungagung Regency.

This PSC call center service is also not yet free, so the public must be charged a pulse when making a call. Based on the data that got by the author's, Dr. Boby the PSC team leader said "emergency services should have free charge in providing services especially for the emergency services so that society can feel the presence of the government among the social life."

The availability of a good signal is also a major requirement in the implementation of emergency services that are fast and responsive to poor conditions. The PSC team will have difficulty in determining the location of callers via GPS, especially the southern area of Tulungagung Regency whose geographical conditions are mountainous.

The supporting operational vehicles owned by the related agencies in conducting emergency services also become an obstacle in the responsiveness and speed of service. Operational vehicles and ambulances owned by the Tulungagung Regency are limited which make not all the health center have ambulances. Moreover, when there is a fire at several different points, the fire department will be overwhelmed in taking action because they only have 2 fire trucks. This condition will also interfere the PSC officer in providing an estimated time of the helpers arrival as soon as possible according to the existing standard operational procedure (SOP).

Through the description above it can be seen that there are still many problems faced in the implementation of services in the PSC program in Dr. Iskak. Based on these problems the research questions are: how is the effectiveness of the Public Safety Center (PSC) program and what are the inhibiting factors of the effectiveness of the Public Safety Center (PSC) program in Tulungagung Regency?

**METHOD**

This study would use descriptive qualitative research and focus to the research on the Effectiveness of the Public Safety Center (PSC) Program in Improving Emergency Services in Tulungagung Regency. Research scope consist of the following dimensions:

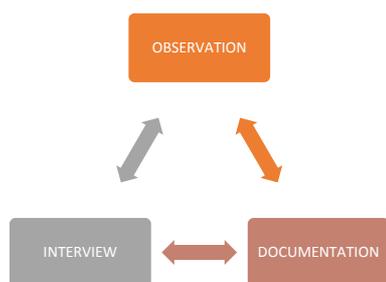
1. Production,
2. Efficiency,
3. Satisfaction,
4. Adaption,
5. Development.

In this study, researchers will obtain data through the following informants:

**Table 1 Information Source**

Information Source	Technique
Head of IGD RSUD Dr. Iskak	Purposive Sampling
Leader of PSC and TEMS team	Purposive Sampling
Operator	Purposive Sampling
Society	Snowball Sampling

Data collection was done by interview, observation and documentation study. In this study, data validity test using the triangulation method in collecting data where the researcher tested the data obtained from the resource persons with observation, interviews, and documentation can be done entirely through the Triangulation Technique which can be described as follows:



**Figure 1 Triangulation Technique**

In this study the data analysis was done when the data has been collected and then summarized to obtain the required data in accordance with the problems being studied.

## RESULT AND DISCUSSION

### 3.1 Production

The government in providing services to the community in the form of services or goods must carry out production activities wherein, production is described as the ability of the organization to produce the quantity or quality of output in accordance with the functions and demands of the environment.

The production dimension in implementing the PSC program, where the PSC provides services in the form of call center services to emergency situations that occur in the community is closely related to how quickly call takers and stakeholders respond to incoming calls and provide assistance or assistance to ongoing emergency conditions.

Based on the interviews that have been conducted from the Speed of the PSC officers and related stakeholders in providing services to the public, it can be concluded that the provision of relief is fast enough by considering the estimated distance and time available, officers can provide relief quickly and responsibly to avoid losses happen. Although the implementation of the PSC program also depends on the speed of the community itself in calling to the PSC call center, because the faster the information from the community enters, the faster the assistance can be sent to avoid the bad things that might happen.

From the number of calls and emergency cases that occurred in Tulungagung Regency in 2016 and 2017, the number of traffic accident cases that occurred in 2016/2017 was 868/769

cases and calls for requests for assistance related to traffic accidents through the call center channel PSC more than 50% of cases that existed during 2016/2017, namely: 426/459 cases. Whereas for the cases of fires that occurred during 2016/2017 100% of assistance was requested through the PSC call center channel, which was 10 cases. This shows that the success rate of the PSC program as a program in handling emergency events continues to increase.

### 3.2 Efficiency

In the implementation of the PSC program in improving emergency services in Tulungagung Regency, it cannot be separated from the use of time and utilization of existing facilities and infrastructure. The indicators of the utilization of time, facilities and infrastructure as well as the suitability of the actions of officers with the existing SOPs greatly influence the efficiency of the PSC program.

In providing services to the community related to the emergency situation there is a need for fast time to avoid undesirable things or losses, therefore the PSC unit has an estimated time estimate in providing services to the community, as well as maximum use of facilities and infrastructure in order to speed up the occurrence of emergency services.

In terms of utilization of time, facilities and infrastructure the authors point out that it has been effective because it has been running as it should, which is in accordance with the SOP that the range of 3-5 km estimated aid arrives 5-10 minutes and will continue to grow as the distance of the emergency situation occurs.

This is done in order to provide certainty of time to the people who call the PSC unit to avoid panic besides that while waiting for help to arrive the officers can also provide direction or appropriate steps to be carried out by the caller in the face of emergency situations that occur until assistance from related officials and agencies arrived.

From the results of interviews, the PSC officers were seen giving assistance quickly and precisely in accordance with the applicable SOP, by giving telemedicine or appropriate steps to the

concerned at the crime scene to avoid panic and reduce the risk of losses that could be caused by emergency situation that is happening.

### **3.3 Satisfaction**

In the implementation of the PSC program the dimensions of satisfaction can be interpreted as the benefits received by the community concerned. In this satisfaction dimension there are 2 indicators, namely: (1) Ease of Communities in Getting Good Services and (2) Community Complaints Against PSC Programs.

The implementation of the PSC program in improving emergency services in Tulungagung Regency is aimed at the people of Tulungagung Regency who are in an emergency situation. Therefore, PSC services are present 24 hours for 7 days. This aims to create a sense of security for the entire Tulungagung Regency considering that emergency situations can happens anytime. Related to the level of satisfaction with the PSC program that can provide an assessment is the community itself as a user of the PSC program services.

The PSC officers have done their best in providing services to the community by performing non-stop services for 24 hours, to ensure the security and safety of the people of Tulungagung Regency in their activities. Moreover, the PSC continues to open up to the community who want to give ideas or suggestions for the good of the PSC program in the future.

From the results of several interviews above and the author's observations in the field, the authors can point out that the services carried out through the PSC program are very easy to obtain, the community only needs to directly call 119 call center numbers and the handling is also fast and responsive. This has been quite satisfying for the community in dealing with emergency situations that occur in Tulungagung Regency. Moreover, the public does not need to worry about the costs incurred due to actions taken by the PSC and related agencies because in the Tulungagung Regent Regulation Number 29 Year 2015, it has been stated that (1) The poor are borne by the Regional Budget, (2) For insurance participants health costs are borne by the insurance in

accordance with applicable regulations, (3) for the community not participants in health insurance and considered capable of costs will be borne by the individual, and (4) in the event of a mass natural disaster the burden of service is borne by the APBD.

From the analysis above, the authors conclude that the dimensions of satisfaction with the PSC program in improving emergency services in Tulungagung Regency are considered to be quite effective.

### **3.4 Adaptation**

The ability to how far the organization or program can respond to internal and external changes is the meaning of the Adaptation Dimension in Effectiveness theory. Cross-sectoral cooperation which is an internal factor in the sustainability of the PSC program is an important factor in the running of this program because there must be a strong commitment to carry out a collaboration because each agency must have its own ego sector. The form of public response to the PSC program is also an external factor whether it is true that this program helps in emergency services that occur or not, as consumers the community has the right to provide an assessment or response to the implementation of this PSC program.

The PSC program is a cross-sectoral collaboration program to provide emergency services to the community. The main institutions that have a role in the implementation, namely, Dr. Iskak, Police, BPBD, and Damkar.

The results of the interview show that the understanding of officers and the collaboration of agencies incorporated in the PSC program is quite good and continues to be improved in order to provide the best service for the community.

Community response to the presence of this PSC program in the midst of community activities in Tulungagung Regency is an important indicator in seeing whether this program is able to adopt to changing social conditions. One of the objectives of this program is to create "Safe Communities" that can be realized in Tulungagung Regency.

From the results of several interviews and observations in the field, the authors can point out that the community response to the PSC program

carried out by the Tulungagung Regency government is very positive and helps the community in providing a sense of security and comfort in carrying out their daily activities. It is the duty of the government to be present in the midst of the community to always provide services and create a sense of security and comfort in the life of the state.

### **3.5 Development**

In the developmental dimension a program must be able to intervene in the program itself to expand its capabilities in the long run. In this case the PSC program must be able to intervene or innovate again in the implementation of the program and its members.

In an effort to improve emergency services in Tulungagung Regency, the PSC program continues to innovate in the implementation of services provided. Emergency Button is the latest breakthrough made by the PSC with the aim to accelerate access and facilitate the community, so that people who need help in emergency conditions can be handled immediately. Emergency Button is an android based application called PSC 911 KAB Tulungagung with a size of only 5 Mb.

The results of the interview above have explained that this emergency button is the latest innovation from the PSC program by utilizing the rapidly developing IT in this era of globalization.

In addition to the development in the system in the form of a PSC Emergency Button, it also has a program in developing its apparatus resources, namely by actively sending officers to Malaysia and Singapore to improve their capabilities related to call center reception and emergency treatment.

Conclusions from the results of observations and interviews conducted by the authors related to the Dimensions of Development in the PSC Program in improving emergency services are judged to have been good by continuing to innovate and improve the capabilities and capabilities of its officers.

### **3.6 Factors Inhibiting**

In the implementation of the PSC Program in Tulungagung Regency where, the PSC is a

program that provides treatment in an integrated emergency situation that involves various agencies in it, especially RSUD Dr. Iskak, BPBD, Police and Fire Department. Therefore, obstacles or constraints in the implementation must exist, but this can be minimized by continuing improvements in the future.

The results of interviews conducted by the author with the Head of the Emergency Department of the RSUD Dr. Iskak admitted that stakeholder actions were still often found that were not in accordance with the SOP for the implementation of the PSC program, thus disrupting the process of integration with other relevant stakeholders.

The incompatibility of actions with the SOP can occur due to differences in understanding between the parties involved, even though the SOP is clear. This is due to agency factors, where relevant parties still maintain boundaries between agencies involved in cooperation. All parties incorporated in a collaboration should cut restrictions that can disrupt the smooth access of an existing program.

Initiative matters in implementing collaborative programs such as the PSC must be reduced even though the intention is good but if it is not in accordance with the applicable SOP, it will disrupt the process of running a program in providing effective services to the community.

In the Production and Efficiency dimension, it will interfere with the level of success of achieving objectives in providing services to the community because the services carried out by each agency pay less attention to the duties of each agency as the result of previous interviews. to the hospital without waiting for the medical from RSUD Dr. Iskak arrived at the crime scene, of course this violates the applicable rules and SOP because it will disrupt the process of providing assistance to victims.

The bureaucratic structure, which is related to the organizational structure of the PSC Program in Tulungagung Regency, consists of the Team of Trustees, the Rapid Motion Team and the Technical Team. Based on the Tulungagung Regent Regulation Number 29 of 2015 concerning the Integrated Emergency Handling System in

Tulungagung Regency. The Team of Trustees and the Technical Team was formed by the Regent of Tulungagung, while the Rapid Movement Team was formed by the head of the health service agency, RSUD Dr. Iskak. This led to the dominance of one of the agency leaders in the preparation of the organizational structure in the implementation of the PSC Program. The culture that still maintains the top down leadership model can interfere with the effectiveness of cooperation, because in a network a collaborative role-playing program from each of the parties concerned is needed.

The PSC program in Tulungagung Regency is located on the second floor of the emergency room at the RSUD Dr. Iskak, where all the officers at the call center, who are divided into Supervisors, Call Takers, and Dispatchers, are employees of the RSUD Dr. Hospital. Iskak has received special training in the field of call centers. That way RSUD Dr. Iskak performs a dual function as a PSC and TEMS which is a continuation of the PSC Program specifically for handling medical matters.

Supposedly, the preparation of a bureaucratic structure especially SOP involves the role of all agencies or stakeholders involved in the cooperation of the PSC program to avoid conflicts or ignorance of the SOPs that have been prepared. In the Tulungagung Regent Regulation No. 29 of 2015 concerning the Integrated Emergency Handling System in Tulungagung Regency, it was stated that the task of preparing the SOP is the Team of Trustees who coordinates with all relevant stakeholders, but in practice the preparation is carried out by the Technical Team. This can disrupt the effectiveness of cooperation in the preparation of bureaucracy and integration among stakeholders in it due to lack of understanding by other stakeholders on existing SOPs.

In the implementation of service delivery related to emergency conditions that exist in RSUD Dr. Iskak is assisted by community health centers located in Tulungagung Regency. For the sake of bringing medical emergency services closer, the existing puskesmas also become PSC agents in providing services when reaching or location of people who call to PSC call centers too

far from RSUD Dr. Iskak or its location is closer to the existing health center.

Based on the results of the interview, it can be seen that the provision of services related to emergencies that should be close and fast is still hindered by inadequate facilities and infrastructure in the health centers spread in Tulungagung Regency.

Based on the data above, it can be seen that there are still a number of puskesmas that do not yet have tablets and HT or those that have been damaged. This certainly will disrupt the effectiveness of the Public Safety Center program in improving emergency services in Tulungagung Regency.

In the Satisfaction Dimension, the provision of emergency services will be given more slowly by the PSC, especially in some subdistricts where the puskesmas do not yet have the supporting facilities or infrastructure or signals used for difficult communication.

In the Development Dimension, Innovations carried out by the PSC namely Emergency Button will be disrupted or cannot run properly due to the difficulty of the signal obtained for some points in Tulungagung Regency. Moreover, this Emergency Button program relies on GPS signals in its operation.

## **CONCLUSION**

1. The results of the study related to the Effectiveness of the PSC Program in Improving Emergency Services in Tulungagung District, East Java Province are quite effective. Judging from the five dimensions it has been running effectively even though it has not been maximal. Therefore, the author considers that this program is quite effective.
2. The obstacles faced in implementing the PSC Program in improving emergency services in Tulungagung Regency are as follows:
  - a) Collaboration between various agencies incorporated in the PSC program is often not in accordance with the applicable SOP, there are still sectoral egos that are carried out in carrying out their duties which can disrupt the

integration process of cooperation in the PSC program.

- b) Unclear bureaucratic structure, which makes one of the agencies namely Dr. Iskak too dominates the PSC program.
- c) Culture that still maintains top down leadership can interfere with the effectiveness of cooperation.

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