

CONFLICT MANAGEMENT AS THE EFFORT OF ACCOMPLISHING REPORT TOWARD MALADMINISTRATION OF THE POPULATION

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ABSTRACT

East Java is one of the regions that have the highest population maladministration reports in Indonesia. In 2017-2018, the Indonesian Ombudsman Representative Office in East Java experienced an increase in maladministration reports. This case caused many complaints from the public regarding the slow progress of population administration and led to internal and external conflicts of employees. This study aims to describe the function and role of the Indonesian Ombudsman Representative of East Java, the report completion process, and the strategy to overcome maladministration reports. This study employs a qualitative case study approach and is supported by the analysis using Atlas.ti software. Data collection is conducted through interviews, observation, and documentation. The findings reveal the role and function of the Indonesian Ombudsman Representative in East Java in terms of their effort to eradicate maladministration. Conflict management using progressive and participative methods (PROPACTIVE) is carried out for the completion of maladministration reports. PROPACTIVE methods explore the objectives of the reporter as a family to be open and mediate all parties to find solutions. The obstacles experienced by the Ombudsman in eradicating maladministration are the limited number of employees, the disobedience of the compliance with competencies, and the uncooperative reports between the reporter and the reported parties. Meanwhile, the supporting factors are the strategic location of the Indonesian Ombudsman Representative Office in East Java, the cooperation between employees and institutions, and the support of the Ombudsman website to facilitate the management of reports.

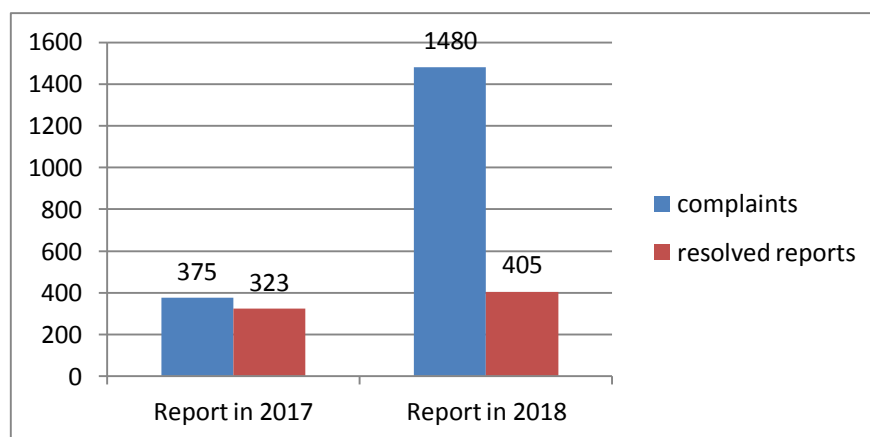
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A. INTRODUCTION

Public services are held by the government or by the public's service administrator involving all services needed by the community. It is in line with (Mahendra & Pribadi, 2016) stated that public service refers to the provision of services (serving) the needs of other people or to the people who have an interest in the organization following the basic rules and procedures set. In carrying out its role, public service institutions are supervised by the Indonesian Ombudsman. The Indonesian Ombudsman is established as an institution that supports the legislative function, especially in terms of supervision regarding the abuse of authority, power, and violations of rules related to administration (*The Undang-Undang Nomor 37 Tahun 2008 concerning Ombudsman Republic of Indonesia*).

In terms of administration, in Indonesia, it is found that maladministration practices are carried out by public service institutions. Maladministration refers to an action against the law or abuse of power for other purposes that can be harmful to the community or individuals materially or immaterially such as neglect or negligence to carry out obligations as a public service administrator (*The Peraturan Ombudsman RI Nomor 26 Tahun 2017 concerning Procedures for Receiving, Examining, and Completing Reports*). Based on the Ombudsman report from the Indonesian Representative Office in East Java (2018) stated that from 2017 to 2018 in Indonesia, especially in East Java, there has been an increase in population maladministration reports. It is showed from the 1480 complaints reports submitted and the completion of 405 complaints reports by the Indonesian Ombudsman representative from East Java. This figure is far inversely proportional to the previous year (2017) that only received 375 complaints reports submitted and completed 323 complaints reports (can be seen in Table 1).

Table 1 Reports on complaints and resolved reports in 2017 and 2018 in East Java.



Source: researcher proceeding 2019

The table above shows the significant differences between incoming complaint reports and resolved reports. It occurs due to the lack of effectiveness

of the Indonesian Ombudsman Representative in East Java in carrying out their roles, functions, and authorities. In addition to this, the lack of quality of Indonesian Ombudsman staff in East Java when the report completion process took place brings several impacts. They include the ineffective implementation of the agenda in receiving aspirations, following up on public complaints, investigations, mediation between the reporter and the reported, and giving recommendations to the higher-ups or leaders of the reported parties considered has violated the rules set. These led to the emergence of conflict in the Indonesian Ombudsman at East Java.

Furthermore, Winardi (2007: 3) stated that there are two kinds of conflicts, namely substantive conflict (internal) and emotional conflict (external). Internal conflicts include mismatches regarding goals, allocation of resources, policies, and assignments. External conflicts arise because of anger, distrust, displeasure, fear, resistance, and personality clashes. The internal conflicts that occurred in the Indonesian Ombudsman Representative Office in East Java, such as the slow process of report completion due to the lack of the number of employees in handling reports and discrepancies with the compliance program policies, are resulting in the late report submission to the specified schedule. Besides, emotional conflicts such as differences of opinion between employees and reporters lead to the failed agreement. Moreover, in the process of investigation, it is hard to set place the reported party and the reporter. Hence, the data collection is obstructed and takes a long time.

Overcoming various conflicts that occur, the Indonesian Ombudsman Representative of East Java must be able to conduct conflict management properly. Conflict management is conflict management that not only focuses on avoiding, reducing, or eliminating conflict but also involves designing strategies that can make conflict as the basis for acquiring in-depth knowledge of organizational and individual development in that organization (Safitri & Burhan, 2013: 40). Conflict management is crucial for the Indonesian Ombudsman of the East Java Representative to handle and overcome population maladministration issues.

There are several researchers discuss the handling of maladministration by the Ombudsman. First, Adhiningtyas et al. (2015) discuss the role of the Indonesian Ombudsman of Central Java in addressing the problems of public service maladministration related to their duties and functions. Second, Haliq et al. (2017) discuss the maladministration case of Indonesian Ombudsman Representative reported by the public in the South Kalimantan. Third, Tirtariandi (2018) discusses the role of the Indonesian Ombudsman of Bangka Belitung, in the resolution of complaints on public services. Fourth, Latifah (2016) discusses the responsiveness of the Indonesian Ombudsman of East Java in handling public complaints. Finally, Triyono (2019) investigates a policy regarding street vendors controlling on Jalan Jatibaru Tanah Abang that harm the reporter. The reporter complains about the settlement request related to this maladministration to the Indonesian Ombudsman of the Greater Jakarta. From several previous studies, the difference of this research is it discusses how the conflict management process in conciliation of the report of population maladministration in the Indonesian

Ombudsman of East Java and what are the supporting factors and obstacles that have not been discussed in previous studies.

B. LITERATURE REVIEW

1. Public Service Management

Public services are carried out by service administrators such as government, state-owned corporation (BUMN), or local owned enterprise (BUMD) following the principles and principles of public services, policies that are under the needs of the community both in the form of goods and services to improve community welfare. It is in line with Hardiyansyah (2018) statement. He stated that public service refers to the provision of services offered by the government, private parties (on behalf of the government), and private parties to the public (with or without payment) to meet the public's needs and interests. In addition to this, Sinambela (2011: 5) argues that public service refers to the fulfillment of the public's desires and needs by the nation's administrators. The state formation aims to improve welfare and to meet the public needs, covering health, education, and others.

Furthermore, public service management refers to a planning process in carrying out the process of coordinating and directing each of its activities to achieve the specified public service goals (Ratminto, 2005: 25). Organizations need to implement public service management to ensure the service activities and organizational activities run smoothly, right on target, and satisfy the served parties. If it is not implemented, it can be resulted as the bad services and affect the public trusts towards the organization. Public trust is crucially needed to provide maximum public services. It includes the needs that can be built in many ways and strategies. Another following problem includes the seriousness and commitment in its building, maintaining, and developing to bring the benefit of the community (Sentanu, 2015).

2. Conflict Management

The term of conflict, in this study, belongs to a conflict that occurs between what is expected by someone (against himself, others, or organizations) to the expected reality. Conflict can occur due to the objection of changes, power gaps, value systems, and valuations that are slightly different (Muspawi, 2014). Overcoming this conflict, institutions need to make conflict management efforts, such as proposed by Rahim (2001). He stated that conflict management is a process-oriented approach that able to direct the form of communication from the conflicting parties and how it influences their interests. Conflict management approach can be conducted by stimulating conflict (to deal with problems or obstacles by deliberation conducted by all members and to convey the problem freely) and controlling conflict (to restore the condition to normal by eliminating or minimizing conflict), and resolving and eliminating conflict (Ibrahim, Idris, & Usman, 2012: 74).

3. Maladministration

According to Dyah and Dominikus (2001: 26), maladministration belongs to poor administrative management, inefficiency, or dishonesty. Mal administration refers to any forms of errors in the administration system impacting on the poor

public services. Maladministration is an assessment related to the failure of public institutions in fulfilling their obligations by the law or the principles that bind the public. Maladministration occurs when employees or public service administrators committing irregularities, violations, or neglecting their obligations as a public service administrator. Distortions measurements cover the legal regulations, community propriety, and general principles of government.

C. METHOD

This research belongs to a qualitative study by employing a case study method. The case study focuses on conflict management in resolving the population maladministration report conducted by the Indonesian Ombudsman of East Java. The object of this study is taken place at the City of Surabaya and the Indonesian Ombudsman Office of East Java Representative Office. The selection of location and site is considered based on the density population and issues related to the highest level of maladministration reports compared to other regions. Data collection is conducted through the interview, observation, and documents.

Based on the formulation of the problem, research objectives, and intention to provide a clear description in point 1 (one), this study focuses on explaining three main points. The researcher expects that this study can identify, describe, and facilitate the reader by presenting the analysis employing the Atlas application. ti Vol 8.4. Therefore, the focus of this study is as follow:

1. Conflict Management in the effort to resolve the Population Administrative Report in the Ombudsman Representative of East Java. It consists of several main points, such as (a) Function and Role of the Indonesian Ombudsman of East Java; (b) The process of completing the report of the Indonesian Ombudsman Representative in East Java; (c) Indonesian Ombudsman Strategy for East Java Representative.
2. Supporting and inhibiting factors in conflict management in the efforts to resolve the Population Maladministration Report in the Indonesian Ombudsman Representative Office in East Java, namely: (a) Obstacles of conflict management in solving the population maladministration report at the Indonesian Ombudsman Representative in East Java; (b) Supporting factors of conflict management in accomplishing the Population Maladministration report in the Indonesian Ombudsman representative of East Java.

The data collection employs several techniques, such as interviews, observation, and documentation. (a) Interviews. This study applies a semi-structured interview. It is started by preparing a list of questions that will be questioned to the participants. The interview process in this study employs several tools such as a Field Book (used to record important information) and a smartphone (used as an interview recorder and takes pictures as documentation as part of the interview process guidelines). In this study, the researcher had the opportunity to conduct the interviews with the Chairperson and two assistant team heads in mid-December 2019 to February 2020. (b) Observation. In observation, the researcher employs passive participatory observation. Sugiyono (2016: 312)

suggested that passive participatory refers to an observation made by the researcher where the researcher acts only as an observer of the object of the research to complete primary data in the field and secondary data. It is employed to complete the final results of researchers. (c) Documentation. This technique is applied to collect the data. It is conducted by searching and finding available evidence. The collected documents help the researchers to analyze the obtained data through the incident found at the research location.

Yin model (2008), namely time-series analysis is equipped in analyzing the data. Time-series analysis is conducted by analyzing the observed problem chronologically. Through chronological observation, the researchers can find the order of the case from the beginning of the conflict to the chosen solution. To strengthen the data analysts, the researchers equip the ATLAS.ti Version 8.4 application. Atlas.ti is a qualitative tool that can help to organize, to provide codes, and to analyze the data in an efficient and structured way (Afriansyah, 2016).

D. EXPLANATION

Explain the results of research and discussion supported by appropriate theories, as well as research limitations. To clarify the discussion, the writer can use a table or figure. The number and title of the table are written in the middle above the table. While the numbers and titles of the pictures are written in the middle below the picture. More clearly can be seen in the example below.

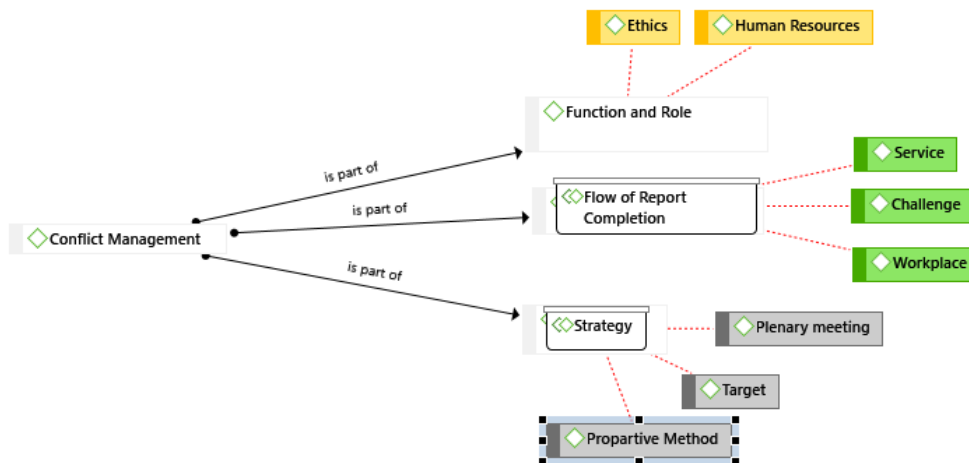


Figure 1 Analysis of Interview Data by the Atlas.ti 2020 application (Source: researcher’s proceeding, 2020)

Conflict management as the effort to resolve the population maladministration report at the Indonesian Ombudsman of The East Java was elaborated through the function and role of the Ombudsman and through the process of resolving the maladministration report including their effort to resolve the maladministration report. Besides, supporting factors and obstacles in

resolving the maladministration report of the population in the Indonesian Ombudsman of East Java are also discussed here.

1. Function and role of the Ombudsman

The Ombudsman's function and the role are to supervise the maladministration reports and to improve the quality of public services. The Ombudsman carries out its functions and roles following Law Number 37 of 2008 concerning the Ombudsman of the Republic of Indonesia. It is in line with the statement of the East Java Ombudsman employee stated that "*The Ombudsman's function is to supervise the implementation of public services and the public also needs to participate in external supervision of public services*".

The Indonesian Ombudsman of East Java has a role following the central instruction program related to the Compliance and Competency program. The task is to oversee and provide an assessment of the quality of human resources or the state civil apparatus, infrastructure, and services provided by the Regional administrator (OPD) for each region under its supervision. The Indonesian Ombudsman of East Java Representative currently oversees 37 Regencies and Cities in East Java.

Besides carrying out its functions and roles, the Indonesian Ombudsman of East Java has some authority in carrying out services in the form of ethics that must be carried out by each staff. Good ethics and rules of the employee in service delivery can provide comfort to the public. Moreover, people can trust and have high expectations for the East Java Ombudsman. On the other hand, the high expectations from the public reporting their problem can raise the pressure of work on each employee.

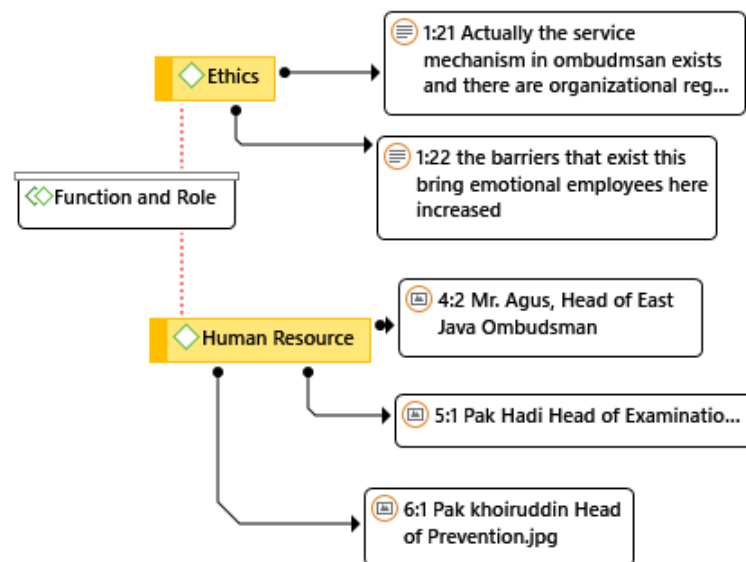


Figure 2 Analysis of Interview Data by the application of Atlas.ti 2020 (Source: researcher’s proceeding, 2020)

The data is obtained from the interview transcript with several informants, covering three assistants of the Ombudsman of East Java. By being able to make quotations and coding, the Atlas.ti application can produce the information presented as images in Figure 4.8 above. The functions and roles of all Ombudsman of East Java assistants (such as regulations and work regulations aimed for the employees) must be optimally conducted as its great impact in serving the public. Cahyadi (2016: 571) argued that Public service is the provision of services in serving the needs of people or the public with the need in that organization following the basic rules and procedures that have been determined. Moreover, good service depends on the functions and roles that exist in an organization. Astaman et al. (2016: 273) suggested that function refers to a steady and objective action (real, regardless of one's intention or motivation). Then the function can be interpreted as parts of activities that have the same type based on the implementation and objectives. From the results of interviews and observations, the ethics of assistants in carrying out work activities of Ombudsman of the East Java under the article 5 of the Ombudsman regulation of the Republic of Indonesia number 7 of 2011 related to ethics contained good integrity, mutual respect, professionalism and discipline in maintaining the privacy of the reporter.

According to Soekanto (2012: 212), the role refers to a dynamic process of certain status. If a person works his rights and obligations according to his position, it can be said that he carries out a role. It can be concluded that the term role refers to what others believed about how something should be conducted and how to act. In this case, the conflict management carried out by the Ombudsman of East Java must be able to anticipate that the functions and roles possessed by the Ombudsman of East Java must be carried out properly following the Article 6 of Law Number 37, 2008 related to the function of the Indonesian Ombudsman and Article 7 of Law Number 37, 2008 about the duties/roles of the Indonesian Ombudsman.

Based on the results of interviews conducted at the East Java Ombudsman Office, as the form of service and supervision institutions, it can be said that these functions and roles have been well implemented to the public. This statement is strengthened by the opinion of the head of the Ombudsman leadership of East Java. Since every Ombudsman assistant can carry out his role and function professionally, the good ethics and rules in delivering the services enable the public to talk to an ombudsman assistant freely. It brings both positive and negative impacts. The positive impact is that people start to trust and have high expectations of the Ombudsman of East Java. While the negative impact is, it raises the work pressure on each ombudsman assistant due to the high expectations of the public itself.

2. Report Resolving Process

The report completion process was carried out by the Indonesian Ombudsman of East Java following the Indonesian Ombudsman Regulation No 26 of 2017 Concerning Procedures for Receiving, Inspecting, and Completing Reports. The stages in the settlement process service at the Indonesian Ombudsman Representative Office in East Java are as follows: First is the input.

It refers to the alleged maladministration reports. It can be delivered by telephone, email, and direct meeting. Second is the process. It refers to the process where incoming reports will proceed in the Report Verification Examination room to sort out the incoming reports. The report that passes verification process will proceed further. It includes written clarification, field investigations, summoning of reporters and reported parties, and mediation/conciliation. The third is the output. It refers to the results of the inspection process related to recommendations or suggestions offering for the two parties in trouble.

Furthermore, the employees must be prepared to receive complaints reports from the public. However, the conflicts will arise if employees pressure reporters instead of implementing the participatory method. Besides, at the inspection stage, the length of procedures and maladministration caused the reports to be incomplete. It is supported by the statement of an employee of the Indonesian Ombudsman Inspection Team of East Java stated that whether the report can be completed or not, it can be specified to meet the reporter's expectation and to find proves of maladministration. If maladministration is found, Ombudsman will offer the best solution for both parties.

According to Solechan (2018), the speed of response from the assistant or employee in responding and following up on a complaint is the most significant thing in managing public reports. It reflects the quality of the complaint service unit. In other words, the factors that can affect the speed of response include conflict management processes, human resources, and infrastructure.

However, the obstacle for the report completion process is the limited number of human resources in the East Java Ombudsman. The number of the incoming reports is far different from the number of the employee of Ombudsman in East Java. Hence, the report completion process is hard to complete. In relation to this, the leaders are required to be able to lead their subordinates well by giving the right instruction to head assistances. Thus, it can form the cooperation between the employees, lighten up the work, and minimalize the reports buildup.

In addition, the report completion process must be finished at work. However, it was completed at home due to urgent needs. It is in line with the statement of an employee. Besides, Ombudsman stated that it has a report receipt indicator containing the duration of completion. It aims to anticipate the possibility of an outgoing service or an action of taking home the report.

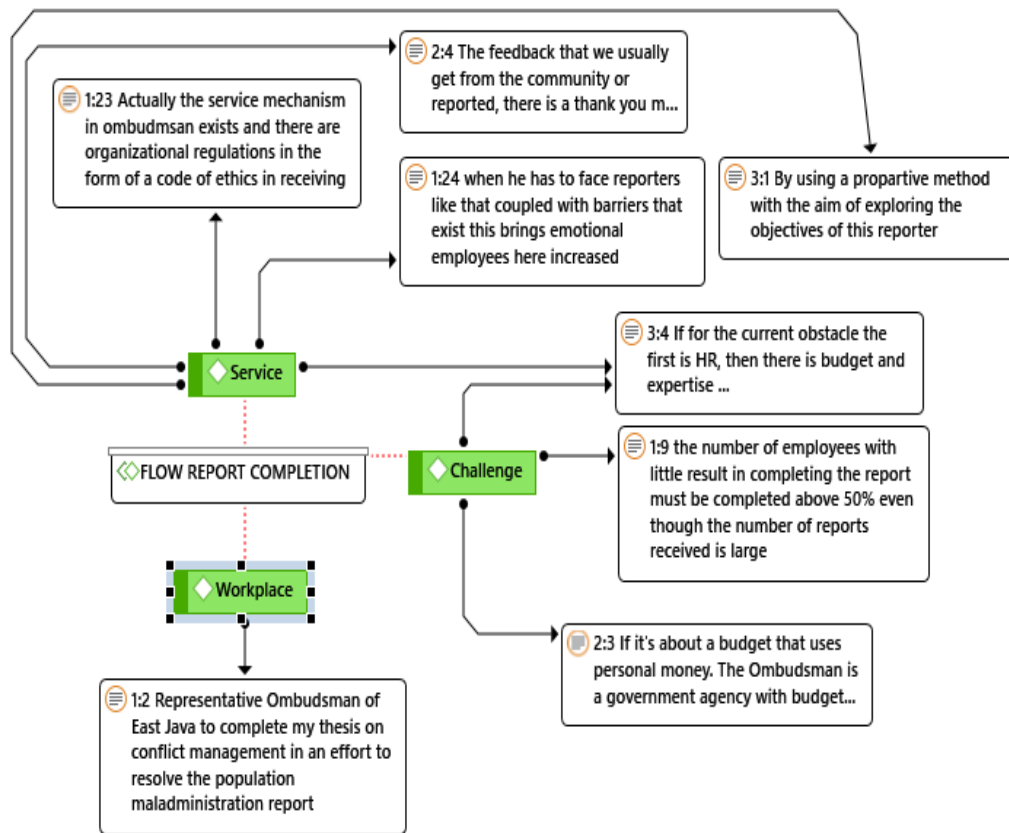


Figure 3 Analysis of Interview Data by the Atlas.ti 2020 application (Source: researcher proceeding, 2020)

The figure above shows that organizations have been able to fulfill their functions and roles and have been able to provide benefits to every community they serve. Besides, there are many ways for the public to get the services, such as completing maladministration reports (one of the Ombudsman's products besides measuring the surveillance). The figure above also indicates that from interviews about the report completion process this study bears three significant results. They include services, obstacles, and workplaces. In terms of services, in conducting the report completion process, the capable human resources (HR) in carrying out the process are needed. It means that the manager or leader of the East Java Ombudsman must be able to supervise the performance of his the assistants/employees so that the working process follows the established rules. In other words, the completing process of the Ombudsman's report must go with the procedures made by the Ombudsman Regulation of the Republic of Indonesia No 26 of 2017 concerning the Flow of report completion.

Besides, the obstacles refer to things that usually exist in work. The obstacles for the East Java Ombudsman has except fulfilling the public's high expectations are the capability in implementing the service and supervision process. The quality and amount of human resources (HR) of the East Java Ombudsman show that it has ten assistants (head of leadership, chief of the

assistant, and young assistant) that are not comparable to the incoming reports amount. It caused the report completion process carried out by the assistant is abundant and hard to resolve. Thus, the managers or leaders must be able to coordinate their subordinates well by giving direction to each head assistant to bound and strengthen the teamwork among the employees so that it can lighten up the work and minimize the buildup report.

Besides, the workplace refers to a place where the process of service and supervision takes place. It means that every work, especially the work on completing report files, must be completed in the office. Based on the results of the interview, conducted by researchers, the employees stated that to anticipate the reports buildup, several of them bring the works home. Hadi, the head of the prevention team, argued that this action is inappropriate as work should be completed at the office.

In addition to his, the study by Solechan (2018) entitled "Understanding the Role of the Ombudsman as the Supervisory Agency in Providing Public Services in Indonesia" investigated the role of the ombudsman as an institution that supervise the organization of public services in Indonesia. It stated that Ombudsman carries out their tasks by receiving reports/complaints from every Indonesian citizen or resident about the alleged maladministration by a state organizer. The procedure taken by the Ombudsman during the report completion process is in the process of receiving and verifying reports an assistant receives complaints from the public. The term complaints in this study refer to the public's complaints or suggestions over government services. They can be submitted through various was, such as via mail, email, telephone, and direct report.

This study indicates that the key to managing public complaints lays on the speed of the assistant or employee in responding and following up on a complaint. This part is a reflection of the quality of the complaints service unit. In the previous explanation, it can be concluded that the factors that can affect the speed of response include the conflict management process, human resources, and facilities and infrastructure. In that process, the Ombudsman of East Java provides the procedures for providing services. According to *The Peraturan Presiden RI Nomor 76 Tahun 2013* article 1 number 8 regarding the management of complaints, it states that complaints are plaint submissions about the inappropriate or unsatisfying services, disregard of obligations, or rule violation of the officer that are delivered by the public to the manager of public service complaints. However, the Ombudsman of East Java trusted to the assistant in charge to improve their skill of the art of responding to public complaints and to facilitate the service process.

After that, the received complaints will be verified. It is only carried out by two assistants by observing the capability of data and the evidence such as the document letter of the Reporting Party and Reported Party, witnesses, related parties, and information on both electronic data and goods. The reports will be claimed as maladministration if a match between the investigation of the events with the instructions and collected evidence is found. In the other part of the inspection team task, in the follow-up to the document report, will be completed through clarification of the reported and field investigation. One of the usual

conflicts found in conducting an inspection process is the absence of the complainant in the investigating process. It makes the investigation takes a long time. Therefore, Ombudsman of East Java applied the PROPARTIVE method as well as conciliation.

In Ombudsman.go.id, Dadan, as a member of the Ombudsman who took part in the training of the PROPARTIVE method, stated that "PROPARTIVE is a method proposed by the Ombudsman to accelerate the completion of public reports. He also explained that it rests on the meaning of justice, not on procedural matters". In other words, the PROPARTIVE method refers to the fair and better services in finding solutions. Furthermore, Pradima (2013: 3) argued that conciliation is an alternative process of the settlement involving a third party or more. Conciliator in this process plays a significant role regarding the cause of the problem or the current problem. Then, reports declared complete by the Ombudsman at each stage based on the results of the examination and information from the reporter. Besides, Ombudsman has capability to postpone the inspector whenever the report which is not belonged to the Ombudsman authority or found out the error administrative in the selection process and the inspection process. Ombudsman has capability to postpone the inspector whenever the report which is not belonged to the Ombudsman authority or found out the error administrative in the selection process and the inspection process.

3. Ombudsman Strategy

Ombudsman as a public service supervisor institution aims to make the performance of tis public services perceived by the public. Ombudsman does its roles and functions during facing the external conflict and internal conflict. Internal conflict happens when inspectors and finishing report of error administrative. While it is in inspector process, usually face the obstacle in meeting the reporter. It happens because of the reporters are out of the town, cannot be found, and obstruct in the investigation. In finishing process of error administrative report, Indonesian Ombudsman representative of East Java has been applied the report from public regarding to the standards for receiving reports and codes of ethics. But, the reality is based on the understanding and the ability of each officer.

"... Mechanism of Ombudsman service ... are written down in the organization in form of codes of ethics while receiving the incoming reports...But, all of this is returned to each assistants which is meant doing their own art with the aim of making the assistant easy to get information for the reporter..."

Solving the report of error administrative, Indonesian Ombudsman representative of East Java uses PROPARTIVE method. This method is aims to persuade public participatory rather than restrain. This method explores the objectives of the reporter as a family to be open and mediate all parties to find the solutions. It makes easier the Report Verification Examination Team in receiving the reports because they did not pass through the inspection room. It is in alignment with the instruction of Indonesian Ombudsman representative of East Java (2018) which stated that "PROPARTIVE is one of the methods which was

initiated by Ombudsman in order to accelerate the completion of public reports, which rests on the meaning to fairness not merely on procedural terms.

External conflict occur because the limited number of officers members that makes a report buildup. This is also influenced by the long flow of the report completion and collision with the Compliance and Competency program activities. As a result, there is a heavy work pressure for officers. The strategy done while reports did not match is the Plenary Meeting. The Plenary Meeting discusses the solving of the problem in each report such as incoming reports that were initially done individually can be done as the together report resolution. Furthermore, Plenary Meeting also discusses adding human resources. The additional officers accelerate the time of completion of error administrative reports. Right now, the amounts of officer are 12. The Leader Team of Inspection states that “...In 2020, Indonesian Ombudsman representative East Java will add 2 assistants. They will be joining the report checking and receipt of report verification.”

Regarding the budget of investigative activities of compliance program requires a budget that can be delivered at the Plenary Meeting. This is reinforced by the opinion from one of the Prevention Team.

“There is a budget that uses personal money because there are some things urgent, usually goes to the RCO (Rapid Reaction of the Ombudsman).”

Revering to the internal and external conflict that occurred at the Indonesian Ombudsman Representative of East Java, it is necessary to have a conflict management strategy related to the completion of the error administrative reports. It is in alignment with Anwar (2018). He stated that managing conflict through conflict management is very necessary for every leader. As leaders, they are required to be in charge to conflict management so that conflict that arise can have a positive impact on improving the quality if the organization. It objective in applying the conflict management is to build and maintain cooperative cooperation with the parties in the organization, namely the head of leadership, the head of the division and other work units.

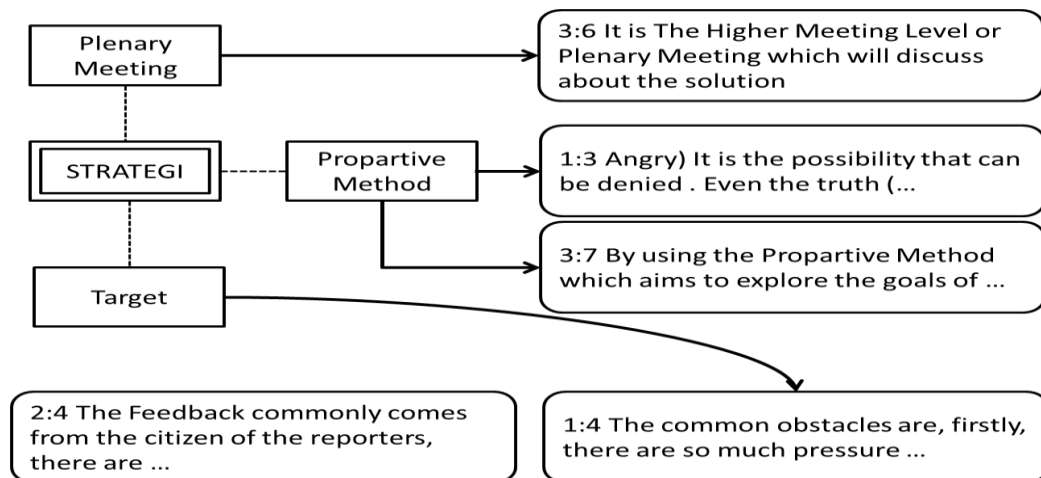


Figure 4. Analysis Data of Interview through Atlas.ti 2020 Application (Resource: Processed Researchers)

Conflict can be motivated by differences in the characteristics brought by individuals in an interaction. These differences can be in the form of physical characteristics, intelligence, knowledge, customs, beliefs, social status and so forth. As stated by Sukardi (2016:76), conflict is interpreted as a road or means to change society. There is openness in finding conflict problems with good and open communication between interested parties including how to handle conflicts. The existence of information that is honest and easily understood by all elements of interest is a condition for the establishment of communication. The impact of differences in every citizen create conflict, thus conflict must be solved by applying conflict management.

According to the research done by Anwar (2018) entitled “The Urgency of the Application of Conflict Management in Educational Organizations”. It studies that the ability to manage a conflict can be through conflict management that is very necessary for every leader. As leaders, they are required to be in charge of conflict management so that the conflict that arises can have a positive impact on improving the organization quality. The objective of conflict management in organization is building and maintaining team work with every party in the organization. Those are The Head of Leadership, The Head of Department, and other work units.

There are several types of conflicts that can arise in the Indonesian Ombudsman representative of East Java such as the type of horizontal conflict and group. The further information is below:

- 1) Horizontal Conflict is a conflict that occurs between individual or group outside organizations that have the same degree of class, in terms of carrying out field investigative activities in order to obtain complete data and obtain the results of clarification that had been reported. During investigating, there are often difficulties in meeting with the reported, because many obstacles that rise for instant are going out of town, cannot be found and obstruct the investigation. Therefore, The East Java Ombudsman Office in carrying out conflict management is more constructive or positive problem solving while conducting beneficial activities that can maintain social interaction in retrieving data related to error administrative report. It can be solved by interviewing (PROPARTIVE method), which is closer heart to heart in a family by carrying out fairly between the reporting party and the reported party. So that, no one will harm all parties and the assistant in charge of obtaining complete data related to the error administrative report. In addition, the PROPARTIVE method must be prioritized when providing services to reporters and reported parties so that there is no intimidation.
- 2) Vertical Conflict is a conflict occurs when doing the process of working in an organization. For instance, incoming report with the little number of officers which makes the cumulating reports. In this case, it was affected because the prosecutors were quite long in the flow of the report completion and collided with the Compliance and Competency program activities. As a result, there were pressures for officer of the East Java representative Ombudsman. So, the strategy that can be used when an

incomplete report is a plenary meeting. This meeting discusses related reports that are difficult to complete. The difficult case means that the public report is not clear. It happens as I the external conflict, which has form of reported obstacles are postpone the meeting and close the investigation process. The purpose of conducting Plenary Meeting is what was originally done by individuals, so there is the completion of the report together.

Thus, Ombudsman representative East Java in facing the conflict is preparing the characteristics of conflict management, namely constructive action to solve the problem related to seeking consideration with the aim of maintaining social interaction with the complainant and reported. By applying PROPARTIVE method which closer the reporter or reported and increasing the team work along with the assistants such as The Head Team or The Leader participate. They give direction and supervision to every young assistant who carries out the process of completing the report using the PROPARTIVE method.

The results of interview with the Head Team or The Leader are about prevention, function and role. Those are still regarding to the Human Resources and management since the leader behavior while giving the direction is very influential when activities take place. If the rules are clear assistants who have a high intellectual level and good ethics can provide more satisfying services to the community. Moreover, it gives positive feedback from the public. As well as the finishing process report, it needs to be improved in the application of the PROPARTIVE method, interviewing activities with the reporter to get closer to the family with the aim of no emphasis on the reporter or reported which have intention of obtaining complete data or chronology. But, it still with the report completion flow procedure owned by the Ombudsman.

4. Supporter and Obstacle Factors

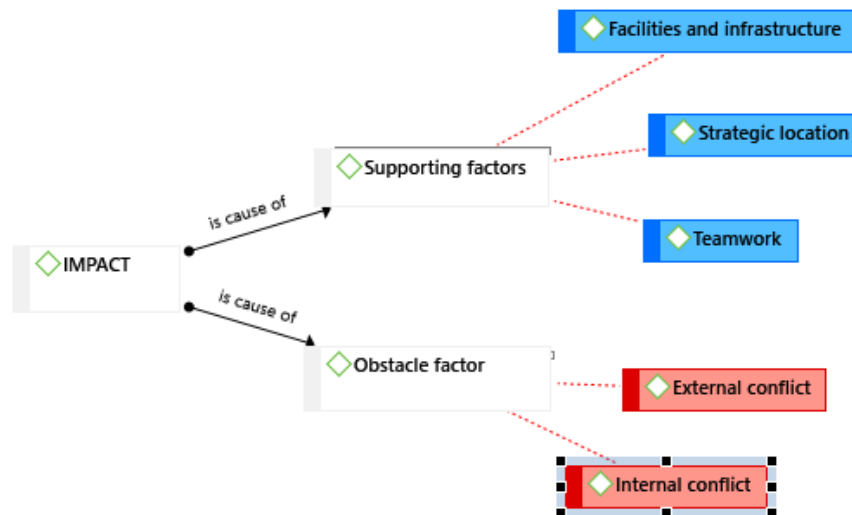


Figure 5. Interview Data Analysis by Using Atlas.ti 2020 Application (Resource: Processed Researcher, 2020)

The Indonesian Ombudsman representative of East Java in the effort to settle the population or error administrative report experienced several obstacles

and supporters. The inhibiting factors that occur in the Indonesian Ombudsman Representative of East Java are as follows:

a. Limited Human Resources

The limited number of officers is inversely proportional to the numbers of complaints reports that come in. It causes an accumulation of complaints reports that have not been resolved. It is related to the statement of The Head of Indonesian Ombudsman representative of East Java:

“There are obstacles faced, firstly ... Ombudsman has higher target but the officers are limited. It causes finishing reports must be done 50%. Meanwhile, the incoming reports are lots. Secondly, reporter want it has fast responds and public hope are high”.

Moreover, Yoman et al. (2016:6) states about the Human resources quality. The quality improvement can be done with raining, workshops and training. Ombudsman has good quality of Human resources but it is not supported with the improvement of quality. As the result, many reports are piled up and not completed on time.

b. Competency Compliance

Ombudsman has indicators of receiving reports namely easy category report (1 month), medium category (3 months) and difficult category (6 months). The duration is the process of completing the incoming complaint report. If the report is not finished yet, the officers usually bring the report home. This is related as the statement from officer of Ombudsman:

“Ombudsman has receiving indicators..., for solving it..., if there is out the town service, usually the reports will be brought home”.

The report should not bring to the home, as the policy of competency

c. Reporter and Reported are uncooperative

The unfinished report makes Ombudsman hard to solve and finish the complaint report. This is circumvented by presence of the form that must be completed by the reporter. One of the officers of Ombudsman states that *“Usually we meet the angry reporter... confide out of the context... hard to invite... for ... confirmation.”*

The other obstacle is uncooperative reporter. The reporter hides the data and did not do the recommendation about the report which is stated by Ombudsman. This is stated by Ombudsman: *“Those who hide the data and did not finish the collective as the Ombudsman stated. This does not have an alibi to answer that does not mean wrong.*

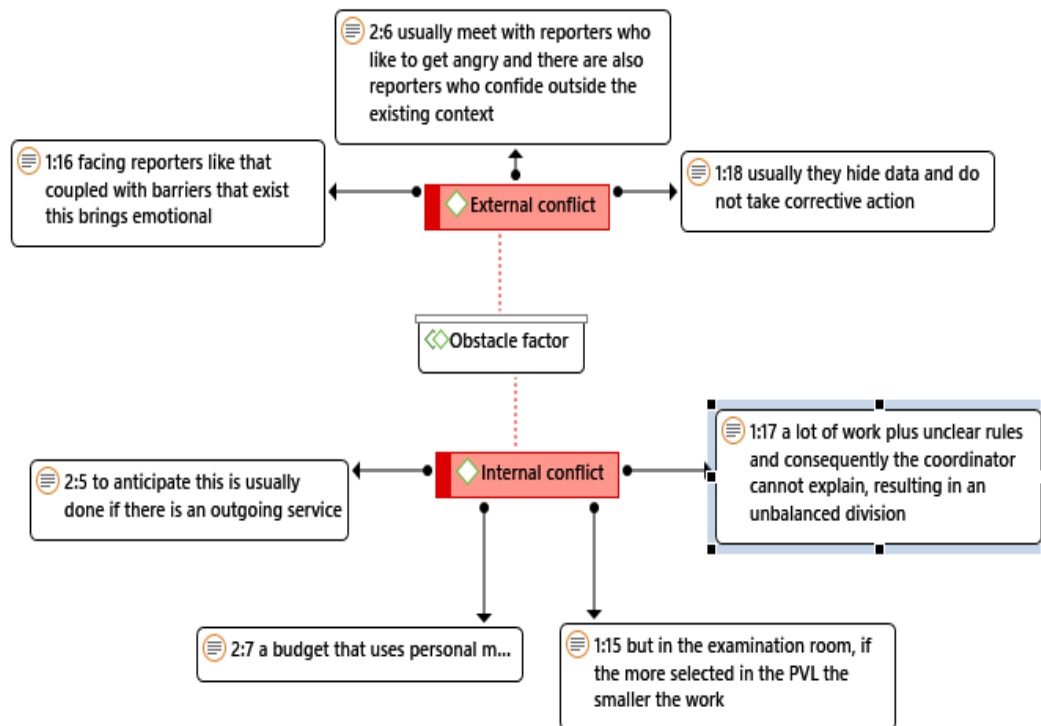


Figure 6. Interview Data Analysis through Atlas.ti 2020 ((Resource: Processed Researcher, 2020))

Ombudsman representative East Java as one of the institution investigator helps the citizen in solving the error administrative. Since the high expectation makes the institution gets pressures while doing the jobs. One of the conflicts is the difficulty in completing reports of alleged error administrative. The previous study done by Klau (2016) entitled “The Obstacles Factors of Public Quality Service Performance in the Land Office”. The researcher used the focus of researcher on Apparatus resources on the quality of public service performance at the Ngada district land office, facilities and infrastructures on the public quality services and disputes, conflicts and land cases. This shows the performance of its services is not optimal due to lack of apparatus resources, lack of facilities and infrastructure and not optimal completion of land dispensing.

From the Ombudsman representative of East Java, there are some obstacles found in this study. Firstly, internal conflict which happens in the office or organization, namely: 1) it often happens that the server is down when inputting files into the SIMPL and ASIK website, which causes work to be done twice. 2) The Lack of aperture resources in the office which causes lack of optimal in completing too many incoming report. 3) The fund allocation form Central Ombudsman is not evenly distributed within year which causes some office activities to be carried out by using officers’ personal money.

Secondly, external conflict which happens from out of the organization such as finding out the data through investigation both the reporter and reported. It means that the east Java Ombudsman assistant often accepts reporters with

emotional conditions. It will start the conflict between the reporting parties in charge. The reporter also consume times while delivering the report. 2) From the reported party, during the investigation process in the field, the reporter cannot be found and conceals data related to the report from the public.

The interview results which were conducted by the researcher are the obstacles factors are internal and external conflicts. Those are Central Ombudsman related to the budged; lack of optimum Servers in the website regarding the input of data reports; lack the quality of assistant regarding the informatics knowledge and human resources which focusing on the minimum amount of officers. Those makes the error administrative reports overlap.

Moreover, in external conflict, there are other problems both from reporter and reported who hiding the data and did not do the collective form Ombudsman. Both incidents impact to the work process of East Java Assistant Ombudsman on the report completion process. So that, the activities in the process of completing the error administrative reports are more easily resolved.

The other factors found in Indonesian Ombudsman representative of east Java in an effort to complete the population error administrative report as follows:

a. Strategic Office Location

Indonesian Ombudsman representative of East Java is located in the center of Surabaya namely East Ngagel Street No. 56, near the Government Office. The location makes citizen easier to access and use it. The location is not far from the public areas which expect to increase the participation to be active in making report for the inconvenience of public services.

b. Teamwork between the officers and organization

Plenary Meeting of Indonesian Ombudsman representative of East Java is done once a week by collecting the officers to do the investigation and error administrative report which are difficult to resolve. The existence of this meeting can facilities the work of officers in solving error administrative for leader to oversee the activities of their officers in accordance with the procedures established by the Ombudsman. This is in alignment with the statement from one of the Ombudsman officers:

“Support factors ... are 1) The MoU with agencies providing services in terms of spreading up the completion of the report, 2) there is a contact person form the service provider...”

c. Ombudsman Website

There are two websites used by Ombudsman namely SIMPL (Report Settlement Management Information System) and ASIK (Compliance Information System Application). SIMPL makes easier for Ombudsman officers to manage the results of incoming complaint reports received from reporters. Meanwhile, ASIK assesses the public service standards that exist in service providers both at central and regional levels. This website has two pages, competency pages to assess infrastructure and knowledge of human resources. SIMPL and ASIK only can be accessed by officers of Ombudsman.

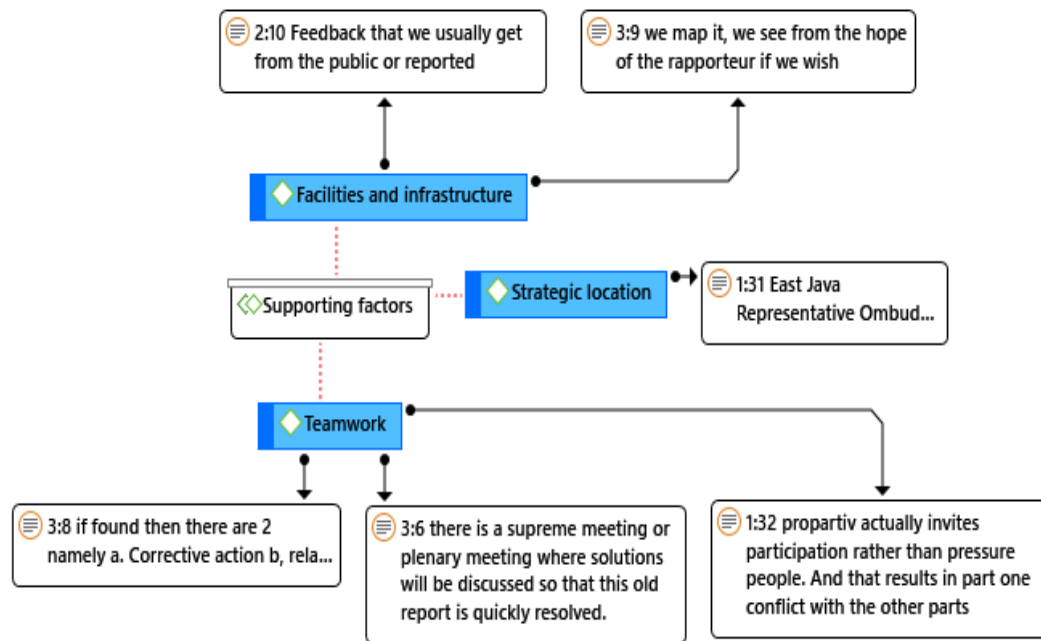


Figure 7. Interview Data Analysis through Atlas.ti 2020 ((Resource: Processed Researcher, 2020)

The study conducted by Wicaksono & Suranto (2016) entitled “Optimizing the performance of Yogyakarta Special Region Ombudsman Institution in the Awareness of Public Right on Public Services”. They studied about the meaning of organization and working procedure of Ombudsman in Yogyakarta Special Region. The result of the study was the achievement on accordance with the existing regulations. Optimizing the task of raising awareness of community rights over public services carried out is considered successful and has been optimal. When reviewed in Yogyakarta Special Region representative Ombudsman, a factor in increasing its optimization is with the appropriate regulations related to awareness of the public’s right to public services. According to Wicaksono (2016:80), optimizing is a process to get benefits without reducing the quality of work. From those descriptions, the optimizing is the best way or maximum effort in making improvements to get quality benefits.

The results of interview data related to the supporting factors of East Java Ombudsman, were stated by the Head of Inspection Team in East Java Representative Ombudsman to optimize their work, facilitates and infrastructure as a motivating factor for achieving this. The supporting factors are: 1) facilities and infrastructures such as the existence of special services for people with disabilities, official vehicles are provided in the form one Innova deer car and one motor automatic unit that can be utilized by each assistant in carrying out the investigation process and inter-city business trips. 2) Office access or location is in the center of Surabaya which is located at West Ngagel Street No. 56 which makes the location adjacent to the Government offices and easy accessible for people from all level of citizen, and 3) Ombudsman’s assistant representative

from east Java has a good teamwork in carrying out report completion activities, this results in a friendly office environment such as speech and polite sentences. This greatly effects the comfort of the community when reporting.

The existence of these supporting factors should make the East Java representative Ombudsman be able to resolve the shortcomings held at his office. One of them is the quality server on the website which is further improved by increasing the strength of the office WIFI signal. These impact to the SIMPL and ASIK website qualities that Ombudsman has. It must be better and the services provided by the East Java Ombudsman will be faster. In addition, the feedback given by citizen will be positive for each service provided.

E. CONCLUSION

Ombudsman as a service and supervision institution has carried out its objectives in eradicating administrative error. Ombudsman officers in the finishing process of error administrative have done some steps such as input, process and output. The speed of officers in responding and following up a case is the main part of finishing process report of error administrative. In applying it's the function and roles, Ombudsman has experienced internal conflict for instance the non-cooperation of the reporting party and the reported party related to data collection. In solving this error administrative, Ombudsman RI representative of East Java applies PROPARTIVE. This method has objectives to explore the reporter's purpose until the edges are open. It means that the participatory is invited rather than pressure the other party. The obstacles faced by Ombudsman in eradication the error administrative are limited staffing, non-operational compliance competencies, and non-cooperative reporting and reporting parties. Those supportive factors are the strategic location Ombudsman RI representative of East Java, the cooperation between officers and institutions and the support of the Ombudsman website makes managing reports easier. The suggestions from the researcher are optimizing SIMPL and ASIK website to facilitate the work of officers in the process of completing the error administrative reports. The website of SIMPL and ASIK cause the officer easier in the process of finishing reports of error administrative. The website of SIMPL and ASIK is not utilized optimally by the officers, thus there is a need for guidance in using the website.

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