

TRANSFORMATION OF REGIONAL FIRE SERVICES ORGANIZATION IN SERANG CITY BANTEN PROVINCE

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Abstract

Based on Law Number 23 of 2014 regarding on Regional Government, it is stated that fire is one of mandatory affairs relating to basic services in the field of public order and community protection. One of the consequences of mandatory matters related to basic services is the Minimum Service Standards (called SPM) set by the government to provide guarantees that all citizens in Indonesia will receive a minimum basic services, including in the fire sector. The institutional form of regional fire service organization is an important aspect in supporting the effective implementation of regional government duties in carrying out mandatory affairs related to basic services. Therefore, organizational transformation is a necessity that cannot be avoided, considering the various factors that influence the organization are changing so rapidly. The purpose of this research is to find out how organizational transformation occurs, to find the determining factors and to formulate a model for organizational transformation of regional fire service organization. The research method used is a descriptive method with a qualitative approach with data collection through interviews, observations and documentations. This research analyzes and evaluates the organizational structure of regional fire service organization in Serang City, Banten Province. The research results show that the transformation has been analyzed using the 4R approach (Reframing, Restructure, Revitalization and Renewal). In principle, the process of organizational transformation of regional fire service organization in Serang City, Banten Province has been carried out. This can be seen from the changes in organizational form and structure that adapt to district needs. However, this transformation shows suboptimal because it is not based on the implementation of the organization's mission, application of rules and political will. Thus, an ideal organization has not yet been achieved. A regional apparatus organization that handles the mandatory affairs related to basic services, the nomenclature, structure, duties and functions of fire and rescue services should be in an independent agency at least with the type C model.

Keywords: *Transformation, Organization, Reframing, Restructuring, Revitalization, Renewal, Extinguishing and Fire*



A. INTRODUCTION

For the administration of Government administration and Government programs and activities to the regions, both the Governor and Regent / Mayor are assisted by the Regional Apparatus Organization (OPD). Regional Apparatus is an organization or institution in the Regional Government that is responsible to the Regional Head in the context of implementing Government in the region. Regional Apparatus is formed by each region based on considerations of regional characteristics, potential, and needs.

Based on Law Number 23 of 2014 concerning Regional Government, the Regional Head is assisted by Regional Apparatus consisting of staff elements, implementing elements, and supporting elements. The arrangement of the Regional Apparatus Organization and the preparation of the organizational structure in the Regional Apparatus Work Unit (SKPD) is currently carried out based on the regulatory framework as well as the objective needs and conditions of the regional strategic environment. The formation of regional apparatus is solely based on rational considerations to carry out government affairs which fall under regional authority effectively and efficiently. (Saputra, 2017).

The division of government affairs is based on a certain pattern and is evenly distributed, with an emphasis on improving public services as a means to accelerate the realization of public welfare and the growth of regional competitiveness. Government affairs are classified into: 1) Absolute Affairs, namely government affairs that are absolutely the authority of the Central Government, including Foreign Policy, Defense, Security, Justice, National Monetary and Fiscal Affairs, and Religion. 2) Concurrent Affairs, namely government affairs that are shared between the Central Government and Provincial Regions and Regency / City Regions. 3) General Government Affairs, namely government affairs which are the authority of the President as Head of Government, which in its implementation are delegated to Governors and Regents/Mayors in their respective regions.

Concurrent affairs are expressly stated to be the basis for the implementation of regional autonomy. Concurrent affairs are divided into mandatory and optional affairs based on the principles of externality, accountability and efficiency, and certain criteria. Mandatory affairs are affairs that must be carried out by all regions. Mandatory affairs are divided into mandatory affairs related to basic services and mandatory affairs that are not related to basic services. Mandatory affairs related to basic services include: education, health, public works and spatial planning, public housing and residential areas, peace, public order and community protection and social affairs. In its implementation, mandatory affairs relating to basic services refer to the Minimum Service Standards set by the Central Government.

Government affairs in the field of peace, public order and community protection consist of sub-fields of peace and public order, disaster, and fire. Based on Law No. 23/2014 on Regional Government, it is stated that fire is one of the sub-affairs of mandatory affairs relating to basic services in the field of public order and community protection. As a group of mandatory affairs related to basic services, local governments are obliged to give priority to the implementation and budget for mandatory affairs related to basic services.

One of the consequences of mandatory affairs related to basic services is the existence of Minimum Service Standards (MSS) set by the government. The implementation of affairs guided by SPM is to provide a guarantee that all citizens will receive basic services at a minimum in the field of fire. On the other hand, it

emphasizes the need for local governments to provide adequate budget allocations for the achievement of SPM targets, as well as the prioritization of local affairs.

The institutional form of regional apparatus is one of the important aspects in supporting the effective implementation of local government duties in organizing government affairs, especially in the implementation of mandatory affairs related to basic services. Regulation of the Minister of Home Affairs Number 16 of 2020 has mandated that all regional heads of Governors, Regents and Mayors of local governments must rearrange the organizational structure and nomenclature of fire and rescue affairs at least to become independent type C agencies, as an effort to ensure that the government is committed to providing protection and security to all citizens from the threat and danger of fire.

The regional apparatus for firefighting affairs in Serang City is one of the fields in the Office of the Civil Service Police Unit (Satpol PP) of Serang City. The fire department of Serang City only has one main post to serve the entire capital city of Banten Province. The Fire Department has the main task of assisting the Satpol PP Office in fire prevention and control. This still needs to be explored in depth considering that the regional apparatus organization of the fire sub-affairs of Serang City tends to be constrained by procedures and bureaucracy because it is still incorporated in the Satpol PP of Serang City. Two mandatory affairs in one organizational structure will have implications for the performance of public services.

Referring to the background, the researcher wants to know how the form, determinants and model of organizational transformation of the fire sub-regional apparatus in Serang City, Banten Province as a government effort in carrying out mandatory affairs related to basic services. This is needed to contribute ideas in the transformation of regional apparatus organizations in the implementation of fire sub affairs and can be useful for local governments to maximize and prioritize basic services to every citizen.

B. LITERATURE REVIEW

Grand Theory

The Concept of Government

The concept of Government is a science that has been integrated from various sciences as an applied science whose object of study is the implementation of a specialized government system studying the implementation of a government system, where there are activities of government administration, government management, development management, government politics, and public services.

Government science is the oldest science, even according to the author, government problems have been present since the creation of humans on this earth. Bayu Suryaningrat said that the oldest scientific discipline is government science because it has been studied since before Christ by philosophers, namely Plato and Aristotle (Ndraha, 2011). Government Science is increasingly developing and is

increasingly functional to criticize the implementation of state governance by state institutions. Regarding Government Science, Poelje (1993) argues that Government Science teaches the procedures for optimal organization and leadership in public services. According to Brasz cited in Syafii (2013), Government Science can be defined as a scientific discipline that examines the organization and function of public government institutions, both from internal and external aspects towards its citizens.

According to Franklin D. Roosevelt in Rasyid, to know a society, look at its government (Rasyid, 1998). This means that the functions of government carried out at a certain time will illustrate the quality of government itself. If the government can carry out its functions well, the next main task according to him is how services can produce justice, empowerment that results in independence, and development that creates prosperity.

Concept of Decentralization

Decentralization is the transfer of authority from the central government to local governments to manage their own household affairs based on the initiatives and aspirations of their people within the framework of the unitary state of the Republic of Indonesia. With decentralization comes autonomy for a local government. Decentralization is actually an organizational term that is simply defined as the transfer of authority. (Syamsudin Haris 2007) In relation to the Indonesian government system, decentralization is often associated with the government system because decentralization now causes a paradigm shift in government in Indonesia.

The same thing is also expressed by Rondenelli in Domai (2011) which states that: "decentralization means the transfer or surrender of planning, decision-making or management authority from the central government and its representatives to field organizations, lower government units, public legal entities, broad or regional authorities, functional experts, or to non-governmental organizations".

The definition of decentralization is also explained by Indonesian public administration and political experts. One of them is Hendratno (2009) who defines decentralization as the transfer of government power from the center to the regions that take care of their own households (autonomous regions). The transfer of authority to autonomous regions in the form of regional autonomy is the implementation of local government, where local governments regulate and manage their own government affairs. Local governments are expected to help accelerate the realization of community welfare because with these decentralized tasks the local government can help the central government to take care of the State in their respective regions (autonomous regions).

Middle Range Theory

Public Sector Organization

According to Robbins in Khairi (2021) public sector organizations are social units that are managed consciously, with identifiable boundaries, and carried out continuously to achieve common goals that have been made before. The scope of

public sector organizations in each country is not the same. In Indonesia, various organizations are included in the scope of the public sector, including the central government, local governments, a number of companies in which the government has shares (BUMN and BUMD), educational organizations, health organizations, and so on.

Furthermore, Khairi (2021) explains that the development of the government paradigm leads public sector organizations to make adjustments based on these developments. So that public sector organizations must become more adaptive to the demands of the times, are required to be right on target, and progressive in overcoming various public problems.

Government organizations that are driven by a clear vision, mission, and strategy are expected to answer the needs of the community and serve the community and other stakeholders (Khairi, 2021). In Osborne's perspective (Osborne and Gaebler, 1992, and Osborne and Plastrik, 1997) government organizations will run more efficiently if they are driven not on the basis of rules alone, but rather on a 'mission', so that the budgeting needed is also directed at achieving the mission so that it is more controlled. The advantages of mission-driven organizations are more efficient, more effective, more innovative, and more flexible when compared to ruled-driven organizations. With this situation, it is believed that the morality of the public sector will also increase.

The vision and mission of public organizations called mission driven organizations in favor of public satisfaction includes several indicators as recipients of public services are given alternative choices to determine which service providers are the best, have the opportunity to monitor, measure and evaluate services that are useful for continuous improvement.

Organizational Transformation

The concept of transformation has been put forward by many experts in the field of government, often with the rise of the issue of bureaucratic reform, the view of transformation began to be widely discussed as one part of institutional change in government. Transformation is generally known as changing the old form to a new form. Transformation in an organization can lead to a better direction if it is well managed and supported by external parties and internal parties of the organization itself.

While in relation to government administration, the context of bureaucratic transformation has actually been put forward by Osborne and Plastrik in their book entitled *Reinventing Government* which defines reinventing as a change in the form of a bureaucratic system with an entrepreneurial system.

Furthermore, such rapid changes require an organization to take strategic steps so that an organization can develop well in accordance with the changes that occur. One of the strategic steps that an organization can take is by transforming the organization itself.

This study uses the 4R approach in assessing the transformation of public organizations proposed by Gouillart & Kelly (1995). Organizational transformation intends to fundamentally shift work patterns, culture, organization, values, and strategies in accordance with the demands of facing increasingly fierce competition. The need for organizational transformation represents a fundamental change in the relationship between the organization, its individual workers and society as a whole. Organizational transformation is related to the four dimensions of R (4R) as follows Reframing, Restructuring, Revitalization and Renewal.

Table 1. 4R Organizational Transformation

No	Dimensions	Indicator
1	Reframing (change of frame thinking)	Achieve Mobilization (Achieve Mobilization Stage), Create Vision, Build a Measurement System (Build a Work Measurement System).
2	Restructuring	Construct an Economic Model, Align the Physical Infrastructure (Integrate the Physical Infrastructure), Redesign the Work Architecture (Reorganize the Work Architecture).
3	Revitalization	Achieve Market Focus, Invent New Business, Change the Rules Through Information Technology.
4	Renewal	Create a Reward Structure (Develop a Reward System), Build Individual Learning, Develop the Organization.

Source: Goillart and Kelly (1995)

Regional Device Organization Model

Specifically for government organizations or public organizations, Goldsmith and Eggers in Martini et.al (2019) developed four organizational models as a result of the combination of network management capabilities and collaboration between the public and private sectors. The four models are: 1) hierarchy pattern; 2) cooperation with third parties (joined-up); 3) outsourcing; and 4) network (Goldsmith & Eggers, 2004).

Khairi (2021) explains that the model and structure of regional apparatus are constantly changing in line with changes in the policy of central and regional authority relations, although in general the paradigm of uniformity of regional apparatus patterns between regions still occurs. The regional apparatus model has undergone several changes, but the impression that the regional apparatus is not in accordance with the real needs and burdens in the field is still very much felt.

This research uses the organizational model approach developed by Khairi (2021). Based on the results of the analysis of the study of the characteristics of government affairs and supporting government affairs, there are 10 (ten) regional apparatus organization models put forward by Khairi (2021), namely: Simple professional organizational model, Complex professional organizational model, Divisional organizational model, Simple machine bureaucratic organizational model, Complex machine bureaucratic organizational model, Network organizational model, Regional apparatus organization for government affairs that cannot be formed regional apparatus, Regional apparatus organization for regions characterized by islands, Regional apparatus organization for large, medium, and small provinces, and Combined regional apparatus organization.

Applied Theory

The theory applied in this research will use the four stages of organizational renewal from the theory of Gouillart and Kelly (1995), known as the 4R model, namely Reframing, Restructuring, Revitalization and Renewal. Furthermore, the theory of regional apparatus organization models and modeling produced by Khairi (2021) will be the driving force to analyze the organizational structure in the context of the transformation of the fire sub-regional apparatus organization at the Civil Service Police Unit of Serang City, Banten Province. The ultimate goal of this process is to make the fire department organization of Serang City as a regional apparatus in the form of an independent agency that organizes mandatory basic services for fire sub affairs, the goal is to achieve a 100% target in providing services in every fire incident for all citizens.

C. METHOD

This research took place in Serang City, Banten Province. Data collection techniques were carried out by means of interviews, observation and documentation carried out at the Office of the Civil Service Police Unit (Satpol PP) of Serang City and the Serang City Fire Post. This research uses a type of qualitative research. The final result expected in this qualitative research is to find out and analyze based on the facts in the field related to the transformation of the fire sub-regional apparatus organization and its implications in the decentralization era so that it is useful for further research. The researcher considers that the descriptive qualitative research approach tends to be flexible which is determined by the findings during the research process and the facts found at the research location. So that the end result can explain the observed phenomenon.

D. RESULTS AND DISCUSSION

This study aims to determine the process of organizational transformation, the determinants and the transformation model of the fire sub-regional apparatus organization in Serang City, Banten Province. Especially in the transformation

process, this research focuses on the indicators of Reframing, Restructuring, Revitalization, and Renewal. The research description of the transformation process is described in depth based on these indicators.

Reframing

Reframing is aimed at the company's mind by opening the mind of the organization and injecting new visions and beliefs. In this research, the Reframing approach has not been running optimally, to reach the mobilization stage (Achieve Mobilization) requires initiative and strong encouragement in the form of political will from the regional leadership of Serang City in order to make fire sub affairs a priority. Furthermore, it can be understood that the concept of "create vision" has been carried out, but it has not been constructed into the organization ideally so that the vision and mission with the form of regional apparatus organization of fire sub affairs are not in line. Then, if you look at the Build a Measurement System dimension, there are indications that so far the regional apparatus organization of the fire sub affairs of Serang City is considered to have good performance, but not yet optimal in carrying out its duties, this can be defined in the form of activity programs that correspond to the size and targets set.

Restructuring

Restructuring is a physical reorganization to become lean and healthy and can achieve competitive performance levels as a competitive tool. In this study, the Restructuring approach was assessed from 3 elements, the first element of the Construct an Economic Model was considered not aligned with regional financial conditions where the contribution of local revenue was still low. Second, the element of "Align the Physical Infrastructure" cannot run because the integration of physical infrastructure is not realized due to the physical facilities of sector posts in each sub-district that have not been built, so they have to use one fire station to serve the entire Serang City, plus the composition of fire department personnel is still dominated by Non ASN. Third, the element of Redesign the Work Architecture is not running properly because the fire sub-regional apparatus organization is considered not free to move because it is still incorporated in the Satpol PP of Serang City. When two mandatory affairs are in one organizational structure, the work architecture will have implications for the performance of public services.

Revitalization

Revitalization is an effort to promote growth by linking the organization to its environment. Revitalization is a major factor that distinguishes the transformation process from downsizing. In this research, the Revitalization approach uses 3 indicators. First, referring to Achieve Market Focus, the fire sub-regional apparatus organization of Serang City has met the criteria in accordance with the SPM achievement report for fire rescue and evacuation services. Second, related to the element of invent new business, the fire sub-regional apparatus organization of Serang City has carried out a collaborative governance strategy in terms of operational

support for firefighting from Serang Regency when there is an incident in the capital city of Banten Province. Third, related to Change the Rules Through Information Technology is still classified as standard, there is no standardization of integrated internal work management services based on the development of Minimum Service Standards (SPM), Standard Operating Procedures (SOP) and Standard Information Technology-Based Service Systems.

Renewal

Renewal is related to the human aspect and spirit of the organization which also means instilling new skills and goals to all individuals of the organization so that the organization can renew itself. In this research, Renewal consists of 3 elements. First, the element of creating a reward structure has been carried out, but at the operational level the reward system has not been running. There is no form of reward given by the organization to Damkar members as a form of reciprocity for the performance that has been given. Second, from the perspective of Build Individual Learning, it has not been able to create a conducive environment for employees (individuals) to learn, improve competence and expertise, especially in terms of firefighting and rescue. There are still many personnel who have not participated in intensive firefighting and rescue training. Third, the indicators that inhibit the development of the organization (Develop the Organization) are the regional financial capacity and the Political Will of the regional leadership of Serang City.

Determining Factors

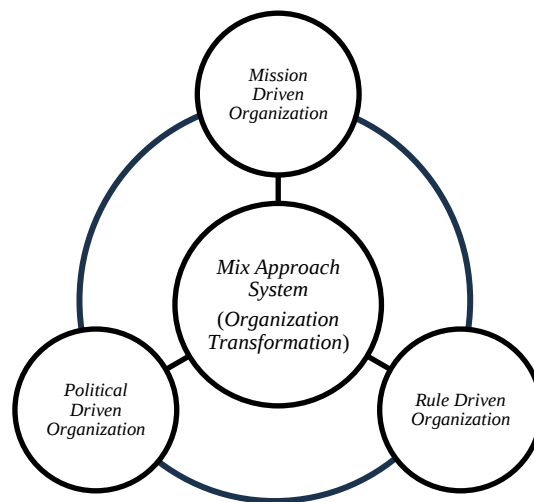
Based on the results of the discussion, it is believed that there are many factors that will be the determining factor for the rate of transformation of the fire sub-regional organization in Serang City. However, in this context, the researcher has justified it into two main important factors as determinants, namely physical factors and non-physical factors. The results of the restructuring analysis on "Align the Physical Infrastructure" show that the availability of infrastructure (physical) of the fire fighting organization is an important factor in terms of the transformation of the fire sub-regional apparatus organization in Serang City. The next determining factor is the competence of human resources members of the organization (non-physical). This can be seen from the results of the discussion that from the renewal perspective in the indicator (Build Individual Learning), it is necessary to create a conducive environment for individual members of the Fire Department to learn, improve competence and expertise, especially in terms of firefighting and rescue.

Organizational Transformation Model

The model of organizational transformation of the fire sub-regional apparatus used in this study is the Complex Machine Bureaucracy Organizational Model which is mission driven organization which is a model of organizational structure of government affairs and supporting government affairs related to the field of public order and community protection. By rule driven organization, as a regional apparatus organization that takes care of mandatory affairs related to basic services, the

nomenclature, structure, duties and functions of fire and rescue services must be in the form of an independent agency of at least type C. Mission driven organization and rule driven organization will not work without a strong drive and desire (political driven organization) from the highest policy makers in the region to make it a priority. Therefore, the combination of the three elements of mission driven organization, rule driven organization and political driven organization is a new finding that becomes a mix approach in the framework of organizational transformation of the fire sub-regional apparatus of Serang City.

Figure 1: Scheme of Mix Approach System for Transformation of Regional Apparatus Organization for Fire Sub-Division



E. CONCLUSION

The results showed that the transformation of the regional apparatus organization of fire sub affairs in Serang City, Banten Province has not run optimally. Based on the Reframing approach, the vision-mission related to fire sub affairs needs to be constructed into the organization ideally, political will is needed for the priority scale of fire sub affairs, so far the Serang City Satpol PP, especially the Fire Division, is considered to have good performance, but not yet optimal in carrying out its duties, this can be defined in the form of program activities that are in accordance with the size and targets set.

While the Restructuring approach is considered not in line with the condition of regional finances, supporting infrastructure and human resources, on the other hand, the fire sub-regional apparatus organization is considered not free to move because it is still incorporated in the Serang City Satpol PP. When two mandatory affairs are in one organizational structure, the work will have implications for the performance of public services.

Then based on the Revitalization approach, it is assessed that the fire sub-regional apparatus organization of Serang City has met the service standards for rescue and evacuation of fire victims including establishing operational collaboration

with the Serang Regency Fire Department. But on the other hand, in carrying out its duties, the standard information technology-based service system needs to be updated.

Based on the Renewal aspect approach, it shows the spirit of the organization that arises from efforts to respond to strategic issues that at the operational level the reward system has not been running from the organization to Damkar members, there are still many personnel who have not attended intensive fire fighting and rescue training.

The existing organization of the fire sub-regional apparatus of Serang City still applies the "rules-based organization" paradigm where the formation of the organization is based on regulations. To achieve an ideal and independent organization, it is necessary to consider the dimensions of mission implementation and political will in order to transform the fire sub-regional organization. Thus the approach used is a mix approach system that combines the three components of mission driven organization, rule driven organization and political driven organization.

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