Implementation of Service Policy Electronic Identity Card in Humbang Hasundutan District North Sumatera Province

Implementasi Kebijakan Pelayanan Kartu Tanda Penduduk Elektronik (KTP-EL) di Kabupaten Humbang Hasundutan Provinsi Sumatera Utara

Imelda Hutasoit¹*, Joel Dion Cius Lumban Gaol²

1 Institute of Domestic Government (IPDN)
2 Jl. Raya Bandung - Sumedang No.Km.20, Cibeusi, West Java 45363, Indonesia

Keywords
Implementation of Policies; Public Services; Electronic Identity Cards (E-KTP);

ABSTRACT
This study aims to analyze the implementation of the Electronic Identity Card (KTP-El) service policy in Humbang Hasundutan Regency, North Sumatra Province. This research is exploratory research with a qualitative approach. Data were collected through interviews, observations, and documentation. Informants were determined by purposive sampling and snowball techniques. The data analysis technique used the Spradley analysis model with four analysis stages: domain, taxonomic, componential, and cultural themes. The results of the study indicate that the implementation of the E-KTP service has not been optimal even though various efforts have been made, it can be seen from the unachieved target for the electronic E-KTP, which is caused by several factors, such as the lack of adequate socialization about the importance of the E-KTP, data recording tools, damaged networks, inadequate staff resources, and low public awareness of the importance of the E-KTP. Efforts that should be made are to conduct education and socialization in more detail and intensive on the significance of E-KTP to the public, repair damaged data recording devices and networks, conduct regular training for unskilled employees in providing E-KTP, clarify SOP regarding the time it takes to record an Electronic Identity Card.

Kata Kunci
Implementasi Kebijakan; Pelayanan; Kartu Tanda Penduduk Elektronik (KTP-El);

ABSTRAK

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Introduction

The discourse on population is an essential matter in development issues because the population is a subject and also an object that significantly influences the development process carried out sectorally or cross-sectorally, one of which is the matter of population administration, which requires regulation so that it can be precise and firm in protecting the Indonesian people.

The government policy that regulates population administration is Minister of Home Affairs Regulation No. 8/2016 on the second amendment to Minister of Home Affairs Regulation No. 9/2011 on Guidelines for the National Issuance of Identity Cards Based on Population Identification Numbers. The government established the electronic ID card program policy for the community, which aims to create an orderly population administration and prevent the opportunity for fake ID cards and double ID cards that have been circulating so far so that there is a lot of abuse committed by the community, causing many losses to the state. It can happen because no integrated population database collects data on all Indonesian people.

Electronic ID cards are beneficial as an identity that is valid for life. It can prevent multiple ID cards and identity forgery and realize an accurate and precise population database Nationally. However, many problems are encountered in public service efforts, such as expensive public service costs, complicated processes, difficult access, lack of information and documents, and the practice of illegal levies (Lindawaty et al., 2018). It is illustrated in the results of research conducted by Keliat where there are still levies on the process of servicing population administration documents, including the KTP-El service. The existence of illegal levies found in Asahan Regency carried out by individuals in related agencies located in the processing of population administration documents in various forms, such as extortion on the making of population documents, including death certificates, birth certificates, marriage certificates, child attestation certificates, child recognition certificates, identity cards, and family cards. It is also known that illegal levies on KTP processing are a form of unlawful levies that often occur; the reason is that many individuals take advantage of the public's ignorance of the procedures for making KTPs, including e-KTPs and also because these individuals take advantage of the number of residents who want to make KTPs, another reason KTPs become an object of extortion because of the lack of supervision of KTP-making officers, coupled with giving reasons to the public that electronic KTPs are valid for life so that administrative costs are needed (Keliat, 2020).
While the problem of Electronic Identity Card services in Humbang Hasundutan Regency still has many issues, based on data obtained from the evaluation results of the 2018 regional apparatus Renja (Pemerintah Kabupaten Humbang Hasundutan, n.d.), some of these issues, are:

1. Services that are often hampered due to the lack of employees who can handle simple troubleshooting errors;
2. Many people are apathetic during the recording process;
3. The low performance of civil registration certificate ownership is due to delays in reporting caused by inadequate public awareness in reporting population events/important events experienced, and people only write when they feel the need to do so;
4. The centralization of all population administration and civil registration service activities in the district due to the incomplete data communication network in the sub-districts;
5. There is a dilemma for officers in implementing regulations strictly because the topographical conditions of most district areas are far from the center of government, lack of knowledge and information and public awareness, coupled with the low economic situation of the community. The lack of public awareness of the importance of KTP-El was not only found in Humbang Hasundutan District but also found in Bintang Ara Sub-district, Tabalong District, as the findings of a study conducted by Suriyani et al. (Suriyani, 2017);
6. Network disruptions, electricity disruptions and the limited ability of service officers cause frequent bottlenecks in the recording service process in several sub-districts.

The Head of the Population and Civil Registration Office has implemented national NIK-based electronic ID card recording in 10 (ten) sub-districts in Humbang Hasundutan Regency since 2017 and officially on May 19, 2017. The Ministry of Home Affairs set the target to be achieved by Humbang Hasundutan Regency as many as 129,288 people. Still, those who have been recorded are 120,491 people, or 93.33%, and physically received 111,748 pieces, or 92.73% of the number that has been recorded (Pemerintah Kabupaten Humbang Hasundutan, 2019).

The description of the problem above shows that problems occur in implementing electronic ID cards in the Humbang Hasundutan Regency. Thus, it is necessary to study these problems to succeed the Minister of Home Affairs' program to create an orderly population administration by issuing KTPs based on the national population identification number. This study aims to describe and analyze the description of Implementation of the El KTP Service Policy in the Humbang Hasundutan Regency.
Method

This research is exploratory research using a qualitative approach intended to explore and analyze the phenomenon of population administration implementation in the Humbang Hasundutan Regency, especially regarding Electronic Identity Cards (KTP-El). Qualitative research is a method used to explore and understand the description of meaning that several individuals or groups of people ascribe to social or humanitarian problems (Creswell & Creswell, 2017).

The data collection techniques used in this research are interviews, observation, and documentation, as well as the collection of audio and visual materials. At the same time, informants were selected based on specific considerations using purposive sampling and snowball techniques. The data analysis technique used in this research is Spradley's analysis model. This qualitative data analysis model suggests four stages in conducting data analysis: domain analysis, taxonomic analysis, componential analysis, and cultural theme analysis (Bungin, 2007).

Result and Discussion

1. Implementation of Electronic Identity Card Service Policy in Humbang Hasundutan Regency

This implementation study is a form of analysis of policy studies that leads to the implementation process of a policy. The author analyses the description of the Implementation of the Electronic KTP Service Policy in Humbang Hasundutan Regency using Edward III's theory which states that four dimensions play a crucial role in achieving success in policy implementation. The four dimensions are the dimensions of communication, resources, disposition, and the dimensions of the bureaucratic structure (Winarno, 2012). Winarno also stated that implementation could run effectively if the policy's size, purpose, and objectives can be understood by the individuals responsible for achieving the policy objectives. Edward III in (Winarno, 2012) revealed that policy implementation is one of the stages in public policy between forming a policy and the consequences of an approach to the community it affects. So if a policy is made inappropriate so that it cannot reduce the problems targeted by the policy, it can be said that the policy has failed even though it has been implemented very well. Furthermore, it is also argued that if there is no effective implementation, a decision made by policymakers will also not be successful. Therefore, it is essential to pay attention to the four dimensions or main issues Edward III presents: communication, resources, dispositions/attitudes, and bureaucratic structures that influence each other.
The Population and Civil Registration Office of the Humbang Hasundutan Regency has an essential role in the success of electronic ID card services in the Humbang Hasundutan Regency area. However, support from various parties, including efforts to optimize the work functions of the regional apparatus, is also needed so that the e-KTP service in Humbang Hasundutan Regency runs appropriately.

The service process is very influential in creating good service. Due to various problems, such as limited infrastructure and the concentration of data recording only at the office, many people still did not have electronic KTPs until the research was conducted. It can be seen from the many people who have not recorded data. The data in the following table show this condition.

<table>
<thead>
<tr>
<th>District</th>
<th>Mandatory KTP (soul)</th>
<th>Not Recorded (soul)</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parlilitan</td>
<td>13,906</td>
<td>2,605</td>
<td>18,73</td>
</tr>
<tr>
<td>Pollung</td>
<td>13,074</td>
<td>1,750</td>
<td>13,38</td>
</tr>
<tr>
<td>Baktiraja</td>
<td>5,213</td>
<td>966</td>
<td>18,53</td>
</tr>
<tr>
<td>Paranginan</td>
<td>8,780</td>
<td>1,054</td>
<td>12</td>
</tr>
<tr>
<td>LintongNihuta</td>
<td>21,652</td>
<td>3,937</td>
<td>18,18</td>
</tr>
<tr>
<td>Doloksanggul</td>
<td>31,186</td>
<td>4,147</td>
<td>11,15</td>
</tr>
<tr>
<td>Sijamapolang</td>
<td>4,044</td>
<td>510</td>
<td>12,61</td>
</tr>
<tr>
<td>Onan Ganjang</td>
<td>11,213</td>
<td>4,440</td>
<td>39,59</td>
</tr>
<tr>
<td>Pakkat</td>
<td>24,746</td>
<td>10,136</td>
<td>40,96</td>
</tr>
<tr>
<td>Tarabintang</td>
<td>5,960</td>
<td>1,294</td>
<td>21,71</td>
</tr>
</tbody>
</table>

Source: (Pemerintah Kabupaten Humbang Hasundutan, n.d.)

Based on data from the number of residents who have carried out data recording, as many as 30,839 residents have not yet carried out data recording due to complex and far access to service centers in the district capital. The analysis carried out by the author follows the research activities in using the Edward III theoretical basis as the basis for policy implementation, which according to this theory, is influenced by four variables, namely communication, resources, disposition/inclination, and bureaucratic structure.

**Communication**

Clarity on the policy's size, purpose, and objectives needs to be communicated correctly by the implementer. The communication factor is one of the most critical factors in implementing a policy, which can be seen from the communication carried out by policy implementers in implementing a policy. So that with the presence of effective communication between implementers in implementing a policy, it is hoped that support will emerge from all parties.
Based on interviews at the time of the research, it was found that the relevant Dinas through the Population Administration Services sector often conduct meetings with sub-district heads to socialize the importance of electronic ID cards. The Camat has carried out the socialization even directly to the villages to inform the community of the importance of electronic ID cards and to immediately record electronic ID cards for residents who are required to have electronic ID cards. In addition to direct communication, it is also done through letters. Meanwhile, in maximizing the services provided, the office also offers mobile services to communities whose residents are a marginalized area of Humbang Hasundutan Regency using a mobile service car. But even so, there are still people who do not understand the importance of this electronic KTP, and there are still many people in Humbang Hasundutan Regency who are already required to have KTPs who are busy with their work, so they do not care about recording electronic KTP data.

The results show that it turns out that the socialization of electronic KTP services carried out through the sub-district head is not entirely successful because there are still people who do not understand the importance of having an electronic KTP. In addition, the busyness of the community is also an obstacle for the community itself, making electronic KTP services, which are a program originating from the central government in curbing population administration, not carried out optimally.

The results also showed that "Technical guidelines on electronic KTP services already exist, namely Permendagri Number 8 of 2016 whose implementation is adjusted to the Humbang Hasundutan Regent Regulation Number 12 of 2008 concerning Job Descriptions in Regional Apparatus Organisations, where officers in the district carry out electronic KTP recording. However, the implementation has not been carried out by these technical guidelines due to several factors that can hinder the course of our electronic KTP services. The commission is not optimal because the community has to wait longer than it should to get the electronic KTP. After all, previously, the equipment was damaged, the blank stock was very, and the distribution of blanks was late and limited by the Ministry of Home Affairs.

This condition has made the community have to wait to get an electronic KTP card, instead temporarily given a recording receipt that is valid for six months and can be used before getting an electronic KTP. This problem is not following what should happen because, by Law No. 23 of 2006, it is said that the central government, as a blank provider for districts/cities, should provide sufficient blanks so that people do not wait too long. Other information also shows that the Humbang Hasundutan District government has tried to be committed and consistent about what was conveyed earlier to provide optimal electronic KTP services to the
community. Still, it has not been able to run as expected because of the many existing limitations. Distance, facilities, and the number of existing employees are obstacles so that the function of the Humbang Hasundutan District in electronic KTP services becomes constrained. In reality, the community sometimes complains about why the consistency of existing communication feels minimal. Constraints related to blanks that are sometimes lacking and the number of employees that are still lacking make the service process sometimes not following what the community expects."

Communication from the government to the community is also necessary to build community awareness. The problem of lack of public attention in managing population documents is still shown by the people of Humbang Hasundutan, as illustrated by interviews with the community. The findings in this study are different from the findings in a survey conducted by Dariyono et al., which showed that the condition of public awareness in Sekernan Village, Muaro Jambi Regency, Jambi Province, in the orderly administration of population has begun to move towards a good and tidy direction as indicated by the response of the community who used to be unresponsive, but after the research was conducted the community had begun to realize the importance of ownership of population documents. The increase in community awareness seen in this study cannot be separated from the role of the Sakernan village head, who took part in efforts to increase community awareness (Dariyono et al., 2019). The findings in this study can also be a recommendation for other regions to involve village officials in raising public awareness of civil registration documents.

Based on the description above, it can be concluded that electronic ID card services in Humbang Hasundutan Regency have not met expectations because many obstacles are still faced in providing services. Different communication patterns towards the community were found in another study conducted by Solihat Karawang Regency, which found that communication technology has been used in services to the community in receiving input from the community through WhatsApp groups to reach a wider community. In addition to this, various other strategic efforts have also been made to improve services to the community, including by conducting E-KTP recording by picking up the ball, namely visiting public places that are close to the community, including shopping centers, nursing homes and correctional institutions (Solihat et al., 2019).

Resources

Resources are a very influential factor in the success of an implementation. The resources in question are human resources (HR) and financial resources. Human resources,
both quantitatively and qualitatively, are from now on referred to as implementors who must be carefully prepared because human resources are a determining factor in implementation; this means that the local government, especially the implementation team of the electronic KTP service in Humbang Hasundutan Regency, must have the skills to do their job. Staff is the most crucial element in policy implementation. The large number of staff in an agency or work unit does not always positively impact policy implementation. The presence and support of staff who have the expertise, competence, and skills that are following the needs are needed so that a policy can be adequately implemented; apart from these elements, discipline is also an essential element, as stated by Wahyuni et al., that the discipline of an employee is his seriousness to realize good service for the community which can be seen from his consistency in working time adjusted to applicable regulations. One is about time discipline when working at the workplace, the ability to complete any work according to the time, and the accuracy of returning to work adjusted to the time set.

Based on the results of Wahyuni's research, et al. also found that the provision of services to the community by employees in the KTP-El service section in Bantaeng Regency did not reflect an attitude of discipline (Wahyuni et al., 2017). Not only that, but the problem of Human Resources (HR) in providing KTP-El services to the community is also described through the results of other research submitted by Widiastuti in Bandung City, which illustrates that in the process of implementing Electronic Identity Card services that are still being carried out today, it turns out that there are also many problems including the slow service of KTP-El to the community, the quality of human resources that has not improved, the existence of unscrupulous village officials who are still committing irregularities, namely by attempting to collect liars from the community when the community gathers KTP-El, and various other problems (Widiastuti, 2018).

Three employees are in charge of the Electronic KTP service in Humbang Hasundutan. While the results showed that from the aspect of competence, the existing staff could be considered good, because all of them can operate all existing technological devices, although in overcoming problems such as troubleshooting sometimes have to bring in technicians, so the problem faced is the lack of staff directly related to device repair. On the other hand, the community stated that there are only a few staff and often, the officer who takes care of the required files is unavailable due to business trips, and there is no one to replace him.

Based on the data obtained through interviews, it appears that efforts have been made to overcome the above problems, namely by conducting training and also planning to carry out these activities again so that the skills and knowledge of employees in using equipment are
getting better, the skills in question are such as understanding and skills in terms of technology, especially computers that are sufficient, so that all officers in the KTP-El issuance operator section become skilled in operating KTP-El service tools. In addition, obstacles such as network damage or dead servers have been reported to the center and are expected to be followed up soon.

The availability of physical facilities that support the smooth running of activities to be carried out is also needed to support the success of electronic ID card services. Based on the results of the research, it is known that the facilities owned by the Humbang Hasundutan Regency Government include:

1. Room, which consists of a room for services and a server room used for data recording to printing electronic ID cards;
2. The waiting room, which is reserved exclusively for the public, is equipped with seats and toilets while waiting for their turn to record and print;
3. Electric power supply for KTP-El printing devices of 3500 watts along with an additional power supply of 350 watts for each extra 1 () set of instruments;
4. Electronic machine for taking queue numbers that are consistently activated during working hours;
5. Generators and equipment for electronic ID card service centers where there is no electricity or where the electricity is often cut off;
6. Office equipment, consisting of computer desks, service desks, and chairs arranged in such a way that operators and residents feel comfortable and support the service process;
7. Backing cloth for taking red and blue passport photos;
8. TV that is connected to the internet so that it reduces the boredom of the community when they have to wait for;
9. The existence of a suggestion box as an effort to obtain an overview of the level of public satisfaction with the services provided;
10. Rubbish bins in every room to maintain the cleanliness and comfort of both employees and the community.

Based on the data on the facilities available in the electronic KTP service above, it can be said that the tools needed for making Electronic KTPs are pretty complete and can meet the needs, and the quality is also good.

However, the findings in a study conducted by Tiaji at the Sindangkasih District Office, Ciamis Regency, show that according to the results of interviews and observations of
researchers at the research location, several obstacles can affect the level of quality of service for making Electronic Identity Cards, including the lack of skilled human resources who can provide services to the community in making E-KTP, the lack of equipment needed to support and support the making of E-KTP so that the completion of E-KTP is often delayed, and the lack of facilities and infrastructure for service support facilities available (Tiaji, 2019).

Another finding was conveyed by Rohman et al., namely that there are still many shortcomings related to the provision of facilities in the field, such as equalizing the number of counters in each sub-district even though the population in each sub-district is different, so that in areas with large populations such as in research locations conducted in Lowokwaru and Klojen sub-districts, where services take longer to service when compared to sub-districts that have a smaller population (Rohman, 2013).

Disposition

Disposition relates to the attitude or behavior of the implementer or policy/program implementer, which in this case refers to honesty, commitment, and understanding of policy objectives. If the implementer has behaved well, the trust of the policy target group will be created so that the community can understand the intentions and objectives of the policy/program implementer. In this case, in Humbang Hasundutan Regency, the implementer of the electronic KTP service policy is the Head of the Population and Civil Registration Office and his staff. So it is hoped that the head of the agency and its staff responsible for implementing this service will be responsive in carrying out their duties.

The attitude of the implementer or the character of the implementer in the electronic KTP service is evidenced by the government's seriousness in serving the community, from providing information to the public to serving the making of electronic KTPs, which is considered quite good. The commitment and democratic attitude possessed by each electronic KTP implementer increase the positive impression of electronic KTP service officers in Humbang Hasundutan and can foster public trust and concern.

Data obtained based on the results of interviews show that officers in Humbang Hasundutan, in carrying out their duties, display a friendly attitude when serving and welcoming the community well. They are also patient in providing understanding to the public about service procedures and other information. Coaching for all employees is also always carried out to improve service quality, and is expected to have a friendly attitude and be liked by all levels of society. In addition, regular evaluations are also carried out to see what has been done and to continue to improve service quality.
Bureaucratic Structure

The bureaucratic structure is related to the suitability of the organization that organizes public policy implementation. In the bureaucratic system, it is necessary to avoid fragmentation to make the implementation process effective. The ineffectiveness of policy implementation may result from a lack of coordination and cooperation among relevant state and government institutions. It is the fourth dimension of the four dimensions of policy implementation mentioned by Edward. Two essential things in the bureaucratic structure variable must be observed, including Standard Operating Procedures and Fragmentation, which are further described below:

Standard Operating Procedures (SOP) are various procedures and measures that form the basis of work and originate from within (internal) organizations. This SOP contains standard standards that become a reference in a job. Likewise, the electronic KTP service in Humbang Hasundutan Regency already has Standard Operating Procedures (SOP). The following is the general procedure for processing ID cards in Humbang Hasundutan:

1. People take the queue number on the machine provided.
2. People wait for the call according to the queue number.
3. The community goes to the designated room, then performs the following steps:
   a) People come to the service place with a queue number
   b) Officers on population data carry out verification with a database
   c) Take photos digitally
   d) People put signatures on signature recording devices
   e) Fingerprint recording is carried out on the fingerprint recording device and scans the retina of the eye
   f) The officer signs and stamps the summons and, at the same time, becomes proof that the public has recorded photos and fingerprint signatures.
4. After the data recording process has been completed, the public will be given a hard copy of the recording results, which must then be submitted to the printing officer.
5. The Electronic ID Card printing process will take about 7 minutes without system interference.
6. For people who cannot be given an Electronic ID Card on the day of recording, a temporary receipt will be presented that can be used for six months. Or take your Electronic ID card on the next working day.
Through interviews and observations during research in the field, data were obtained showing that in the KTP service process, the Regional Government of Humbang Hasundutan Regency has tried to provide services as well as possible to follow the SOPs that have been made and to provide community satisfaction with the services that have been provided. However, the implementation of electronic KTP services has not entirely run well following the existing SOPs, so it is still evident that some people expressed dissatisfaction with the service. The picture found in this study is also to the findings in other studies in the West Palu District of Palu City, where the KTP-El service provided is still not by the expectations of the community, as seen from the fact that there are still people who feel they have not received the service as promised. (Tahadju, 2019).

In the SOP aspect, it was also found that the SOP did not contain the time required in the entire KTP-El-making process. The length of time needed for the KTP-El-making process is very important, namely as a standard of service provided and as a reference in carrying out services so that the community can find out the time for completion of the KTP-El-making process. The application of time in the SOP for KTP-El services has been carried out in South Halmahera Regency, as described in research conducted by Suleman. Still, it was found that the process carried out in the service was not following the standardization of services, especially regarding the provision of time in completing the e-KTP (Suleman, 2019).

Apart from the SOP aspect, fragmentation is also an indicator to measure the bureaucratic structure dimension. Fragmentation is a bureaucratic structure that influences policy implementation, especially fragmentation that comes from outside (external) organizations. Success in implementing a policy requires coordination between the organizations involved. Still, each organization often maintains its existence (sectoral ego), making it difficult to carry out coordination.

Electronic KTP services in Humbang Hasundutan Regency are well implemented, and there is no fragmentation because each part already understands and understands its duties and functions. This electronic KTP service is carried out by the population administration sector only, so the community only comes to the population administration sector counter. Everything is immediately directed for the recording steps. Each part in charge of this electronic KTP service already understands its duties and functions, so there is no fragmentation. So, implementing electronic KTP services in Humbang Hasundutan in terms of fragmentation can be said to be good.
Conclusion

Implementing electronic ID card services in Humbang Hasundutan District is considered not optimal, even though existing procedures have pursued it; it can be seen from not achieving the target for electronic ID card services for people required to have electronic ID cards. It is due to several factors, namely: (a) The lack of adequate socialization provided by the government about the importance of electronic ID cards; (b) damaged data recording equipment and networks and inadequate employee resources (c) lack of public awareness of the importance of electronic ID cards. Efforts made to maximize the implementation of electronic KTP services in Humbang Hasundutan District include: (a) conducting socialization to the community about the importance of electronic ID cards; (b) reporting damaged data recording tools and networks for immediate repair and conducting regular training for employees in charge of electronic ID card services; (c) coordinating with other agencies and the Regional Head of Humbang Hasundutan Regency.

Taking into account the various descriptions above, the author submits several suggestions to overcome obstacles in electronic KTP services in Humbang Hasundutan Regency, as follows:

a. The government should conduct socialization with the community and provide a more detailed and intensive understanding to the community about the importance of using electronic ID cards in everyday life to increase community participation in the success of the electronic ID card service target.

b. Repair damaged data recording equipment and networks and regularly conduct more active training for employees who are not yet skilled in electronic KTP services.

c. Clarify SOPs on the time required in recording electronic ID cards.

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