

Improving Public Services Quality in Kendari City through Optimizing the Controlling Function of the Ombudsman Representative of Southeast Sulawesi, Indonesia

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Abstract. This study aims to determine the optimization of the implementation of the supervisory function of the Ombudsman of the Republic of Indonesia, Representative of Southeast Sulawesi, to improve the quality of public services in Kendari City. The method used in this study is qualitative descriptive; data collection techniques are observation, interview, and documentation. Research information was determined using purposive sampling techniques. The results showed that the optimization of the implementation of the supervisory function was carried out in 3 (three) ways, namely: Prevention of maladministration in public services through socialization is carried out in the form of dissemination of information on institutions organizing public services, NGOs and communities in Kendari City, carrying out coordination and cooperation with Local and central governments and internal supervisory agencies of public service providers and conduct public service compliance assessments every year to measure the level of compliance of public service providers with public service regulations. Carry out the receipt and verification of reports of public complaints related to maladministration of public services. Examination and completion of reports to obtain data, statements, and documents useful for proving allegations of maladministration reported by the public.

Keywords: controlling, ombudsman, public service

1 Introduction

One indicator of effective government is the implementation of a quality public service system that can meet citizens' basic needs in the form of the demand for public goods and services and administrative service needs. Efforts to realize quality public services are becoming increasingly complex, and the implementation of public services is still marked by various problems such as corruption, collusion, nepotism, and maladministration. The low quality of the public service system provided by the government impacts the negative image of government institutions providing public services and loses public trust [1]. The provision of quality public services is the duty and responsibility of government institutions providing public services; one way to improve the quality of public services is to optimize the supervision system carried out by the Ombudsman of the Republic of Indonesia on all government institutions providing public services. The Ombudsman of the Republic of Indonesia is a state institution with a special task to oversee the implementation of public services, prevent maladministration, and resolve public complaints/reports related to public services [2].

The Ombudsman of the Republic of Indonesia is an independent state institution so in

carrying out its duties and functions, it must be neutral and free from interference from other state institutions. The Ombudsman of the Republic of Indonesia, as an independent supervisory institution, is tasked with creating a quality public service system that can support the implementation of sound and clean governance [3]. The public service supervision system carried out by the Ombudsman of the Republic of Indonesia is carried out through several stages, namely: (a) receiving reports/complaints from the public regarding allegations of maladministration practices carried out by public service providers, (b) examining reports/complaints from the community then conducting field investigations or written summons and clarifications. Based on the results of the examination of reports/complaints from the community, the Ombudsman can take action to reject the report or accept the report and provide recommendations. In addition to receiving reports/complaints from the community, the Ombudsman can also supervise its own initiative through systemic review, where the results can be in the form of recommendations or suggestions related to public service performance [4]. Public services organized by the Provincial and Regency / City Governments in Southeast Sulawesi are supervised by the Ombudsman of the Republic of Indonesia, Representative of Southeast Sulawesi. Supervision of public services carried out by the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi, in addition to conducting direct control to prevent maladministration of public services by the local government of Kendari City, also carries out public service supervision actions through the community by receiving and following up on complaints submitted by the district. Based on data obtained from the results of a compliance survey on the implementation of public services conducted by the Southeast Sulawesi Representative Ombudsman on several Kendari City Government agencies that carry out public services in 2019, 2021, and 2022, it shows a decline in the quality of public services from year to year. In 2019, the Kendari City Government was included in the green zone assessment list with a percentage value of 86.12%. In 2021 it was included in the yellow zone assessment list with a percentage value of 75.74%. Furthermore, in 2022, it is included in the yellow zone assessment list with a percentage of 58.99%. These results show that over the past two years, there has been a decrease in public service compliance in Kendari City. Therefore research on optimizing the implementation of the supervisory function of the Ombudsman of the Republic of Indonesia Southeast Sulawesi Representative to improve the quality of public services in Kendari City is essential. Based on the background, the formulation of the problem that this research is: (a) how to optimize the implementation of the supervisory function of the Ombudsman of the Republic of Indonesia Southeast Sulawesi Representative in improving the quality of public services within the Kendari City Regional Government?

2 Literature Review

2.1 Controlling

Supervision here is defined as a process that can ensure that organizational goals can be achieved effectively and efficiently. Therefore, supervisory activities are intended so that corporate activities can avoid errors or deviations that occur and are not by previously set goals. In other words, supervision is a process of setting performance standards that become a reference in carrying out activities to achieve goals. Ndraha in Peso and E. Pranoto define supervision as a process to ascertain whether a program is according to what has been

planned. Based on the experts' opinions above, it can be concluded that supervision is intended to prevent or correct errors, irregularities, discrepancies, and misappropriations that are not by the objectives of the predetermined authority. Thus, supervision has strategic significance for an organization. The supervision meant here is control over the government, both within and outside the organization. Supervision can be carried out by anyone who has an interest in the organization, which in this case, the government, supervision originating from within the organization (*built-in control, internal control, and self-control*) can be carried out by superiors to subordinates [5].

2.2 Ombudsman

The Ombudsman, according to Law Number 37 of 2008 concerning the Ombudsman of the Republic of Indonesia, is a state institution that has the authority to supervise the implementation of public services both organized by state and government administrators, including those managed by State-Owned Enterprises, Regional-Owned Enterprises, and State-Owned Legal Entities as well as private entities or individuals who are tasked with carrying out certain public services with part or all of their funds sourced from the state budget and regional revenue and expenditure budget. Dennis Pearce, the Ombudsman, is undoubtedly the most valuable institution from the viewpoint of both citizens and bureaucrats that has evolved during this century. The office of the Ombudsman is: (1) quick by comparison with other review bodies; (2) informal and therefore more accessible to complainants; (3) Cheap for both complainant and decision maker; and (4) not threatening to decision makers or not as threatening as other review mechanism [6].

The ombudsman plays a role in preventing maladministration and resolving external complaint handling [7]. As a supervisory institution for public service providers, the Ombudsman performs the task of assessing and checking the level of compliance in Ministries, Institutions, and Local Governments with public service standards to improve the quality of public services. The Ombudsman of the Republic of Indonesia supervises public services, both preventive supervision and collaborative supervision. Preventive supervision is supervision that requires every regional regulation and decision of the regional head to be supervised. Meanwhile, collaborative supervision is carried out through coordination and cooperation with other state institutions that will facilitate the Ombudsman of the Republic of Indonesia in extracting data and information [8].

2.3 Public Service

Public services here are defined as all forms of services in the form of goods services, service services, and administrative services carried out by the government to the community, to meet the needs of the community. Public goods services are Services that produce various forms or types of goods used by the public, while public services are services that produce various forms of services needed by the public [9]. Administrative services are forms of service that involve the process of services carried out by the government, which produce various forms of official documents needed by the public [10]. Thus, public services aim to meet the needs and interests of the community by improving the quality of public services according to public expectations. Lovelock (in Lestari and A. Santoso, 2022) suggests that there are five principles that must be considered to improve the quality of public services, namely: tangibles, reliability, responsiveness, assurance, and empathy. Tangibles means the

quality of public services both forms and facilities can be seen and felt directly by the community, reliability means public services have reliability because of clear and consistent service standards, responsiveness means fast and appropriate service to the community, assurance means public service providers are able to provide assurance to the community, and empathy means public service providers can feel and provide full personal attention to the recipient of the service [11].

3 Method

The research approach utilized in this study is qualitative descriptive research. It involves collecting, describing, and analyzing data to optimize the implementation of the supervisory function of the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi. The aim is to enhance the quality of public services within the Kendari City Government. This approach aims to provide an objective and in-depth understanding of the implementation of the supervisory function of the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi on public services carried out by government institutions within the City Government's scope. The data was obtained through observation, in-depth interviews, and documentation, with research informants selected through purposive sampling. The collected data was then analyzed through data reduction, data presentation, and conclusion drawing/verification, which is in line with the qualitative research approach [12].

4 Findings and Discussion

4.1 Implementation of Maladministration Prevention in Public Services

Maladministration is unlawful behavior/acts in the process of providing public services, maladministration here in public services is the abuse of authority by using its authority for other purposes that are not in accordance with the provisions of the law that has been determined, to cause material / immaterial losses to the community. The forms of maladministration include such as procedural irregularities, abuse of authority, non-provision of services, delays protracted, incompetence, acting inappropriately, demand for remuneration, partiality, discrimination, and others. Prevention of maladministration in the implementation of public services carried out by the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi, namely: conducting socialization, coordinating and cooperating, and assessing public service compliance.

Socialization is a form of disseminating information to the Kendari City Government and the community in Kendari City by introducing the Ombudsman of the Republic of Indonesia Southeast Sulawesi Representative as a state institution that functions to supervise the Kendari City Government in the implementation of public services. This socialization is carried out to provide knowledge to the public about their basic rights to quality public services and their authority to supervise public services and how to submit complaint reports to the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi in the event of maladministration in public services. However, socialization among the people of Kendari City is still very lacking, so there are still many people who do not understand their rights and authority as recipients of public services. In addition, socialization is also carried out by public service providers in order to improve the quality of public services. Maladministration prevention socialization activities are also carried out at public and private

higher education institutions in Kendari City, as well as public service providers such as the Investment Office and One-Stop Services of Kendari City, and the Population and Civil Registration Office of Kendari City. The presence of the Ombudsman as a public service supervision institution received good appreciation from these government institutions because public service providers feel supervised to carry out public services in accordance with the rules and standard operating procedures.

Prevention of maladministration by co-ordinating and cooperating. The coordination and cooperation referred to here is the coordination and cooperation of the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi by building networks and partnerships institutionally both to local and central governments and internal supervisory institutions for public service providers, NGOs, community organizations and so on. The purpose of coordinating and cooperation is so that civil society or other institutions can be actively involved in supervising the implementation of public services in Kendari City. Therefore, the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi has made an MoU/memorandum of understanding between the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi and the Kendari City Government. The MoU is described in the form of a cooperation agreement to improve the quality of public services, in which there is a draft of efforts to prevent maladministration. The implementation of maladministration prevention by the Ombudsman is carried out by directly observing or conducting interviews with the community recipients of public services related to the services provided by the implementation of public services at the Kendari City Investment and One-Stop Services, Kendari City Population and Civil Registration Office, Kendari City Social Office, Kendari City Transportation Office, Kendari City Health Office, and Kendari City National Education Office. Although there has been an MoU/memorandum of understanding between the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi and the Kendari City Government, its implementation is considered not optimal, in addition to the frequency of coordination implementation that is still lacking, it also has not involved all Kendari City government organizations.

Public service compliance assessment is a series of activities carried out by the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi every year to measure the level of compliance of public service providers with Law Number 25 of 2009 concerning Public Services. There are 4 (four) indicators for assessing public service compliance, namely: (1) input indicators with assessment variables on the competence of implementers and infrastructure, (2) process indicators with assessment variables on meeting public service standards, (3) output indicators with assessment variables on maladministration perceptions, and (4) complaint indicators with assessment variables on fulfilling complaint management. The assessment of public service compliance is intended so that the Kendari City government continues to improve services and improve the quality of public service delivery. Before conducting a compliance assessment, efforts are first made to assist Kendari City Government agencies which will be assessed so that public service providers can make service improvements according to service standards and the competence of public service providers for the implementation of quality public services. The assessment of public service compliance conducted by the Ombudsman of Southeast Sulawesi Representative uses the assessment categories outlined in Ombudsman Regulation Number 22 of 2016 concerning Compliance Assessment of Public Service Standards, namely: (1) Green Zone with high compliance predicate (Value 81.00 - 100), (2) Yellow Zone with medium compliance predicate (Value 51.00 - 80.99), and (3) Red Zone with compliance predicate (Value 0 - 50.99). Based on the results of the assessment of public service

compliance by the Southeast Sulawesi Representative Ombudsman in 5 (five) public service provider agencies within the Kendari City Government, in 2019, 2021, and 2022 there was a decrease in the level of public service compliance. It is known that in 2019 the compliance value was still in the high compliance predicate category (86.12), then in 2021 it dropped to a medium compliance predicate (75.74), and in 2022 it was still in the medium compliance predicate category, but the value was lower than the previous year (58.99). Public services here are defined as all forms of services in the form of goods services, service services, and administrative services carried out by the government to the community, to meet the needs of the community. The results of this study show a decrease in the value of public service compliance for 3 (three) consecutive years in the implementation of public services in Kendari City, this can be interpreted that public service providers in Kendari City have not been able to provide quality services to recipients of public services. The objectives of public services as stated by Lovelock are: public services that can meet the needs and interests of the community and public services that meet the principles of tangibles, reliability, responsiveness, assurance, and empathy have not been realized [11]. In addition, the decrease in the compliance value of public services shows that the Southeast Sulawesi Representative Ombudsman as a state institution that has the authority to oversee the implementation of services organized by state administrators has not been optimal in carrying out its supervisory function.

4.2 Report Acceptance and Verification

In accordance with the mandate of Law Number 37 of 2008, in terms of supervising public services, the Ombudsman of Southeast Sulawesi Representative also supervises public services through the receipt and verification/examination of reports from the public on allegations of maladministration encountered for examination and follow-up. The report in question is a report of complaints or submission of facts submitted directly by people who have been victims of maladministration of public services. In 2022 the Southeast Sulawesi Representative Ombudsman received and followed up on 117 reports of community complaints in 15 regencies/cities in Southeast Sulawesi Province, the highest number of community complaint reports is in Kendari City which is 59 (50%) complaint reports, while the lowest number of community complaint reports are in Buton Regency, North Buton Regency, North Kolaka Regency and West Muna Regency which is only 1 each (0.85 %).

Submission of public service complaint reports can be submitted either directly, or through Mail, Website (www.ombudsman.go.id), Telephone / Fax: (0401) 3415554, Email (pengaduan.sultra@ombudsman.go.id), Whatsapp (0811 240 3737), and various other social media. Reports received by the Southeast Sulawesi Representative Ombudsman are then recorded in the report registration book recording system, online data storage, and Simple application. Public service complaints can be received by the Southeast Sulawesi Representative Ombudsman if they have met the formal and material requirements. The formal requirements in question include: there must be a clear identity of the reporter such as an Identity Card, there is a chronological description, then it has been reported to the reported party or the reported supervisor but did not get a settlement or was unsatisfactory. Meanwhile, the material requirements are issues that are reported as not being addressed or have never been resolved by the Southeast Sulawesi Representative Ombudsman. If the community complaint has met the formal and material requirements, then it is then brought to a representative meeting for discussion, then it is decided whether the report is the authority of the Southeast Sulawesi Representative Ombudsman or not. If it meets the

requirements and becomes the authority of the Southeast Sulawesi Representative Ombudsman, it will proceed to the examination team. Thus, the Southeast Sulawesi Representative Ombudsman in responding to and handling reports from the community in Kendari City has been responsive, this can be seen from the many cases of community complaints that have been processed and followed up in accordance with applicable regulations.

4.3 Examination and Completion of Reports

Examination and completion of reports is a series of investigative activities carried out by the Ombudsman of Southeast Sulawesi Representative in order to obtain data, statements, and documents useful for proving allegations of maladministration reported by the community to the Ombudsman. The implementation of the examination of reports by the Ombudsman Representative of Southeast Sulawesi is guided by the principles of independence, non-discrimination, impartiality, and non-collection of fees (Article 29 paragraph 1 of Law No. 37 of 2008). The procedures for receiving, examining, and completing reports are: examining documents, clarifying and summoning, field examinations, mediation and conciliation, and completing reports. Technically, the examination of the report carried out by the Report Inspection Assistance Unit begins with the examination of the report document to find out whether the document is complete, then a report on the Results of the Document Inspection is made which will be submitted to the reporter. To obtain the truth of whether or not there is maladministration in public services, a request for clarification is made both orally and in writing to the reported party. If maladministration is found in the examination, corrective action will be taken which must be carried out by the reported agency in the form of examination and completion of reports. In addition to examining community reports, the Southeast Sulawesi Ombudsman can also conduct self-initiated investigations into allegations of maladministration in the delivery of public services, without going through reports from the community. This means that the Southeast Sulawesi Representative Ombudsman can supervise and inspect public service providers through direct investigations on their own initiative from the Southeast Sulawesi Representative Ombudsman. The results of this study show that in 2022 the Southeast Sulawesi Representative Ombudsman has completed the examination and completion of 52 reports of community complaints in Kendari City. Based on the results of this study, it shows that the procedures for receiving, examining, and completing reports are still long and can slow down the process of examining and completing public complaint reports. However, the follow-up examination of community complaint reports has greatly helped the community to obtain certainty for their rights in public services in Kendari City.

5 Conclusion and Recommendation

5.1 Conclusion

One of the efforts to improve the quality of public services organized by Kendari City government institutions is through the implementation of the supervisory function of the Ombudsman of the Republic of Indonesia's Southeast Sulawesi Representative. There are 3 (three) supervisory functions carried out by the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi, namely: (1) Prevention of maladministration in public services by carrying out socialization, carrying out coordination, and cooperation, and

carrying out compliance assessments of public services. Prevention of maladministration through socialization is carried out in the form of dissemination of information on institutions organizing public services, NGOs, and communities in Kendari City so that every public service provider can know the basic rights and authorities of the community to obtain quality public services and actively supervise public services in the event of maladministration in public services. Coordinating and cooperating with local and central governments and internal supervisory agencies of public service providers, NGOs, community organizations, and so on with the intention that civil society or other institutions can be actively involved in supervising the implementation of public services in Kendari City. Conduct an annual public service compliance assessment to measure the level of compliance of public service providers with public service regulations. (2) Prevention of maladministration in public services by receiving and verifying reports of public complaints related to maladministration of public services. The large number of community complaint cases that have been processed and followed up shows that the Ombudsman is quite responsive in following up on community complaint cases. (3) Examination and completion of reports in order to obtain data, statements, and documents useful for proving allegations of maladministration reported by the public. The procedures for receiving, examining, and completing reports are: examining documents, clarifying and summoning, field examinations, mediation and conciliation, and completing reports. The procedure for receiving, examining, and completing the report is still long, which can slow down the process of examining and completing public complaint reports.

5.2 Recommendation

To optimize the implementation of the function of the Ombudsman of the Republic of Indonesia Representative of Southeast Sulawesi in supervising the implementation of public services organized by the Kendari City Government organizer, the author provides the following suggestions: 1. The Ombudsman of the Republic of Indonesia Southeast Sulawesi Representative shall: (a) increase socialization of maladministration prevention in public services to all public service providers within the scope of the Kendari City Government, NGOs, and community in Kendari City, (b) Improve coordination and cooperation with internal supervisory agencies and carry out compliance assessments of public services to prevent maladministration of public services so as to create quality public service delivery (c) simplify procedures for receiving, examining and completing public complaint reports. 2. Internal supervisors of the Kendari City Government, NGOs, and communities in Kendari City must increase supervision of public service management institutions to prevent maladministration and other violations of law in the implementation of public services within the Kendari City Government.

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