

## **Planning Together (co-commissioning) the Residents' Shelter Program in Makassar City**

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### **Abstract**

One of the ways to improve the quality of public services is by facilitating and bringing services closer and presenting potential knowledge of service users and their networks. The resident's shelter program exists as an effort to bring services closer and easier to the community, especially to women and children who experience violence. This study aims to analyse the co-commissioning of the Makassar City residents' shelter program. Qualitative methods were used in this study, with primary data sources from interviews, FGDs and direct observations which were also supported by secondary data originating from documents related to the residents' shelter program in Makassar City. Data analysis through the process of systematically searching for and compiling data obtained from interviews, field notes, and documentation, by organizing data into categories, describing them into units, synthesizing them, compiling them into patterns, choosing which ones are important and which ones will be studied, and draw conclusions. The results of this study found that in planning together, top down is still more dominant. Where in the design of the shelter the residents come from the Head of Service and are assisted by consultants while in terms of program development, they are still limited to making suggestions without being given the opportunity to be involved in planning the budget. It is hoped that all stakeholders related to the protection of women and children will redesign the residents' shelters by providing space for community participation to be involved in decision-making at the planning stage.

**Keywords:** *Public Service, Participation, Collaboration.*

## INTRODUCTION

The need for the government to involve the community and other stakeholders in the public service process is a clear way to end bureaucratic domination. The paradigm shift from government which relied on power entirely in the control of the State, has now changed to governance which reflects the government's political will to democratize itself by referring to the principles of good governance (Dwiyanto, 2006). As a form of government democratization, one of the principles of good governance that is currently emerging is the need to involve the community (public participation) in the delivery of public services.

The ideal conditions regarding the need for community involvement in the delivery of public services as mandated by Law No. 25 of 2009 and theoretical and conceptual explanations regarding changes in the governance paradigm and one of the principles of good governance, namely community involvement (participation) are legitimating tools regarding the importance of public participation in efforts to improve service quality public.

The concept of governance continues to develop, substantial community involvement with a high level of participation (acting together) and even full participation (independent initiatives) is increasingly receiving attention from academics in the sphere of public administration. Forms of participation with an approach that can open up opportunities for the government and the community to jointly produce services. This approach is known as co-production. An approach that emphasizes joint efforts between the government and the community to get better public service outcomes.

Co-production is a new approach in public administration. Positioned as an alternative to

public administration (Osborne et al., 2018) with the reasons and considerations that to improve the quality of public services by presenting potential knowledge of service users and their networks. Co-production, also known as Ostrom's approach, is a process in which the inputs used to produce goods or services are contributed by individuals who are not "in" the same organization. Collaboration is key to the success of this approach.

The presence of the Co-production concept strengthens perceptions about the meaning of public administration. The transfer of the term public administration to public management emphasizes that the provision of public services is not only related to administrative processes, the rule of law, but also the allocation of scarce economic resources to meet the needs of society (Osborne & Strokosch, 2013). Co-production aims to increase the efficiency and effectiveness of public services. Co-production as a way for the synergy between what the government does and what the citizens do (Ostrom 1996). And Osborn (2010) in (Sicilia et al. 2016) strengthens this argument by stating that co-production has the ability to understand the complexity of public service delivery. Public service delivery requires the negotiation of complex, multi-organizational inter-organizational relationships.

Based on the results of preliminary observations made by researchers to explore participatory government programs with a co-production approach. It turned out to be hard to find. In general, participatory programs are initiated by non-governmental organizations (NGOs/CSOs) and/or development partner institutions. However, the researchers succeeded in studying one of the programs of the Makassar City Women's Empowerment and Child Protection Service (DPPPA), using a co-production approach. The program is

called citizen shelter, which is a coordinated community movement at the Ward level to participate in public services. Efforts to fulfil children's rights, prevention, protection, and case services for children and women victims of acts of violence. The government collaborates with citizens. Residents' shelters work voluntarily, forming village-based forums with membership from RT/RW elements, religious leaders, Community Empowerment Institute, Family Welfare Development, Integrated Healthcare Center, Children, Village Superintendent, Paralegal (community trained in the basics of legal assistance). Becoming the mouthpiece of the government, actively making efforts to prevent and handle cases of children and women that occur in the alleys. Residents' shelters together with the government designed a prevention strategy, the government trained its capacity to carry out assistance work. Residents' shelters together with the government provide case services, connect with other relevant agencies and are actively involved in monitoring and evaluating child protection programs at the kelurahan level.

Several previous studies regarding co-production have been carried out previously in various countries including Indonesia. The UK (Rheza n.d.) uses the most co-production in the process of public service. One of the UK Government's programs is the Family Nurse Partnership. The program was implemented by Prof. David Olds from the University of Colorado. Programs that build partnerships with the community are related to public health issues, especially in the field of maternal and child health. Helping parents who are still teenagers to improve maternal and child health, readiness to return to school and get an education.

Apart from England, Croatia has also successfully implemented it, as in a journal written by (Kekez, 2018) entitled Public

Service Reforms And Clientelism: Explaining Variations Of Service Delivery Modes In Croatian Social Policy. Public service reform and clientelism: explaining the various modes of service delivery in social policy in Croatia. This research aims to find out the types of service delivery models produced by reformed social services. The results of this study reveal that reformed social services produce 3 different service delivery models: (1) enhanced enforcement based on performance, (2) documented co-production, (3) new and consistent co-production reflecting reform. The recommendation of this research is that co-production can expand the discretionary power of service delivery.

Whereas in Indonesia, the application of co-production is based on research results (Safitri Yudiantarti 2015) in his journal entitled development of co-production as an effort to increase community participation in improving public services. Taking the locus of the Bandung City government. The program analysed is the LAPOR (People's Online Aspiration Service) program, a collaboration program between the Bandung city government and the Presidential Work Unit for Development Supervision and Control (UKP4) which was launched by Mayor Ridwan Kamil, in 2013. The Garbage Collection Movement (GPS) Program, the One Million Biopori, e-Ward program and Ngabandungan program.

Based on the journals mentioned above, it has not been found that researchers have explained how to build public trust to run co-production. Researchers can conclude that the focus of research conducted has generally used a co-production approach, namely through partnerships and collaboration, but none of the journals explain how social preparation is carried out to recognize community characteristics, social norms that have been formed in an area, and recognize patterns of eco-social interaction so as to foster mutual

trust. According to researchers, public trust needs to be built first before carrying out co-production. Because with trust, cooperation and collaboration will succeed. Especially for this article, the author will specifically discuss co-commissioning, which is the first stage of co-production.

## Method

This study discusses the co-commissioning of Public Services in the Makassar City Residents Shelter program. Issues raised and analysed using a qualitative approach. Why is it qualitative, because it sees social phenomena in a complex, dynamic and meaningful way (Sugiyono 2009:1). This study will use qualitative research by prioritizing case studies through the process of collecting and analysing data.

The researchers made observations, reviewed documents and interviewed informants at the Makassar City Women's Empowerment and Child Protection Service and residents' shelter administrators from various urban villages. The research took place at the Makassar City Women's Empowerment and Child Protection Service as an organization that has a citizen shelter program and Residents Shelters as a representation of government partner communities who carry out public services with the government. Assessing government and community collaboration using the co-commissioning model. This research focuses on co-commissioning Public Services in the Makassar City Residents Shelter program with the main focus being collaboration between the government and the community by using a co-commissioning model, in the resident shelter program as a forum for the community to participate in efforts to protect children and women.

The data collected in this study refers to the research focus on co-commissioning public services in the Makassar City Residents Shelter program). Data collection in case

studies, according to (Yin 2008) consists of six sources, namely documents, archive recordings, interviews, direct observation, participant observation and physical devices. The informants in this study were determined by purposive sampling, by adjusting to information about government and community collaboration in public services. Responsible informant in the field of women and children. The data collection technique used in this study used qualitative research techniques, namely through observation, the researchers went directly to the Makassar City Women's Empowerment and Child Protection Office and residents' shelters to observe the behaviour and activities of residents' shelters. In-depth interviews, is a data collection technique in the form of questions that are asked face to face with the informants or subjects studied. Documentation, researchers also collect documents for review. Examine how the local government's commitment to support participatory programs. Data analysis (Sugiyono 2009) is the process of systematically searching for and compiling data obtained from interviews, field notes, and documentation, by organizing data into categories, describing them into units, synthesizing them, compiling them into patterns, choosing which ones what is important and what will be learned, and draw conclusions.

## Results and Discussion

Planning for women's and children's shelter-based services for residents in the city of Makassar was initiated by the Women's Empowerment and Child Protection Service Office. This formation was started because the community was reluctant to report cases of violence at the P2TPA office in the Makassar Mayor's office area. In further analysis in this joint planning, the focus is on two things, namely in planning the formation of residents' shelters and formulating programs to protect women and children in residents' shelters.

Residents' shelters in their formation are the result of the need for women's and children's protection services that involve the community. As for the initial idea of forming a resident's shelter, when the head of the Women's Empowerment and Child Protection Service Office at that time, Tenri A. Palallo attended leadership training (Latpim). After the concept was explained and appreciated. So then appointed 3 consultants to realize the concept. The plan to build a resident's shelter is caused by the high level of violence in the city of Makassar. as for the detailed planning of the concept of building a resident's shelter, this is also the result of discussions with a consultant appointed by the Women's Empowerment and Child Protection Service office. There is optimism for this implementation, because the concept of residents' shelters is included in the top 10 best innovation category at latpim followed by the Head of Women's Empowerment and Child Protection Service Office. As for the initial response to the establishment of the residents' shelter, it received a negative response from community groups, especially community groups who are engaged in activities to empower and protect women and children.

Planning for the establishment of residents' shelters did not get a good response from NGOs. This is because they are considered to be competitors. However, after being given an explanation and an approach through collaboration, the existence of this shelter was well received. It can be said that the plan for establishing a resident's shelter came from the head of the Makassar City Women's Empowerment and Child Protection Service Office which was further refined by a consultant. The existence of this resident's shelter has a strategic role at the sub-district level. With the aim that these shelters remain active, the kelurahan government must involve shelters in various aspects, especially in terms of protecting women and children, besides that the kelurahan government also involves

residents' shelters in planning existing programs.

Residents' shelters are also involved in planning policies and programs through development meetings (musrembang) at the kelurahan level. It was in this forum that the residents' shelter then conveyed their aspirations both in terms of policies and programs regarding women and children in general, as well as programs proposed by the residents' shelter in particular. The aspirations conveyed in the musrembang are the material in determining the budgeted program. However, in this planning, the authority of the residents' shelters is only to propose any program planning, so both the residents' shelters and the TRC are given the opportunity to propose programs and other things that are needed. There are requests for suggestions and input through official forums, there are also through informal discussions when asked for advice by the leadership. Even so, not all suggestions submitted were accommodated into a program. for discussion of program planning, so far it's not only the shelter and quick reaction team (TRC) that have been invited. But also women and children activists.

The Makassar City Women's Empowerment and Child Protection Service Office invites women and children to be active in various policy formulations such as public testing of regional regulation drafts (Ranperda) and other discussions. Another thing is also being involved in discussing solutions to the problems faced in the city of Makassar. involvement in planning is still less optimal than its implementation. The Makassar City Women's Empowerment and Child Protection Service Office involves more residents' shelters in providing assistance to victims of violence. because the position of the residents' shelter is indeed at the lowest level. As for the limitations faced by residents' shelters, they will be assisted by the quick reaction team (TRC).

In this joint planning, top down is still more dominant. Where in the design of the shelter the residents come from the Head of Service and are assisted by consultants. Although basically it was the result of discussions with community groups from NGOs for the initial idea. Likewise in terms of program preparation, it is still limited to providing suggestions without being given the opportunity to plan the budget. This is certainly not fully in line with the concept of Barbera et al (2016) and Bovaird (2007) which explain that co-commissioning is part of the identification and prioritization of required public services, results, and users as in identifying budget priorities to allocate a number of resources. in participatory budgeting experiences.

### **Conclusion**

Planning together (co-commissioning) the Shelter Program for residents in Makassar City is still limited to the joint discussion stage, but the final decision is determined by the Women's Empowerment and Child Protection Service. In Planning Together, this is still more dominant in a top down manner. Where in the design of the shelter the residents come from the Head of Service and are assisted by consultants. Even though it was basically the result of discussions with community groups from NGOs for the initial idea. Likewise in terms of program preparation, it is still limited to providing suggestions without being given the opportunity to plan the budget. Makassar City Government is expected to optimize the function and role of residents' shelters by encouraging the formation of each sub-district in Makassar City. In addition, specifically for and all stakeholders related to the protection of women and children to redesign residents' shelters by providing space for community participation in decision-making at every stage in planning, designing, implementing and evaluating.

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