

COLLABORATIVE GOVERNANCE IN SUPERVISING PUBLIC SERVICES OF THE OMBUDSMAN OF THE REPUBLIC OF INDONESIA AND THE MINISTRY OF HOME AFFAIRS

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Abstract. Implementing public services often involves maladministration, requiring oversight of public services, which refers to Article 35 of Law Number 25 of 2009 concerning Public Services. The memorandum of understanding between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs of the Republic of Indonesia Number 18/ORI-MOU/V/2022 and Number 119/2515/SJ is a form of collaborative governance with the aim of cooperation related to oversight of public services to prevent maladministration in the delivery of public services. This study aims to analyze the coordinated governance oversight of public services, implementation of cooperation between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs, and community participation in the oversight of public services. This study uses the constructivist paradigm and applies a qualitative research method with a case study design. Data acquisition techniques in this study were through observation, in-depth interviews, documentation, and triangulation. In this study, the recruitment of informants initially used purposive sampling. However, over time, the research changed to snowball sampling by applying data analysis techniques through data collection, data reduction, data presentation, and conclusions. The results of the study state that the implementation of the collaboration process related to the ongoing supervision of public services includes the scope of exchanging data and information and resolving public complaints. Monitoring and evaluation of the memorandum of understanding that was carried out by the Ombudsman of the Republic of Indonesia then resulted in the stages of drafting a cooperation agreement with the Directorate General of Population Civil Registration regarding the use of Population Identification Numbers and the Inspectorate General of the Ministry of Home Affairs concerning joint investigations related to the follow-up of the memorandum of understanding in the form of a cooperation agreement.

Keywords: Collaborative Governance; Supervising Public Service

1. INTRODUCTION

Public services in Indonesia can be understood from the history of bureaucratic governance that lasted from before Indonesia became independent until now it entered the era of the new order of Revolution 4.0 (Wahyudi, 2020). Article 1 Paragraph (1) of Law of the Republic of Indonesia Number 25 of 2009 concerning Public Services states that public services are activities or series of activities to fulfil service needs in accordance with statutory regulations for every citizen and resident for goods, services and administrative services provided by public service providers.

Public services can also be defined as all services in the form of public goods or public services which are the responsibility of central and regional government agencies, State-Owned Enterprises or Regional-Owned Enterprises as organizers in an effort to meet all community needs (Izzati, 2021). Public services are a series of activities that cannot be avoided between the community and the government because good government or good governance is measured based on the results of public services that are felt by the community as users of these public services (Mustika, 2018).

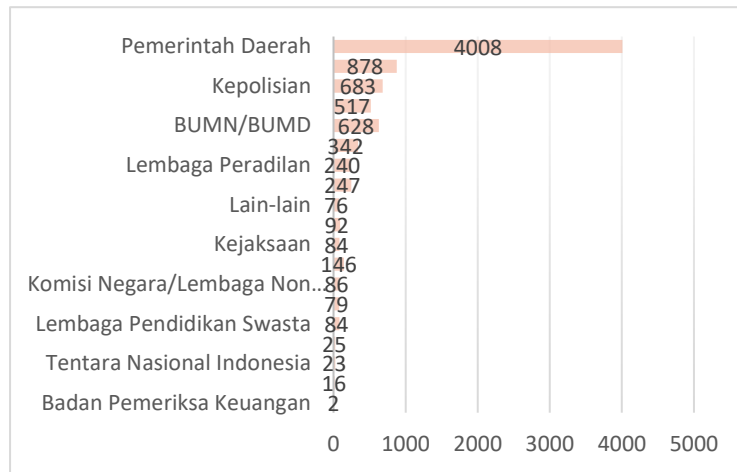
Public services are found in various areas of life and are really needed by society in the fields of health, education, economy, finance and many others (Ishak, 2019). Therefore, public services are very crucial for a country. Public services must be processed immediately and appropriately in light of current advances in information technology, because if there is no optimization or renewal of bureaucratic reform, social unrest and even disintegration of the nation will arise (Ali & Saputra, 2020). Currently we

have entered the era of industrial revolution 4.0, the use of the concept of government services has used information technology called the e-government system as the use of technology to transform government activities so that they are able to update the government system in a direction that can become more efficient, effective, transparent and accountable. (Saputro & Safriansyah, 2021). All concepts regarding public services that have been designed and implemented certainly require supervision in the implementation of public services, in order to realize effective and efficient public administration (Izzati, 2021).

Supervision of public services is carried out to supervise institutions whose duties as public service providers are a very important element in a country, because this is an effort by the government to create good governance and a reflection of the implementation of democratic principles which must always be planted and developed to prevent various acts of maladministration that can harm the government and society (Hidayah, 2018).

Pictures 1. 1

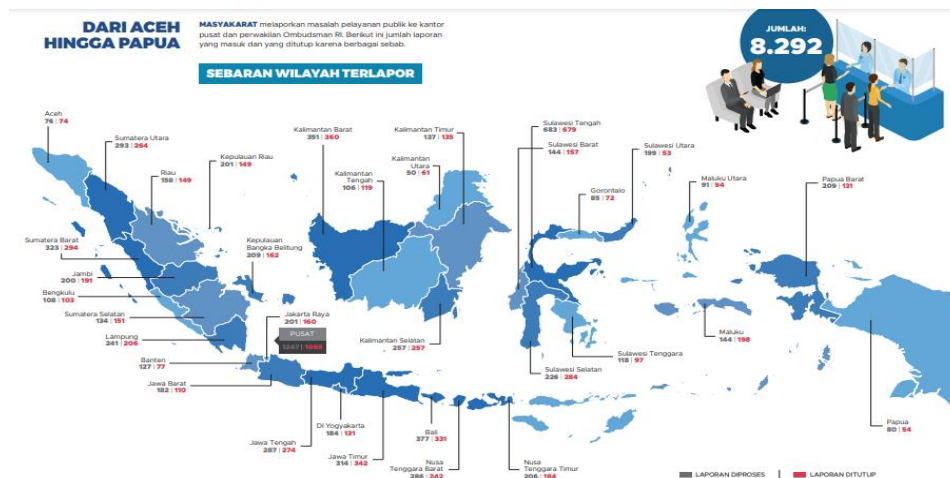
Reported Agencies Alleged Maladministration of Public Service Delivery in 2022



Source: Ombudsman Republik Indonesia, 2022

Pictures 1. 2

Distribution of Public Reports/Complaints regarding Alleged Maladministration in 2022



Source: Ombudsman Republik Indonesia, 2022

Based on the picture above, it shows that there are serious problems experienced by several public service delivery agencies, so these institutions were reported due to allegations of maladministration spread throughout Indonesia with the highest level of

agency reported being the Regional Government. Therefore, in every public service delivery, supervision is needed to prevent acts of maladministration. Supervision is considered an activity to monitor and correct deviations in the results achieved in each activity planned by both state institutions tasked with supervising public services and the public as users of public service delivery (Barus, 2022).

Based on Article 1 Paragraph (3) of Law of the Republic of Indonesia Number 37 of 2008 concerning the Ombudsman of the Republic of Indonesia, it states that, Maladministration is behavior or acts that are against the law, exceeding authority, using authority for purposes other than those for which the authority is intended, including negligence or neglect. legal obligations in the implementation of public services carried out by state and government administrators which cause material and/or immaterial losses to society and individuals.

Pictures 1. 3 Public Report Based on Alleged Maladministration in 2022



Source : Ombudsman Republik Indonesia, 2022

Maladministration often occurs in state institutions, especially in the field of public services. There are various types of maladministration that often occur in various public services, such as protracted delays, failure to provide services, incompetence, abuse of authority, requests for rewards, irregularities in procedures, inappropriate or inappropriate actions, taking sides, conflicts of interest and discrimination (Padol & Satoto, 2016) . In order for there to be efforts to continuously improve public services in order to realize good government or good governance, a supervisory institution outside of public service providers is needed to review and supervise the duties and activities of state and government administrators (Desiana, 2013). This is in line with Article 35 of Law Number 25 of 2009 concerning Public Services which states that supervision of the implementation of public services is carried out through internal and external supervision. Internal supervision of the implementation of public services is carried out by direct superiors and functional supervisors in accordance with applicable legislation. Meanwhile, external supervision of public services is carried out by the public in the form of reports or complaints, supervision by the Ombudsman and supervision by the People's Representative Council, Provincial People's Representative Council, Regency/City Regional People's Representative Council.

There are institutions assigned to be public service supervisory institutions that have the authority to supervise the implementation of services provided by the state or government, state-owned or regional-owned enterprises as well as private or individual-owned entities that use funds sourced partly or wholly from the State Revenue and Expenditure Budget. (APBN) or Regional Revenue and Expenditure Budget (APBD) is the Ombudsman which is based on Law Number 37 of 2008 concerning the Ombudsman

of the Republic of Indonesia. In carrying out its duties and functions, the state institution Ombudsman of the Republic of Indonesia has implemented several strategy implementations in supervising the delivery of public services, one of which is Collaborative Governance or collaboration between stakeholders who are directly involved (Pratiwie, 2017). The Ombudsman has formally signed a memorandum of understanding with the Ministry of Home Affairs for the purpose of monitoring public services in Indonesia.

The relevance of cooperation between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs of the Republic of Indonesia is clearly stated in the memorandum of understanding which has been mutually agreed upon Number: 18/ORI-MOU/2022 and Number: 119/2515/SJ concerning Public Service Supervision. This memorandum of understanding is valid from 12 May 2022 in Jakarta and is valid for 5 (five) years, each party carries out monitoring and evaluation of the implementation of this memorandum of understanding at least 2 (two) times a year. The liaison officials in this memorandum of understanding include the Head of Bureau, Legal, Cooperation and Organization of the Republic of Indonesia Ombudsman and the Head of the Center for Facilitation and Cooperation of the Ministry of Home Affairs. The Ombudsman of the Republic of Indonesia is an institution that has the authority to supervise state and government officials including State-Owned Enterprises and Regional-Owned Enterprises, State-Owned Legal Entities as well as Private Entities or individuals who provide public services, some or all of whose funds come from the State Revenue and Expenditure Budget. and Regional Revenue and Expenditure Budget (Ishak, 2019). Meanwhile, the Ministry of Home Affairs of the Republic of Indonesia is the ministry that handles domestic government affairs to assist the President in administering the country's government. The Ministry of Home Affairs has the duties and authority and obligations as a state institution which has the authority to carry out supervisory supervision of regional government implementation such as the implementation of development, empowerment and public services, this is in accordance with what is stated in Law Number 23 of 2014 concerning Regional Government (Halik , 2015).

The scope of the memorandum of understanding that has been agreed upon and signed together includes:

1. Prevention of maladministration;
2. Completion of reports or complaints regarding public services;
3. Developing competency of apparatus resources;
4. Request or exchange of data and/or information;
5. Utilization of Population Identification Numbers, population data and Electronic Identity Cards; and
6. Other activities agreed by the parties.

The scope of cooperation above is in line with the principles and authority of the Ombudsman of the Republic of Indonesia in accordance with Law Number 37 of 2008 concerning the Ombudsman of the Republic of Indonesia. There are reports or complaints of alleged maladministration in public services in Indonesia and can be seen in Figure 1.1 showing the highest number of reports or complaints from the public regarding alleged maladministration, namely in regional governments, this is the beginning of collaboration between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs. The Ombudsman of the Republic of Indonesia is an institution that has the authority to supervise state and government officials including State-Owned Enterprises and Regional-Owned Enterprises, State-Owned Legal Entities as well as Private Entities or individuals who provide public services, some or all of whose funds come from the State Revenue and Expenditure Budget. and Regional Revenue and Expenditure Budget (Ishak, 2019).

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Previous research has mostly discussed the Ombudsman as a supervisory body for the delivery of public services (Izzati, 2021) (Ishak, 2019) (Tando et al., 2020) (Dewi, 2019). Then, several studies discuss the duties and authority of the Ministry of Home Affairs as well as the delegation of regional autonomy (Halik, 2015) (Akbar et al., 2021). The implementation of collaborative governance is also found in several previous research references (Goei, 2021) (Tando et al., 2020) (Cahyono, 2021) (Dewi, 2019).

This study is different from existing research, which tends to discuss more about the implementation of collaborative governance or the implementation of public service supervisory strategies. Researchers have not found related research that discusses in focus and in depth the phenomenon of collaborative governance of public service supervisors with the implementation of collaboration between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs.

Academically, the results of this study are expected to contribute to various research in the study of State Administration, especially to the implementation and evaluation of public policies regarding collaborative governance of public service supervision with the implementation of collaboration between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs of the Republic of Indonesia.

This research aims include (1) analyzing collaborative governance in supervising public services; (2) analyze the implementation of cooperation between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs in supervising public services; (3) analyzing community participation in monitoring public services.

2. LITERATURE REVIEW

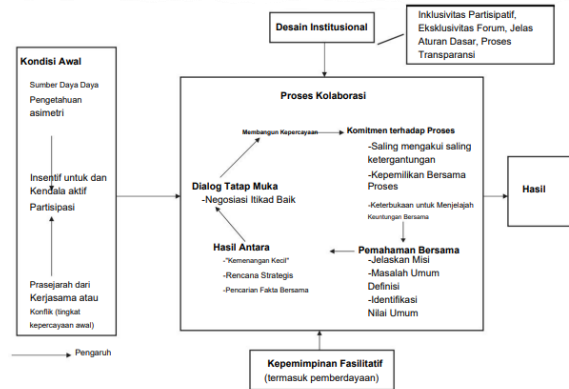
2.1. Collaborative Governance

Collaborative Governance is an alternative program that is designed and continues to be developed with the concept of bringing together various stakeholders for decision making aimed at producing a policy (Ansell & Gash, 2008). In Ansell and Gash (2008), they explain that collaborative governance is a program design that directly regulates public institutions by involving non-government stakeholders through a collective process to be able to choose a decision that aims to manage a program or implement public policy.

In collaborative governance, there is one very important component, namely the concept of governance. Governance can be interpreted as governance which refers to rules or designs that guide collective decision making that are made not just about one individual but within a group of individuals, organizations or organizational systems (Ansell & Gash, 2008).

Ansell & Gash (2008) provide an overview of the collaborative governance implementation model which has 4 (four) broad variables, as follows:

Figure 2. 1 Collaborative Governance Implementation Model According to Ansell & Gash (2008)



Based on the theory described above, researchers refer to collaborative governance theory as a concept or design of a government governance program that builds cooperation with a commitment to making decisions aimed at achieving common goals with cooperation between stakeholders or interested actors. To answer research questions about collaborative governance of public service supervisors (implementation of collaboration between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs of the Republic of Indonesia), researchers refer to theory (Ansell & Gash, 2008). The implementation of collaborative governance begins with the initial conditions and then with a collaboration process which contains important components which are influenced by institutional design and leadership, and then there are the results of the collaborative governance process.

2.2 Implementation of Public Policy

According to Nugroho in (Roeslie & Bachtiar, 2018) public policy implementation has two types of elections, namely implementation with a top-down pattern and bottom-up implementation. If viewed in a very broad sense, policy implementation is a tool of legal administration that consists of various actors, organizations, procedures and techniques that work together with the aim of implementing policies to obtain a mutually agreed desire (Yalia, 2014). Policy implementation according to Pressman and Wildavsky (in Yalia, 2014) states that implementation is an interaction between setting goals and means, actions in achieving goals, or the ability to connect desires with how to achieve them. According to Edward III (1980) there are four variables that are very important and need to be considered in looking at various factors regarding the failure or success of implementing public policy. with four variables, namely based on communication, resources, attitudes and bureaucratic structure in implementing public policy.

2.3 Supervising Public Service

The concept of supervision of public services in Indonesia currently refers to Article 35 of Law Number 25 of 2009 concerning Public Services which explains the supervision of the implementation of public services in the Republic of Indonesia. Supervision of the implementation of public services is divided into two, as follows:

1. Public services are supervised by internal supervision through:
 - a. Supervision carried out by direct superiors is based on applicable laws and regulations;
 - b. Supervision carried out by functional supervisors is in accordance with applicable laws and regulations.
2. The implementation of public services is supervised by external supervision through:

- a. Supervision carried out by the public in the form of reports or complaints from the public in the implementation of public services;
- b. Supervision carried out by the Ombudsman institution is in accordance with applicable laws and regulations;
- c. Supervision carried out by the People's Representative Council, Provincial Regional People's Representative Council, Regency or City Regional People's Representative Council.

2.4 Society Participation

According to Cohen & Uphoff (1979) in (Rosyida & Nasdian, 2011) stated that in community participation there are several stages that can be followed, including the following:

1. Decision Making, through community involvement in making or making decisions. The community can determine that decisions taken can take into account attitudes and culture in society. In making this decision there is a process of selecting alternatives that have been given and through deliberation to reach a consensus agreement.
2. Implementation of decisions, community participation in this case includes concrete forms of resources from the community in the form of thought contributions, material contributions and forms of action as members in activities that have been designed.
3. Utilization of results, community participation in the utilization of results includes results from implementation that have been achieved both in terms of quality and quantity.
4. Evaluation of development programs, community participation in evaluation includes following a process of comparing plans that have been prepared previously with those that have been implemented, in this process also reviewing all achievements that have been made. This stage is an important stage for the community to participate because at this stage, feedback will of course be seen which can provide input for improvements or enhancements to the next program.

3. RESEARCH METHODS

This research uses a qualitative approach so that the data obtained can describe, communicate, convey in detail and in depth the realities that occur in the field regarding collaborative governance of public service supervision. The technique for determining informants was carried out using purposive sampling and 6 informants were obtained who had information related to the research theme and were studied in depth. The informants for this research consist of 1 (one) Cooperation Analyst (Bureau of Law, Cooperation and Organization of the Ombudsman of the Republic of Indonesia), 1 (one) Young Expert Public Relations Officer (Cooperation Facilitation Division of the Ministry of Home Affairs), 1 (one) Head of Assistant Main Assistant Risk 1 Ombudsman of the Republic of Indonesia, 1 (one) Monitoring and Evaluation Analyst (Preparation of Cooperation Agreement for the Directorate General of Dukcapil), 1 (one) PPUPD First Expert of the Inspectorate General of the Ministry of Home Affairs and Society. Furthermore, data analysis techniques use data collection, data reduction and data presentation and conclusions.

4. RESULTS AND DISCUSSION

4.1 Collaborative Governance in Oversight of Public Services

The collaboration in question is cooperation between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs of the Republic of Indonesia. The implementation of cooperation between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs is based on Memorandum of Understanding Number 18/ORI-MOU/V/2022 and Number 119/2515/SJ concerning Coordination of Duties and Functions of the Ombudsman of the Republic of Indonesia and the Ministry of Home

Affairs regarding Supervision of Public Services which was ratified in May 12, 2022.

This memorandum of understanding is motivated by the need for the Ombudsman of the Republic of Indonesia, which has the duties and authority as an institution that monitors the implementation of public services and has the obligation to encourage all government agencies, institutions and ministries. This collaboration is carried out in general because there are common goals to be achieved by the Ombudsman of the Republic of Indonesia and also the Ministry of Home Affairs, which each have their own resources.

One of the supporting factors that greatly influenced the emergence of this memorandum of understanding was based on the large number of public reports regarding alleged maladministration in the Indonesian Regional Government. In Government Regulation Number 12 of 2017 concerning Guidance and Supervision of Regional Government Administration, it is explained that the guidance and supervision of regional government administration nationally is coordinated by the Minister who administers domestic government affairs. The initial conditions for building the same understanding between all related substances require an understanding of the feelings of mutual trust between the Ombudsman of the Republic of Indonesia who needs the data and the Ministry of Home Affairs as the agency that stores the data and has the authority to guide and supervise the Regional Government.

The common goal in the collaboration between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs is to carry out coordination and build synergy between stakeholders in carrying out duties and functions related to supervision of public services. During the exploration period, negotiations, preparation of the text and signing of the document between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs, it was facilitated by the Legal Bureau of Cooperation and Organization of the Ombudsman of the Republic of Indonesia and the Collaboration Facilitation Division of the Ministry of Home Affairs. This collaboration facilitator also has duties and responsibilities to facilitate various forms cooperation that will be carried out to fulfill the scope of the memorandum of understanding on supervision of public services.

The institutional design carried out in implementing collaborative supervision of public services includes collaborative partners, namely the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs which has several substances, including:

1. Chairman of the Ombudsman of the Republic of Indonesia;
2. Head of the Ministry of Home Affairs;
3. Bureau of Law, Cooperation and Organization of the Ombudsman of the Republic of Indonesia;
4. Ministry of Home Affairs Facilitation and Cooperation Sector
5. Principal Assistantship of the Ombudsman of the Republic of Indonesia;
6. Directorate General of Population and Civil Registration, Ministry of Home Affairs;
7. Inspectorate General of the Ministry of Home Affairs;
8. Representative Ombudsman.

This substance is directly involved in the implementation of the memorandum of understanding between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs. The determination of the substance is seen from the needs within the scope of the memorandum of understanding by looking at the duties and functions of each substance. The institutional design in this memorandum of understanding is in accordance with each work unit in accordance with its duties and functions. The facilitator for connecting cooperation in this collaboration is the Legal Bureau of Cooperation and Ombudsman Organization of the Republic of Indonesia with the Facilitation and Cooperation Division of the Ministry of Home Affairs. Then the substance that carries out the technical implementation of each existing scope collaborates with the Directorate General of Population and Civil Registration, the Inspectorate General of the Ministry of Home Affairs, the Representative Ombudsman and the Principal Assistant to the Ombudsman of the Republic of Indonesia. Communication that can be established between collaboration partner stakeholders can be through contact persons contained

in the memorandum of understanding and also via Whatsapp, Email or negotiations via Zoom Meetings conducted by the Legal Bureau of Cooperation and Ombudsman Organizations of the Republic of Indonesia with the Facilitation and Cooperation Sector of the Ministry of Home Affairs of the Republic Indonesia regarding discussions on the conditions for follow-up cooperation. Meanwhile, follow-up communications from the scope of the memorandum of understanding involving each substance are carried out individually without the need for connection from each collaboration facilitator in each agency in accordance with the cooperation needs to be achieved.

In the entire series of stages of drafting a memorandum of understanding between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs, all related substances between the two parties are always attended with the aim of ensuring that each agreement gets views from every substance related to the memorandum of understanding between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs.

All of these substances always attend every meeting between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs in carrying out negotiations, drafting texts and signing memorandums of understanding. This aims to ensure that each drafting of the scope stated in the memorandum of understanding obtains various perspectives from each substance and also aims to ensure that the continuation of this memorandum of understanding in the form of a cooperation agreement can be carried out as quickly as possible with the relevant substances.

The memorandum of understanding between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs is valid for 5 years with evaluation and monitoring at least once each year with a flexible nature of evaluation and monitoring, which can be carried out by each agency or carried out jointly. Transparency is carried out in this collaboration process by carrying out monitoring and evaluation activities which are carried out once a year, then the results of the evaluation in one year are re-coordinated between various parties for follow-up regarding any new adjustments or programs that will be implemented. The collaboration process, which has been implemented for approximately one year, is still relatively new and technically still ongoing. The scope of what has been implemented in the memorandum of understanding is related to the exchange of data and information as well as the resolution of public complaints. The exchange of data or information that is carried out is usually regarding verification of public reports or related to supporting data in an existing reported case. Meanwhile, the resolution of complaints from the public, in fulfilling this scope, takes the form of sending quarterly, semester and annual recapitulations from the Ombudsman of the Republic of Indonesia to the Ministry of Home Affairs and vice versa.

The scope of this memorandum of understanding will then continue in more detail into the Cooperation Agreement which will discuss more specific details. This memorandum of understanding between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs has been followed up in the process of preparing the draft text of the Cooperation Agreement between the Ombudsman and the Directorate General of Population and Civil Registration of the Ministry of Home Affairs regarding the Utilization of Population Identification Numbers and Electronic Identity Cards in the Services Scope of the Ombudsman of the Republic of Indonesia, while other stages are currently being prepared for planning and exploration for the submission of a cooperation agreement between the Ombudsman of the Republic of Indonesia and the Inspectorate General of the Ministry of Home Affairs.

So far it has been running for more than 1 year. Evaluation and monitoring of the memorandum of understanding between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs has been carried out independently in each agency. Then, as a result of monitoring and evaluation, new adjustments and additions to the continuation of this memorandum of understanding were made in the form of drafting a cooperation agreement carried out with the Directorate General of Population and Civil Registration and the Inspectorate General of the Ministry of Home Affairs.

The preparation of the cooperation agreement between the Ombudsman of the Republic of Indonesia and the Directorate General of Population and Civil Registration has reached the stage of drafting the text of the cooperation agreement regarding the use of Population Identification Numbers, Population Data and Electronic Population Identification Cards within the scope of services of the Ombudsman of the Republic of Indonesia. The two agencies have gone through the exploration and negotiation stages with several meetings, so that currently they are still in the stage of drafting the text of the cooperation agreement. Meanwhile, the preparation of a cooperation agreement between the Ombudsman of the Republic of Indonesia and the Inspectorate General of the Ministry of Home Affairs is only in the exploration stage regarding the scope of cooperation.

4.2 Implementation of Collaboration between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs regarding Supervision of Public Services

This collaboration has been implemented for more than 1 year, the achievement of implementing the collaboration between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs regarding the supervision of public services has carried out several collaborative activities to fulfill the achievement of the scope of the memorandum of understanding. This memorandum of understanding, which has only been running for one year, is still relatively new and technically it is considered to be still in the adjustment stage. Activities that are already underway include exchanging data and information and resolving public complaints.

This memorandum of understanding becomes a bridge that helps to improve each other's performance for the purpose of improving the quality of public services. The implementation of cooperation that has been carried out to overcome this matter is the exchange or request for data and information. The Ombudsman of the Republic of Indonesia in resolving cases of public complaint reports takes action to verify reports, in this case the Ombudsman of the Republic of Indonesia requires data or information contained in the Ministry of Home Affairs. In this case, the substance of the Ombudsman of the Republic of Indonesia, namely the Main Assistant, will act directly either by communication or by action without involving facilitators or liaison officials in a memorandum of understanding.

The Ombudsman of the Republic of Indonesia has carried out monitoring and evaluation in the first year stage. The form of monitoring and evaluation carried out by the Legal Bureau for Cooperation and Organization of the Ombudsman of the Republic of Indonesia is to conduct surveys and receive input and responses submitted by related substances such as the main assistant and representative Ombudsman. Then the results of the monitoring and evaluation carried out by the Ombudsman of the Republic of Indonesia were to begin the stages of implementing a cooperation agreement with substance originating from the Ministry of Home Affairs, namely specifically the Directorate General of Population and Civil Registration and the Inspectorate General of the Ministry of Home Affairs of the Republic of Indonesia. To date, the progress of implementing the collaboration process related to the supervision of public services is currently drafting the text of the Cooperation Agreement with the Directorate General of Population and Civil Registration of the Ministry of Home Affairs regarding the Utilization of Population Identification Numbers, Population Data and Electronic Identity Cards in the Services Scope of the Ombudsman of the Republic of Indonesia. In previous conditions, public complaints made to the Ombudsman of the Republic of Indonesia were carried out manually using formal required files such as using a photocopy of the reporter's National Identity Card (KTP). With this cooperation agreement which has just entered the drafting stage, it is hoped that it will be able to make the functions and roles of the parties more effective in the process of verifying and validating the reporter and the reported party regarding allegations of maladministration in the implementation of public services according to their duties and functions.

This cooperation agreement is included in the scope of data and information

exchange in the form of digitized use of the Population Identification Number which includes data elements in the form of NIK data, full name, gender, place of birth, date/month/year of birth, marital status, last education, type of job, and current address using the web portal mechanism provided by the Directorate General of Dukcapil. Then the Ombudsman of the Republic of Indonesia must provide the Audit Result Number and Recommendation Number whose population data has been accessed as return data through the return data application. Both parties in this collaboration also have the task of helping to socialize the use of e-KTP through print and/or electronic media.

The Ombudsman of the Republic of Indonesia in the cooperation agreement that will be carried out with the Directorate General of Dukcapil must also implement the national standard of the Indonesian International Organization for Standardization/International Electrotechnical Commission 27001 and submit an ISO/IEC 27001 certificate, this aims to secure data to which the relevant Directorate General of Dukcapil has been given access. population data and civil registration. The current progress is that the Ombudsman is still preparing the files that are the requirements provided by the Directorate General of Dukcapil. Then the next cooperation agreement that is being explored is with the Inspectorate General of the Ministry of Home Affairs. The stage in preparing this cooperation agreement has only reached the exploration stage which is only carried out by the Ombudsman of the Republic of Indonesia. The scope of the cooperation agreement between the Ombudsman of the Republic of Indonesia and the Inspectorate General is more or less related to the supervision of public services, especially to Regional Governments. This cooperation agreement also concerns the submission of a joint investigation program carried out by the Ombudsman and the Inspectorate General of the Ministry of Home Affairs. The Inspectorate General is waiting for the submission documents related to the submission of this cooperation agreement, which at this time the Ombudsman is still in the exploratory stage.

4.3 Community Participation in Oversight of Public Services

Community participation in monitoring public services is an important form of community concern for public services. Community participation also has a significant influence on improving the quality of public services, because the policies issued and implemented by the government are a form of manifestation of community needs and desires. This proves that community participation in implementing cooperation related to monitoring public services is very much needed.

Community participation includes concrete forms of resources from the community in the form of thought contributions, material contributions and forms of action as members in activities that have been designed. Based on the results of interviews, the public is still dissatisfied with the public services they experience around them. Several factors that still cause maladministration are as follows:

- a. The large number of people who are still unfamiliar and do not understand the proper and correct procedures regarding the public service process are the initial cause of maladministration often occurring.
- b. The public's minimal literacy and knowledge regarding the procedures for applying for public services means that the public itself sometimes feels that maladministrative irregularities such as protracted delays are commonplace in the process of implementing public services, so that providing rewards in the form of money, goods or services becomes a culture. which has become ingrained in society.

The public considers the quality of public services to be good, but in some situations and conditions there are often individuals from government officials themselves who offer to cut bureaucratic time in exchange for money, services or goods. Then this condition is supported by the lack of public knowledge regarding good and correct procedures in the public service process. However, according to the annual report of the Ombudsman of the Republic of Indonesia from 2019 to 2022, public reports continue to increase. This

provides two points of view, namely positive and negative, the positive is that people are starting to want to learn and participate in monitoring public services until finally public service supervisory institutions such as the Ombudsman of the Republic of Indonesia can correct maladministrative irregularities that occur in the public service process. Meanwhile, on the negative side, of course, it is related to the many reports of public complaints that the amount of maladministration in public services proves that the quality of public services is decreasing. Of course, in response to this, the community and government must truly collaborate to improve the quality of public services to be even better.

The Ombudsman as a public service monitoring institution certainly hopes that if there is maladministration felt by the public, a public complaint will immediately be made so that this can be followed up and then ultimately the public service will run smoothly again.

The reality in the field is that people who are still unfamiliar with reporting complaints and think that it takes time, think that maladministration is not a serious mistake and it is understandable that it happens because some of the substances of maladministration have become a culture among the community. However, in fact, it is this kind of public understanding that prevents the quality of public service bureaucracy from increasing, but instead declines. Mistakes after mistakes that continue to be normalized make society blind to the existing truth.

However, the public also realizes that the current era of digitalization has greatly influenced public services to be better than before the use of online media. The public also feels that the impact of information delivery and transparency carried out by the government, especially regarding public services, is more pronounced because it is easily accessible to all levels of society. The transparency carried out certainly helps to make the public more trusting and understanding regarding good and correct public service procedures, so that if this continues to be socialized, allegations of maladministration will continue to decrease and the quality of public services will become better.

CONCLUSION

In general, collaborative governance monitoring public services (implementation of collaboration between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs) has made progress and can be said to be running well even though it has only been running for the last 1 (one) year. In the implementation of public services, of course supervision of public services is needed, in this case the Ombudsman of the Republic of Indonesia as the public service supervisory agency collaborates with the Ministry of Home Affairs to collaborate on coordinating the tasks and functions of each agency related to the supervision of public services. Where this memorandum of understanding involves various substances in the technical implementation of cooperation, such as the Ombudsman of the Republic of Indonesia involving the Legal Bureau of Organizational Cooperation and Main Assistantships, while the Ministry of Home Affairs involves substances from the Center for Cooperation Facilitation, the Directorate General of Population, Civil Registration and the Inspectorate General of the Ministry of Home Affairs. Country.

The initial conditions for this collaboration were motivated by the needs of the Ombudsman of the Republic of Indonesia in carrying out his duties as supervisor of the implementation of public services. The supporting factors for this collaboration are also influenced by the many public reports regarding alleged maladministration in regional governments which are the most reported agencies in the recapitulation of the annual report of the Ombudsman of the Republic of Indonesia, then the Ministry of Home Affairs which has the task of guiding and supervising the implementation of public services is deemed capable of synergizing so that this collaboration comes to fruition. results in better quality of public services.

Facilitative leadership in this collaboration can be seen through the commitment of

the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs in establishing a clear legal basis, transparency, conducting evaluations and implementing planned programs. In this collaboration process, the activities that have been carried out are exchanging data and information, resolving public complaints and currently carrying out the drafting stages regarding a cooperation agreement with the Directorate General of Population and Civil Registration regarding the use of Population Identification Numbers and a cooperation agreement with the Inspectorate General of the Ministry of Home Affairs regarding the supervision of public services, especially the administration of Regional Government. . Implementation of cooperation in the collaborative process related to supervision of public services between the Ombudsman of the Republic of Indonesia and the Ministry of Home Affairs is regulated in a memorandum of understanding. Communication in the implementation of cooperation which is the facilitator and mediator in this cooperation is the Ombudsman Organization Cooperation Legal Bureau and the Ministry of Home Affairs Cooperation Facilitation Center. Meanwhile, communication carried out by each substance in technical terms is carried out independently without involving a facilitator. Resources in the collaboration process have not been regulated in more detail in the memorandum of understanding, this will be regulated in the cooperation agreement that is being drafted. The attitude in implementing the collaboration is considered to have a fairly good response from all partners and the technical substance related to the memorandum of understanding states that this collaboration is very helpful because it can speed up bureaucracy. In the bureaucratic structure in implementing cooperation related to the collaboration process, the procedures governing the implementation of this collaboration are in accordance with the respective regulations in each agency. The division of coordination and responsibility in the implementation of this collaboration process is continued in the form of an inter-substantial cooperation agreement for a more detailed discussion regarding tasks, obligations, budget, staffing and technical matters that will be carried out in an activity.

The implementation of this collaboration has achieved the scope of exchanging data and information as well as resolving public complaints. Monitoring and evaluation has been carried out independently by the Ombudsman of the Republic of Indonesia which has resulted in several points regarding the continuation of this memorandum of understanding, the suggestions and input are related to plans for cooperation with the Directorate General of Civil Registration and the Inspectorate General of the Ministry of Home Affairs regarding the follow-up to the memorandum of understanding and discussion of the scope of the agreement cooperation that will be implemented. The community participates in monitoring public services which indirectly helps make this collaboration a success, through the first implementation of decisions by participating in reporting if there are allegations of maladministration, the community can also disseminate information to other communities regarding complaint procedures and also help the community understand the procedures good and correct public services so that public understanding no longer deviates from the public service process. Second, using the results, the community participates in the process of implementing existing cooperation, reporting if there are irregularities that occur in the public service process, which will then be felt by the community. Third, evaluate the program in monitoring public services with the reality of the condition of the public who are still unfamiliar with reporting procedures and think that this takes time and will not change the bureaucracy. Synergy between the community and the government is of course something that must be realized urgently, community participation greatly influences the performance of public services.

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