Local Government Policies in Managing Public Cemetery Pal. VI Muara Bungo

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Abstract. This article aimed to determine the local government policies to manage of Muara Bungo PAL VI public as a public cemetery, using the Qualitative descriptive method in collecting data, researcher interviewed 8 informants. The result of this study showed that in Bungo District government policy in managing the Pal VI public cemetery Muara Bungo at the Market and Hygiene Management Service found that first: the determination of land located in Pal VI Sungai Mengkuang was 5 hectares, obtained from the grant. Second: funeral management was carried out by the Market Management and Hygiene Service of Bungo District. Efforts made by the government of Bungo District in managing the Muara Bungo Pal VI public burial site: in arranging the location of the tomb by making lines so that the tomb will look neater. Second: adding a regular budget from the usual amount for funeral management. Third: adding grave guards from 1 person to 2 people or more depending on budget funds.

1. PRELIMINARY

All living things on this earth will surely experience death including living things called humans. Death does not recognize the age of young or old, when sick or when healthy [1]. When the time of death has arrived, it will surely leave this world. Because death is a natural law that will absolutely be taken by all living things in this world including animals and plants.

As the most perfect living creature, humans have a better way of managing bodies than other living things. If an animal dies, the carcass will be left alone. But humans have a sense of caring for their bodies [2]. The body will be taken care of in accordance with their beliefs whether it is taken care of by being ignored or by burial.

Land is part of land that has certain functions. Not all land can be used as land such as for residential land, agriculture including funerals. Each land has its own characteristics which influence the limited use of land on the land. It is a crucial requirement to conduct a land survey before using land on it [3].

The Indonesian government has regulated the availability of land for the public, this is stipulated in the Presidential Regulation (Perpres) Number 65/2006, namely concerning Land Procurement for the Implementation of Development in the Public Interest. Public interests here are the interests of all levels of society [4].
Law Number 23 of 2014 concerning Regional Government contains various matters concerning rights, authority and obligations that can be and must be carried out by the regional government. Including regional rights in managing land acquisition for the public interest, one of which is for funeral purposes [5]. The autonomy of the region itself aims to facilitate the regions in managing their own regional affairs.

In regulating its own regional affairs, the meaning of regional autonomy is concerning rights, authority and obligations [6]. One that is included in the right is the right of the regional government to procure goods / services that are part of regional expenditure. Presidential Regulation Number 70 of 2012 concerning Government Procurement of Goods / Services, that in the context of accelerating the implementation of state expenditure, it is necessary to accelerate the implementation of government goods / services procurement. Public cemetery is one of the concrete manifestations of the procurement of goods by the government.

In planning and implementing activities for the public interest, it cannot be done if it is not appropriate and is based on the General Spatial Plan (RUTR) that has been determined in advance. Whereas for regions that do not have RUTR, they must be based on existing regional or city space planning (Article 4). What is still needed is the problem of the role of the community in planning the land acquisition [7].

Spatial planning is carried out by the government with community participation. Besides that, it is also stated that everyone has the right to know the spatial plan and participate in the preparation of spatial plans and utilization of space [8]. Of course, in addition to rights, everyone has an obligation to comply with unspecified spatial plans and maintenance of space quality.

Regional order simultaneously describes the personality of the people who are domiciled in the region, where the two things are influencing each other [9]. People who are not disciplined (do not comply with the applicable rules) tend to make their territories unorganized, but on the other hand areas that are not organized also tend to make the people undisciplined.

The potential of the region in the form of the giving of nature and the work of humans in the past is an asset that must be utilized as much as possible in the long-term prosperity of the people [10]. To achieve this, the use of these assets must be planned thoroughly and carefully.

Public cemetery is one form of general spatial plan carried out by the government, namely green open space. Which is expected to contribute to the beauty of the city. With good management of cemeteries which are usually considered creepy it is expected to be a beautiful place like a park [11].

The appointment and determination of the location of land for the needs of public burial sites is carried out by the regional head for each region. With the following conditions:  
1. Not in a densely populated area  
2. Avoid the use of fertile land  
3. Pay attention to harmony and harmony of the environment  
4. Prevent soil destruction and the environment  
5. Prevent excessive misuse of land [12].

Thus in determining the land where public burial cannot be done carelessly, this needs to pay attention to anything that has been stated in Government Regulation Number 9/1987 concerning Provision of Land Use for the Needs of Public Cemetery [13].

Funerals have many types, namely there are public cemeteries and there are no public cemeteries. In the provision of land, some are purchased, some are free, such as public cemeteries. In general, the first choice of the community is a public burial place. Everyone gets the same treatment to be buried in a public cemetery, according to the availability of funeral land. There are public cemeteries that are specifically for Muslims, there are also public cemeteries that are specifically for non-Muslims. Management is in accordance with the customs and religions concerned with due regard to the general provisions of the regulations of the government of the Republic of Indonesia [14].

In view of the Bungo community in general have customs and beliefs in managing more bodies by being secured rather than ignored. Whether it’s a special Muslim funeral or a special non-Muslim
tomb. Therefore, it is certain that land for burial will be needed which will continue to increase every year. While land needs include many things in its use [15].

In public cemeteries, buried bodies are not distinguished by their race, ethnicity and beliefs. What distinguishes it is only the determination or regulation that limits the existence of special Muslim funerals and special non-Muslim public cemeteries. The following are public burials in the Bungo district city area:

1. TPU Pal. VI Sungai Mengkuang
2. TPU Pal. IX Mengkuang River
3. TPU Pal. I Pasar Atas
4. TPU Panca Color of the Terjan River
5. TPU Simpang Jambi
6. Edge of Tanjun Gedang Lake TPU

In addition to the public cemetery above there is also a special cemetery of Chinese Christians better known as the Chinese cemetery located in Pal. VI which is located next to a special TPU Muslim who is also in Pal. VI. Of the several TPUs above, the management under only the Market and Hygiene Management Service is TPU Pal. VI of Mengkuang River specifically for Muslims which is the locus of the research site. According to Kasi Funeral in the Market Management and Hygiene Service, the land use has reached approximately 50%.

"The public cemetery owned by the Bungo government has now reached 50%. The funeral obtained from the grant is called the Muslim cemetery park in Pal VI."

The limitation of the problem discussed in this study is the problem of structuring funeral management that is still not optimal. As we know that burials in Bungo City are in the middle of densely populated areas, especially those in the upper market. Therefore, the government must think hard about how the funeral in the middle of the city does not make a scary impression because of its existence. But how does the tomb become a park that can contribute to the beauty of the city.

The public cemetery managed by the Bungo government itself for now there is only one Muslim burial in Pal VI whose management is still not as good as the location of tombs of adults and children is not arranged so that land use will be wasteful and the land will quickly run out. Before the government thought about the procurement of new public burial grounds, it was better for the government to fix the funeral management first. If funeral arrangements are carried out correctly and according to applicable procedures, the use of land for funerals will be used effectively. Of course this will also save land use in the provision of land for public burials.

In addition to helping to facilitate more effective land acquisition by managing cemeteries properly, this will also create beauty from the cemetery itself. So that the funeral is not only considered to be a feared sacred place. Because the cemetery itself is a green open space which is one of the land spatial planning programs by the government that aims to improve the quality of the environment and surrounding communities [16].

Local governments must pay serious attention to policies such as what must be taken in the management of public burial sites so that existing cemeteries can become city parks that contribute to the beauty of the city. In addition to the role of the government, the community can also participate in the management of the funeral either by cleaning the funerals of each pilgrimage or following the rules for extracting new burials.

2. Research Methods
The method used in this research is descriptive method, which is intended to know and get an idea of the problems that occur at a particular place and time, then try to analyze and explain phenomena that occur for problem solving regarding the facts and characteristics of the population [17]. In this descriptive method directed to qualitative research methods, which are methods to explore and understand meaning by a number of individuals or groups of people who are ascribed to social or humanitarian problems. In this study the authors used descriptive methods with qualitative analysis [18]. Sampling techniques that used in this study is with Nonprobability Sampling, which is a sampling
technique that does not provide equal opportunities or opportunities for each element or member of the population or selected as a sample [19]. The Nonprobability Sampling technique used in this study is Purposive Sampling. The informants in this study amounted to 8 people who were determined by purposive sampling technique, namely the determination of the purpose of the sample with the intention to determine the subject or selected people must be in accordance with the special characteristics possessed by the sample [20]. They were chosen because they were believed to represent one particular population. The details of the sample consisted of 8 people: Head of Market and Hygiene Management Office, Head of Parks and Funerals, Head of Funeral Section, 1 guard of the cemetery, 1 figure of Bungo religion, 3 people of Bungo community.

3. Results and Discussion
3.1 Local Government Policy in Managing Pal VI Muara Bungoo Public Cemetery
3.1.1 Procurement of Pal VI public cemetery obtained from the grant land. The public cemetery owned by the Bungo government located in Pal VI of Mengkuang River has already been used by approximately 50% of its 5 hectares. The land itself is a grant land managed by the Department of Market and Hygiene Management of Bungo District. "The current public burial land is the result of obtaining grants from communities whose size is approximately 5 hectares."

Since there is only one public cemetery owned by the Bungo district government, it is expected that in the future there will be other public cemeteries that can cover all religions. The public cemetery itself is an area of land that is provided for the funeral needs of each person regardless of religion and class. In Bungo itself there are only public cemeteries run by the local government that have funerals for Muslims. According to Samsul, Kasi cemetery at the Bungo District Market and Hygiene Management Service, there had been attempts to file public burials for Christians but did not get approval from the government.

"Once a few years ago we proposed the procurement of a special Christian burial ground on request from Christians in Bungo. But it did not get approval from the government. This is because the land that we proposed at that time was in the area near Bungo Airport which could not be used for burial land."

The reason for the refusal is in accordance with the conditions for stipulating burial land, including:
1. Not in a densely populated area
2. Avoid the use of fertile land
3. Pay attention to harmony and harmony of the environment
4. Prevent soil destruction and the environment
5. Prevent excessive misuse of land.

It is expected that in the future there will be public cemeteries in Bungo that can accommodate all the bodies regardless of race, ethnicity and religion. Meanwhile, until now there has been no grip on Bungo regional regulations regarding funerals. So of course it will also make it difficult to hold new burial grounds.

3.1.2. Public cemetery management is carried out by the Market Management and Hygiene Management Office of Bungo District. Pal VI public cemetery The river used to be managed by local communities that have existed since the 1980s. Until finally the management has been carried out by the Bungo District Market and Hygiene Management Agency.

Management carried out by the Office such as maintaining the cleanliness of the tombs, beautifying the tomb with green gardens around the cemetery and services to the people who will use the cemetery for both deceased family members and grave users. Also create the beauty of the environment around the cemetery so as to provide comfort for the people around the tomb."We hope that management carried out by the Office can have a positive impact on the community. Both the grave user and the community around the tomb "

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3.1.3 Procurement of a routine budget each year for funeral management

Regular budgets for public cemetery management that are run by the government are always there every year. This budget is used to beautify the funeral both in terms of cleanliness, reforestation to the making of paths that are in the cemetery. This is based on the results of interviews with Mr. Firson, Head of Parks and Cemetery; "Every year we always submit regular budgets for funeral management. So far, the ones we have submitted always get approval from the government. The fund itself is to buy equipment to beautify the funeral both in terms of cleanliness, flower planting and greening. At the moment we are focusing on building footpaths around the cemetery to make it easier for pilgrims to find tombs especially during the rainy season."

Statement from Mr. Firson in accordance with what the researchers found in the field, namely in the Muslim Pal VI Pemakam Park which is neat and clean so that it does not leave a creepy impression. There are also a number of footpaths between the cemeteries which greatly help pilgrims, especially during the rainy season, to avoid wet dirt roads.

From the results of the research in the field, several obstacles were found in the management of the funeral whether the researchers found it from the guardian of the grave or from the community. Although this obstacle is not big, it will be influential without being noticed even though it is a bit of funeral management. Here are some of the obstacles:

1. Lack of attention to funeral cleanliness

Based on the statement from Evi, the community of Sungai Mengkuang, that the cemetery which is currently neat a few years ago could be said to be poorly managed. Many bushes were not cleaned around the cemetery.

"... Three years ago the funeral of Muslim Pal VI was not maintained as it is now, at that time the tomb guards were not the current pakde. I hope the government is consistent in maintaining the funeral cleanliness not only depends on the guards."

This cemetery, called the Muslim Cemetery, must be according to its name, namely the garden. A park must of course be clean and neat especially this is a funeral that must be kept more clean so that it can eliminate the scary impression that is usually very strong at a funeral.

2. Setting the location of the tomb that is not arranged

Based on the results of the findings of the researchers in the field and supported by the guardian's statement that there is no regulation in determining the location of the graves of children and adults. This will make the impression of the tomb less tidy.

"... There are currently no rules in determining the location of the graves of children and adults. It used to be, but a few years ago it hasn't been run again. This is because we are trying to save land use. We can use the land between the tomb and the others for the tombs of the children because their small size can no longer be used for adult tombs.

The reason presented by the tomb guards who are usually called pakde is also true. Land that cannot be used again for adult funerals can be used for the tombs of children whose size can be adjusted from the rest of the land. Although with clear reasons and goals, the use of the tomb still gives the impression that it is less neat than the funeral arrangement.

3. People who use tombs (families who die) lack discipline

According to a statement from one of the community of Pal VI Sungai Mengkuang, that many families who died recently wanted a funeral for their family to be put in front while the funeral of a person who would first be farther back.

"My father's grave was in front but now it is getting far behind. This is because many new tombs are located forward to the front. They came later, but their position asked to be promoted."

Indeed, this has no effect in arranging funerals. It's just that it aroused envy from some people who according to their thinking were unfair if the new cemetery was located more advanced than the old one.
3.2 Budget for Funeral Management that Is Not Optimal in Its Use
The non-optimal use of the existing budget or the lack of budget owned by the Bungo Regency Market and Hygiene Management Agency can be seen from the results of the existing funeral management that are still not optimal. Complaints from the public reflect the lack of management carried out by the Dinas. One factor in the lack of management is due to problems with the funds or budget.

This can be seen from the absence of an ambulance for the delivery of bodies of coffins owned by the Department of Market and Hygiene Management of Bungo District at this time. This is because the funds are not enough and have not been submitted.

"In the future there is a plan to procure ambulances by the service. There is currently no such thing, because the funds do not yet exist. We will put it in the budget later for future budget submission."

3.3 The Grave Guard Owned by the Office There is only One Person
The guardian of Pal VI's public funeral for now is Mr. Muhammad bin Yahya who has worked for more than 3 years. Meanwhile, to maintain a tomb that is quite large in size, 5 hectares, it will not be able to rely on just one person. Whether it's to take care of the cleanliness of the funeral area and services to pilgrims.

"The grave guard is only one pack. You can be sure he won't be there for 24 hours even though he lives there. But of course one day he needed to be somewhere else or even go home because he was a migrant person. Later, if we need anything, please ask if it's not there. The guards should be added again."

Complaints from these people are acceptable considering that maintaining a large cemetery is impossible to expect only one person. Moreover, the current tomb guards are overseas people who usually go home from home on Lebaran day. While at the time of Eid the number of pilgrims will certainly increase. If the tomb guard is empty, then the pilgrims will have difficulty if there is a need to ask the guards.

The efforts made by the Bungo Regency Market and Hygiene Management Agency in overcoming the obstacles faced as stated above include:

Attention in management and management of tombs:
1. Employ responsible tomb guards
In each organization, the most important thing to consider is human resources. Because HR is the driver and determinant of the success of a job in an organization. The first step taken by the Market and Hygiene Management Service in responding to complaints about funeral hygiene from the community was to appoint new tomb guards, this was done three years ago.

"... Pak Muhammad, whom we usually call Pakde, has been working for three years now. The work is neat and quite satisfying. Because he routinely cleanses the tomb, the cemetery now looks neater and cleaner."

By having a tomb guard in charge, it is expected that this Muslim public cemetery will be more organized and always clean in the future. Of course this needs support from the government and assistance from the community.

2. Putting lines between the tombs so that the tomb looks neat
The neat and unorganized tomb layout left an untidy impression on the funeral. Therefore, the guardian of the tomb should be if someone dies should put the right line for a new cemetery so that it can be straight with the old tomb. And also it's good for grave users not to put their family graves carelessly in the middle. Should follow the rules that have been made instead of prioritizing each other's egos who want to place the graves of their families side by side or in front. So that the tomb arrangement is not rapid and not pleasing to the eye.

3. Use land use effectively
The use of irregular land locations between adult tombs and children aims to utilize empty land around the tomb that cannot be used for adult tombs. This will save the use of land for burial land, so that land can be used effectively.
"... I agree with what was conveyed by Pakde that placing tombs for children among adult graves can be used to save land use. We can use the land between the tomb and each other for the tombs of children because their small size can no longer be used for adult tombs. From the redundant land that is not used then we can use it well."

In anticipation of this neat and structured tomb arrangement, the management carries out the care of the funeral properly such as planting flowers around the tomb and also always maintaining the cleanliness of the area around the cemetery.

3.4 Utilizing a regular budget for funeral management properly

"... there is always a budget for funerals every year. This budget is routine, not a finished project, it will always be there. This budget will be utilized as well as possible in improving the management and management of funerals. So that the funeral can always be clean and neat and able to eliminate the scary impression on the funeral."

You can see for yourself that currently this official-managed cemetery is quite neat and clean. Coupled with the construction of trails that exist around the tomb. It is expected that in the future this kind of thing will always be maintained by the government through the Market Management and Hygiene Service.

Many people are happy with the results of the funeral management conducted by this government, especially pilgrims who visit the graves of their families.

"... usually a routine pilgrimage carried out by the community in addition to when Lebaran is also there every Thursday. So far, thank God, the response from the pilgrim community was pleased with the cleanliness of the tomb that has been maintained so far."

While complaints from the public about the families of undisciplined grave users received a response from Buya Heroni who was on a funeral pilgrimage at the time, following his statement;

"... No problem where the location of someone's tomb either in front or behind which determines it is the worship charity. The most important thing is that we as a family must always pray for the dead."

Meanwhile, following the comments of Buya Heroni who once held an event for Bungo TV with the theme "Let's Make a Pilgrimage" which was placed at this Muslim cemetery about tomb management by the Market and Hygiene Management Service;

"... I personally feel happy with the management of the tomb well by the service so that it can be broadcast on TV and get a pretty good response from the community. It can be seen by the people on pilgrimage not only on Lebaran, but every week, Thursday."

3.5 Add tomb guards

Hiring a tomb guard depends on the availability of funds, is there enough funds for one or more guards. Because it can be ascertained by the number of tomb guards that only one person will certainly experience obstacles such as tomb guards who cannot be 24 hours on the spot due to the absence of replacement guards.

If there are two or more tomb guards, the tomb guards can take turns guarding the tomb so that there are people who need to be served 24 hours a day.

"... besides the budget for purchasing an ambulance, we will also prepare a budget for the salary of the tomb guards. So that the tomb guard can be added to at least two people."

1. Bungo District government policy in the management of Muara Bungo Pal VI public cemetery. Based on the results of the study which collected facts from the results of interviews with the community and employees at the Market and Hygiene Management Service, it was found that first: the determination of land located at Pal Mengk Sungai Mengkuang was 5 Hectares obtained from the grant. Second: funeral management is carried out by the Bungo District Market and Hygiene Management Service. Third: providing a routine budget each year for funeral management.

2. The constraints of the government of Bungo District in managing the Muara Bungo Pal VI public cemetery First: the arrangement of the tomb location is still not neat. Second: the budget prepared is
still not enough for funeral management. Third: there are only 1 person who is assigned the tomb guard.

3. Efforts made by the Bungo District government in managing the Muara Bungo Pal VI public burial site: in arranging the location of the tomb by making lines so that the tomb will look neater. Second: adding a regular budget from the usual amount for funeral management. Third: adding grave guards from 1 person to 2 people or more depending on budget funds.

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