

## **COLLABORATIVE GOVERNANCE IN THE ARRANGEMENT OF FUNERAL PERMITS FOR THE GRAVEYARD LAND MANAGEMENT**

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### **ABSTRACT**

*Funeral permits are still in the public spotlight because the procedures are complicated and there are still many intermediaries in the arrangement of funeral permits in Jakarta. Cooperation between related agencies is also not yet effective. This study aims to find out the procedure offered in the arrangement of funeral Permits for Graveyard Land Management. This study is a descriptive qualitative study with in a deep interview with the informants and documentation study. The informants in this study consisted of two categories, namely: the licensor and the applicant. Determination of the licensing party's informants using a purposive sampling technique with a total of 4 people. While informants who came from the community as applicants were determined based on snowball sampling techniques with a total of 6 people. The research was conducted in the City of South Jakarta. The results showed that the procedure of arranging of funeral permits has become simpler, initially four stages into two stages, namely to public burial place (TPU) and one-stop integrated service (PTSP) only, payment of fees can use an Automatic Teller Machine, Electronic Data Capture Machine, or electronic money. Collaborative governance is one alternative solution in the arrangement of funeral permits for the realization of services that are easy, fast, and transparent to the community. The adoption of the concept of collaborative governance is believed to improve services in the arrangement of funeral permits in the City of South Jakarta.*

**Keywords:** *Collaborative Governance, the procedure of funeral permit, public service.*

### **INTRODUCTION**

Jakarta is an area that has its own characteristics, different from other regions in Indonesia, namely as the capital of the country which is the center of government, the center of economic activity, as well as the center of finance and services. Jakarta is also the seat of almost all national level government apparatus, representatives of foreign countries, multi-national corporate centers and the main gateway for foreign tourists. As the capital city of Indonesia, Jakarta has a very rapid development. This has become one of the reasons millions of people from other regions or provinces have moved to Jakarta.

The rapid population growth makes the complicated problem for the DKI Jakarta Provincial Government, not only a problem for settlements for residents who are still alive but also has an impact on the burial ground in Jakarta. For people who have died and families left

behind, it is very difficult for them to find a public burial place at a reasonable cost, almost every day there are approximately 110 people who need graves in DKI Jakarta with the land of around 880 square meters (Batubara, 2016).

In these conditions, there are still many irresponsible individuals who use it, one of them is by making fictitious tombs (Hasanah, 2017). The fictitious grave mode is a mausoleum that has no body contents but has a gravestone in it. In addition, the irresponsible person asked for a funeral fee for each family left at a very high price.

Funeral services are still in the spotlight of the community because of its convoluted procedures, there are still many people who play in the tombs which are often called "scalpers", besides that cooperation between related agencies has not been yet. tomb land online is not yet synchronized between the Public Cemetery and PTSP. In addition, payments can only be made at

DKI Bank alone or through DKI ATMs that are available at the nearest village office. Problems arise when the ATM system is broken then the applicant must go to the nearest DKI Bank.

To arrange a permit for the use of grave land, the applicant must go to three places, namely the Public Cemetery (TPU), the One-Stop Integrated Service Implementation Unit (UP PTSP) of the nearest village and the DKI Bank. There are still many Jakarta residents who do not understand the funeral procedures and extend the burial ground in the capital of Jakarta.

This problem cannot be handled if it is only done by one or two parties but requires the participation of various parties or stakeholders who jointly carry out collaborative governance. Collaborative governance is the way a government regulates one or more public institutions of non-government stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberations aimed at making or implementing public policies or managing programs or assets public (Ansell & Gash, 2007). Another opinion supporting this definition states that collaborative governance as a process and structure of public policy decision making and management that involves people constructively on the boundaries of public institutions, levels of government, and society, the private sector and civil society to carry out public interests which cannot be achieved if only one party (Emerson, Nabatchi, & Balogh, 2011).

The concept of collaborative governance itself includes the involvement of which institutions are starting collaborative efforts, and the initiatives of each institution (stakeholders) in determining/defining goals, assessing results, causing change, and so on. In this case, the party who started the initiative can be seen through three aspects. First, the initiative must start from the players/actors who have clear demands to reflect the greater public interest. Second, each stakeholder or institution that collaborates must have a role in determining the goals of the collaboration. Third, the relationship between the

institutions involved must be strategic, meaning that every institution in taking action can always be seen transparently and the others respond to the transparency (Sudarmo, 2011).

Research on collaborative governance has been widely carried out in various sectors. Research on disaster management (Lathifah, 2012; Mutiarawati & Sudarmo, 2017; Widianingsih, 2013; Widodo & Waskita, 2014); tourism sector (Fairuza, 2017; Harmawan, Wasiati, & Rohman, 2017; Ngo, Lohmann, & Hales, 2018; Tresiana & Duadji, 2018). No less important is research in the field of health (Ist, 2016). Other areas that have also been investigated are about village community empowerment (Edelenbos, van Meerkerk, & Schenk, 2018; Panday, 2018; Solano Lara, Fernández Crispín, & López Téllez, 2018), and economic development (Dewi, 2012; Leppek, Bruen, & Schweitzer, 2018; Li, Dombrowski, & Brady, 2018; Rachman & Syamsuddin, 2017). Research on governance in the management of funeral licenses has never been done before, and this is a very important thing to look for a solution. The case of fictitious tombs is a problem in big cities in Indonesia. The results of this study can be used as an example of the same case in other cities in Indonesia. This research is more detailed and focused on discussing governance, not just collaboration between stakeholders.

## METHODS

The research method used is descriptive qualitative. The research was conducted at the Jeruk Purut TPU, PTSP of Bangka Village, Mampang Prapatan District, South Jakarta Administrative City, and DKI Bank. Data sources in this study are:

- Primary data obtained from interviews with informants.
- Secondary data, in the form of documents originating from various literature, such as books, journals, and mass media that are relevant to the purpose of research.

Informants in this study were DKI Jakarta Provincial Parks and Cemeteries Office, DKI Jakarta Provincial Investment and PTSP Office (DMPTSP), Jeruk Purut Public Cemetery (TPU) and PTSP Bangka Village Implementation Unit, and licensing applicants. The number of informants who were successfully interviewed was four people from the apparatuses and six people who took care of the funeral permit. Data analysis was carried out by tabulating interviews and documentation.

Interviews focused on the dimensions of collaborative management consisting of eight important items that can be used as a measure of the success of a network or collaboration in governance, eight items include (Deseve, 2007):

1. Networked structure.
  - a) Self-Governance Model;
  - b) Lead Organization Model;
  - c) Network Administrative Organization (NAO)
2. Commitment to a common purpose.
3. Trust among the participants.
4. Governance.
  - a) Boundary and exclusivity;
  - b) Rules;
  - c) Self-determination;
  - d) Network management;
5. Access to authority.
6. Distributive accountability/responsibility.
7. Information sharing.
8. Access to resources.

## **RESULT AND DISCUSSION**

Funeral services are still in the spotlight of the community because of its convoluted procedures, there are still many people who play at the tombs which are often called "scalpers", besides that cooperation between related agencies has not been effectively seen for the requirements of the Grave Land Use Permit (IPTM). Therefore, the issuance of the Provincial Regulation of the Special Capital Region of Jakarta No. 1 Year 2015 explained that the levies collected by the Provincial Government of DKI Jakarta for overlapping land in the amount of 25,000 IDR,

and the levies for Graveyard Land Use Permits (IPTM) were the most expensive costs of 100,000 IDR with a validity period of three years. This Regional Regulation is an amendment to the Decree of the Minister of Home Affairs Number 26 of 1989 concerning Guidelines for Implementing Government Regulation Number 9 of 1987 concerning Provision and Use of Land for burial purposes.

The manifestation of implementing DKI Jakarta Provincial Regulation Number 28 of 2016 concerning Simplification of Licensing and Non-Licensing and DKI Jakarta Provincial Governor Instruction Number 42 of 2016 concerning the Acceleration of Achieving Ease of Business (EODB) is the implementation of IPTM services conducted electronically after the applicant get a Cover Letter from the TPU being used. The application of the IPTM service system electronically was developed and developed by the DKI Jakarta Provincial Investment and PTSP Investment Office. The transfer of services manually to electronically is contained in the Circular Letter of the Capital Investment and PTSP Province of DKI Jakarta Number 21 / SE / 2017 concerning the Implementation of One-Stop Integrated Services Electronically according to Governor Regulation Number 47 of 2017 concerning Guidelines for Implementing One-Stop Integrated Services, where IPTM is one of 107 (one hundred and seven) types of permits whose implementation counts as of August 1, 2017, must be done electronically through the website [www.pelayanan.jakarta.go.id](http://www.pelayanan.jakarta.go.id).

### **1. Networked structure.**

The collaborative governance that occurs between the Parks and Cemeteries Office, the Investment Office and PTSP (DMPSTSP), TPU Jeruk Purut, PTSP Bangka Village, DKI Bank, and the Community is semiformal (no written agreement/contract) so there are no administrative entities. However, each stakeholder is actively involved and participates in the network. The network structure here does not form a hierarchy, but rather tends to be flat

and there is no monopoly. All are equal in carrying out their rights and obligations as well as their accessibility opportunities. So it can be concluded that the type of network structure that exists in collaboration here is the type of self-governance.

## **2. Commitment to a common purpose.**

The collaboration that has existed so far has been fundamental to the same goals, vision and mission. Each stakeholder has a full commitment to achieve common goals. The DKI Government is committed to providing a burial land with an adequate area which is adjusted to the needs and planned development of the city. The next point is to continue the arrangement of all cemetery locations in the Special Capital Region of Jakarta by referring to the principles of efficiency and effectiveness of land use which are gradually expected to realize burial conditions that are urbanized, green, beautiful, and orderly. Cemeteries are an inseparable part of the city elements. This is in accordance with the mandate contained in the Funeral Rules in DKI Jakarta. This regulation needs to be socialized to the public in order to increase public legal awareness. The last point is to perfect the conventional administration system which is gradually directed towards the computer administration system to support a fast and precise service system. This service is top down. The government's commitment to the success of this service is very high.

The collaboration formed is fundamental to the same goals, vision, and mission when viewed from the side of the government. There are still obstacles from the community side, there are still many who use the services of tomb brokers so that the costs incurred are higher than the costs specified in the levy. This can hinder the achievement of transparency in the making of grave land permits (IPTM).

## **3. Trust among the participants.**

Mutual trust between stakeholders in the collaboration of the management of the Grave Land Use Permit (IPTM) in South Jakarta Administration City has been well realized. The stakeholders have good professional and social relations because they realize the importance of each other's interrelated roles for a common goal. But it is still tinged with mistrust (suspicion) of the business and performance of the several stakeholders involved. It was also found an aggressive behavior from the community that makes stakeholders less trust because it uses the services of funeral brokers.

## **4. Governance.**

Agreements between related parties have not been made much, because all are based on governor regulations related to the management of grave land use permits (IPTM), such as licensing procedures and functions of each agency. There is no clear contract between the DKI Jakarta Provincial Parks and Graveyard Agency, DKI DPMPSTSP, DKI Bank and the public. The existence of five stages that must be passed by each applicant shows that governance is very clear. Each applicant must follow each stage of IPTM management clearly so that it can be distinguished between the applicant and the permit maker. The clarity of governance can also be seen from the role of each stakeholder in the implementation of the management of the Grave Land Use Permit. Starting from the Department of Parks and Cemeteries, DPMPSTSP, TPU, and Village PTSP as units that issue permits have a very clear role and are regulated in formal regulations issued by the DKI Jakarta Government. All just need to be socialized more often to the applicant in the management of the Grave Land Use Permit (IPTM).

## **5. Access to authority.**

In this collaboration, all stakeholders understand the flow of the procedure clearly, also know their respective duties and obligations. IPTM management procedures have

been known openly both on the internet and in many communities through banners posted in the village because they have often been socialized in various activities. Duties and obligations are also clear and set out in several regulations. However, there are some things that are still considered difficult to follow the procedure for the management of the Grave Land Use Permit (IPTM), namely many places that must be visited, namely TPU, urban PTSP and Bank DKI, which lead to preferring funeral broker services because it is more efficient in terms of time.

#### **6. Distributive Accountability/Responsibility.**

The division of roles and responsibilities is clearly in accordance with the regulations issued by the DKI Jakarta Government. Likewise, reporting is always carried out by the implementers in accordance with their respective duties and functions. The division of responsibilities and accountability reports to all stakeholders already exists. But for the accountability report here is done differently for each stakeholder that is dependent on the party in charge. In practice, weakness is still found, namely the level of community dependence on funeral brokers is still high so it is still difficult to avoid due to time efficiency reasons.

#### **7. Information sharing.**

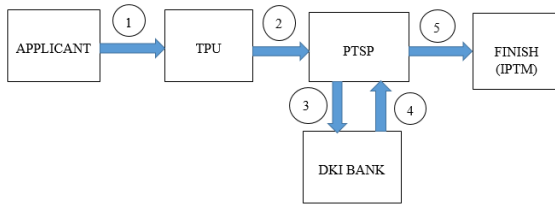
Information sharing is really carried out among stakeholders. All stakeholders complement each other's information and data. All processes of implementing program activities can be accessed by all stakeholders. Each stakeholder expressed confidence in the information provided by other stakeholders and they also helped each other. Access to information will be easier because of the development of increasingly sophisticated information and communication technology. Through social media, information sharing is easier and more effective. All processes of licensing service implementation can be accessed

by all stakeholders. It can be seen that the Department of Parks and Graveyards, DPMPTSP, TPU, and Village PTSP can access the website <https://pertamananpemakaman.jakarta.go.id> and <https://pelayanan.jakarta.go.id/site/permissions>.

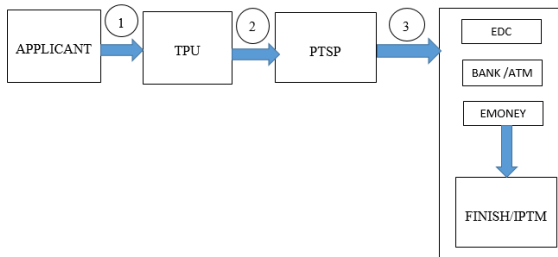
#### **8. Access to resources.**

Financial, human and technical resources related to governance in the management of grave land use permits (IPTM) have been done very well as evidenced by the existence of a budget in each agency of each stakeholder. However, the available resources are still weak, especially at the Department of Parks and Cemeteries, in this case, the officers at the lowest level, namely TPU, where these agencies are directly in contact with services to the community. Evidenced by the lack of human resources personnel where a TPU service unit head is in charge of 2 (two) or 3 (three) TPU and for supervisors, there are only 2 (two) people with an area of approximately 912 hectares (9.12 km<sup>2</sup>) and limited the number of technical or expert staff.

From the elaboration of collaborative governance in the management of the Grave Land Use Permit (IPTM) in South Jakarta Administration City, it can be seen that the type of network structure that is appropriate in the Management of the Grave Land Use Permit (IPTM) is that each stakeholder participates in the network and management is carried out by all member. Stakeholders involved should be small so as to facilitate intensive communication and monitoring. In this case, the government should act as the initiator of licensing which escorts through various strict regulations such as sanctions in the event of a delay in IPTM payments so that licensing is not underestimated by the public. Simplification in terms of requirements as well as when payment of levies was made to facilitate the implementation of permits in DKI Jakarta, specifically the Grave Land Use Permit (IPTM). Thus, the IPTM maintenance procedure can be simplified as follows:



**Figure 1. Procedure of IPTM (Existing Condition)**



**Figure 2. Procedure of IPTM (Proposed)**

Some things that must be done to support the above procedure, are:

- (1) The commitment of the government must continue to be proven not only in budgeting or funding but also in the ease of licensing such as the ease of obtaining information, especially in the cemetery TPU so that a hotline number can be contacted at any time regarding burial requirements or grave land use permits so that the expected target is right on target.
- (2) Socializing and giving out brochures at the police station about the procedures or hotline numbers that can be contacted to get information for residents or officers in the event of an accident and related funerals.
- (3) Increasing public trust by means of payment of funeral levy payments. Therefore, the community must participate by paying their own funeral fees without using the services of a funeral broker to minimize brokering.
- (4) Increasing competent civil servant human resources in their fields in each TPU so that the burial database and supervision are more awake data

accuracy and supervision in the field will be more effective so as to prevent the practice of brokering tombs.

## CONCLUSION

The procedure for making a grave land use permit (IPTM) into two stages, namely to TPU and PTSP only, and payment of levies in addition to using ATMs and EDC (Electronic Data Capture) machines, can also use electronic money such as tokopedia, and so on. Provision of a hotline for the Parks and Cemeteries Service, in this case, TPU, so that the public can contact the officers even on holidays. In addition, making brochures containing procedures and requirements as well as procedures that must be carried out by the community to arrange for a funeral permit, these brochures can be placed in police stations and hospitals.

By using the concept of collaborative management in IPTM, it can reduce procedures so that they are simpler. Thus the permit processing time is shorter. Brokering can also be eliminated. In the end, public confidence in the government will be stronger. There are two important things that cannot be separated from the implementation of new procedures in the management of IPTM, namely the government's commitment and socialization to the community.

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