

Conference Paper

The Challenges and Benefits of Co-Production Models in Public Services in Makassar City

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Abstract.

This study aimed to develop a recommendation model for the co-production of public services based on community shelters, involving collaboration between the government, community organizations, NGOs, shelter leaders, and the private sector in Makassar City. The objective was to improve the quality and accessibility of public services by utilizing the knowledge and networks of service users. The study utilized a qualitative approach, including observation, document review, and interviews with key informants from the local department of Women's Empowerment and Child Protection and shelter administrators. The data analysis followed a qualitative method involving data organization, selection of analysis units, identification of categories and themes, analysis and interpretation, verification, and reporting. The results and discussions present a recommended model for the co-production of public services in community shelters in Makassar City, emphasizing the need for social readiness, effective communication, and trust-building among stakeholders. The study also highlights the challenges of implementing co-production, such as conflicting interests, complex coordination, and the importance of understanding the behavior and motivations of the involved actors. The proposed model aims to enhance collaboration between the government and community to provide sustainable solutions to shelter-related issues and improve the well-being of residents.

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1. Introduction

Law No. 25 of 2009 concerning Public Services bases public services on the principles of equality, fairness, certainty, transparency, participation, accountability, and professionalism. The main objective of this law is to ensure that every citizen has the guaranteed right to obtain quality public services and meet their basic needs. This paradigm shift shifted the focus from a centralized administrative approach to a more service-oriented approach to the community. In this new paradigm, the government is expected to be a service provider that is responsive and oriented towards the needs of citizens. The implementation of Law No. 25 of 2009 encouraged efforts to improve the quality of public services in Indonesia. Some of the steps taken include

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improving regulations, simplifying procedures, utilizing information technology, training, and developing human resources, as well as strengthening complaints and dispute-resolution mechanisms.

This law emphasizes the importance of community participation and its active role in the administration of public services. Communities are considered partners in development and public services, not just passive recipients. In this context, collaboration among government institutions, communities, and other stakeholders is important. This involves dialogue, collaboration, and involvement of all relevant parties in the design, implementation, and evaluation of public service programs. Other stakeholders, such as non-governmental organizations, the private sector, and local communities, also play a role in providing valuable contributions and suggestions for creating better public services. With the creation of shared values and collaboration between stakeholders, it is hoped that better synergies will be created, with effective use of resources and increased sustainability of public service programs. This can also increase accountability and transparency in the delivery of public services, and provide space for innovation and continuous improvement. In this context, the government, as a provider of public services, acts as a facilitator and coordinator, and drives collaboration between stakeholders to achieve common goals in improving the quality and accessibility of public services.

Co-production is a new approach in public administration that is considered an alternative to the traditional paradigm of public administration. According to Osborne, Strokosch, and Radnor [1] The co-production approach recognizes that public services are not only the responsibility of the government, but also involve the active participation of service users and their networks. This approach argues that public service users have valuable knowledge, experiences, and perspectives that can contribute to improving the quality of public services. Kekez [2] recommends that co-production can be expanded through the application of discretion in service delivery. By involving service users and other actors in the decision-making process, decisions can be made more responsive to the needs and preferences of service users.

In co-production, the government and service users work together to plan, design, and implement public services. Service users are not only passive recipients but also partners in the process. The government recognizes and leverages the potential of knowledge, experience, and network of service users to create better and more relevant solutions. The Family Nurse Partnership (FNP) program in England is an example of how partnerships with the community and the role of nurses can provide significant benefits in improving health and family life David Olds, [3]

The main advantage of the co-production approach is the improvement in the quality of public services that is more in line with user needs. By actively involving service users, public services can become more responsive, relevant, and effective in meeting the needs and expectations of the community. In addition, co-production can increase trust, participation, and shared responsibility between the government and community.

However, it must be acknowledged that the implementation of co-production also faces challenges such as managing conflicts of interest, coordination between stakeholders, and capacity building. It requires a clear framework, effective communication, and active involvement from all concerned parties to carry out an effective co-production approach. Research by Fledderus, Brandsen, and Honingh [4] highlights the importance of understanding the motivations and behaviors of public service actors and the challenges associated with co-production. In building effective co-production, awareness and efforts must be made to overcome uncertainty, strengthen inclusion, increase trust, and respond to the results. The coproduction approach provides an opportunity to improve the quality of public services by utilizing the knowledge and network of service users. This is an important step in improving and modernizing public administration to address the demands and changes in an increasingly complex society.

Regarding the concept of co-production in residents' shelter programs, it is important to recognize that optimal collaboration depends not only on the relationship between the government and the community in producing services, but also on the readiness of each actor. The success of co-production depends not only on the structure of the collaboration but also on the quality of the relationship between all parties involved. Building high-quality relationships requires social readiness from the government, community, and other actors involved in the program. Social readiness includes understanding, trust, and commitment among the actors. Each actor must have a good understanding of the goals, roles, and responsibilities of the residents' shelter programs.

In the context of shelters, co-production can involve residents as partners in designing policies, programs, and projects related to housing and handling social problems related to shelters. Through the active participation of citizens, co-production aims to ensure that decisions are taken, and the services provided are in accordance with the needs and aspirations of the community. In its implementation, the co-production of residents' shelters in Makassar City involves various actors, such as local governments, community organizations, non-governmental organizations, shelter heads, and the private sector. Collaboration between these parties is important to achieve the common goal of providing sustainable solutions to shelter issues and improving residents' welfare. In addition, co-production in residents' shelters in Makassar City does not fully involve the

use of local resources, such as local knowledge, skills, and wisdom in designing and providing services. This can strengthen community involvement and provide appropriate and sustainable solutions for dealing with shelter issues.

The challenges of implementing co-production in residents' shelters in Makassar include differences in interests and perspectives between various stakeholders, complex coordination, and building trust between all parties involved. It is important to recognize the characteristics and behaviors of each actor involved. Each actor has a different interest, motivation, and need. Recognizing this can help develop communication strategies, build good relationships, and overcome potential conflicts that may arise during the collaboration process. Therefore, before starting co-production in the residents' shelter program in Makassar, it is important to make adequate preparatory efforts.

This study aims to build a recommendation model for the co-production of public services based on residents' shelters in Makassar City, which was found from initial research observations to be able to run ineffective.

2. Methods

This study discusses a recommendation model for the co-production of residents' shelter-based public services in Makassar City. Research is analyzed using a qualitative approach because it sees social phenomena in a complex, dynamic, and meaningful way Sugiyono, [5]. Researchers made observations, reviewed documents, and interviewed informants at the Makassar City Women's Empowerment and Child Protection Office and residents' shelter administrators from various urban villages. This research focuses on the co-production recommendation model for residents' shelter programs in Makassar City. The data collected in this study refers to the research focus on public services in residents' shelter programs in Makassar City. Data collection, according to Yin, consisted of six sources: documents, archival records, interviews, direct observation, participant observation, and physical devices. Informants in this study were determined using purposive sampling by adjusting information about government and community cooperation in public services.

The data collection technique used in this study was qualitative research techniques, namely, through observation, researchers conducted in-depth interviews and document reviews. In the qualitative data analysis method developed by John W. Creswell [6] used several stages, namely, data organization, which involves collection, transcription (if needed), and organizing data obtained from research. Data can be collected in the form

of interviews, observations, or documents. Selection of units of analysis: At this stage, the researcher selects the data units to be analyzed in depth. The units of analysis can be words, phrases, sentences, or other pieces of data that are relevant to the research question. Categories and themes: The researcher identified categories and themes that emerged from the data. Categories are more general groupings, whereas themes are patterns or meanings revealed from the data. This process involves reading and thoroughly rereading the data to identify emerging patterns. Analysis and interpretation: The researcher analyzed and interpreted the data using appropriate approaches, such as thematic analysis, narrative analysis, or phenomenological analysis. At this stage, the researcher examined the meanings and relationships between the categories and themes that were identified. Verification: This stage involves verifying the results of the analysis by returning to the original data, triangulating with other data sources (if any), or collaborating with other researchers to ensure the validity and reliability of the analysis results. Reporting: The last stage reports the results of data analysis. The researcher prepared a research report that included findings, interpretations, and conclusions based on the qualitative data analysis conducted.

3. Results and Discussion

The results of this study present a model that should be recommended in Makassar City Public Service Co-Production, especially for the protection of women and children. The development of this model was based on the results of a discourse between the reality of the realization of the residents' shelter program in the city of Makassar and optimizing the social capital they have in improving their services. The theoretical framework and concept of coproduction from the perspective of public administration can be an alternative solution for realizing community-based protection services for women and children.

Based on this research analysis, it is recommended that for co-production, as stated by Ostrom [7] and Loeffler , it is necessary to add a new stage, namely co-decision-making. This is because what was planned or designed together was not fully realized, and some even did not come true because the decision-making authority only rests with the PPPA agency. There should be joint decision-making as well as in the formulation of the program, such as decision-making in the village through village meetings. Likewise, in terms of evaluation, a joint evaluation is needed to further make a joint decision regarding whether annual accountability is accepted or rejected. Co-decision making is important in the participatory approach process. This is similar to the results of

Latulippe, N., & Klenk, N. [8] research which emphasizes that the emergence of a participatory approach in development planning, the decision-making process needs to be reconsidered. New procedures are needed that enable fast and reliable decision making with the involvement of multiple stakeholders and decision-making groups.

The findings of this study are in line with those of Merrickova et al. [9], who stated that such participation is related to political, social, and community dimensions. Through participation, citizens can directly or indirectly help public processes to become more transparent and efficient. This allows the public to investigate, understand, and contribute to and control the decision-making process. Likewise, Freeman's argument [10] emphasizes that citizen participation along with other stakeholders in decision-making processes regarding public services can be achieved at the local level through citizen representation in local councils and their participation in decision-making processes and citizen consultations on specific issues. For public services, and the involvement of citizen advisory committees, thereby creating a high level of accountability and transparency for governance. The importance of the community in decision making is also a public demand. As explained by Stelzle et al. [11], in recent years, there has been increasing interest in participatory approaches to development. The public demands direct involvement in development projects, not only at the level of outreach and information provision. The community is asked to be able to actively take a role in the whole process as co-creators and decision makers. Therefore, it is necessary for the government to involve the community in every stage of development projects for the public, especially large-scale projects.

Meanwhile, as stated by Putnam [12], it is necessary to add new social capital, namely social entrepreneurship. This is so that, in the development of the shelter program, residents can make the shelter independent and have an impact in the form of change in the community. To optimize networking, social entrepreneurship is needed to collaborate and optimize the potential towards independence.

In practice, social entrepreneurship has become an important part of public organizations, including public services. Lewis [13] and Waddock and Post [14] argue that social entrepreneurship in the public sphere has received much scientific attention, especially regarding the leadership of public organizations or the development of public policy (King & Roberts, [15]). Proponents of this approach argue that social entrepreneurs possess several leadership characteristics, namely significant personal credibility and the ability to generate follower commitment to programs by framing them in important social values, rather than purely seeking economic gain. As for the advantages, as stated by Certo and Miller [16], namely, more concern with creating social value, performance

measures for social entrepreneurship are less standard and more special for certain organizations.

In practice, social entrepreneurship involves recognizing, evaluating, and exploiting opportunities that generate social value, namely, the basic and long-term needs of society. Social value is not related to profit but involves meeting basic and long-term needs such as providing food, water, shelter, education, and health services to people in need Austin, Stevenson, & Wei-Skillern, [17]. Therefore, in the application of social capital to residents' shelters, according to Leadbeater [18], social enterprises begin to mobilize other people towards social goals using their social networks. As for the administrators of the residents' shelters, as part of a social entrepreneur, they must have a sharp understanding of social needs and then fulfill these needs through creative organizations. The focus on social values is consistent across various definitions of social entrepreneurship

Based on the findings regarding the weaknesses found in the field, as described above, and illustrated in the existing model shown in the following figure, the recommendation model for the co-production recommendation model for residents' shelter-based public services in Makassar City is as follows:

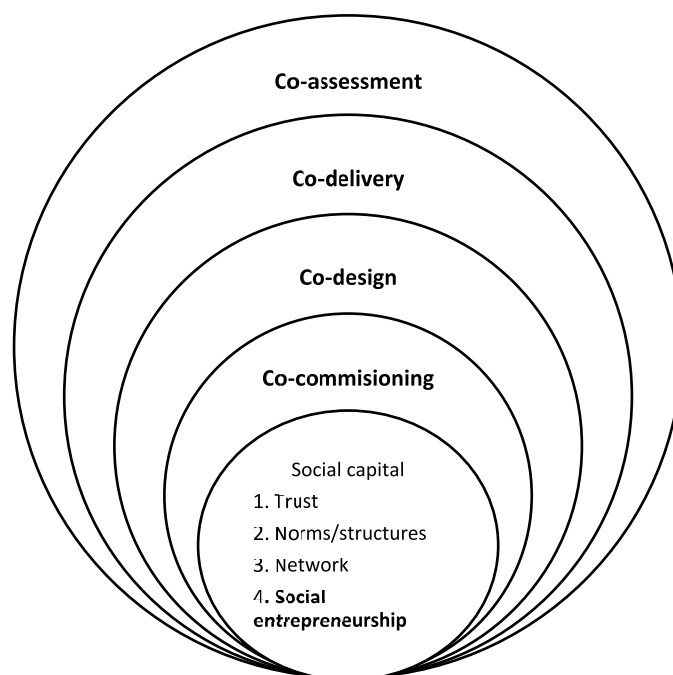


Figure 1: Recommended Model.

Recommended model that can be used as a co-production model for public shelter-based public services in Makassar City:

1. The City Government of Makassar facilitated the residents' shelter forum to redesign the concept of residents' shelters by emphasizing duties and authority, especially in decision-making at each stage, both during planning, designing, implementing, and evaluating.
2. The Makassar City Government, together with all stakeholders related to the protection of women and children, formulated a sustainable prevention program by taking an empowerment approach and optimizing the APBD budget for its optimization.
3. The PPPA Office of Makassar City, together with the urban village government, is important for formulating a concrete legal standing so that residents' shelters have a legal entity that can make it easier to partner with other parties, such as the private sector and NGOs.
4. The Makassar City PPPA Office must make efforts to increase the capacity of residents' shelter administrators, especially in optimizing social capital to improve women's and children's protection services.
5. Residents' shelters must increase the capacity of their administrators so that they can plan and design programs, implement programs, and conduct evaluations with multiple stakeholders in the ward.
6. The Makassar City PPPA Office, together with residents' shelters, NGOs, and village heads, held meetings to discuss the concept and practice of developing social entrepreneurship in residents' shelters.
7. Encouraging residents' shelters to be more creative and innovative in optimizing the potential of social capital in improving services and optimizing networks for independent shelter operations.

The approach taken in this study, which integrates co-production, social capital, and social entrepreneurship, brings together several theoretical perspectives and concepts to address the protection of women and children in the public service context. The addition of a new stage called co-decision-making recognizes the limitations of centralized decision-making authority and highlights the need for joint decision-making in all stages of the co-production process. This aligns with the theoretical framework of co-production in public administration, emphasizing the inclusion of citizens and various stakeholders in the decision-making process.

The research findings align with existing literature on citizen participation and decision-making processes. It emphasizes the political, social, and community dimensions of participation, allowing citizens to contribute to, understand, and control the decision-making process. This is in line with the argument put forward by researchers like Latulippe and Klenk [8], who highlight the importance of reconsidering the decision-making process in participatory approaches to development planning. This research emphasizes the need for transparency, accountability, and citizen involvement in decision-making, which are essential for the effective co-production of public services. Sørensen and Torfing [19] discussed the concept of collaborative innovation in the public sector, which involves engaging citizens and stakeholders in decision-making to enhance the effectiveness and responsiveness of public services. This research recognizes the importance of citizen participation in co-production, as it allows for diverse perspectives and expertise to be taken into account, leading to more informed and inclusive decision-making. Warren and Pearse [20] focus on democratic theory and public deliberation, emphasizing the role of citizens in shaping public policies and decisions. They argue that citizen participation and representation are crucial to the legitimacy and quality of democratic governance. The recommendations from this study, such as the inclusion of a co-decision-making stage and involvement of various stakeholders, are in line with these theoretical perspectives and contribute to the advancement of citizen-centric decision-making processes in public services.

The integration of social capital in this study provides a theoretical basis for enhancing the effectiveness and independence of residents' shelters. As outlined by Putnam [12], the concept of social capital emphasizes the importance of social networks, trust, and collaboration in achieving social goals. By optimizing social capital through social entrepreneurship, this research suggests that residents' shelters can become independent and have a greater impact on the community. The theoretical foundation of social capital supports the argument that social entrepreneurship can mobilize individuals and their social networks to creatively fulfill social needs.

This research highlights the significance of social entrepreneurship in public organizations and services, particularly in terms of creating social value and meeting the basic and long-term needs of society. The research on social entrepreneurship Mair and Martí [21] highlights its significance in the realm of public organizations and public services, particularly in terms of creating social value and addressing the long-term needs of society. These studies contribute to the understanding of social entrepreneurship as a means of effectively generating social impacts and fulfilling social needs.

Nicholls et al discuss social innovation and its role in reconfiguring markets. They argue that social entrepreneurship blurs the boundaries between social and economic sectors, enabling new ways of creating and capturing social value. The research emphasizes the importance of recognizing opportunities to address social issues and leveraging networks and resources to bring about positive change. In the context of shelters, the application of social entrepreneurship principles can enhance the independence and effectiveness of these services by focusing on social values and optimizing networks for shelter operations.

Mair and Martí [21] explored social entrepreneurship research as a source of explanation, prediction, and delight. They highlight the growing interest in social entrepreneurship as an academic field and its potential to contribute to both theory and practice. The findings suggest that social entrepreneurship in the public sphere has received attention in terms of leadership, public policy development, and social impact. By integrating social entrepreneurship principles into public organizations and services, such as residents' shelters, this study proposes that social value can be generated and social needs can be effectively fulfilled. Theoretical studies of social entrepreneurship contribute to the understanding of how social value can be generated and how social needs can be effectively fulfilled in the context of public organizations and services. By adopting social entrepreneurship principles, such as those proposed in this research, residents' shelters can enhance their independence, effectiveness, and ability to address the protection needs of women and children in Makassar City.

This study integrates theoretical studies on co-production, citizen participation, social capital, and social entrepreneurship to propose a model for improving the protection of women and children in the public service context of Makassar City. The incorporation of these theoretical perspectives strengthens the novelty of the research and provides a theoretical basis for the recommended actions that aim to enhance decision-making processes, involve various stakeholders, optimize social capital, and foster independence through social entrepreneurship.

4. Conclusion

The recommendation model offered is by adding one stage to co-production, namely Co-Decision Making, and social capital is added with social entrepreneurship. Adding a Co-Decision-Making stage to the recommendation model means that users or consumers are actively involved in the decision-making process regarding the recommendations provided. This means that the recommendations provided are not only

based on algorithms or predictive models, but also consider user preferences, needs, and participation in decision-making. In the context of social capital, adding social entrepreneurship means integrating its principles of social entrepreneurship into the recommendation model. Social entrepreneurship involves the use of business principles to create a positive social impact. In the context of recommendations, this can mean prioritizing recommendations that support social goals or direct users toward products or services that provide broader social or environmental benefits. By incorporating shared decision making and social entrepreneurship into the recommendation model, the goal is to provide recommendations that are more relevant, sustainable, and respect user preferences and participation in decision making. This can help build stronger relationships between service providers/recommendations and users and create a positive social impact through the recommendations provided.

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