

CO-PRODUCTION IN THE ASSIK PROGRAMME: ENHANCING YOUTH WORK READINESS IN SURABAYA

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Article history: received 19 May 2026; revised 26 May 2026; accepted 17 June 2026

DOI: <https://doi.org/10.33751/jhss.v10i92..292>

Abstract. Youth unemployment remains a significant labour market challenge faced by the Surabaya City Department of Industry and Manpower. In response to this issue, the Surabaya City Government developed the ASSiK Programme (Arek Suroboyo Siap Kerjo), a digital-based public service innovation designed to connect job seekers with vocational training, employment opportunities, and industry partners. This study examines the implementation of co-production within the ASSiK Programme through four stages: co-commissioning, co-designing, co-delivery, and co-assessment. A qualitative descriptive approach was employed using interviews, observation, and documentation as data collection techniques. The findings demonstrate that the implementation of co-production in the ASSiK Programme involves collaboration among government institutions, private-sector actors, and youth participants in the planning, design, implementation, and evaluation of employment services. The programme has contributed to improving youth work readiness through vocational training, internship opportunities, and easier access to employment information. Although stakeholder participation has been evident throughout the programme, community involvement remains relatively limited and continues to be largely dominated by government institutions and industry actors.

Keywords: co-production, youth work readiness, employment services, public service innovation, ASSiK Programme

I. INTRODUCTION

The digitalisation of public services has become a key national agenda continuously promoted by the government, as emphasised in Presidential Regulation No. 82 of 2023 on the Acceleration of Digital Transformation and the Integration of Digital Services, and Ministerial Regulation No. 37 of 2019 on Guidelines for the Provision of Public Services. These policies emphasise the importance of utilising digital technology to enhance the quality, efficiency, and accessibility of public services. Public service delivery is one of the government's primary functions in meeting the comprehensive and sustainable needs of the public through the provision of quality services [1]. This transformation has also impacted various sectors, including the labour market, which demands adaptation to the increasingly complex dynamics of the labour market [2]. In the context of employment, this situation is reflected in the Labour Force Participation Rate (LFPR) and Open Unemployment Rate (OUR) indicators, which remain a concern in economic development. The city of Surabaya, as one of the urban areas, exhibits quite complex employment dynamics, particularly regarding unemployment rates. This situation is important to examine in assessing the workforce readiness of the population amidst the demands of an ever-evolving labour

market [3]. The following presents data on unemployment rates in the City of Surabaya:

Table 1. Open Unemployment Rate in Surabaya City 2023–2025

Year	Open Unemployment Rate (%)
2023	6.76
2024	4.91
2025	4.84

Source: Surabaya City BPS, 2025

Although the unemployment rate in Surabaya City has shown a decline, the figure remains relatively high compared to other regencies and cities in East Java. This is influenced by the large number of people of working age (15–59 years), which accounts for around 66.16% of the total population or approximately 2 million people [4]. In an effort to address labour market issues and improve public access to employment information, local governments are required to introduce innovative public services that are adaptive and responsive to labour market needs. The Surabaya City Department of Industry and Manpower (Disperinaker), as part of the Surabaya City Government, plays a role in bridging the

gap between labour demand and companies by providing labour market services to the public. Through the ASSIK Programme (Arek Suroboyo Siap Kerjo), the Surabaya City Department of Industry and Labour facilitates online access to job vacancy information for the public, particularly job seekers [5]. The ASSIK programme has a clear legal basis, namely Surabaya Mayor Regulation No. 76 of 2021, which comprehensively regulates the duties, functions, and operational procedures of the Surabaya City Department of Industry and Labour. Furthermore, the implementation of this programme is reinforced by Surabaya Mayor Decree No. 427 of 2021 as a form of policy support for its implementation [6].

The success of the ASSIK Programme is inextricably linked to community involvement in supporting its implementation. Therefore, community participation is vital to encourage active contribution to the programme, thereby enhancing employability whilst strengthening community access to employment opportunities [7]. Community participation is a key element in the implementation of government programmes, including efforts to improve employment. This involvement aims to support the effectiveness of programme implementation and ensure that the outcomes achieved align with community needs and can be utilised to the fullest extent by the public [8].

According to [9], co-production is a collaboration between the government and the community in the delivery of public services or programmes. This concept is becoming increasingly relevant amidst advances in digital technology and cultural changes that open up opportunities for broader and more adaptive participation [10]. Based on these various perspectives, participation can be understood as the community's involvement in supporting the implementation of programmes, from the planning and implementation stages through to evaluation. In this context, co-production is crucial for fostering collaboration between the government and the public, ensuring that policies and programmes implemented are better aligned with the needs and circumstances of the community, particularly in the field of employment [11]. This situation indicates that participation must be elevated to a form of shared commitment and responsibility, so that the implementation of public programmes can be sustainable and targeted effectively.

The ASSiK programme is a digital-based employment service innovation that applies the 'link and match' concept between job seekers and labour needs within companies. Through collaboration between the government, companies, and the job-seeking community, the ASSiK (Arek Suroboyo Siap Kerjo) programme provides convenience for applicants by bringing them together on a single website. The use of information and communication technology facilitates the public's access to government services more quickly and efficiently [12]. Fundamentally, the primary objective of the ASSiK programme is to tackle unemployment rates, particularly in the City of Surabaya, as the eligibility criterion for registration in ASSiK is holding a Surabaya ID card. The implementation of the ASSIK Programme is supported by the vocational training policy set out in Government Regulation No. 31 of 2006 on the National Vocational Training System, which emphasises training as a means of equipping and

enhancing the skills and competencies of the workforce in line with the demands of the labour market. Within the ASSIK Programme, this training serves as a manifestation of collaboration between stakeholders to enhance the workforce readiness of the community. Vocational training comprises a series of activities aimed at improving the knowledge, skills, and capabilities of human resources so as to support work activities and enhance labour productivity [13].

The ASSIK programme demonstrates the application of co-production through collaboration between the government and the industrial sector in facilitating job placement for job seekers. The involvement of companies in this programme allows for the alignment of labour market needs with the competencies possessed by job seekers, thereby making the service more responsive to labour market dynamics. By 2025, more than 500 companies had participated in the ASSIK Programme, whilst the number of registered individuals reached 38,000. Nevertheless, this participation remains disproportionate to Surabaya's Labour Force Participation Rate (LFPR), which stands at 2 million people; consequently, a co-production approach is crucial in efforts to reduce the skills gap at the local level [14]. In its implementation, the ASSIK Programme does not merely focus on providing job vacancy information, but also encompasses a series of activities that jobseekers can participate in prior to applying for a job. These activities include vocational training to enhance skills, internship programmes as a means of gaining work experience, and job fairs that bring jobseekers into direct contact with employers.

Efforts to improve the employability of the community through various government programmes still require attention, particularly in encouraging the involvement of various stakeholders. The low level of community participation in implementing this programme highlights the importance of concrete steps by the Surabaya City Government to encourage more parties to become actively involved. Such steps are urgently needed to improve young people's employability whilst maximising existing programmes such as ASSIK. This study aims to describe and analyse the application of co-production within the ASSIK (Arek Suroboyo Siap Kerjo) Programme to support youth employability in Surabaya. It is therefore hoped that the findings of this study will contribute recommendations for evaluation to local government, industry stakeholders, and the community, with a view to enhancing the effectiveness and sustainability of the ASSIK (Arek Suroboyo Siap Kerjo) Programme in Surabaya. Furthermore, this study may serve as an academic reference for developing further research in the fields of public administration, community empowerment, and unemployment management.

II. RESEARCH METHODOLOGY

In this study, a qualitative research method was employed. According to [15], qualitative research is a type of research that aims to comprehensively understand the phenomena experienced by research subjects, such as behaviour, perceptions, motivations and actions. This approach is carried out descriptively using words and language, within a specific

natural context, and utilises various natural methods to gain this understanding. [16] states that interactive analysis is a research model comprising four components of analysis, namely data collection, data reduction, data presentation, and conclusions. Furthermore, qualitative analysis, in another sense, is a method of data selection that yields descriptive information. Existing secondary data is used as the basis for the research and linked with primary data, which includes the results of observations and interviews, and is then analysed using a qualitative approach [17]. The research location selected by the author is the Surabaya City Industry and Labour Office. The main informants for this study are the Head of the Job Placement and Expansion of Employment Opportunities Working Group, Employment Placement Officers, Operational Service Coordinators, Company Representatives, and the Community (young job seekers). Informants in this study were selected purposively, taking into account their level of involvement and understanding of the ASSiK Programme, particularly regarding the co-production aspect involving the government, the industrial sector, and young job seekers. Primary data consists of information obtained through direct interviews with all parties involved in the collaboration. Meanwhile, secondary data consists of information obtained from books and writings relevant to this study. The data obtained, from both primary and secondary sources, was analysed using qualitative methods and presented descriptively through explanations, descriptions, and illustrations appropriate to the research problem [16].

III. RESULTS AND DISCUSSION

Public services are no longer understood as a process entirely run by the government, but rather involve the active participation of various parties in their delivery. The involvement of the community and the business sector is a key element in creating services that are more responsive to users' needs. In the ASSiK Programme, this is reflected in the role of young people as job seekers who are not merely recipients of services, but also participate in the training and job-seeking processes, as well as the involvement of companies in providing vacancy information and determining workforce requirements. Co-production is defined as a collaborative process in which the public and public service providers jointly initiate, plan, design, and implement a service [18]. The concept of co-production in public services emphasises that the delivery of services is not only directed at the community but also involves the community as part of the process; researchers analyse these results by referring to relevant theories. The planning process, based on the views of [19], includes:

A. Co-commissioning

Community participation in the co-commissioning aspect, during the joint planning stage, involves the process of gathering input and determining priority steps. The co-commissioning stage is carried out to establish policy direction whilst considering the desired outcomes. In this process, the community is not merely a recipient but plays an active role and collaborates to ensure the programme runs smoothly. Consequently, community

involvement is a key factor influencing the programme's success. The co-commissioning process within the ASSiK Programme (Arek Suroboyo Siap Kerjo) indicates that programme planning remains dominated by the Surabaya City Government through the Department of Industry and Labour (Disperinaker), particularly in identifying labour market issues and formulating the programme's direction. Nevertheless, the involvement of other actors began to emerge at this stage. Community involvement, particularly from young job seekers, manifested through the expression of feedback, questions, and needs conveyed via outreach activities and social media. This input serves as a basis for the government's consideration in developing programmes, although it has not yet been incorporated into formal planning forums. On the other hand, companies are also involved through coordination forums to provide information regarding labour needs and the competencies required in the business sector. The following includes the results of the interviews.



Figure 1 Disperinaker's Instagram channel

Source: Disperinaker Archives

"I have submitted questions and feedback via social media, particularly regarding training information and job vacancies. Usually, there is a response from the department." (N)

"At the start of the programme, there was an information session, where things weren't just explained, but there was also a Q&A session. We could voice our needs or any confusion we had when looking for work." (A)

Figure 2 Outreach with the Community



Source: Disperinaker Archives

The company's involvement is also evident in the planning process through coordination forums facilitated by the government. The company provides input

regarding workforce requirements to serve as the basis for programme development.

“At the initial planning stage, we were involved in coordination forums to convey labour requirements and the necessary qualifications.” (Company HRD)

The co-commissioning process in the ASSiK Programme has demonstrated the involvement of the government, companies and the community in the planning stage. However, this involvement remains limited and has not yet been channelled through a structured forum, meaning it does not yet fully reflect participatory planning.

B. Co-designing

Co-designing positions the community not merely as beneficiaries of the programme, but also as strategic partners involved in the participatory design and implementation of activities. Within the context of the ASSiK Programme, community participation is evident through the involvement of young jobseekers in providing feedback and input on employment services, particularly regarding training needs and ease of access to job information. This involvement does not take place directly in formal design forums, but rather through the experiences felt by the community when facing difficulties in the field of employment. The community has highlighted various challenges, such as limited access to job vacancy information, a mismatch between training and industry needs, and service processes that are still perceived as impractical. The feedback provided by the community has been addressed by the government through the development of the ASSiK Programme, which is based on a digital system. This development is aimed at making it easier for the public to access information on training and job vacancies without having to visit the office in person, whilst also aligning the needs of the labour market with the skills possessed by job seekers. Furthermore, the involvement of the industrial sector has strengthened the programme design process through the alignment of work standards and the labour requirements needed by companies. The following is accompanied by interview results:

“I once suggested, ma’am, that job vacancy information should be clearer and more accessible without having to visit in person. Now, with an online system like ASSiK, it’s much more helpful.” (L)

“We provide input regarding workforce needs and the required qualifications, so that the systems and activities within ASSiK can align with the company’s needs.” (Company HRD)

“We have taken on board the feedback from the public and companies based on the results of the previous planning, ma’am. From there, we moved on to the design phase, both for the development of the ASSiK system to make it more accessible, and for determining activities such as training and job fairs

to ensure they meet on-the-ground needs.” (Disperinaker)

Table 1 Design of Arek Suroboyo Siap Kerjo Activities

No.	Activity Idea	Target	Funding Source
1.	Vocational Training	Young people/Job seekers	Surabaya City Budget
2.	Internship Programme	Young people/Job seekers	Companies
3.	Job Fair	Young people/Job seekers	Surabaya City Budget
4	Apply for a Job	Job seekers	-

Source: Training and Employment Placement Division, Surabaya City Department of Industry and Manpower

The table presents activity ideas designed within the ASSiK Programme as a result of a collaborative design process involving the government, companies, and community input. Activity designs such as vocational training, internship programmes, and job fairs demonstrate alignment with jobseekers’ needs and the demands of the business sector

The co-designing process within the ASSiK Programme demonstrates the involvement of various stakeholders in programme design, both through input from companies and community feedback, which is subsequently realised in the development of a digital-based system and the implementation of activities such as vocational training, internship programmes, and job fairs. This involvement continues through mechanisms that are not yet structured and are not accommodated within formal design forums, meaning that co-design is not yet fully participatory.

C. Co-delivery

The co-delivery process can be understood as community involvement in the distribution of the resources that have been generated. This distribution serves not only as a delivery mechanism but also as a means of community empowerment through direct involvement in the management, monitoring, and evaluation of the available resources. Co-delivery in the ASSiK Programme demonstrates collaboration between the government, companies, and the community in carrying out previously designed activities. The Surabaya City Government, through the Department of Industry, Employment and Manpower (Disperinaker), acts as the main facilitator by providing digital-based services, organising job training, and facilitating job fairs. Furthermore, the government conducts regular monitoring to ensure the programme remains aligned with its established objectives. The following is a statement from the Surabaya City Government:

“We facilitate the implementation of the programme, from the system and training to the job fair, and

continue to monitor it to ensure it remains in line with the programme's objectives." (Disperinaker)



Figure 3 Training provided by Disperinaker

Source: Disperinaker archives

The role of the industrial sector in the ASSiK Programme is evident in the contributions of companies that open job vacancies, provide training, and support internship programmes. Companies do not merely act as employers but actively participate in the implementation to ensure participants' work readiness meets industry needs. The company explained in an interview as follows:

"We do not just open vacancies, but also participate in training and provide internship opportunities so that prospective workers are better prepared." (Company)

On the other hand, the involvement of the community—particularly young people as jobseekers—is evident from their active participation in various programme activities, such as attending job training, job fairs, and using the ASSiK platform to search for job vacancies. This participation demonstrates that the community is not merely a recipient of services, but rather an integral part of the programme implementation process. ASSiK users describe their involvement in the programme's implementation as follows:

"When we took part in the training, we didn't just learn theory, but also gained practical experience and received guidance from the companies. Afterwards, there was also the opportunity to take part in recruitment processes or internships, so it really felt like we were part of the process." (User)

The implementation of the ASSiK Programme has involved various actors in accordance with their respective roles: the government as a facilitator and supervisor, companies as partners in providing training and employment opportunities, and the community as active participants in programme activities. Youth involvement is evident through participation in vocational training, internship programmes, and job fairs as a means of obtaining information and employment opportunities. This situation indicates that the co-delivery phase of the ASSiK Programme has been running smoothly, marked by active collaboration between the government, companies, and the community in the implementation of the programme to support employability.



Figure 4 Community participation in the internship programme

Source: Disperinaker Archives

D. Co-assessment

Joint assessment is an evaluation process involving active community participation in programmes that have been implemented. In this context, the community does not merely act as beneficiaries but also as contributors of input and feedback regarding the successes and challenges encountered during the implementation of the programme [19]. The co-assessment process is carried out through the involvement of the community and the government in observing and evaluating the implementation of existing employment services. Through this process, the government can ascertain the public's responses, experiences, and assessments regarding the use of ASSiK services. The use of social media and the ASSiK website also serves as a means for conveying input, reports, and evaluations more easily and efficiently. In addition to involving the public as service users, the coassessment process is also carried out through programme monitoring and evaluation by the government and companies to assess the alignment of programme implementation with the needs of the labour market. The Surabaya City Government, through the Department of Industry, Employment and Manpower (Disperinaker), monitors the implementation of training, job fairs, internship programmes, and the use of the web-based ASSiK system to track the progress of job seekers and ensure the programme's implementation aligns with the established objectives. This is evidenced in the following interview:

"Monitoring is carried out daily via the ASSiK dashboard to track user progress, from the application process right through to the final outcome—whether they are accepted or not." (Disperinaker)

The evaluation process also involves companies and the public through the provision of feedback on programme implementation. Young people, as service users, share their experiences and assessments via surveys, social media, and direct services. Meanwhile, companies provide input regarding the alignment of participants' competencies with labour market needs, as well as the development of the ASSiK system. The interview results from companies state that:

"During the evaluation process, we also monitor participants' outcomes and the development of the

ASSiK system, including features on the website that still need to be developed.” (Company)

From the users’ perspective, it was stated that there is no official forum for joint evaluation yet, but they are currently limited to monitoring and providing feedback via surveys; the following is the content of the interview:

“Usually, after participating in activities, we provide feedback via surveys or social media, but there is indeed no specific evaluation forum yet.” (User)

The co-assessment phase of the ASSiK Programme has involved the participation of various stakeholders in the programme’s monitoring and evaluation process. The government, companies and the public have been involved in providing assessments and feedback on the programme’s implementation, although the joint evaluation mechanism has not yet been formalised within a single integrated forum.

IV. CONCLUSIONS

The implementation of co-production within the ASSiK Programme demonstrates collaborative engagement among government institutions, private-sector actors, and youth participants in delivering employment services in Surabaya. At the co-commissioning stage, programme planning remained primarily dominated by government institutions and industry actors, while youth participation was mainly reflected through feedback and the identification of employment needs. During the co-designing stage, companies contributed to determining competency standards and workforce requirements, while programme participants provided input based on their experiences and employment challenges. In the co-delivery stage, collaboration was reflected through vocational training, internship programmes, job fairs, and the utilisation of the ASSiK digital platform by job seekers. The government acted as facilitator, companies supported workforce preparation and recruitment, and youth participants actively engaged in programme activities. Finally, the co-assessment stage involved monitoring and evaluation through surveys, system monitoring, and stakeholder feedback regarding programme implementation. Although the evaluation mechanism has not yet been fully institutionalised, the programme demonstrates that co-production can strengthen collaboration and improve youth work readiness through more inclusive employment services.

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