



CO-ASSESSMENT IN PUBLIC SERVICES OF COMMUNITY SHELTERS IN MAKASSAR CITY: ENHANCING QUALITY AND PUBLIC SATISFACTION

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Abstract

The participation of the community and relevant parties in the provision of public services has become crucial for the government. The goal is to provide targeted and responsive services to users and create synergy between the government and civil society. One example of the implementation of the Makassar City Government's initiative is the establishment of Community Shelters, which serve as a bridge between the community and the government in efforts to prevent and address cases involving children and women. This research adopts a co-production approach, focusing on co-assessment between the Community Shelters and the government. The aim of this study is to identify the strengths, weaknesses, and opportunities in this collaboration in order to enhance the quality of services, cooperation, and coordination between the two parties. The research utilizes a qualitative approach with a case study method in Makassar City. Data collection is conducted through observations, interviews, focus group discussions (FGDs), and documentation. The data is analyzed by organizing, explaining, synthesizing, and drawing conclusions. The research findings indicate that the public services provided by the Community Shelters have resulted in positive changes by actively involving the community. However, there are still shortcomings in the performance evaluation model and measuring public satisfaction with the services of the Community Shelters. Therefore, a co-assessment involving the Community Shelters and the government is necessary to improve the quality of services, program management, and community satisfaction.

Keywords: *Community Participation, Public Services, Co-Production, Community Shelters, Co-Assessment*

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1. Introduction

Community participation and stakeholder involvement are crucial for the government in providing public services (Speer 2012, Guenduez 2020, Farida 2020, Sudrajat & Andhika 2021). The main objective is to provide targeted and user-responsive services and create synergy between the government and civil society. This is expected to have a positive impact on the social order (Sicilia et al. 2016). Previously, public services were solely provided by public service staff. However, there is now an opportunity to transform these services by harnessing the unique skills, resources, and motivation of service users (Parks et al. 1981; Brudey and Ingggris 1983; Lirsty et al. 2021).

The provision of public services has undergone significant changes through the governance paradigm (Bardouille 2000, McEvoy 2019, Ansell & Torfing 2021). Previously, public services were seen as the exclusive responsibility of the government. All goods and services managed by the government were broadly referred to as public services (Muhammad 2014, Bouckaert 2016, Alexander & Dessai 2019, Rosenbloom 2022). However, there has been a transformation in the government's role, shifting from being a director to a servant, negotiating and elaborating various interests of the community and community groups. Scholars have proposed theories such as "Serve citizens, not customers" (Denhardt, Janet V. Denhardt 2007), emphasizing that the public interest is

the result of dialogue on shared values, rather than just a collection of individual interests. Although public service reforms have involved community participation, the results have been unsatisfactory (Fung 2015, Ohemeng & Ayee 2016, Yanguas & Bukenya 2016, Denters et al. 2016). Community access to information about what happens within government bureaucracy is still limited, and participatory programs have not achieved optimal results (Sudrajat & Andhika 2021, McGann et al. 2021).

Co-production approaches in the delivery of public services are efforts to create quality public services. Community involvement has gradually shifted from a concept considered trivial to a common practice (Brandsen and Honingh 2018). Co-production is often used as a term that describes public participation and collaboration simultaneously. In co-production, the community actively participates in the provision of public services (Osborne, Strokosch, and Radnor 2018).

Generally, existing participatory programs stem from non-governmental initiatives (NGOs/CSOs) or development partners. However, researchers have observed that the production of public services can occur through collaboration between the community and the government. An example is the initiative carried out by the Makassar City Government through the Department of Women Empowerment and Child Protection (DPPPA) of Makassar City. This program includes elements of co-production, where the community voluntarily participates in addressing cases of violence against women and children in Makassar City. The community is organized in a representative platform based on neighborhoods called Community Shelters. Active community involvement in addressing violence cases demonstrates sustained participation in decision-making processes and program implementation. Therefore, initiatives like this can strengthen community involvement in formulating solutions and meeting specific needs. Additionally, the co-production approach can expand public understanding and support for existing public service programs.

Community Shelters serve as a bridge between the community and the government in efforts to prevent and address cases involving women

and children in the alley environments. Community Shelters function as representative platforms for the community actively engaged in protection and empowerment activities for women and children. In this context, Community Shelters can act as mediators between the community and the government, assisting in identifying cases and conveying the needs and issues faced by the community. With Community Shelters serving as the government's channel, there is potential for improved communication, coordination, and collaboration between the community and the government in addressing these cases. Community Shelters can play a crucial role in gathering information, providing support and access to victims, and collaborating with the government in designing more effective prevention policies and programs.

In the context of this research, a co-production approach is used, focusing on examining the collaborative role between Community Shelters and the government through co-assessment. This approach emphasizes the importance of active involvement of the community and the government in evaluating and assessing the effectiveness of the services provided. Through co-assessment, this research identifies the strengths, weaknesses, and opportunities in the collaboration between Community Shelters and the government. This can help improve service quality and enhance collaboration and coordination between the two parties. The research can also provide valuable input in designing better policies for addressing cases involving children and women, as well as enhancing their prevention and protection.

2. Methods

Qualitative research obtained through this research process can effectively and comprehensively explain the discovered phenomena. Essentially, qualitative research aims to describe complex realities, identify interactive relationship patterns, and gain an understanding of meaning (Sugiyono 2009). Considering these considerations, this study utilizes a qualitative research approach, focusing on a case study through data collection and analysis. The research is conducted in the city of Makassar. The community shelters are located in six neighborhoods: Manggala and Batua in the

Manggala District, Tamamung in the Panakukang District, Tabaringan and Patingaloang in the Ujung Tanah District, and Kalukubodoa in the Tallo District. The community shelters, as community-based organizations, act as representatives of the community and collaborate with the government in providing public services. Data collection in the case study, according to Yin (2008), consists of six sources: documents, archival records, interviews, direct observation, participant observation, and material items. These can be grouped into three sources of data: archival records categorized as documentation sources, interviews based on individuals/informants, and direct observation, participant observation, and material items grouped as observational sources. Data is obtained using research instruments, where primary data is gathered through interviews, and secondary data is obtained through document analysis. The informants in this study are selected through purposive sampling, based on their

involvement in government-community collaboration in public services. The data collection techniques employed in this research include observation, in-depth interviews, focus group discussions (FGDs), and documentation. Data analysis (Sugiyono 2009) is the systematic process of searching and organizing data obtained from interviews, FGDs, field notes, and documentation. It involves organizing data into categories, breaking them down into units, synthesizing information, identifying patterns, selecting important aspects to study, and drawing conclusions

3. Results and Discussion

The co-production stage, namely co-assessment, involves the joint evaluation conducted by the community shelter and the government to assess the impact of the public services provided. To obtain information about the implementation of co-assessment in the community shelter, the following indicators are used:

Table 1. Co-Assessment Indicators in the Community Shelter of Makassar City

Co-assesment	Community Shelter
Service impact/results	The community has greatly benefited. Not only cases involving children and women are addressed, but other social issues are also being assisted. Social assistance such as the disbursement of funds, land matters, electricity, parents' identity cards, etc. However, the community shelter has not yet participated in the co-assessment to measure the performance of the services.
Assessment model	A new assessment scheme is implemented to track and report the number of cases handled every three months, which serves as the basis for obtaining operational funding. This assessment is conducted solely by DPPPA. However, there is currently no instrument in place to assess the performance of services, the use of standard operating procedures (SOPs), and the management of the safe house. Subsequently, the community shelter and the government will jointly evaluate their effectiveness.
Community satisfaction	The community receives fast and non-procedural services, and they become aware of the importance of case resolution. Additionally, educational interventions are conducted to prevent similar cases from occurring. However, measuring the community's satisfaction index regarding the services provided by the community shelter has not been carried out yet.

Compiled by the researcher, 2023

The table explains that the researcher used three indicators to assess the effectiveness of

co-assessment in public service based on Community Shelter. These indicators are the impact on the outcomes of public service, which refers to the changes that have

occurred in the community since the establishment of Community Shelter. The assessment model represents the evaluation system used to measure the achievements of public service, and the assessment implementation scheme determines whether it is conducted in an integrated or community-based manner. The satisfaction of the community is evaluated based on the performance of Community Shelter in providing satisfaction to the community.

Government

Impact/Service Results: The public services provided by Community Shelter in Makassar City, particularly those initiated by DP3A, have resulted in positive changes. Services have been brought closer to the community with simplified and informal procedures. The community's awareness in reporting cases of violence against children and women has increased, and there have been collaborative efforts in addressing and healing the victims. DPPPA has also gained recognition and invitations to share experiences in various seminars and workshops.

Assessment Model: Currently, the performance assessment of Community Shelter is conducted by DPPPA using the number of handled cases as a measurement tool. This report serves as the basis for the allocation of operational budget for Community Shelter. However, at the neighborhood level, there is no structured assessment model, and there is no reporting or publication of performance to the public. The implementation of service standard operating procedures (SOPs), program performance, and service quality in the safe houses have not been the focus of assessment.

Community Satisfaction: The streamlining of bureaucracy in service provision at Community Shelter has improved community satisfaction. Meeting the community's needs as service users guarantees the quality of public services. However, measuring the public satisfaction index with the services provided by Community Shelter has not been carried out by DPPPA or the neighborhood.

Community Shelter

Impact/Service Results: The participation of the community as a vital component of democratic governance (Denhardt, Janet V.

Denhardt 2007) has had a significant impact. Since the establishment of Community Shelter and their involvement in addressing cases related to children and women in the neighborhood, the community feels supported in their affairs. In fact, based on the Focus Group Discussion (FGD), it was found that Community Shelter not only handles cases related to children and women but also assists with other social issues that the community seeks help with. For example, unresolved social assistance, land issues, electricity, parents' identification cards (KTP), and more. The community prefers to go to Community Shelter rather than the neighborhood office. However, these achievements have not been collectively evaluated. This is not in line with the concept of Bovaird and Loeffler (2013), which emphasizes the involvement of citizens working with professional staff and managers to help organizations better understand the perceived impact of a service.

Assessment Model: Community Shelter has not been fully involved in conducting joint evaluations of the services they provide in the neighborhood together with the government. DPPPA relies only on the number of reported cases as a measurement tool to assess the performance of Community Shelter services. This report also serves as the basis for obtaining operational budget support received every three months. There is no instrument developed for assessing the performance of services at Community Shelter, the use of standard operating procedures (SOPs), and the management of safe houses.

Community Satisfaction: The provision of services for cases involving children and women by Community Shelter in the neighborhood, where the community receives fast and non-procedural assistance, has raised awareness among the community to report their cases. The actions taken by Community Shelter in handling cases and providing education for community members to increase their understanding should ideally be reflected in the level of community satisfaction. However, Community Shelter has not been involved in assessing the level of community satisfaction.

NGO (Non-governmental Organization)

Impact/Service Results: One crucial advocacy point made by NGOs to the

government is the importance of the community, as service users, experiencing the impact of quality public services. Measurement tools used include active community engagement in providing feedback and assistance to ensure that individual and collective interests are heard and addressed by service providers. This has led to an increase in reported cases of violence against children and women, as the community now has the courage to speak up about their issues and trust that there will be a resolution. However, the government has not involved the community and other stakeholders in measuring the impact of Community Shelter services. NGOs have also not taken the initiative to evaluate the impact of public services provided by Community Shelter.

Assessment Model: To measure the achievement of these functions, evaluation is necessary. This evaluation should assess the effectiveness of the services, the use of standard operating procedures (SOPs) for handling cases, and the empowerment concepts applied. The evaluation aims to determine whether the objectives of establishing the shelter have been achieved or not, identify areas of strength, and identify areas that need improvement. NGOs can play a role in assisting with the development of monitoring and evaluation instruments. However, based on interviews with NGOs, it

was found that they are not involved in evaluating the performance of services at Community Shelter. Even the neighborhood government, which issues the legal permits (SK) to the shelter, does not conduct evaluations. However, participatory evaluation models commonly used by NGOs and development partners can be applied to Community Shelter. NGOs often discuss this matter with the management of Community Shelter.

Community Satisfaction: Safe living conditions are the aspiration of every community member. For those who have cases, they want their cases to be resolved promptly. Since the establishment of Community Shelter and the provision of services, its presence has been beneficial to the community. Cases involving children and women are quickly addressed. Additionally, efforts are made to prevent the recurrence of similar cases, and Community Shelter actively reaches out to and educates the community. NGOs acknowledge that the work of Community Shelter greatly assists the government. The training provided to them has not been in vain, as they have applied the knowledge gained. However, NGOs are unaware of the quality of services provided by Community Shelter as they have not been involved in measuring the level of community satisfaction with the services received.

Table 2. Co-Assessment at Shelter Warga in Makassar City

Government		Community Shelter	NGO
DPPPA	Subdistrict		
The implementation of public services has undergone changes - service reforms have been realized, where the community serves the community. There is an increased awareness among the community to report their cases, and DPPPA (Department of Women's Empowerment and Child Protection) has received numerous invitations to testify regarding Community Shelter. However, the performance assessment of the services is currently measured only through periodic reports of the	Successfully allocating the village budget for activities aimed at raising awareness about the rights of children and women, although it has not been implemented comprehensively in all Community Shelter. Co-	The community has greatly benefited, not only in reporting cases of children and women, but also in reporting other social issues to Community Shelter. However, there has not been a co-assessment on aspects such as measuring service performance, effectiveness of SOP utilization, management of	There has not been a joint assessment to: measure the impact of public services implemented by Community Shelter; measure the effectiveness of service implementation in accordance with SOP; assess the effectiveness of empowerment efforts; and measure the public satisfaction index regarding the services received from

<p>number of cases handled (every 3 months), which serves as evidence for the accountability of Community Shelter in receiving operational funding. There has not yet been a co-assessment to evaluate the quality of services provided by Community Shelter, the implementation of standard operating procedures (SOPs), management of safe houses, and the satisfaction of the community.</p>	<p>assessment has not yet taken place to measure the performance achievements of Community Shelter services and assess the public satisfaction index.</p>	<p>safe houses, and measuring the public satisfaction index.</p>	<p>Community Shelter</p>
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Source: Compiled by Researcher, 2023.

Based on the results of data analysis, it is evident that the implementation of co-assessment, measured by three indicators: the impact on service outcomes, assessment models, and public satisfaction, has not been optimally successful. The public services provided by the shelter for residents have demonstrated high-quality service impact. Services have been made more accessible, with faster and less formal procedures. The Department of Women's Empowerment and Child Protection (DPPPA), as the initiator, has actively been invited as a resource person to share the success of the shelter in handling child cases, which greatly supports the performance of services at the DPPPA. However, the co-assessment at the shelter has not been conducted due to the lack of evaluation of the shelter's service performance, the effectiveness of the standard operating procedures (SOP), and the management of safe houses. To determine the level of public satisfaction with the performance of the shelter's services, it is necessary to measure the index of public satisfaction.

In order to obtain quality services, the performance of the services needs to be evaluated. The implementation of service evaluation can strengthen democracy. Achieving accountability processes is done by the community as service users, providing input to improve services. Three aspects can be achieved through co-assessment (Loeffler, 2015): assisting joint assessors in achieving better goals, promoting democracy, promoting openness and representation of public interests, ensuring that the voices of the

community are heard, helping the community better understand how the government works, fostering legitimacy and trust in the government, and promoting relational aspects, encouraging greater civil awareness and social capital within the community, and helping stakeholders work more responsively, constructively, and accountably.

4. Conclusion

The public services provided by the Community Shelter in Makassar City, especially those initiated by the Department of Women's Empowerment and Child Protection (DPPPA), have resulted in positive changes. Services have been brought closer to the community with simple and informal procedures. The community's awareness in reporting cases of violence against children and women has increased, and there are joint efforts to address and heal the victims. Currently, the performance assessment at the Community Shelter is carried out by the DPPPA based on the number of cases handled as a measurement tool. However, there is no structured assessment model at the neighborhood level, and there is no reporting or publication of performance to the public. The implementation of service standard operating procedures (SOP), program performance, and the quality of services at the safe house have not been the focus of assessment. Bureaucracy simplification in the services at the Community Shelter has increased public satisfaction. Fulfilling the needs of the community as service users is a guarantee of the quality of public services. However, there has not been a measurement of

public satisfaction index regarding the services of the Community Shelter. NGOs have not been involved in evaluating the impact of public services provided by the Community Shelter. Evaluation needs to be conducted to measure the effectiveness of services, the use of SOP, and the applied empowerment concept. NGOs can also help prepare monitoring and evaluation instruments. In order to improve the quality of services and strengthen collaboration between the Community Shelter, the government, and NGOs, it is important to implement co-assessment or joint assessment. This can help improve service effectiveness, improve structured assessment models, measure public satisfaction, and obtain input for further improvement. Co-assessment can also strengthen democracy, promote openness, and enhance the accountability of public services.

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