Fading Bureaucratic Boundaries in Emergency Services: A Case Study of Jabar Quick Response

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Abstract. The rise of communication and technology has an impact on increasing public expectations for quality and responsive public services. On the other hand, to respond to public problems quickly, following government procedures is no longer effective and efficient. The West Java Provincial Government initiated the Jabar Quick Response as an effort to provide services, especially emergency services. The purpose of this study is to understand the implementation strategy of emergency services by Jabar Quick Response. The method used is qualitative research with a case study approach. The results showed that Jabar Quick Response provides services by fading bureaucratic boundaries. In addition, this emergency service also presents a new pattern of communication between the government and the public using ICT. This emergency service is supported by the internet and social media as a means of public complaints, as well as the involvement of the private sector and volunteers located in various regions.

Keywords: Public Services; Responsive; Bureaucracy

1 Introduction

Weber's ideal type of bureaucracy makes a major contribution to the management of government organizations. Emphasis on rules, hierarchy, and strict supervision is the rationale for realizing an accountable organization. However, when the bureaucracy faces a dynamic, heterogeneous, and problematic environment, it tends to be rigid and unresponsive. In this case, the bureaucracy becomes too concerned with procedures, is slow, and hinders progress (Usman, 2011). Then, Islamy (1998) stated that the bureaucracy experienced organization slack so that organizational resources could not be optimized to address the public interest. The rationality used by the bureaucracy to achieve goals has led to organizational dysfunction and inefficiency.

In addition, the problem is more complicated when the organization has a wide scope. There are still overlapping duties and sectoral egos. This phenomenon shows a symptom where the bureaucracy is not able to achieve its ideal type. On the other hand, the community has demanded that the bureaucracy improve its service performance. Therefore, the reform agenda is something that cannot be postponed. Bureaucratic pathology needs to be a concern to be addressed immediately.

Bureaucratic reform is carried out so that the bureaucracy is more responsive to public needs. The bureaucracy needs to use a task approach rather than a power approach (Usman, 2011). In addition, the repositioning of the bureaucracy also needs to be done by fading the boundaries of the bureaucracy, so that the bureaucracy can be more efficient and goal oriented.

In 2018, the Governor of West Java Province initiated the Jabar Quick Response to provide services related to humanitarian and emergency affairs. The Jabar Quick Response service ensures that services received by the people in West Java Province can be carried out quickly and precisely, without any bureaucratic obstacles. There are seven scopes of services in Jabar Quick Response, namely: 1) Illness and Health emergency; 2) Hunger and malnutrition; 3) Cut off access to education; 4) Inappropriate and life-threatening houses; 5) Isolated village emergency electricity; 6) Emergency Bridge; 7) Disasters.

So far (until 2021-09-20), The Jabar Quick Response has received 11,152 complaints from people in various regions in West Java Province. The complaint is sent through the Website and Social Media. This online complaint method aims to make emergency services more effective at targeting people in need. Furthermore, the handling of complaints is carried out by involving volunteers and the private sector. With the characteristics of these services, the authors are interested in knowing the implementation strategy in emergency services by Jabar Quick Response which has faded bureaucratic boundaries and involves other elements. Previously, the issue of improving bureaucratic performance to improve service quality has been widely studied, this paper is a complement that provides context for emergency services.

2 Theoretical Framework

2.1 New Public Management dan Public Services

Criticism of the bureaucracy began to be expressed after the rationalization of the organization collided with a dynamic environment. Bureaucracy is considered rigid, long-winded, and full of red tape. In the Indonesian context, problems with the bureaucracy also occur due to the implementation of overlapping inter-organizational functions, unclear coordination, unprofessional bureaucratic apparatus, and low performance (BPK RI, 2013). The implication is that the bureaucracy is not able to answer the challenges to be able to achieve its goals effectively and efficiently

The discussion about the "recipe" for managing public organizations to achieve their goals of managing the public interest has discoursed in public administration for a long time. The emergence of the New Public Management paradigm then provides views on the importance of the private sector spirit in government management (Denhardt & Denhardt, 2013). This spirit is expected to be able to change the face of the bureaucracy to be more user satisfaction oriented, which initially emphasized more on the regulatory aspect and relied on the authority of officials (Winengan, 2018). This transformation also changes the approach to power through rules to be flexible, collaborative, and dialogical (Haryanto, 2007).

The influence of the New Public Management Movement on the bureaucracy encourages planned changes so that the public sector can erode its bad image. Changes to the bureaucracy to be more in line with public expectations can be done by redesigning, reengineering, de-bureaucratization, downsizing, reforming, banishing and others (Waleleng, F. N., et al, 2019). Then, changes to the bureaucracy are directed to be able to have an impact on improving the quality of public services.

To realize user-oriented public services, voice mechanisms are also developed so that there is a balance of bargaining position between the public and the bureaucracy. In addition, efforts to accelerate the decision-making process in public services, decentralization, and delaying are carried out to cut the hierarchy. This is then strengthened by the development of ethics and service culture. In this case, culture has an important role in supporting the performance of the bureaucracy (Winengan, 2018).

As a point of view, New Public Management has contributed to the management of the bureaucracy, although in practice there is sharp criticism because it is considered to be less concerned with the values of justice, inclusiveness, democracy, and other public values. In addition, the context of the country in which this paradigm is implemented also affects the level of success in achieving its goals.

2.2 Use of E-Government in Services

The spirit of bureaucratic reform is also carried out through changes in methods or work systems based on information and communication technology (ICT) or known as e-Government. E-Government is used by the government to provide information and public services (Kemenkominfo, 2016). The use of E-Government is inseparable from the triggers that become the driving factors, including 1) Globalization which supports information disclosure and changes the role of the state; 2) Rapid advances in technology that change the pattern of human communication; 3) Increased expectations and demands of the community for quality public services (Indrajit, 2006).

In addition to being a demand, E-Government is also a necessity that cannot be postponed. E-Government offers great benefits by presenting a modern way of supporting the interaction between the government and its citizens. Then, E-Government also supports improving the quality of public services by increasing information disclosure, efficiency, and accountability. The use of E-Government is expected to be able to minimize bureaucratic obstacles.

E-Government is a universal concept, but its use depends on the characteristics and needs of the bureaucracy (Indrajit, 2006). Therefore, various types of E-Government implementation can be found at the implementation level. There is a concept of using E-Government carried out in the UK, which changes the process and system of bureaucratic work that was initially carried out partially by the agency/department through the office/service place, turned into an integrated one that is available through various channels, delivered by service providers, namely the government, private sector, as well as volunteers (Indrajit, 2006). This can be described in the image below.
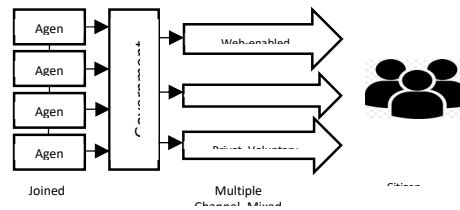
Fig 1. The vision of E-Government UK Cabinet Office Source: Indrajit, R.E, 2006

From the figure above, it can be seen that the agencies are interrelated and connected by a common portal that offers services in various ways to be further conveyed to the public. The choice of route is intended to make it easier for the public to access services. This pattern can also be used or adopted by governments in other countries, including Indonesia. In the case of Jabar Quick Response, the work system used is almost similar so the picture above can also describe the emergency services carried out by Jabar Quick Response.

To encourage the successful implementation of E-Government, there are at least three key factors, namely Support, Capacity, and Value (Indrajit, 2006). The support factor or in this

case the "political will" of the bureaucratic leader is an important element in forming a commitment to the implementation of e-government, considering that bureaucratic decisions are often determined by the leader.

Then, the implementation of e-government will not be realized without the support of capacity resources, such as financial resources, human resources, and the availability of technology infrastructure. The next factor is the value which refers to whether the bureaucracy can know the real needs of the community so that e-government can be directed to answer these needs.

3 Research Method

The research method used is a qualitative research method with a case study approach. Data collection is done by using content analysis which tries to conclude by identifying the characteristics of a message objectively and systematically. The analysis was carried out on various virtual content found on the Jabar Quick Response website and social media as well as various mass media articles related to Jabar Quick Response service activities. This research is expected to be able to explain the strategy in emergency services by Jabar Quick Response so that it becomes a piece of knowledge for the development of other similar public services.

4. Research Findings and Discussions

Public service is one of the functions inherent in government functions. Excellent public services will increase public trust so that the existence of the government becomes important and useful. Therefore, improving the performance of public services needs to be continuously improved by minimizing bureaucratic obstacles. The presence of Jabar Quick Response is one of the information technology-based public service transformation efforts carried out by the West Java provincial government. The West Java provincial government as a bureaucratic organization has mechanistic characteristics where there are limitations in absorbing information from a complex society. This limitation is what drives the West Java Provincial government to provide innovative solutions in service delivery.
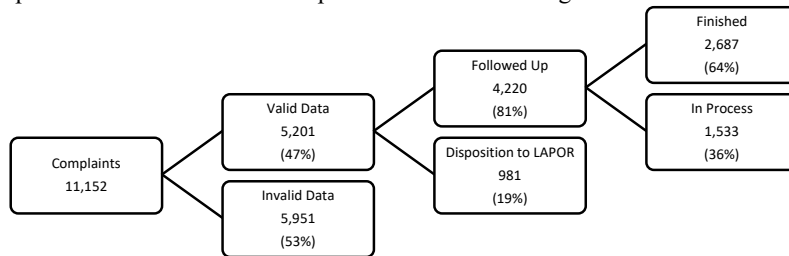
4.1 How Jabar Quick Response Works?
Associated with the emergency service performed by the Jabar Quick Response, the West Java provincial government seeks to provide a pathway interaction with the community that is easy and fast. The people of West Java who have problems within the scope of the seven service areas of Jabar Quick Response service can send reports by filling out the complaint form via the Website and Social Media (Facebook, Twitter, Instagram, and WhatsApp). Even if someone finds or knows someone else is having problems, also can help to make a report.

The stage after the report is sent is the selection by the Jabar Quick Response Team. Selection of the public report is done to ensure that cases are handled by Jabar Quick Response according to the emergency service field. In addition, cases of fake report are still a constraint so that complainants are encouraged to attach a video or photo as evidence reports. Then, the Service at Jabar Quick Response has been integrated with LAPOR! as a public service complaint channel initiated by the KemenPAN-RB and the Ombudsman.

Therefore, the people of West Java can also submit complaints via LAPOR! Which will be forwarded to Jabar Quick Response. Reports that have been selected will then be forwarded to volunteers to be verified. If it is under the criteria and is within the scope of the Jabar Quick Response service, the complaint will be handled immediately. Facing complaints that are not under the scope of service, Jabar Quick Response can dispose of complaint information to the relevant office/agencies in West Java.

From the statistical data on the Jabar Quick Response website (https://jabarqr.id/jabarqrid/statistics), up to September 20, 2021, there were a total of 11,152 complaints received. The follow-up can be seen in the image below.

**Fig 2.** Number of Complaints and Follow Up
Source: Jabar Quick Response (https://jabarqr.id/jabarqrid/statistic)

From this data, not all complaints that come in are valid information, so they are not followed up. Meanwhile, valid data will be followed up by Jabar Quick Response or disposed of to other authority holders according to their fields. In terms of service coverage, Jabar Quick Response can serve all communities in the scope of the West Java Province. Below is data on the number of complaints based on occurrence locations.

**Table 1.** Number of Responses to Complaints Based on Occurrence Locations

Source: Jabar Quick Response (https://jabarqr.id/jabarqrid/statistic)
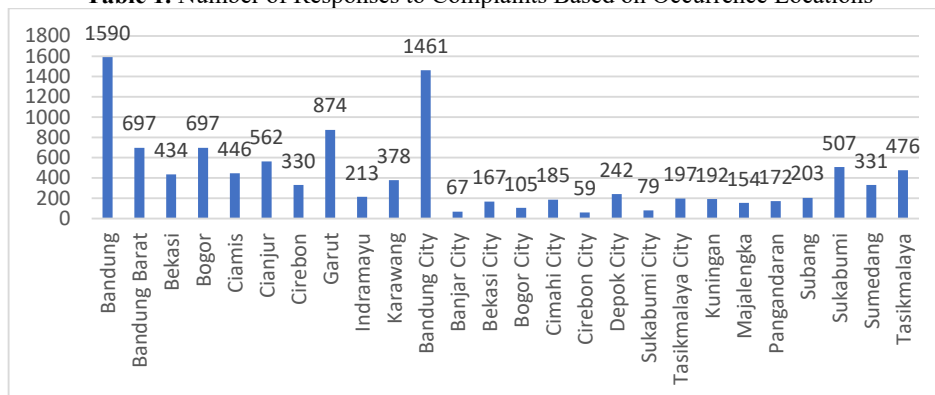
The data illustrates that the majority of complaints came from the Greater Bandung area (covering Bandung City, Bandung Regency, and West Bandung Regency). This is due to the proximity to the provincial capital. The majority of the people also know information about Jabar Quick Response services and have access to the internet and gadgets. Then, the category

of emergency that most people complain about is related to public health emergencies. Below is a chart of the number of complaints by emergency category.

Table 2. Number of Responded Complaints by Emergency Category

Source: Jabar Quick Response (https://jabarqr.id/jabarqrid/statistic)
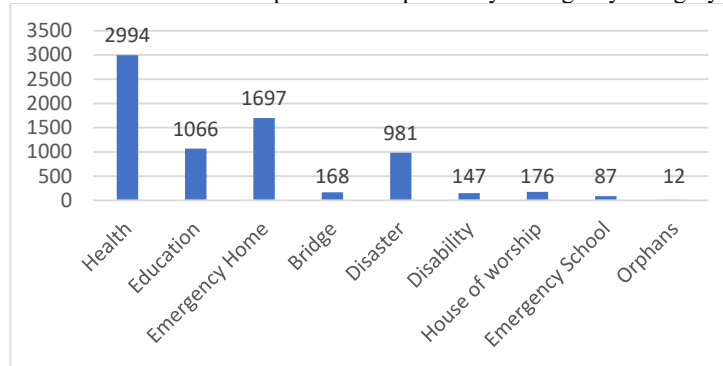
The number of health emergency complaints is also influenced by the outbreak of Covid-19 cases in West Java. On April 2, 2020, Jabar Quick Response was also assigned by the Governor of West Java to be part of the West Java Province Covid-19 Task Force which plays a role in collecting and distributing aid for handling Covid 19. In carrying out its duties, West Java Quick Response is faced with expectations and demands to provide responsive services without any bureaucratic obstacles. In realizing this, it is driven by several driving factors as well as a service delivery strategy. This will be discussed in the next section.

4.2 Regional Head Leadership

The West Java Provincial Government made an innovation in accelerating the handling of social and humanitarian problems in West Java by forming the Jabar Quick Response. This Jabar Quick Response began to be initiated in 2018 under the leadership of the Governor of West Java, Ridwan Kamil. This is inseparable from the attention and political will of the leaders in West Java towards meeting the needs of the community for emergency services.

Ridwan Kamil in an interview published on the YouTube channel JabarProvTV stated that the Jabar Quick Response is an effort to improve the state's procedures for "helping" its citizens. The role of the Governor of West Java is one of the factors supporting the presence of Jabar Quick Response to serve emergency problems. In this case, the Governor through his authority can instruct the joint management and allocate the government budget.

4.3 Joint Coordination of West Java Provincial Government

As previously discussed, the emergency services carried out by Jabar Quick Response focus on seven service areas. The seven scopes of the Jabar Quick Response service initially became the main tasks of the relevant agencies and their management was carried out separately. This pattern is an old pattern in government where the tasks between institutions have not been integrated. Jabar Quick Response offers integrated emergency services by fading bureaucratic boundaries through the Joint Coordination of West Java Provincial Government. In this forum, related agencies coordinate and cooperate cohesively to support emergency services through West Java Quick Response. This coordination allows the parties to reduce

resource gaps and contribute to the achievement of service goals to the community (Nurdin, et al. 2014).

Several agencies that are directly related to the Jabar Quick Response program include the West Java Provincial Disaster Management Agency, the West Java Provincial Public Works Office, the West Java Provincial Education Office, the West Java Provincial Health Office, and the West Java Provincial Social Service.

It is undeniable that coordination and collaboration is a difficult and complex task within and between organizations. (Gulati, et al. 2012). Therefore, the key to the effectiveness of the combined coordination of the West Java Provincial Government in Jabar Quick Response is the commitment to harmonizing movements to achieve goals. So far, coordination and collaboration in Jabar Quick Response services have been going well, this can be seen from the response and assistance to community complaints.

4.4 E-Services: Role of Website and Social Media

The fading of bureaucratic boundaries that can speed up the process of providing public services is also driven by the use of information and communication technology (ICT). Referring to Figure 1 which illustrates the integrated service system of the UK Cabinet Office using E-Government, it can be seen that there is a new pattern of communication between institutions and with the community. This pattern can also describe emergency services by West Java Quick Response, where with the use of E-Government, agencies can be connected, and the public can easily interact with the government. This ease of interaction is generated through the use of online platforms such as websites and social media.

The role of the website and social media in sending public complaints is very important because these routes are relatively easy to access by the public. Even so, the issue of inclusiveness in services as a result of the unequal availability of technology infrastructure is still a challenge that needs to be answered. In terms of dealing with these problems, the community is encouraged to have sensitivity to problems in the surrounding environment so that they can help make complaints.

4.5 Involvement of Civil Society and Private Sector

Jabar Quick Response is a technology-based service innovation that in the process involves other actors besides the government, namely civil society as volunteers and the private sector. There are currently 3,593 volunteers spread across regencies/cities in West Java whose main task is to verify complaints and participate in providing services or assistance to the community. This has become a Social Movement to help emergency problems in West Java.

In addition, West Java Quick Response in carrying out its activities also builds partnerships with the private sector and other organizations, such as PT. Upstream Oil and Gas West Java, Bank BJB, Waqf Salman, Baznas Jabar, We Care.id, Rumah Yatim, Kitabisa.com, Bikers Brotherhood, Eiger, beramaljariyah.org. This partnership is based on the principle of benefit for the community. The involvement of civil society and the private sector has had a significant impact on the realization of emergency services. Thus, in running the government, the government is no longer the only actor.

5 Conclusions

Through this research, it can be seen that in providing optimal emergency services, the bureaucracy requires new integrated ways of working and blurring bureaucratic boundaries. In addition, the use of E-Government also supports the ease of interaction between the government

and the community. This is also supported by the commitment of bureaucratic leaders to provide responsive services. On the other hand, the involvement of other actors, namely civil society and the private sector, has supported collaborative governance. Thus, the current trend of public services is centered on the community, so that the needs and expectations of the community become the main thing.

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