

CHANGES IN THE ORGANIZATIONAL STRUCTURE OF THE GRESIK DISTRICT FIRE FIGHTING AND RESCUE DEPARTMENT IN THE FRAMEWORK OF IMPROVING SERVICE QUALITY

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ABSTRACT

Bureaucratic reform and efforts to realize effective institutions with the alignment of regional apparatus nomenclature with regulations, several agencies made changes that were arranged more effectively in achieving the goals of bureaucratic reform. This study aims to describe and analyze the adjustment process for changes in the organizational structure of the Gresik District Fire Department (DPKP), as well as examine efforts to improve the quality of its services. In order to achieve the research objectives, a qualitative method was used with a descriptive approach, by taking informants from the Fire and Rescue Service in Gresik Regency. The results of the interpretive analysis can be described that the East Java Provincial Government allowed and changed the Fire Department and Community Protection at the Satpol PP Service to OPD itself or the Gresik Regency Government Type C Fire Service. There was a change in the status of the IPK (Fire Department), the Gresik Fire and Rescue Service (DPKP) made various adjustments, which included adjusting the number of HR (Officers), supporting facilities and infrastructure, as well as various collaborative activities that could assist various tasks of handling fire incidents and repair. The efforts of the Gresik Regency DPKP in an effort to improve the quality of service were carried out in various aspects, starting from increasing the number of DPKP officers, building DPKP Posts in three locations, namely North Gresik, South and West Gresik, as well as rescue services from the threat of wild animals, as well as rescue pets and livestock. With regard to efforts to improve the quality of service, it is also suggested that the DPKP can increase cooperation with the private sector to support the operational tasks of fire fighting and rescue.

Keywords: *organizational change, work adjustment, service quality improvement*

A. INTRODUCTION

When a fire occurs, its causes, scope and nature are beyond human reach (Hidayah, Saleh, & Mulka, 2020). Available technology can help provide early warning, but may not provide time for emergency preparedness and support. On the other hand, local knowledge on how to deal with fire hazards is still limited. This is because fires rarely occur and people are not prepared to face the dangers of fire (Damayanti, Sunarti & Taufiq, 2021). In this regard, the government supports the community by protecting them from hazards such as fires and earthquakes. Service is an event carried out by a person or group of people based on resources through systems, processes, and other methods to fulfill rights related to the needs of others (Damayanti, Sunarti, & Taufiq, 2021). Public services, in contrast, are provided by the government, the private sector, or public bodies with or without payment for the needs and/or benefits of the population. One of them is the service provided by the Fire Technology Implementation Unit (Nawawi, 2017). The need to protect oneself from fire hazards is a very important factor in everyday life. Workers, farmers, laborers, traders, children and students studying activities, everyone in society can live their daily lives with peace of mind.

In this regard, the regional government requires a technical implementation unit for the fire department to demonstrate good capability in meeting the needs of the community. Known as the DAMKAR, this organization cannot predict when or where a fire will occur, so it must be ready at all times to meet community needs. However, in organizational practice, there are obstacles in meeting community needs. Community service is incomplete without targeted work. Service standard is one of several factors in assessing community service. The addition of firefighters in 18 sub-districts of Gresik district and the availability of field officers who are capable of responding to fires will greatly increase the effectiveness of fire fighting services in Gresik district. Apart from the main station, there are two Fire Brigade Command Posts in South Gresik and North Gresik, but they are far apart. The PMK's two posts are in Driyorejo and Dukun districts, but the infrastructure is not very supportive. In fact, if we mention the *Permendagri 114 of 2018* as a form of minimum service standard, then each district must have its own PMK post.

The Fire and Rescue Service is a new Regional Government Organization (OPD) tasked with providing fire and rescue assistance to district heads. Previously, this OPD was under the control of the General Police Unit (Satpol PP) of the East Java Provincial Government, which agreed to combine the two OPDs into one. Based on this order, the East Java Provincial Government also gave permission to the Gresik Provincial Government to change the PP fire service and community protection service from Satpol to OPD itself or Gresik province type C firefighter post. See the *Peraturan Bupati Gresik Nomor 23 Tahun 2022* concerning Position, Organizational Structure, Duties, Functions and Work Procedures of the Gresik Regency Fire Department. This SOTK change aims to create a synergistic government organization so that it functions properly, is right on target, and is sustainable. As well as achieving an effective system by aligning local instrument nomenclature with regulations.

Several studies on improving public services or the quality of public services can be influenced by several factors, one of which is changes in organizational structure. Bureaucratic reform has also caused various government agencies and the executive within them to carry out various structural changes and streamline their organizations. Caesar et al. (2021); Darwis, Haning, and Indar (2020) argue that changes in organizational structure, especially in government agencies, have influenced efforts to improve service quality. In addition, in the research of Kobandaha, Rares and Palar (2019), Mustain (2019) concluded that organizational structure influences service quality.

Referring to the issues raised and several related findings and theories, the researchers decided to study the issue of service quality which is the mission of the Gresik Regency Fire Department after making changes to the organizational structure urgent. For this reason, researchers want to propose a topic to examine and analyze the impact of changes in organizational structure within the Fire and Rescue Service, which was originally one department with the Civil Service Police Unit (Satpol PP) become an organization. This was carried out by various adaptation efforts as a separate organization from the Satpol PP entity and the quality of service in the community.

B. THEORITICAL REVIEW

Organizational Structure Changes

Change management is an initiative and approach that is carried out in a structured and systematic manner, using means, resources and knowledge to change from the current state to a better state, to enable individuals, It is designed to help teams, or organizations, effectively minimize the impact process of change in achieving state efficiency (Mangkunegara, 2015). Coffman and Lutes (Pramesthhi, 2018) describe change management as a structured approach, which is used to help teams, individuals, or organizations change from their current state to a better one. are working on. Change management is a form of business that deals with all the consequences of company changes.

Mangkunegara (2015) explains that change management is an attempt by managers to manage change more effectively, which requires knowledge about motivation, groups, leadership, conflict, and communication. Change management are the tools, processes, and methods for guiding people on the change side of the change process, achieving the desired results, and effecting change across teams, individuals, and systems. Rivai and Sagala (2013) argue that change management is a systematically executed process that applies the necessary tools, resources, and knowledge to effect change in those affected by the process. Upgrade. At its core, change management is the process of taking a management approach of planning, organizing, directing, and directing change within an organization. Rivai and Sagala (2013) argue that change management is carried out to develop the necessary business solutions to be more successful in a more organized way through managing the impact of change on employees. I'm explaining. Davidson (Sedarmayanti, 2015) states in his book that the emergence of cultural differences within an organization affects the readiness of a well-executed change plan.

Organizations can choose one of four change management approaches: rational-empirical, prescriptive, mandatory, and adaptive retraining.

Public Service Quality

Basuki (2021) and Yusriadi and Farida (2019) explain that the quality of public services can be measured in terms of service processes and results. Since the main goal of a service is to meet the needs of its users, service providers must be able to identify the needs of their users to ensure that their services are effective and on target. The model that accurately reflects the engagement of users and public service providers in an interactive approach to public consultation is the civil charter model. According to Zauhar (Damayanti, Sunarti and Taufiq, 2021), service quality is adjustment to detail (conformance with specifications), and we regard this quality as the level of excellence to be achieved, and current sustainable management achieved will be shared. These advantages meet the needs of service users.

Public Service in the *Undang-Undang Nomor 25 Tahun 2009* Article 15 concerning Obligations of Civil Servants: Provide quality services in accordance with the principles of public service and provide services in accordance with service standards. If the organizer or executor of public services violates the provisions referred to in Article 15, sanctions are imposed in the form of a written warning in accordance with Article 54 and the provisions referred to in Article 3. disciplinary action for several months, including dismissal. The *Peraturan Menteri Reformasi Birokrasi Nomor 25 Tahun 2009* stipulates that the definition of public service is all service activities carried out by public service providers to meet the needs of service recipients and to implement statutory provisions.

Services are a response to administrative needs that are only met when service users obtain the desired product. Public services are all forms of services provided in the form of goods and services by central, regional state-owned enterprises (BUMN), and community-owned enterprises (BUMD) to meet the needs of both. used in the context of the initiative. In the context of implementing social and legal provisions (the *KEPMEN No. 63 Thn 2003*). Based on the *Surat Keputusan Menteri Reformasi Birokrasi Nomor Kep/25/M.PAN/2/2004* General Guidelines for Compiling a Public Satisfaction Index in the Service Sector of Government Agencies, Benchmarks for Assessment of the Level of Quality of Public Services In this study, service quality was measured through internal assessments by each firefighter. For this reason, the indicators used in this study refer to the concept of his work by Supriyono (2003), which is also used in Nawawi's research (2017). Brief and relevant, including Damayanti, Sunarti, Taufiq (2021); Veranita and Maolani (2018) available and affordable; can guarantee a sense of justice is acceptable; economical and efficient; and effective.

C. RESEARCH METHODS

This research was designed qualitatively with a descriptive approach. According to Sugiyono (2020) and Meleong (2016), the assumption underlying the descriptive method is that reality is multidimensional, unified and changing. Prepare detailed and revised study designs in advance and develop study designs throughout the research process. This study explores the process of post-reorganization reorganization from the East Java Satpol PP unit to its OPD in Gresik

district and efforts to improve service quality. In this study, the selection of whistleblowers was carried out from several aspects, namely the selection of whistleblowers who had worked at security guards and those who had not worked at security guards. In this study, data was collected through observation for the purposes of Fire and Environmental Rescue in Gresik Regency and its supporting apparatus and interviews with informants. Data obtained for research purposes using qualitative data analysis techniques are generally subjective. Observation of the work environment of the Fire and Rescue OPD in Gresik. This includes its support units, as well as the fire department and corporate cooperation partners. Interviews were conducted with several predetermined informants and other key persons, employees outside the fire department who have knowledge of fire fighting and fire suppression organizations in Gresik district. social media That is, data collected from various local and national social media reports on the activities of firefighters in East Java or Gresik Regency. The qualitative data analysis method is the process of analyzing non-numeric or numerical data (Sugishirono, 2020). Data analysis was performed using a descriptive approach.

D. DISCUSSION

The Gresik Regency Fire Service was established on January 18, 2022 with the appointment of Agustin Halomoan Sinaga (AP., M.Sc.). As the first Firefighter Captain in the Gresik Regency Government. Previously, the Fire Department was a part of the Civil Service Police Unit (Satpol PP) Gresik Regency. Then it was changed to the Gresik Regency Fire and Rescue Service (DPKP) based on the *Peraturan Bupati Gresik Nomor 23 Tahun 2022* concerning Position, Organizational Structure, Duties, Functions and Work Procedures of the Gresik Regency Fire Service. This is still the East Java Civil Service Police Unit OPD. The *Surat Nomor 061/21635/031.1/2021* concerning Proposals and Considerations of the East Java Provincial Government regarding Draft 2 *Peraturan Daerah Kabupaten Gresik Nomor 12 Tahun 2016* concerning the Formation and Organizational Structure of Regional Apparatuses in Gresik Regency. The East Java Provincial Government will allow the Land Office (Distah) of the Spatial Public Works Service (DPUTR) to be consolidated into one OPD. In the letter, the Provincial Government also stated that it had changed the Satpol PP Fire and Community Protection Service to OPD itself or the Gresik Government Type-C Fire Service. This SOTK change aims to create a synergistic government organization with the right function, right size and sustainability. As well as achieving an effective system by aligning local instrument nomenclature with regulations. This is an important step in fire and non-fire prevention in managing and responding to future challenges sought by the Gresik Regency government to provide superior service to the people of Gresik Regency, especially in the field of fire safety services. This is proof of the seriousness of the Gresik Regency government. Including prevention, fire fighting and rescue.

When making changes, one must first understand the importance of these changes. This form of awareness includes the perception that the organization needs improvement, the perception of the company's rapid growth, the perception that the organization is experiencing setbacks, changes in form, the nature and nature of

competition, and the emergence of change. may exist in laws and regulations and government policies. There are differences in the organizational structure as you can see on the org chart and you can see that there are many different forms of the structure. Under Satpol PP, Damkar is a work unit with two (2) Sie heads and after being designated as SKPD he has six (6) Sie heads. This shows changes with internal changes (vision, mission, strategic plan, structure, systems, procedures) and external changes (image, government regulations, geography) (Nugroho, 2008).

Table 1 Differences in Conditions of Change in Fire Fighting Organizations

Condition	Roles and Duties Under the East Java Satpol PP (DAMKAR/ PMK Unit)	Roles and Duties afterbecoming SKPD (Fire and Rescue Service)
Difference	Carry out Fire Fighting tasks in the Regency Area and other Regions according to the results of the Coordination. Take steps to prevent and anticipate fires; Carry out coordination with relevant agencies in carrying out investigations and examinations; Conduct fire protection equipment inspections; and carry out summons, examinations, investigations; Carry out other tasks given by the Head of Division and Head of Satpol PP	Provide Fire Fighting services Providing Non-Fire Rescue services at the request of the public, or verified reporting Provide and perform Fire Protection and Rescue System Inspection services Providing information services regarding fire and rescue Socialization and Education Services Related to Fire and Rescue Take steps to prevent and anticipate fires, as well as safeguard against animal disturbance or safeguard the maintenance of wild animals (raising venomous snakes) The task of saving, namely responding to reports from the public about things that are dangerous, both for the safety of humans and animals. Provide assistance in rescuing pets, livestock, and safeguarding against animal threats.

Equality	Prepare materials for the preparation of an operational pattern plan and operational plan for fire prevention and investigation Prepare extension materials for prevention and investigation of fires and carry out community empowerment in fire prevention
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Winardi (Elyasa, 2022) states that organizational change is the act of changing an organization from its current state to a desired future condition to increase its effectiveness. In accordance with Maria (Mustain, 2019), we argue that organizational change is an act of rearranging organizational components to make them more efficient and effective. Given the importance of change in a fast-paced environment, organizations must not procrastinate. Delaying means exposing your organization to a process of regression, but remember that not every change that occurs will lead to a better state of affairs.

The task of dealing with fire hazards is known to be aided by two main factors: reaction time and attack weight. However, recent research developments in Australia, England and Japan show that not only the effectiveness of firefighting depends on reaction time and the quality of direct attacks (Damayanti, Sunarti, and Taufiq, 2021), but also fire protection. This shows that the efforts that have been made have been achieved. , carry out fire hazard risk analysis and calculations when managing personnel, vehicles and equipment (logistics) determined by this risk. Panorama, Nastiti, and Anfasa (2021) conclude that disaster management, including the problem of fires, still faces obstacles in terms of policy, performance, legislation and regulations, operational mechanisms, and institutional coherence. say. It can be said that the aspect of protection has not been defined and is considered one of the basic needs of the community and local government. By bringing out the protective aspect, IPK activation is the right strategy to encourage institutional integrity. This revitalization resulted in stagnation of many strategic decisions in the field of fire fighting because the IPK status was still different in each region and all decisions were in the hands of SKPD leaders so that people's demands were quickly responded to. Much needed (still for Section Leaders, UPTD and Regional Leaders) given their inability to accommodate. The existence of a government policy in the form of a draft Decree to replace the *Peraturan Pemerintah Nomor 41 Tahun 2007* concerning Regional Apparatus Organizations will provide fresh air for Pelindo and revitalize the desired form/type of Pelindo. so you can be ready to do it. Based on the potential of each region by taking into account the needs and standards of ordinary fire fighting services. In essence, revitalization is an effort to reemphasize organizational functions in implementing a paradigm shift in the order of implementing fire fighting tasks, starting from the philosophical basis, principles, and ending with a model that has broad implications for the societal dimension.

Peaceful order of life and safety from fire disasters, therefore, this transition affects the non-negotiable need to change and reorganize the fire services management system. From a systems perspective, several aspects of the organization need to be activated in order to adapt to environmental changes that

occur. Revitalization is not only an urgent need, but also a demand for those who want to change brand management. Panorama, Nastiti, and Anfasa (2021) argue that change requires good policies and careful consideration to realize revitalization which can solve various problems. So that system activation can take responsive and adaptive steps to support the successful implementation of fire safety measures in the region.

In order for this organizational structure change to function as expected, it is necessary to support and strengthen the transformation (activation) of all elements inside and outside the company. Internally, this change is due to new policies or regulations that require changes to the structure and program of organizational activities. According to a research report published by Darwis, Haning, and Indar (2020), external changes that occur outside the organizational environment adapt very quickly so they must be anticipated and handled. On the other hand, brand management itself still faces obstacles, both political and institutional integrity. Milton J. Esman (Veranita & Maolani, 2018) states that institutional development is a perspective on planned and facilitated social change. Institutional development includes innovations that imply qualitative changes in behavioral patterns of personal and collective values and relationships (Maluegha, Sambiran, & Lopian, 2018). Innovation plays a very important role in the development of institutions. So it is a reliable generator. Starting from these two points of view, the author tends to use a modern point of view. Because the modern point of view focuses its attention on two sides. Changes to the public macro system

Table 2. Composition of Employee Distribution

Placement Location	PNS	Non PNS	Amount
1. Main Office	20	16	36
2. City Post	7	22	29
3. North Gresik Post	7	15	22
4. South Gresik Post	6	24	30
Amount	40	77	117

Source: District Fire and Rescue Service. Gresik

As in table 4.2 and table 4.3 it can also be seen that the Gresik Regency Fire and Rescue Service (DPKP) Office has a total of 117 officers, with a total of 40 (forty) ASN people divided into 11 (eleven) Structural Officers and 29 (twenty nine) ASN executors spread across the main office and fire station. As for the non-ASN apparatus of the Fire and Rescue Service, there are 77 (thirty seven) people spread across the Main Office and Fire Station.

Referring to the *Peraturan Pemerintah* proposed to replace the *Peraturan Pemerintah Nomor 41 Tahun 2007* concerning Regional Apparatus Organizations, regional governments should develop their own organizational models based on their respective types. The *Surat Keputusan Menteri Pekerjaan Umum Nomor 20 Tahun 2009* concerning Technical Requirements for Fire Safety Systems in Buildings and the Environment and Fire Safety Management Systems in Urban Areas The *Surat Keputusan Menteri Pekerjaan Umum Nomor 20 Tahun 2009* was issued by the Minister of Public Works. In this regard, various efforts to improve

the quality of service as a performance, or the performance of the District Fire and Rescue Service (DPKP). Index value that is evaluated directly by the local government, with a focus on fire safety measures as a top priority in fire fighting activities. Prevention efforts are effective, but response time of firefighters and automatic attention to fire intensity can be compromised. Indeed, this effort does not protect the palm of the hand, but at least the DPKP must be able to do even better in the future and bring change and serve its citizens through the rise of the IPK.

Table 3. Distribution of HR Duties and Potential

Post	Team A	Team B	Team C	Team D	Information
City Post	7 People	7 People	7 People	7 People	PNS 2 People
North Post	7 People	5 People	6 People	5 People	PNS 4 People
South Post	8 People	7 People	7 People	8 People	PNS 3 People

For supporting the improvement of service quality, the activity aspects in the implementation of fire services in Regencies/Cities have been regulated in the provisions of the *The Surat Keputusan Menteri Pekerjaan Umum Nomor 20/PRT/M/2009* Concerning Technical Guidelines for Fire Protection Management in Urban areas which can be explained that Fire Protection Management (MPK) is all efforts involving organizational systems, personnel, facilities and infrastructure and procedures to prevent, eliminate and minimize the impact of fires on building. This regulation is intended to create buildings, neighborhoods and cities that are safe from fire hazards through the implementation of effective and efficient fire protection management (Hidayah, Saleh, & Mulka, 2020). While the aim is to realize the readiness, alertness and empowerment of the community, building managers and related agencies in preventing and overcoming fires. With regard to this assumption, there are other guidelines for providing fire services based on Minimum Service Standards (SPM), hereinafter referred to as Service Standards as stated in the *Undang-Undang Nomor 25 Tahun 2009* concerning Public Services, are benchmarks used as guidelines for service delivery and a reference for assessing service quality as an obligation and promise of administrators to the community in the framework of quality, fast, easy, affordable and measurable services. SPM is basically the implementation of mandatory affairs as mandated in Article 11 paragraph (4) of the *Undang-Undang Nomor 32 Tahun 2004* concerning Regional Government, relating to the Implementation of Government affairs which are mandatory in nature guided by the Minimum Service Standards which are implemented in stages and determined by the government.

There are several needs in the development of the Fire and Rescue Service, including:

- a. The Need for a Fire Station. In carrying out the duties of firefighters, the needs of officers are of course the main thing. To support this, one of them is the need for sector posts and firefighter posts in each sub-district and urban village in Gresik Regency. Therefore, the Fire Station is an absolute necessity that must be available for the Gresik DPKP to meet the response time needs and include

the security and peace of the people of Gresik Regency.

- b. Fleet Needs. In dealing with a fire incident, the need for officers is of course the main thing. To support this, one of them is the need for a Vehicle Fleet which is fulfilled in every sector and sector post. The need for a Vehicle Fleet is one of the main needs in the Gresik DPKP to meet response time and include the security and peace of the people of Gresik Regency.

In carrying out the duties of the Gresik Regency Fire and Rescue Service, of course, it is facilitated with facilities and infrastructure equipment, although it cannot yet be categorized as a Security and Safety Standard in carrying out field assignments, be it Fire Fighting, Prevention or Rescue. The research report submitted by Hasanah, Rochmah, and Roesmanto (2019), that the standardization of facilities and infrastructure is intended to guarantee security, order and safety for officers in an effort to carry out their duties of saving the community from the threat of fire and other hazards.

The service performance of the Fire and Rescue Service refers to the *Peraturan Menteri Dalam Negeri Nomor 114 Tahun 2018* concerning Technical Standards for Basic Services in the Minimum Service Standards for the District/City Regional Fire Sub-Agency. In the provisions of *Surat Keputusan Menteri Pekerjaan Umum No. 20/PRT/M/2009* Concerning Technical Guidelines for Fire Protection Management (MPK) in Urban areas, it is explained that MPK is all efforts related to organizational systems, personnel, facilities and infrastructure and procedures to prevent, eliminate and minimize the impact of fires on buildings, the environment and urban. This regulation is intended to realize the readiness, alertness and empowerment of the community, building managers and related agencies in preventing and overcoming fires.

Departing from this, the problem with the Fire and Rescue Service (DPKP) is that in general there is an imbalance between infrastructure, sectoral area coverage and the quantity of existing personnel. This affects the performance of the Fire and Rescue Service as a whole. There are several problems in achieving this target, namely:

- a. The Fire Station has not yet reached the ideal condition to meet the required Response Time;
- b. Inadequate facilities and infrastructure to support the improvement of the performance of the Fire and Rescue Service;
- c. Limited water reservoirs/water supply in Gresik Regency;
- d. The need for city hydrant facilities;
- e. Limited firefighters who meet the qualifications of the Gresik Regency Fire and Rescue Service;
- f. Limited.

E. CLOSING

The Gresik Regency Fire and Rescue Service was established on January 18, 2022 as stipulated in the *Peraturan Bupati Gresik Nomor 23 Tahun 2022* which realizes Through the *Surat No. 061/21635/031.1/2021* regarding suggestions and considerations from the East Java Provincial Government regarding the second draft amendment to the *Peraturan Daerah Nomor 12 Tahun*

2016 concerning the formation and composition of the Gresik Regency regional apparatus whose content is the East Java Provincial Government allowing and changing the Fire Department and Community Protection Service at the Satpol PP Service to OPD themselves or the Fire Department type C Pemkab Gresik. There was a change in the status of the IPK (Fire Department), the Gresik Fire and Rescue Service (DPKP) made various adjustments, which included adjusting the number of human resources (officers), supporting facilities and infrastructure, as well as various collaborative activities that could support handling tasks. fire and rescue events.

The efforts of the Gresik Regency DPKP in their efforts to improve service quality were carried out in various aspects, starting from increasing the number of DPKP Officers, building DPKP Posts in three locations, namely North Gresik, South and West Gresik. In addition, the Gresik DPKP socializes Call center services and fast reporting services, collaborates with private parties, and provides education to the public regarding early fire prevention and management. It is suggested that regional leadership in Gresik Regency pay attention to the minimum service standards that can be provided by the Gresik DPKP in fire prevention and rescue, such as the fulfillment of facilities and infrastructure to support DPKP operations in carrying out their duties. It is also suggested that the DPKP can increase collaboration with private parties to support the operational tasks of fire fighting and rescue. For the private sector, it is recommended that company management can contribute to DPKP through various activities and support that can support DPKP work operations and work effectiveness.

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