THE POSITION AND AUTHORITY OF THE OMBUDSMAN INSTITUTION IN

OVERSEEING THE REALIZATION OF GOOD GOVERNANCE OF THE REPUBLIC OF

INDONESIA

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Abstract

The purpose of this study is to analyze: 1) What is the position of the Ombudsman as a Public Service Supervisor? 2) What is the authority of the Ombudman in overseeing the realization of Good Governance of the Republic of Indonesia? The research method used is empirical juridical with a statutory approach, concept approach, and case studies. The results showed that: 1) The position of the Ombudsman of the Republic of Indonesia in the constitutional system of the Republic of Indonesia is that the Ombudsman is one of the additional state institutions or secondary or extra auxiliary institutions, namely state institutions formed outside the constitution in this case the 1945 Constitution. Thus, the Ombudsman answers the demands of the community for the creation of democratic principles in every administration of government through an accountable, independent, trustworthy and free from interference by political interests. 2) In the view of the Ombudsman of the Republic of good governance is the provision of quality public services to the community. The state/state administrator has the obligation to provide services to its citizens while citizens/communities have the right to obtain services.

Keywords: Position, Authority, Institution, Ombudsman, Overseeing, Realization, Good Governance, Republic of Indonesia.

INTRODUCTION

Background

Public service is a constitutional right of citizens guaranteed by the constitution and is also a basic right that must be fulfilled and carried out properly so that the benefits can be felt by the community without any conditions. Public services according to Law No. 25 of 2009 concerning Public Services are activities or series of activities in fulfilling service needs in accordance with laws and regulations for each citizen and resident of goods, services, and/or administrative services provided by public service providers. Good public service is a service that places the law as a fifth, which is held openly, where every citizen of society gets equal treatment for the same type of service, whose process and service results can be accounted for. Therefore, the government and local governments as providers of public services should continue to improve in order to optimize their role in meeting public needs.¹

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In the administration of government, one of the tasks of the government in the administration of government is to improve public services. One of the institutions that oversees public service providers is the Ombudsman of the Republic of Indonesia (hereinafter referred to as the Ombudsman). With regard to state equipment, when connected with the 1945 Constitution, it clearly distinguishes the branches of state power in the legislative, executive, and judicial fields which are reflected in the functions of the MPR, DPD, President and Vice President, as well as the Supreme Court, Constitutional Court, and Financial Audit Board as the main state institutions.²

The existence of the Ombudsman supervision agency is expected to be able to provide solutions to the deadlock in the public service system faced today. So that the hope of excellent public service is not just wishful thinking, but can become a reality that has a positive impact on the community as a recipient of services. Meanwhile, in order to oversee the implementation of public services in the regions, based on Article 5 paragraph (2) of the ORI Law, it is stated that the Ombudsman can establish Ombudsman representatives in provinces and / or districts / cities. Furthermore, Article 43 paragraph (1) also states that if deemed necessary, the Ombudsman may establish an Ombudsman representative in the provincial or district/city area. This provision has given the authority to be able to establish representative ORI in each region to supervise the implementation of public services in the regions.³

The Ombudsman of the Republic of Indonesia handles complaints of public services that in carrying out their duties and authorities are free from interference by anyone or interference by other powers. Law No. 37 of 2008 concerning the Ombudsman of the Republic of Indonesia became the basis for the establishment of the Ombudsman of the Republic of Indonesia.⁴ Based on Law Number 37 of 2008 concerning the Ombudsman of the Republic of Indonesia. Atticle 1 point 1, the Ombudsman of the Republic of Indonesia, hereinafter referred to as the Ombudsman, is a state institution that has the authority to oversee the implementation of public services both organized by state and government administrators including those organized by State-Owned Enterprises (BUMN), Regional-Owned Enterprises (BUMD), and State-Owned Legal Entities (BHMN) as well as private entities or individuals who are tasked with carrying out certain public services whose funds are partly or fully sourced from the state budget and/or regional revenue and expenditure budget. The Ombudsmadn is closely related to two things, namely, public services and good governance.⁵

The Ombudsman as a supervisory body for public service providers in carrying out its role to support *good governance*, carries out its duties by receiving reports / complaints from every Indonesian citizen or resident against allegations of maladministration committed by state administrators.⁶ The Ombudsman has an important role in the realization of good governance principles in the framework of public *services*.⁷

The Ombudsman of the Republic of Indonesia, hereinafter referred to as the Ombudsman, is a state institution that is independent and does not have organic relations with other government institutions and agencies, and in carrying out its duties and authorities is free from interference from other powers. The existence of the Ombudsman as an institution that receives complaints from the public seems to be a bright light for people who receive poor public services. The Ombudsman, which was originally named the National Ombudsman Commission which was born based on Presidential Decree Number 44 of 2000 concerning the National Ombudsman Commission until the establishment of the Ombudsman of the Republic of Indonesia based on Law Number 37 of 2008, has gained a place in the hearts of the public. Even now, every province already has a Representative Office.⁸

The achievement of the best and quality public services is highly expected by all levels of the population in Indonesia. Stated in Law Number 37 of 2008, the role of the Ombudsman as a supervisory body in overseeing the quality of public services, in which alludes that the Ombudsman is

required to be able to create a public service that is efficient, efficient and can adjust the reach regulated by the constitution in order to create a welfare of the people of the Indonesian homeland.⁹

Problem Statement

- 1. What is the position of the Ombudsman as a Superintendent of Public Services?
- 2. What is the authority of the Ombudman in overseeing the realization of Good Governance of the Republic of Indonesia?

Theoretical Framework

1. Surveillance Theory

Literally grammatically, the word "control" means supervision, examination and control. George R. Terry defines control as determining what has been achieved, evaluating and implementing corrective actions, if necessary, ensuring results are in accordance with the plan.¹⁰ Supervision is the process of activities that compare what is carried out, carried out, or carried out with what is desired, planned, or ordered. The results of surveillance have legal consequences, but most are political, administrative (administrative, organizational, managerial, operational), or technical-functional.¹¹

Meanwhile, in terms of state administrative law, supervision is defined as "the process of activities that compare what is carried out, carried out, or held with what is desired, planned, or ordered. In the context of building public government management characterized by *good governance*, supervision is an important aspect to keep government functions running as they should. In this context, supervision becomes as important as the implementation of *good governance* itself. In relation to public accountability, supervision is one way to build and maintain the legitimacy of citizens on government performance by creating an effective supervision system, both internal control and *external control*. In addition to encouraging community supervision (*social control*).¹²

2. Authority Theory

Authority or authority is a term commonly used in the field of public law. But there is actually a difference between the two. Authority is what is called "formal power", power derived from power granted by law or legislature from executive or administrative power. Therefore, it is the power of a certain group of people or power over a certain field of government or government affairs that is unanimous. While authority is only about a certain part of authority. Authority is the right to give orders, and the power to ask is obeyed.

According to Bagir Manan, authority in the language of law is not the same as power (*macht*). Power simply describes the right to do or not to do. In law, authority at once means rights and obligations (*rechten en plichten*). Right contains the notion of power to self-govern (zelfregelen) and self-manage (zelfbesturen), while horizontal obligation means the power to administer government as it should. Vertical means the power to run the government in an orderly bond of government of the country as a whole.

Theoretically, the authority derived from the laws and regulations is obtained through two ways, namely attribution, and delegation of authority in the form of delegation and mandate. Attribution is the authority attached to a position. In the review of constitutional law, this attribution is shown in the authority possessed by government organs in running their government based on the authority established by lawmakers. These spark plugs refer to the original authority on the basis of the constitution (UUD) or laws and regulations.¹³

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RESEARCH METHODOLOGY

This type of research is a type of research that is juridical normative or legal research that is normative. Normative juridical legal research or normative legal research is research that discusses legal history and comparative law.¹⁴ More about normative legal research, namely research that has the object of study of rules or legal rules. Normative legal research examines legal rules or regulations as a system building related to a legal event. This research was conducted with the intention of providing legal argumentation as a basis for determining whether an event has been true or false according to law.¹⁵

The type of research that the author uses in the preparation of this writing is normative legal research or literature, namely legal research carried out by examining library materials or secondary data consisting of primary legal materials, secondary legal materials, and tertiary legal materials. Normative legal research or literature includes research on legal principles, research on legal systematics, research on the level of verbal and horizontal synchronization, legal history and legal comparison.¹⁶

RESEARCH RESULTS

Position of the Ombudsman as Superintendent of Public Services

In order to organize and maintain good relations between the state and the people, a norm and law are needed. Laws or norms that regulate the substance of public relations and the state are better known as state administrative law. State administrative law becomes the basis of work for the state administration, which carries out the task of public service. The tendency of deviation by the government and expecting obedience and obedience from the people is the reason for the existence of norms or laws that regulate the relationship between the two. That is, as a state of law, Indonesia must be able to present legal instruments that regulate the relationship between citizens and the state.¹⁷

Indonesia as a state of law must have principles that reflect the state of law which states that every activity of the nation and state must be based on legal principles. Public service is the duty of government officials as a form of responsibility to the community. In the 1945 Constitution Article 28 paragraph (1) of the second amendment and Article 34 paragraph (3) of the fourth amendment states that *"The State is responsible for the provision of health care facilities and adequate public service facilities.*". Based on these normative provisions, the constitution has mandated the obligation to the state to serve every citizen and resident to meet his basic needs in the framework of public services and improve welfare.¹⁸

In line with the spirit of reform aimed at reorganizing the life of the nation and state, Indonesia changed the constitutional system and government through the establishment of new national institutions, including the Ombudsman. The Ombudsman was established on March 10, 2000 through Presidential Decree Number 44 of 2000 under the name National Ombudsman Commission. To strengthen the legal basis for the existence of this institution as an external supervisory agency for the implementation of public services, legal regulations are prepared that regulate clearly and clearly their obligations, functions, and authorities. Thus, Law Number 37 of 2008 concerning the Ombudsman of the Republic of Indonesia was born.¹⁹

Furthermore, Article 28I paragraph (2) of the 1945 Constitution states that everyone has the right to be free from discriminatory treatment on any basis and has the right to protection against such discriminatory treatment. Therefore, it can be said that public services are the rights of every citizen guaranteed by the constitution as the highest legal basis in a country, so they must be protected and strived so that there is no arbitrariness in the implementation of public services carried out by the state apparatus and moreover there is discrimination in the provision of public services. The existence

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of discrimination in public services will certainly be faced with the provisions in Article 27 which states that all citizens simultaneously have a position in law and government and are obliged to uphold the law and government with no exception. The meaning of equality of position in law and government means that in the provision of public services it is required not to distinguish differences in position, status, position, class and others. This is also relevant to the meaning of Human Rights (HAM), where everyone has the same natural rights as humans and must be respected, valued and protected.²⁰

Public services are also formulated in Law Number 25 of 2009 concerning Public Services, namely public services are activities or series of activities in order to meet basic needs in accordance with the civil rights of citizens and residents of goods, services, and administrative services provided by public service providers. With the existence of the Ombudsman of the Republic of Indonesia, it is expected to make efforts to improve and improve the performance of the apparatus.²¹

The Ombudaman of the Republic of Indonesia is an external supervisory institution whose existence is expected to be able to control the duties of State and government administrators in the implementation of public services and law enforcement. The Ombudsman of the Republic of Indonesia handles complaints of public services that in carrying out their duties and authorities are free from interference by anyone or interference by other powers. Law No. 37 of 2008 concerning the Ombudsman of the Republic of Indonesia became the basis for the establishment of the Ombudsman of the Republic of Indonesia.

Article 1 point 1 of Law No. 37 of 2008 concerning the Ombudsman of the Republic of Indonesia states that the Ombudsman of the Republic of Indonesia is "a state institution that has the authority to supervise the implementation of public services either carried out by State or government administrators including those organized by SOEs, BUMDs, and State-Owned Legal Entities as well as private entities or individuals who are tasked with carrying out certain public services Some or all of the funds are sourced from the State Budget and/or Regional Revenue and Expenditure Budget".²²

In Law of the Republic of Indonesia No. 37 of 2008 concerning the Ombudsman of the Republic of Indonesia in Article 2 states, "That the Ombudsman *is a state institution that is independent and does not have an organic relationship with state institutions and other government agencies and in carrying out its duties and authorities is free from interference from other powers*".²³

Regarding public services, supervision of the implementation of public services in Indonesia has actually been carried out internally and externally. Internal supervision is also included in administrative supervision. Internal supervision means that the supervisory institution is still part of the object under supervision, namely the government as the organizer of the state and government. This administrative supervision is regulated in Presidential Instruction No. 15 of 1983. In administrative supervision, there are two types of supervision, namely inherent supervision and functional supervision. Inherent supervision (waskat) is supervision carried out by each leader on subordinates in the work unit he leads. In Presidential Instruction No. 15 of 1983, two terms are used, namely supervision attached to Article 3 paragraphs 1 and 2, and supervision by direct superiors contained in Article 2 paragraph 1. According to Muchsan, it is called inherent supervision because this supervisory activity cannot be separated from the function of the leader (manager) who must supervise all his subordinates. Thus this function is inherent (becomes one) with the leadership function. Furthermore, Muchsan (2007) concluded that supervision by direct superiors is always attached to every leadership position, while the management control system is always attached to every organization and management. That is why the term inherent supervision is often called *"built in control"*.

Regarding the supervisory mechanism by the ombudsman, according to the provisions of article 25 of Law No.37 of 2008 concerning the Ombudsman of the Republic of Indonesia, states that:

- a. The ombudsman examines the reports referred to in article 24
- b. In the event that the report referred to in paragraph (1) contains deficiencies, the ombudsman notifies the reporter in writing to complete the report;
- c. The reporter must complete the report file no later than 30 (thirty) days from the date the reporter receives notification from the ombudsman;
- d. In the event that the report is not completed within the time referred to in paragraph (3), the reporter is deemed to withdraw the report.

Furthermore, the provisions of article 26 state:

- a. In the event that the report file referred to in article 25 is declared complete, the ombudsman immediately conducts a substantive examination;
- b. Based on the results of the substantive examination referred to in paragraph (1), the ombudsman may determine that the ombudsman:
 - 1. Not authorized to continue the examination; or
 - 2. Authorized to continue the examination²⁴

Law No. 37 of 2008 in Articles 7 and 8 regulates the duties and authorities of the Ombudsman of the Republic of Indonesia. The Ombudsman of the Republic of Indonesia is tasked with:

- a. Receive reports on allegations of maladministration in the delivery of public services
- b. Conduct a substance check on the report.
- c. Follow up on reports that fall within the scope of the Ombudsman's authority.
- d. Conduct self-initiated investigations into allegations of maladministration in the delivery of public services.
- e. Coordinating and cooperating with state institutions or other government institutions as well as community institutions and individuals.
- f. Build a working network.
- g. Conduct efforts to prevent maladministration in the provision of public services.
- h. Perform other duties provided by law.²⁵

Authority of the Ombudman in Overseeing the Realization of Good Governance of the Republic of Indonesia

The Ombudsman of the Republic of Indonesia in exercising its authority is based on the principle of listening to the complaints of both parties and does not receive any compensation either from the community or the reported agencies. The role, function and duties of the Ombudsman of the Republic of Indonesia in Supervising Public Service Providers are independent, given the authority to investigate complaints of a specific nature from individual citizens regarding maladministration committed by the government.

The role of the Ombudsman is an institution that guarantees the interests of the community and the government, so that functionally the Ombudsman is between the government and the community which acts as:

- 1. Representatives of the community who act to take care of the interests of the community;
- Government liaison in providing explanations or clarifying issues related to public complaints, warning givers and government advisors for attitudes or actions that are considered wrong or inappropriate.²⁶

Furthermore, related to the objectives, functions, duties and authorities as well as the provisions of Law 37 of 2008 concerning the Ombudsman of the Republic of Indonesia and for the procedures of the Ombudsman Regulation Norm 26 of 2017 One of the objectives of the Ombudsman of the Republic of Indonesia is to improve the quality of services of State administrators in all fields so that every citizen and resident gets justice, a sense of security, and better welfare. The State Administrator in Article 1 of the Ombudsman Law is an official who carries out public service functions whose main duties are related to the administration of the State in accordance with the provisions of laws and regulations. State Administration as referred to in the Public Service Law in the field of resolving public service disputes that cannot be resolved by means of medation, conciliation, and special adjudication in providing compensation or adjudication to people who experience maladministration whose implementation is carried out by the Ombudsman of the Republic of Indonesia in accordance with Article 1 number 11 of the Public Service Law Number 25 of 2009 and it is contrary to Article 8 paragraph (1) letter (e) which says that the authority possessed by the Ombudsman is only limited to resolving reports or disputes through mediation and conciliation at the request of the parties.²⁷

The Ombudsman Institute itself is an exeternal supervisory institution for the administration of the State, besides that the Ombudsman also has the authority to examine matters of a maladministration nature and the position of the ombudsman is an independent institution. Independent means in this case is to be able to carry out its duties The Ombudsman can be more transparent, objective, and have accountability to the public. In law, the Ombudsman does not function as a judicial institution, but the Ombudsman can carry out mediation, consultation and special adjudication in public service disputes. In the adjudication process that then results in a decision, this is a contradiction because the Ombudsman is neither a judicial institution nor a judicial process of all administrative (administratief quasi rechtspraak), because the results of the Ombudsman's examination are in the form of recommendations, and these recommendations are not judges' decisions. Therefore, there is a need for additional or expanded authority over the authority of the Indonesian Ombudsman to be able to provide Special Adjudication Decisions, and there is no Presidential Regulation regulating compensation in accordance with Article 50 paragraph (8) of the Public Service Law which has passed more than 10 years. Because it is considered urgent to be regulated by Khsusu Adjudication

Relevance between Public Service Law Number 25 of 2009, Ombudsman Law of the Republic of Indonesia Number 37 of 2008 and Ombusman Regulation Number 31 of 2018. In addition, the payment of compensation is also included in the fine sanction and in this case it must also be added who will sanction the fine or expand the authority of ORI in imposing fine sanctions to carry out the Special Adjudication decision. With the relevance between the 3 Laws and added with the implementing rules, the Presidential Regulation on Compensation Mechanisms and Procedures, the implementation of supervision and authority of the Indonesian Ombudsman carried out on the implementation of public services is expected to support the realization of the ideals of good *governance*. Because the concept *of good governance* has become a political progress in various laws and regulations of the State of Indonesia.²⁸

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The purpose of establishing an ombudsman institution is also stated in Law No. 37 of 2008 in consideration letter c says that: "*By taking into account the aspirations that develop in society in order to realize an effective and efficient state and government administration apparatus, honest, clean, open and free from corruption, collusion, and nepotism, it is necessary to establish an ombudsman institution of the Republic of Indonesia.*" From there it is very clear that the Ombudsman is present in order to meet the needs of the community in protecting the right to public services that are effective and efficient, honest, clean, open and free from corruption, collusion, collusion, and nepotism.²⁹

From the point of view of constitutional law, from the provisions of Law No. 37 of 2008 Article 1, it can be seen that the Ombudsman is expected to have an equal position with state institutions such as; President, People's Consultative Assembly (MPR), House of Representatives (DPR), Audit Board (BPK), Supreme Court (MA), Constitutional Court (MK), Judicial Commission (KY), General Elections Commission (KPU).³⁰

To reach the duties and functions of supervision, as well as accommodate community complaints to the regions, by Law Number 37 of 2008, the Ombudsman is given the freedom to form regional representatives or with other terms that exist now must gradually be integrated into an extension (representative) of the Ombudsman of the Republic of Indonesia. Thus supervision will be well structured and coordinated regarding standards, mechanisms, procedures, facility support and others. The existence of the Ombudsman of the Republic of Indonesia in the Indonesian constitutional system according to the concept of power sharing in principle acts as a state institution that carries out the function of supervision of public services organized by state administrators. With such duties and functions, the existence of the Indonesian Ombudsman is very vital in fulfilling the protection and welfare of the community as part of state goals. As contained in the implementation of the principles of *Good Governance.*³²

The existence of the Ombudsman institution both at the central and regional levels is always associated with its main role in the context of *good governance*.³¹ In the view of the Ombudsman of the Republic of Indonesia, the essence of *good governance* is the provision of quality public services to the community. The state/state administrator has the obligation to provide services to its citizens while citizens/communities have the right to obtain services. Based on the provisions of Law Number 37 of 2008, the Ombudsman of the Republic of Indonesia has the authority to oversee the provision of public services by state administrators and the government to the community. These state administrators include the Judiciary, Prosecutor's Office, Police, National Land Agency, Local Government, Departmental and Non-Departmental Agencies, SOEs, and State Universities, as well as private entities and individuals whose whol/part of the budget uses the APBN/APBD.

Service to the community and law enforcement are also carried out in the context of state administration and government is an inseparable part of efforts to create a better, cleaner and more efficient government (*clean and good Governance*) in order to improve welfare and create justice and legal certainty for all citizens as referred to in the Constitution of the Republic of Indonesia Year 1945.³³

Good governance is in line with the national bureaucratic reform agenda as mandated in the National Long-Term Development Plan (RPJPN) 2005–2025 and the Grand Design of Bureaucratic Reform 2010–2025 to realize good governance, and authority based on law and professional and neutral bureaucracy. In addition, in line with the 2020–2024 RPJMN, mainstreaming good governance is directed to support national development. Through mainstreaming policy, it is expected that all government agencies can improve the quality of governance. Regarding the Targets and Indicators of Mainstreaming Good Governance, the Indonesian Ombudsman plays a role in the form of targets to improve the quality of public services with indicators of the number of completion of public reports/complaints against public service providers (external complaint handling). This role is in

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accordance with the regulations surrounding the work of the Indonesian Ombudsman in the Ombudsman Law and the Public Service Law. In the context of apparatus development, the Indonesian Ombudsman has a target to encourage government agencies to have a high level of compliance in public services.³⁴

CONCLUSION

The results showed that;

- a. The position of the Ombudsman of the Republic of Indonesia in the constitutional system of the Republic of Indonesia is that the Ombudsman is one of the additional *state institutions or secondary* or *extra auxiliary* institutions, namely state institutions established outside the constitution in this case the 1945 Constitution. Thus, the Ombudsman answers the demands of the community for the creation of democratic principles in every administration of government through an accountable, independent, trustworthy and free from political interference.
- b. In the view of the Ombudsman of the Republic of Indonesia, the essence of *good governance* is the provision of quality public services to the community. The state/state administrator has the obligation to provide services to its citizens while citizens/communities have the right to obtain services.

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