# Collaborative Process Among Stakeholders in the Management of Call Center 112 Service in Semarang City

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**Abstract.** Call Center 112 is an emergency complaint service in Semarang City as the implementation of the city's role as a local OGP. The management of Call Center 112 service involves multi-stakeholders, including the local Government Unit of Work, Higher Government, social communities, and private sectors. Social communities are the most active participants in accessing Call Center 112. On the other hand, mass media and academic sectors have not taken part yet. In addition, the multi-stakeholder scheme and information system are not optimized in supporting Call Center 112 service. This study aims at analyzing the collaborative process and the appropriate multi-stakeholder collaboration scheme in the management of the Call Center 112 service in Semarang City. This research was conducted through observational studies and interviews as primary data toward stakeholders involved in this service and analyzed through a Penta helix collaboration model approach, namely optimizing 5 (five) roles: business, government, community, academics, and media. Collaborative Process in the management of Call Center 112 in Semarang City service includes face-to-face dialogue, trust-building, commitment to the process, share understanding, and intermediate outcomes. The result of the study reveals that the collaborative process in the management of Call Center 112 runs well and the multi-stakeholder scheme is appropriate, hence it has not been optimized yet because mass media and academic sectors have not actively participated in it. Therefore, in the management of Call Center 112 service, mass media can be engaged in the publication of information and performance as a bridge of communication between the society and the service provider to raise trust-building. Meanwhile, the academic sectors play a role in providing scientific insight and basic knowledge about emergency cases e.g. accidents, or fires to the management of Call Center 112. The academic practitioners are supposed to conduct studies in improving the management's performance. The local government of Semarang city requires to arrange a Memorandum of Understanding (MoU) among stakeholders as a commitment and share understanding in which all the parties are effectively involved as their duty and authority.

**Keywords:** Call Center 112 · Collaborative process · Stakeholders

## 1   Introduction

Open Government Partnership (OGP) is a new platform for implementing Good Governance models throughout the world. Indonesia along with seven other countries: The Philippines, South Africa, Brazil, Mexico, Norway, the United States and the United Kingdom, became the initial initiators of the formation of the OGP commitment, which was initially launched on 20 September 2011. In organizing OGP there are 3 (three) main principles that must be applied by the government: transparency, participation and innovation. The form of participation is carried out by involving many stakeholders, both the government itself, civil society, academia, the private sector and the media with an information technology approach prioritized. The implementation of OGP is carried out by compiling a state/city action plan to unravel the main problems that exist in the community. It is hoped that the process and results in the implementation of the OGP action plan can be carried out in an inclusive, responsive and accountable manner.

In the context of implementing OGP at the city/district/province level, the OGP secretariat facilitates by forming a Local OGP group. This group consists of local governments in all countries in the world that register to be involved in carrying out these commitments. In Indonesia, there are 5 (five) Regional Governments that have joined in the implementation of local OGP for the period 2021–2023. The local governments consist of: Semarang City, Brebes Regency (Central Java), Banggai Regency (Central Sulawesi) and West Sumbawa Regency as well as West Nusa Tenggara/NTB Province. Semarang City itself was finally chosen as a member of the OGP because of the various initiatives and innovations carried out. One of the Semarang City action plans recorded in the Local OGP is the Covid-19 information service available on the website www.sia gacorona.semarangkota.go.id which contains the Call Center 112 emergency complaint service.

Call Center 112 service in Semarang City was launched for the first time on 2 May 2018 at Semarang City Hall. This service started from the Ministry of Communication and Informatics which was then further developed in various regions. The Regional Apparatus Organization/OPD, which is the leading sector in Call Center 112 services is the Department of Communication and Informatics. The Call Center 112 policy is implemented on the basis of Mayor's regulation 20 of 2018 concerning the Implementation of a Single Number Service for Emergency Calls 112 [1]. Meanwhile, technical regulations related to the appointment of a team are through the Decree of the Head of Service Number 435.1/3076/Tahun 2018. The services handled by Call Center 112 include ambulance services, emergency services, handling fires, accidents, criminal acts, disaster events, terrorism, handling wild or venomous animals, handling fallen trees and construction damage that disrupts community activities, and handling other emergencies.

In the Call Center112 service, many stakeholders are involved, ranging from OPD, Vertical Agencies, social communities, and the private sector. Representatives of the OPD involved include: Kominfo Service, Health Office, Social Service, Disdamkan, Dishum, Disperkim, BPBD and other agencies. From the Vertical Agencies involved POLRI - Semarang City Police, Basarnas and Semarang City PMI. Meanwhile, the community members who were registered in the team consisted of: Bankom Polrestabes, FKPM Sriti Polrestabes, MIK Semar Sigap and Scouts as well as the private sector as the developer of Call Center112, namely PT Jasnita. In the initial identification of the problem, there are 3

(three) things that the author sees: 1) There is no active role of the media and universities in emergency complaint services. 2) From the first problem, the impact of the multi-stakeholder collaboration pattern has not been formed in Call Center112 services and lastly 3) the information system is not yet optimal in supporting Call Center112 services in Semarang City.

Collaborative governance approaches tend to focus on the participation of stakeholders themselves to cooperate with each other and increase oversight [2]. Collaborative governance is specifically defined as a framework that requires non-state actors to assist in the process. Referring to several similar studies that have been done before, there are similarities and differences. The form of the similar approach to collaborative governance. While the difference is in the locus of research conducted in Semarang City. Another difference in collaborative governance is related to tourism development, while the research itself is related to the management of Call Center services 112. According to the indicators in the collaborative process component in the collaborative governance model according to Ansell & Gash [2] there are 5 indicators, namely: 1) Face-to-face dialogue, where collaboration must be built with 'dialogue between stakeholders', b) Trust building, is an inseparable part of dialogue between stakeholders, c) Commitment to process, commitment to collaborate will increase with the conditions of interdependence between stakeholders, d) Shared understanding, stakeholders must be able to develop common understanding of what is achieved together, e) Intermediate outcomes, if the results and benefits of collaboration can be felt in real terms even though it is still small as an intermediate result of the collaboration process, collaboration is likely to continue. This can be a driving force in trust building and commitment to stakeholders.

Several previous studies related to this research include the implementation of government collaboration by Carmine Bianchi et al. [3]. This research discusses the models, experiences, and challenges in implementing government collaboration. Other research was also investigated in the management of local resource management in North Maluku [4] and the Command Center 112 service in the City of Surabaya [5]. Collaborative governance has positive results in establishing cooperation between stakeholders. One of the Collaborative governance research was conducted by Siti Nurulwahida et al. [6] regarding the Pentahelix Model Collaboration on tourism development in Malang City. The results showed that the collaboration between the five stakeholders succeeded in increasing the promotion of Kajoetangan Heritage tourism in Malang City. Other research about pentahelix model on tourism also was studied by Yuniningsih et al. [7]. Windiani [8] also studied about Pentahelix Collaboration Approach in Disaster Management. Collaborative Innovation Model on 112 Call Center Service were also studied by Fadoli and Warsono [9]. Meanwhile, this research was focused on Collaborative Process in the management of Call Center112 Semarang City services.

## 2   Methods

This study used descriptive qualitative research methods through analysis of the application of collaborative governance in the management of Call Center services 112. The qualitative approach in this study is based on the consideration that this approach is relevant and fits the problem to be described in the research. The data sources consist

of primary data and secondary data. Primary data sources were obtained through direct interviews with informants and secondary data were obtained from literature studies and documentation studies. While the observation activities to build understanding and provide an explanation of the phenomenon under study. Furthermore, data analysis using the pentahelix collaboration model approach, namely optimizing 5 (five) roles: private sector, government, community, academics and media. Validation of the data was done by means of triangulation of sources and triangulation of techniques. The location of the research was carried out in Semarang City with a research focus on collaborative governance analysis in the management of Call Center 112 in Semarang City. As for the informants in the research from the Semarang City Government, namely the head of the department and section for the management of aspirations and information of Kominfo, the private sector was represented by PT Jasnita, the community was represented by Bankom Polrestabes Semarang and the Indonesian Red Cross (PMI) Semarang City, the media was represented by Radar Semarang.

## 3 Results and Discussion

### 3.1 Face to Face Dialogue

The form of face-to-face dialogue is a means to build trust, commitment to the process and understanding between stakeholders in working together. A dialogue begins with the process of identifying problems, until the last one in determining mutual agreement. This model is carried out by the Semarang City 112 Call Center service. To realize this collaboration, face-to-face dialogue with stakeholders in the context of meetings and deliberation to reach an agreed consensus is a collective decision and is a shared responsibility. All stakeholders responsible for managing Call Center 112 must be conditioned to be directly involved in decision making.

According to Ansel and Gash [1], direct dialogue is needed to identify opportunities and advantages, similar to the opinion of Thomson and Perry [10] that collaboration is a process for actors who have autonomous authority to interact through formal and informal negotiations, creating rules and structures that govern relationships, how to act or make decisions on issues that will bring them together. This is a mutually beneficial interaction. The administrative structure in collaboration has a central position in coordinating, communicating, organizing and disseminating information, as well as seeking the collaborating parties to jointly manage their relationship through face-to-face and is called social coordination.

Face-to-face dialogue in the collaborative process of managing Call Center 112 services is carried out through monitoring and evaluation/monev meetings organized by the Communications and Informatics Service by involving the community of the Call Center 112 team, representing the community: Bankom Polrestabes, FKPM Sriti Polrestabes, City Information Media (MIK), Semar Sigap, PMI Semarang, Scouts, OPD Semarang City, Polrestabes Semarang and others. Discussions in these meeting activities are usually carried out to discuss the obstacles faced in Call Center 112 services. From these discussions an agreement is then formulated regarding what solutions need to be taken together. For example, regarding synergies in handling molds, validation surveys on emergency reports that enter the service. Almost all communities have regional networks

which sometimes in field surveys are carried out together, and seem ineffective. So this kind of issue becomes one of the discussions in the meeting. This same activity is carried out with PT Jasnita in a separate forum at least once every semester or at a certain momentum that requires a meeting to be held. For example, during the Covid-19 condition, because many reporters came in, the Call Center 112 service information system had an error, it couldn't be used. An urgent meeting is needed by the provider to repair the system so that it can be used immediately. Another discussion with PT Jasnita was related to various plans for developing a service information system to make it easier for the public to use and comfortable for service providers to use.

The form of face-to-face dialogue with the media is still very limited, carried out only when needed to publish activities. According to the informant, there is still fear in providing service information, especially the lack of Call Center 112. Until now, universities have not been directly involved in the service. Universities are only limited to conducting studies/research on Call Center 112 which is not coordinated with the Department of Communication and Informatics. This study is carried out on the initiative of students/lecturers in the context of research or final assignments, not systemically in an inter-institutional collaboration. Universities are the actors who have the least contribution in the collaborative process of Call Center Management 112. There needs to be a more systematic effort, providing mutual benefits so that collaboration occurs between the Semarang City Government and Universities.

In addition to face-to-face dialogue that is carried out in direct communication, there are other forms of communication through WhatsApp groups/WAG media whose membership consists of various stakeholders. This WAG was formed to facilitate coordination between Call Center 112 service providers, which are quite large in number and also cross-stakeholder. WAG is used intensively because it is easy, fast and cheap to provide information, including updates on field conditions from incoming emergency complaints to the Call Center112 service. Routine emergency conditions such as floods when it rains, road accidents, landslides in the upper Semarang area can be immediately identified by the Call Center 112 coordinator via WAG. There can also be discussed handling if these conditions occur and the anticipation that is done. This WAG is coordinated by the Department of Communication and Informatics and the author is a member of this media.

## 3.2   Trust Building

Trust Building in question is that the role of policymaking actors is not only to negotiate among fellow stakeholders but also to build trust among fellow stakeholders. Collaborative governance is a form of lack of trust between stakeholders so that it requires an attitude of mutual cooperation among stakeholders. The form of building trust in Call Center 112 consists of the process of building trust itself, the challenges faced in building trust, specific knowledge and skills. The process of building trust within the internal Call Center 112 team itself is carried out by Kominfo by forming a team by making decrees, providing service facilities and providing a small transportation budget for Call Center 112 teams from outside the Semarang City Government. The formation of the team confirmed that institutionally and representatives from these institutions were directly involved in the service, so if they handled the emergency report, it was indeed

appropriate. While the service facilities provided will improve the quality of handling which has an impact on public trust with the Call Center 112. Provision of transportation budgets will increase the enthusiasm for the service team (outside the Semarang City Government) to carry out activities. Through the various things that the Ministry of Communication and Informatics provides to the Call Center 112 team, it is hoped that trust will be built to provide better services.

The process of building trust from the service team to the community was wrong by establishing a Standard Operating Procedure (SOP) at the Call Center 112 Semarang City. This SOP policy regulates the handling process carried out if there is an incoming emergency complaint, the stages of handling, the time for completion. The steps in handling are carried out if there is an incoming complaint, then communication is carried out to check the information, valid/hoax. After confirming that the complaint is true, the officer coordinates with the community network at the emergency scene to check the condition of the latest incident. After there is field information on what needs must be provided by the Call Center 112, the operator then communicates to related parties, be it OPD/other agencies to be able to help provide handling. Another form of public trust is to arrange a picket schedule for all Call Center 112 service members. This distribution of people is carried out to ensure that all existing Call Center 112 members must be distributed at all times to provide services in the same proportion. The impact of this scheduled service is that every time for 24 h there will be a team that maintains the service and of course the community will be served well.

From the media, one form of building trust is by increasing the intensity of involvement in the service team, not just publications. This form of intensity of involvement does not have to be made into a complaint team, but can be done by helping to socialize this emergency service. By providing a lot of information through print/electronic media, the public will know where to submit if an emergency occurs in their area. Another thing, the ease of getting confirmation in response to emergency news. There are still records in this Emergency Service.

The note in the effort to build trust is the need for Call Center 112 personnel to improve their knowledge of skills in providing emergency services. What is summarized in the interview with the informant is the need for service communication skills, knowledge of emergency response and evaluation of service delivery. The need for service communication skills is important to respond to complaints in a friendly and courteous manner without regard to procedures in handling. This skill is urgent to do because it is a mandatory activity for service operators. Second, knowledge about emergency for the community. Conditions at the scene of an emergency require volunteers to be able to directly handle both victims and areas affected by the disaster. So knowledge (including skills) is needed to respond to these conditions. The last is related to the evaluation of service providers needed to find out what deficiencies currently exist. The need for repairs must be prepared so that the services provided by the Call Center 112 Semarang City are getting better.

### 3.3 Commitment to the Process

Commitment to the process in question is the commitment of the stakeholders in collaborating to be one of the factors in the success of the collaboration process. However,

carrying out this commitment is sometimes full of dilemmas. For example, stakeholders must comply with the results of the deliberation as a form of commitment, even though the decision requires joining stakeholders with different views. Therefore, commitment requires trust so that the responsibilities of each stakeholder can be carried out properly. Commitment can be strengthened by clarifying what benefits will be obtained by all participants from the collaborative process and by clearly articulating a statement of objectives that can cover all the interests of participants. Commitment to the collaborative process means developing the belief that the negotiation process has good faith in developing mutual benefits and is the best way to achieve the desired result. Commitment to the process is a consequence of the involvement of each member in the Call Center 112 Semarang City. The deliberation held in this collaboration occurred because of problems in handling emergencies in Semarang City.

The results of the study show that commitment in the collaborative process for Call Center 112 Semarang City services is closely related to motivation to be active in activities. The majority of community informants said that before joining the Call Center 112 team, they were already active in emergency handling activities in Semarang City. This is done by the community and their institutions, including Bankom Polrestabes, FKPM Sriti Polrestabes, City Information Media (MIK) Semar Sigap and PMI Semarang. By joining the Call Center 112 team, they hope that the handling of community emergencies is more extensive, systematic and optimal than the role of groups that are carried out individually. A wider range of people can take advantage of the service, more systematic in handling management, and the maximum quality of the treatment carried out.

From the Semarang City Government who became the motivation to help the community/area that was experiencing a disaster. The Ministry of Communication and Informatics is usually not able to directly handle this condition before the Semarang City 112 Call Center service is available. Another basis for playing an active role is that there are job demands (basic tasks and functions). In Mayor's regulation 76 of 2016 it is explained that one of the tasks in the field of Management of Information and Public Communication Channels is to prepare the facilitation of public communication and coordinate the management of public complaints. Another motivation is the development of a public complaint service to be more useful than the one that existed before, reported Hendi.

Community groups said that the motivation for participating in Call Center 112 activities was the desire to help the community, especially in an emergency. The analogy that is conveyed is that if the condition of the community who is affected by the disaster occurs in the family, it will definitely be difficult. This is what moves individuals to form this disaster care group which is then integrated into the Call Center 112 institutions. Second, the distribution of a proportional and disciplined schedule between the entire community also provides a basis for their own motivation to be actively involved. The majority of Call Center 112 members also work, the division of time helps the team to work optimally. Another motivation was conveyed that additional transportation money was given to community members on guard. With this money, Call Center 112 members will be more enthusiastic to attend the service. The media said that there was no special motivation to support Call Center 112. Informants said that their involvement in this service was because it was their job, namely, to cover nothing else. If certain conditions (rainy season for example) require journalists to write news (from public

information), then they will write. As for the campus, there is no direct involvement in the implementation of Call Center 112, so it cannot be explored.

### 3.4 Share Understanding

The role of policymaking actors is not only to negotiate but also to build trust between stakeholders. Collaborative governance exists to respond to the lack of trust between stakeholders, which requires an attitude of mutual cooperation. The collaborative process is in addition to negotiation/dialogue, but it is also important to build trust among stakeholders. The form of building trust cannot be interpreted as a separate phase of dialogue and negotiation, it is even attached to the function of face-to-face dialogue itself. The role of leadership is important to build trust between like-minded and conflicting parties so as to anticipate risks from stakeholder manipulation. Building trust is a time-consuming process, which requires a long-term commitment to achieve the results of the collaborative process.

Leadership is a central factor in realizing trust, which can distribute vision and build trust itself. The form of building trust is to create time and opportunity to build good relations between stakeholders by achieving short-term goals together. Gitsham and Page [11] stated that the collaboration process needs to build strong and trusting relationships between participants. Meanwhile, Thomson and Perry [10] stated that in collaboration, individual actors will show a willingness to interact in collaboration if other actors also show the same willingness. This reciprocal relationship will form trust between collaborating parties, if done repeatedly. Trust between parties who collaborate with each other provides benefits for the continuity of the collaboration itself, namely making good intentions, explicit and implicit commitments, being honest in negotiations, not taking more advantage of the opportunities that exist. In a collaborative process, stakeholders must develop a common understanding that will be achieved together collectively. This shared understanding is manifested by agreement: problem definition and relevant knowledge to solve the problem. The development of shared understanding is part of the shared learning process. The form of sharing understanding can be done by: clear mission/clear mission, define common problem/common problem definition, and identify common values. Shared understanding has not gone well, where there has not been a full understanding between the parties involved in managing the Call Center 112 Semarang City service. In a collaborative process, stakeholders still have to develop a common understanding that collectively can be achieved together.

Thomson and Perry [10] convey that the administrative dimension in collaboration is important in the relationship between the parties for mutual collaboration. The administrative structure is in the main position for coordinating communication, organizing, disseminating information and seeking the parties to collaborate with each other, managing pre-related stakeholder relationships. On the administrative side, there are clarity of roles and responsibilities of each actor, effective forms of cooperation, clarity of goals to be achieved, good coordination of tasks, the existence of formal communication channels, and monitoring of collaboration implementation. This shared understanding is related to vision, mission, goals, ideology, goals, clear directions, alignment of core values, and problem definitions.

One form of mutual understanding in the management of Call Center 112 is the value of humanity in people's lives. This human value is then realized in the form of mutual assistance between stakeholders in internal services in emergency conditions. To ensure a common understanding to strengthen the ties of volunteerism, it is necessary to support efforts with a clear division of roles. The form of the division of roles is illustrated by the ratification of the Call Center 112 team structure by the Ministry of Communication and Informatics. The next mechanism is the distribution of schedules for officers who receive community reports. It is important that there is a shared understanding this will provide benefits such as faster handling, more organized, structured reports with a clear flow. Apart from that, communication is also smoother between the stakeholders involved.

## 3.5   Intermediate Outcome

The temporary impact during the collaborative process will result in feedbacks. The expected form of feedback is a form of positive feedback, which is called 'small-wins' or a temporal property. This small win will increase the expectations of the actors in the collaboration to increase mutual trust and commitment. Intermediate outcomes, according to Ansell and Gash are small wins, strategic plans and joint fact finding [1]. Small wins, which means small wins occur before a big win is achieved. This small wins are an intermediate goal before arriving at the final goal in collaboration in managing the Call Center 112 Semarang City. This temporary impact is the success of a collaboration that can be felt directly even though it is still small as a result of handling emergencies in Semarang City.

The temporary impact on the collaboration in the management of Call Center 112 Semarang City is shown by the increased public trust in complaints submitted through this service. Emergency complaints statistics show a significant increase from its initial launch in 2018 with the number of incoming complaints as much as 83,122 in 2018. During the following year the number of complaints decreased to 77,144 in 2019, and 42,869 in 2020. The large number of complaints illustrates the community's need for services. Call Center 112. Furthermore, the handling trend data show better performance of the complaint manager in terms of timeliness. Better emergency handling will increase public confidence in using it. One of the results created is security and comfort in the community.

Another temporary result was obtained by the internal team of Call Center 112, adding to the network between community actors and cross-stakeholders. Communities who previously had very little information about government policies, each OPD's authority in handling complaints, as well as people who were responsible for handling conditions now understand and know directly and even work in a team. In addition, cross-community, cross-departmental organizations and agencies also finally get to know each other in this service. People who previously did not know how to donate blood at cri Semarang City, reported cases to Semarang City Police, reported if a tree fell on the road, contacted if there was a fire in a building, now they know and can solve it together at the Call Center 112. This result indirectly provides additional optimism among the Call Center 112 team to be better in providing public services. What still needs to be improved in expanding the network of actors is to further activate the involvement of

the media's role in the team and invite universities to join and contribute as part of the stakeholders in Semarang City.

## 4   Conclusion

Based on the research that has been done, the conclusions obtained are the actors involved in the collaboration of Call Center 112 services under study are based on the pentahelix theory, namely: government, private sector, community, universities and the media. Universities are actors who are not directly involved in organizing Call Center 112. Meanwhile, media actors have not been actively involved in the service, only socializing when necessary. The collaborative process in the management of Call Center 112 services has fulfilled the five indicators, where the aspect of face to face dialogue with communication is carried out regularly between local governments, socials communities, the private sector face to face and online. Specifically, virtual communication is carried out through WhatsApp Group/WAG for routine coordination between stakeholders. Aspect of Trust building, the collaboration carried out in the management of Call Center 112 in building trust by ensuring that every report from the community can be completed according to the SOP, which is $1 \times 24$ h, then providing facilities and transportation fees for volunteers. The aspect of commitment to process is indicated by the picket schedule made by the Semarang City Diskominfo. The absence of a barrier between the government and the community is also one of the commitments agreed upon with the stakeholders involved. This collaboration process also has a shared understanding that is agreed upon, namely based on humanity, helping, helping communities in need of emergencies. In addition, there is a common understanding regarding the given picket schedule. Intermediate outcomes in the collaborative process that have been carried out are temporary results that are felt, increasing of public trust, in addition to making the security of the city of Semarang guaranteed, there are no major emergency cases that take a long time not to be handled. In the last 3 years, handling trend data shows better performance in terms of timeliness. Better handling of emergencies will increase public trust and create security and comfort in the community. Generally, the collaborative process in the management of Call Center 112 runs well and the multi-stakeholder scheme is appropriate, hence it has not been optimized yet because mass media and academic sectors have not actively participated in it. Therefore, in the management of Call Center 112 service, mass media can be engaged in the publication of information and performance as a bridge of communication between the society and the service provider to raise trust-building. Meanwhile, the academic sectors play a role in providing scientific insight and basic knowledge about emergency cases e.g. accidents, or fires to the management of Call Center 112. The academic practitioners are supposed to conduct studies in improving the management's performance. The local government of Semarang city requires to arrange a Memorandum of Understanding (MoU) among stakeholders as a commitment and share understanding in which all the parties are effectively involved as their duty and authority.

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