

# Implementation of Permendagri Number 141 of 2017 concerning Regional Boundary Affirmation in Deli Serdang Regency, North Sumatra Province

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## **Abstract:**

*This study aims to analyze the implementation of Permendagri 141 of 2017 policy regarding guidelines for confirming regional boundaries. The focus of the research is on the boundary between Deli Serdang Regency and Langkat Regency, North Sumatra. This study used a qualitative research method with a descriptive approach. Data collection techniques were carried out by observation, in-depth interviews, and documentation and were analyzed through three stages, namely data reduction, data presentation and drawing conclusions/verification. This study found that in implementing Permendagri Number 141 of 2017 concerning the affirmation of regional boundaries, the Deli Serdang and Langkat districts have not been implemented optimally. This is reflected in: a) Communication, which has not gone well enough, because there are still misunderstandings regarding the boundaries that are currently being debated; b) Resources, human resources who are unable to provide solutions for settling regional boundaries and there is no visible rhythm and movement at the North Sumatra Provincial Government level as well as at the Deli Serdang Regency and Langkat Regency levels; c) Disposition, regional boundary conflicts are manifested as a good commitment only at the implementor level, d). The bureaucratic structure is still not visible, especially related to the unclear division of tasks between team members carrying out research, tracking boundaries and team members carrying out measurements and installing boundary pillars.*

**Keywords:** *Implementation; Policy; Affirmation of Regional Boundaries*

## **INTRODUCTION**

According to the preamble of the 1945 Constitution, it has been clearly stated that the ideals of the Indonesian nation are to protect the entire Indonesian nation and all Indonesian bloodshed, and promote general welfare and educate the life of the nation. These ideals can be achieved by organizing national development in all fields on an ongoing basis, with the aim of improving the welfare, justice and prosperity of the community. In carrying out the government program, it must be in accordance with its main function consisting of service

functions, regulatory functions, development functions, and empowerment functions. These functions are functions that greatly influence the performance of a government in order to realize general welfare as the ideals of the establishment of the Republic of Indonesia, which are carried out by governments at all levels, both at the regional and central levels.

Since the rollout of regional autonomy, regional governments have been given wider authority to manage regions in accordance with their administrative areas. This is in accordance with the definition of regional autonomy, namely the rights, authorities, and obligations of autonomous regions to regulate and manage their own government affairs and the interests of local communities in accordance with laws and regulations. Regional autonomy is considered very important for the benefit of improving the welfare of people in the regions because centralized government has been considered to often clash with the characteristics that exist in the regions, where each region also has a different character.

The implementation of regional autonomy development is needed for the clarity of a regional boundary, especially the boundary of the region that becomes regional autonomy itself, so that the regional government knows clearly to what extent the boundary of the administrative region that is its autonomous region. Regional autonomy makes regions have the authority to manage resources in their areas, where regions are required to play an active role in exploiting and exploring resources in the area. The ability of regions to optimize existing resources determines the success of regions in carrying out regional autonomy. Therefore, regions are encouraged to know exactly the extent of their authority, especially those with potential resources that support Regional Original Revenue (PAD).

The importance of clear regional boundaries in an autonomous region aims to make it easier for regional heads to monitor, manage and regulate the region as a whole without clashing with other autonomous regions bordering the region. Regional boundaries are very important to know so that regional heads can know to what extent the development service area must be established. This is done so that regional borders are not abandoned and touched by development. Because usually the unproductive regional borders of each local government are considered not to be its administrative area. But it is different if there is important economic potential in the area of a border, then each regional government will scramble to claim that the economic potential at the border is still part of its autonomous region.

The importance of clarifying the boundaries of an area's administrative area is to make it easier for local residents to know clearly which areas between villages and cities are the boundaries of their population area. Clarity of administrative boundaries must exist so that the community can comply with administrative order which is a government decree. If the boundaries of the administrative area are not clear, the community will be confused to be part of which area the population administration is. In addition, with the clarity of borders, it can prevent boundary disputes if necessary. When examined empirically, there are a number of cases of regional boundary disputes both caused by the expansion of new autonomous regions involving old regions with new regions. One example, data from the Ministry of Home Affairs, as conveyed by Kartiko quoted in [1], states that since 1999, out of 33 provinces, only 11 of them have completed or implemented regional boundary affirmation and 50 districts/cities out of a total of 514 existing districts/cities. This is usually due to the juridical aspect, namely the unclear regional boundaries in the annex to the law and the annex map of the law that does not qualify as a map. Then the economic aspect due to the struggle

for economic resources, the cultural aspect (ethnic or sub-ethnic separation), the political aspect (related to the acquisition of votes for DPRD members or the number of voters). Social aspects (the emergence of social jealousy, issues of indigenous people and migrants), other factors, can also be due to government aspects, namely duplication of government services, such as distance to the center of government, or the content of wanting to join neighboring areas. Currently, according to Kartiko, there are a number of areas that dispute boundaries in 19 regions, namely; Jambi, Riau Islands, Central Kalimantan, East Kalimantan, Riau, North Sumatra, Gorontalo, Central Sulawesi, South Sumatra, West Java, North Maluku, Southeast Sulawesi, Bangka Belitung Islands, West Sulawesi, West Sumatra, Bengkulu, DKI Jakarta and Banten.

Determining the boundaries of an area is not easy, because it is strongly influenced by many factors. One factor is the aspirations of the people in the border area to which areas the residents on the border want to join. The complexity of people on the border also often disagrees because they have different aspirations or desires to join the bordering area. Each has a historical reason, both the history of the region and those related to the tribe. Border societies are generally very heterogeneous, making it difficult to converge opinions when it comes to borders.

Facts on the ground show that most regions in Indonesia do not yet have clear boundaries on all their boundary lines. The existing boundaries are still limited to public roads, especially major roads, while residential and forest areas do not have clear regional boundaries. This situation is due to the difficulty of determining the coordinate points that are the boundaries of the two regions and also the existence of prolonged boundary conflicts between regions. In addition, some regions also sometimes do not care about territorial boundaries on certain boundary lines, because there are no contested economic interests.

Based on this description, the Central Government has issued Permendagri Number 141 of 2017 concerning Regional Boundary Affirmation. In article 1 number 6 it is stated that Regional Boundary Affirmation is an activity to determine the coordinate points of regional boundaries that can be carried out by cartometric methods and / or surveys in the field, which are outlined in the form of boundary maps with a list of coordinate points of regional boundaries. Regional boundary affirmation aims to create orderly government administration, provide clarity and legal certainty on the territorial boundaries of an area that meet technical and juridical aspects. In addition, in the affirmation of regional boundaries, they must also prepare documents that become evidence in the affirmation of these boundaries such as the Law on Regional Formation and its Annex Map, other laws and regulations related to regional boundaries, Map of the terrain of Indonesia, Topographic map of the army, Map of the National Land Agency, Map of minutes and other maps that can technically be used as a reference for boundary affirmation, Images / photos of remote sensing, agreements on regional boundaries that have been made by bordering local governments, and other documents related to administrative boundaries agreed by the parties.

Deli Serdang Regency is one of the level II regions in North Sumatra Province. Deli Serdang Regency has borders, namely the North with Langkat Regency and the Strait of Malacca, the South with Karo Regency and Simalungun Regency, the East with Serdang Bedagai Regency and the West bordering Karo Regency and Langkat Regency. From the northern border, there was a dispute, namely with Langkat Regency. According to the

regional boundary agreement, the border between Deli Serdang Regency and Langkat Regency is located between Hamparan Perak District, Deli Serdang Regency and Secanggang District, Langkat Regency. The territorial boundary agreement that has been made and agreed upon in fact does not escape obscurity, even though in writing the boundaries have been determined, but the facts on the ground show that there is still uncertainty in the boundaries of the area.

The unclear border is located in densely populated residential areas, and has caused problems on the ground. From the initial observations made by researchers, it is empirically known that the road paving carried out by the Deli Serdang Regency Government in the Tandam Hilir II Village area, Hamparan Perak District, Deli Serdang Regency, which borders the Urban Village, Secanggang District, Langkat Regency, is claimed by the Langkat Regency Government to have passed through to its autonomous area. This is due to the unclear boundary point between Deli Serdang and Langkat, because there has been no affirmation of regional boundaries as mandated in the Minister of Home Affairs Regulation Number 141 of 2017 concerning Regional Boundary Affirmation which aims to create government administration tertin, as well as legal clarity and certainty related to the territorial boundaries of an area that meets technical and juridical aspects. The Deli Serdang Regency Government has not fully succeeded in implementing the assertion of regional boundaries, which if allowed to continue will cause disputes between regions as has happened before.

Several studies that have been conducted are related to territorial boundary affirmation, such as [2] ,Implementation of Regional Boundary Settlement Policy for South Sumatra and Jambi Provinces. The expected performance and impact have not been maximally realized due to the pros and cons of regional delimitation carried out through the Permendagri. [1] Implementation of Permendagri concerning Guidelines for Affirming Regional Boundaries between Karo Regency and Dairi Regency. The implementation of regional boundary affirmation policy has been carried out in accordance with Permendagri No. 141 of 2017; Communication has been well established through direct and indirect communication.[3], Implementation of Ratatotok-Buyat Village Boundary Policy in North Sulawesi Province. Communication has not been maximized; The availability and quality of human resources have not been maximized; The disposition or attitude of the implementers is not good enough Local governments have not been transparent in every policy issued.

[4], Implementation of Minister of Home Affairs Regulation Number 76 of 2012 concerning Guidelines for Affirming Regional Boundaries to Accelerate the Settlement of Regional Boundaries Between Districts / Cities in East Kalimantan Province. Overall, the implementation of the regulatory policy in terms of communication, resources, disposition (attitude of implementers), and bureaucratic structure is good enough in the realization of its implementation. It's just that what is still lacking is related to the bureaucratic structure in the Implementation of Minister of Home Affairs Regulation Number 76 of 2012 concerning Guidelines for Affirming Regional Boundaries, especially in solving cases of regional boundary problems between Balikpapan City and Kutai Kartanegara Regency.

Looking at the above, the purpose of this study is to analyze the implementation and factors that are obstacles to the implementation of Permendagri Number 141 of 2017 concerning the Affirmation of Regional Boundaries in Deli Serdang Regency, North Sumatra Province.

## RESEARCH METHODOLOGY

This research uses qualitative descriptive methods, according to [5] "Descriptive research is a type of research that provides an overview or description of a situation in the object under study. The collected data will be analyzed qualitatively". Descriptive itself means that the information obtained from the results of the research is conveyed in the form of explanations and descriptions related to the findings obtained by researchers until the information that the researcher wants to provide through this research report.

This research focused on the implementation of Permendagri 141 of 2017 concerning guidelines for affirming regional boundaries in affirming regional boundaries between Deli Serdang Regency and Langkat Regency. This research uses a qualitative approach with a descriptive method with the intention that the results of the research will provide a picture or describe systematically, factually and accurately the object under study. By referring to the purpose of the study, this study is to explain and describe in detail and thoroughly how the implementation of Permendagri 141 of 2017 concerning guidelines for affirming regional boundaries in affirming regional boundaries between Deli Serdang Regency and Langkat Regency.

According to [6] there are several categorizations of research informants, namely: 1) key informants or in this study abbreviated as the letter "K" are those who know and have various main information needed in research, 2) main informants in this case abbreviated as informant "U" are those who are directly involved in the social interaction studied, 3) additional informants abbreviated with the initials informant "T" are those who can Provide information even though it is not directly involved in the social interaction studied.

**Table 1. Identity of the Informant**

No	Identity	Informer code
1	Assistant I of Government and People's Welfare Deli Serdang Regency Secretariat	Informan K1
2	Head of Governance Section of the Secretariat Deli Serdang Regency Area	Informan K2
3	Hampanan Perak sub-district head	Informan K3
4	Head of Tandem Hilir II Village	Informan K4
5	Residents of Communities Around the Border	Informan K5
6	Assistant 1 Government and Kesra of Langkat Regency	Informan U1
7	Head of Local Governance Section of Langkat Regency	Informan U2
8	Secanggang sub-district head Langkat Regency Area	Informan U3
9	Head of the Regional Urban Village of Langkat Regency	Informan U4

To obtain data or information that supports the research objectives, the author uses primary and secondary data collection methods. Primary Data Collection Techniques, by conducting interviews and observations, which are carried out by going directly to the



research location to see social reality and facts so that they can be matched between the results of interviews or information from research subjects directly used to obtain data on the Implementation of Permendagri Number 141 of 2017 concerning Regional Boundary Affirmation in Deli Serdang Regency, North Sumatra Province.

Secondary Data Collection Techniques, with documentation, namely data collection techniques using records or documents at the research location and other sources relevant to the object of research. Literature study, which is a data collection technique using various literature such as books, scientific papers, expert opinions related to the problem under study.

According to [7] analysis consists of three lines of activities that occur simultaneously, namely: data reduction, data presentation, conclusion drawing / verification.

In examining various factors and / or variables that affect policy implementation, using a model as proposed by Edwards III in [8] views that in reviewing policy implementation, 4 indicators are used, namely: communication, resources, dispositions or attitudes, and bureaucratic structure. Here is an explanation of the four variables:

#### 1. Communication

Communication can be interpreted as the process of transferring information, ideas, understanding from one person to another person verbally, in writing or non-verbally with the aim of the other person interpreting it in accordance with the intended intention of the informer. For example: delivery of messages to the right personnel, clarity of messages, consistency of messages, ability of message givers and recipients to understand the purpose of the message, how to deliver media messages / means of delivering messages. There are three dimensions possessed by policy communication, namely: transmission, clarity, and consistency.

#### 2. Resources

Resources are everything that supports the implementation of a policy. There are four resources that play a role in policy implementation, namely: (1) human resources (parties who play a role in policy implementation such as: Ministry of Home Affairs, National Land Agency, Local Government, and communities); (2) budget resources (sources of funds used for policy implementation, if there is no budget then the policy is difficult to implement); (3) equipment resources (facilities and infrastructure required to implement the policy); (4) Authority resources (in order to be implemented, there must be authority to be able to make policies and implement these policies).

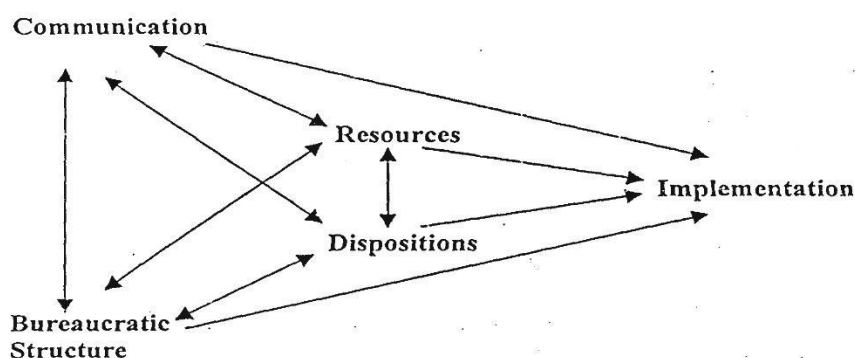
#### 3. Disposition

Can be interpreted as a person's evaluative statement of a situation consisting of cognitive, affective, action components, and influenced by group views. According to KBBI, Disposition is an official's opinion regarding affairs contained in an official letter and directly written on the letter concerned. The opinion in question is in the form of a decision to implement the policy seriously so that the policy objectives can be achieved. Disposition can be influenced by bureaucratic appointment factors and incentive factors. So that disposition in the implementation of policy does not become an obstacle, it is necessary to appoint a bureaucracy that has high dedication in order to be able to realize the wishes of officials to achieve successful policy implementation. If in the implementation of the policy there are rules regarding incentives that will be received by policy implementers under the orders of officials, then the implementers will be more motivated to mean it.

#### 4. Bureaucratic Structure

Bureaucratic structure is an organizational structure that determines how work is divided, grouped and coordinated formally which includes dimensions of division of work, lines of command, scope of control, formalization of rules and Standard Operating Processes. Effective policy implementation can show good results if the bureaucratic structure is not convoluted.

These factors or variables affect policy implementation and work simultaneously and interact with each other to help and hinder policy implementation. When displayed in the form of a picture of how the relationship between factors or variables that influence each other either directly or indirectly on policy implementation, it can be displayed as follows:



**Figure 2.1. Policy Implementation According to Edwards III**

From the figure it appears that communication factors, resources, implementor attitudes, and bureaucratic structure can directly affect policy implementation. In addition, these factors indirectly affect policy implementation through the impact of each factor. In other words, each of these factors influences each other, then together affects policy implementation.

## RESULTS AND DISCUSSION

### Implementation of Permendagri Number 141 of 2017 in Affirming the Boundary between Deli Serdang District and Langkat Regency

From the results of the research conducted, it can be seen that the implementation of Permendagri Number 141 of 2017 concerning the affirmation of regional boundaries between Deli Serdang and Langkat districts has not been implemented optimally. Because in affirming regional boundaries, we have not found a point of agreement between Langkat Regency and Deli Serdang, so that the implementation process of Permendagri Number 141 of 2017 concerning the affirmation of regional boundaries is still carried out at the tracking stage only. Tracking is carried out by determining the coordinate points of regional boundaries using cartometric methods and / or surveys in the field.

From the explanation of Mr. Drs. Meyanto Parulian Sagala, M.Si, it can be seen that actually the efforts made in resolving the dispute over the assertion of regional boundaries between Deli Serdang Regency and Langkat Regency have been implemented, but there is

one thing that is a problem, so that each party does not want to give up the area, let alone the area is an autonomous region.

When implemented into Permendagri Number 141 of 2017 concerning the affirmation of regional boundaries between Langkat Regency and Deli Serdang Regency, there has not been a word of agreement. This is because it has not fulfilled the four processes that must be fulfilled, namely (1) document preparation; (2) boundary tracking; (3) measurement and positioning of boundaries, and (4) making boundary maps. Where these four processes are needed in resolving disputes regarding regional boundary affirmation, so that the results of boundary affirmation are clearly visible both in size, position and map produced.

The existence of differences in interests (conflict of interest) from each bordering regional government is one of the factors hampering the implementation of coordination in affirming regional boundaries. Before the indicative boundary is set to be definitive, often regions have carried out various activities in the border area between regions, such as: village expansion, sub-district, construction of facilities and infrastructure, and spatial planning (RTRW and RDTR), this is another inhibiting factor in the process of coordinating boundary affirmation [9].

Parties from Langkat Regency submitted a claim to the Deli Serdang Regency that the paving carried out had exceeded the territorial boundaries, so that the Langkat Regency asked to act on the affirmation of regional boundaries located in PABU-08 and PABU-09, even though when viewed in terms of costs and parties involved in coordinating the determination of the boundaries of Langkat and Deli Serdang Regencies was good enough, because it involves all competent parties in the negotiations, but it is quite slow because the process of affirming the boundaries of this area has been carried out since 2020 but until now it is still in the process of being proposed at the level of North Sumatra Province.

The results of the implementation of Permendagri Number 141 of 2017 concerning the affirmation of regional boundaries between Langkat Regency and Deli Serdang Regency have not found agreement because they have not met the four conditions and what can only be done is to the second stage, namely the determination of coordinate points in each boundary area. This is inversely proportional to research conducted by [1], where the study stated that the implementation of the regional boundary affirmation policy between Karo Regency and Dairi Regency has been carried out in accordance with Minister of Home Affairs Regulation 141 of 2017 concerning guidelines for affirming regional boundaries.

### **Factors Influencing the Implementation of Permendagri Policy Number 141 of 2017**

There are four (4) variable factors that influence the implementation of Permendagri Policy Number 141 of 2017, namely communication, resources, disposition and bureaucratic structure.

#### **1. Communication**

Communication is one of the tools used to transfer information or ideas from one person to another with a specific purpose, besides that communication also greatly determines the success of achieving the goals of public policy implementation. In order for the implementation of public policy to be successful, it is recommended that the implementer knows what must be done clearly, what are the goals and objectives of the policy must be informed to the target group, so as to reduce the distortion of the implementation.



Information that can be used in measuring the success of communication is transmission or commonly referred to as message delivery, clarity of commands about the implementation of the program and consistency of commands given. In this case, to resolve the dispute over the assertion of regional boundaries between Deli Serdang Regency and Langkat Regency, the Regional Heads of Deli Serdang Regency and Langkat Regency sought to resolve the affirmation of boundaries located in the area between PABU-08 and PABU-09.

From the statement of the Head of Hamparan Perak Sub-District, we can know that actually the communication flow built by the Regent of Deli Serdang is quite good, but if we relate it to communication indicators, it is known that the delivery of information related to the dispute over the assertion of regional boundaries between Deli Serdang Regency and Langkat Regency has not been fully carried out properly, this is because there is still confusion regarding the coordinate points of the boundaries that have previously been set on Permendagri No. 49 of 2014.

Based on the informant's response, it can be said that the communication between the two parties is quite good, but consistency is still needed in the implementation of the program, especially in the context of implementing policies for handling regional boundary conflicts, one of which is by socialization to districts / cities. Because from the results of research in the field, it is known that there is no socialization carried out by the Ministry of Home Affairs, so there is no agreement between the two parties, both the Deli Serdang Regency and the Langkat Regency. In addition, the Ministry of Home Affairs only sends circulars, although it is known that this socialization is very important as an initial communication and agreement so that there are no regional boundary conflicts in the future. This is in line with the opinion of [9] which states that the absence of socialization carried out makes the community feel excluded in making decisions on regional boundaries.

This is in line with research conducted by [3] stating that good communication can produce a good implementation as well. Often there are problems in the distribution of communication, one of which is misunderstanding (Miscommunication) caused by the many levels of bureaucracy that must be passed in the communication process, so that what is expected is distorted in the middle of the road.

According to the statement of the community, there was a misunderstanding between Langkat Regency and Deli Serdang Regency, so that they did not find a bright spot in the problem regarding this border. Before conducting a meeting between Deli Serdang Regency and Langkat Regency, each party should first discuss this matter to provide the best solution to this problem, so that the substance of communication occurs well. Although the substance and purpose of communicating policies have been carried out, if implementors experience a lack of resources, then policy implementation can take place ineffectively [10].

## 2. Resources

Resources are emphasized that every policy must be supported by adequate resources, both human resources and financial resources. These resources relate to all resources that can be used to support the successful implementation of the policy. One of the policy determinants to get policy implementation research can be seen from one aspect of resources, tendencies in human resources aspects of an implementation or policy implementer.

Human resources are the adequacy of both quality and quantity of implementors that can cover all target groups, because without reliability policy implementors become less energetic and slow running and equipped with financial resources that are also needed by a policy implementation. Financial resources are resources in the form of financial or material assistance borne by each party, namely the PBD Team of Deli Serdang Regency and the PBD Team of Langkat Regency.

Resources are chosen as a factor that affects the success of policy implementation because policy implementation requires human resources to carry out the implementation of the policy. In terms of resolving disputes over the assertion of regional boundaries between Deli Serdang Regency and Langkat Regency, it was found that human resources at the policy implementation level (North Sumatra Province) and policy targets (Deli Serdang and Langkat) who technically took care of the implementation of regional boundary determination policies, both quantity and quality were not sufficient enough.

Based on this statement, it can be seen that his capacity and skills are still poorly trained. Although, the budget resources are already met. Similarly, equipment resources to support regional boundary conflict handling activities are declared adequate. Likewise, mobility facilities to reach locations that will be taken boundary coordinates and the installation of boundary pillars are very feasible. However, information resources including authority are not sufficiently supported. The data used as one of the instruments in the implementation of regional boundary handling policies has not been well integrated.

This was reinforced by Edward III's resources were essential in the implementation of good policies. One of them is Staff, The main resource in policy implementation is staff. Failures that often occur in policy implementation, one of which is caused by staff or employees who are not adequate, sufficient, or incompetent in their fields. Increasing the number of staff and implementors alone is not enough to solve the problem of policy implementation, but it requires an adequacy of staff with the necessary skills and abilities (competent and capable) in implementing policies or carrying out tasks.

This is in line with research conducted by [3] in his research stating that if the government does not make efforts to optimize staff performance to complete an existing job, it will have an impact on policy implementation to be ineffective.

From this statement, it can be said that the human resources owned by the BPD Team have not been trained and have not been fully capacity, so until now there has been no agreement on the affirmation of regional boundaries between Deli Serdang Regency and Langkat Regency.

### 3. Disposition

Disposition is a person's evaluative opinion of a situation or action. Meanwhile, according to George C, Edward III is the disposition or attitude of policy implementers. If the implementation of a policy is to be effective, then policy implementers must know what is being done and must have the ability to implement it, so that in practice there is unbiased.

Expressing the tendencies of policy implementers is the third factor that has important consequences for all effective policy implementation." This is evident if implementers have a positive tendency or attitude or there is only support for policy implementation, there is a high possibility of policy implementation being carried out in accordance with the initial

decision. Vice versa, if implementers are negative or reject a policy implementation due to a conflict of interest, then policy implementation faces serious obstacles.

This can be seen from the responsibility, commitment and honesty of each PBD Team, both the PBD Team of Deli Serdang Regency and the PBD Team of Langkat Regency, where their responsibility is to resolve one of the conflicts, namely the dispute over the assertion of the regional boundary of Langkat Regency with Deli Serdang Regency which is considered to have crossed the regional boundary when paving roads in Tandem Hilir II Village, Hampan Perak District in the area between PABU-08 and PABU-09.

From this statement, it can be seen that actually when viewed from Permendagri No. 49 of 2014, it is explained that the boundary in question is appropriate, but from the Langkat Regency it is emphasized that the boundary is not appropriate, so it must be reviewed by laying boundary pillars at each specific coordinate point.

Based on the description above, it is known that the commitments given are not aligned so that there is a disposition dispute between Deli Serdang Regency and Langkat Regency, because according to Edward III what needs to be considered in disposition is how the implementation of policy from one aspect, namely disposition tends to the regulatory aspects of the implementor or policy implementer, so that every element involved in the policy needs to be considered Significance.

Giving a certain nominal by policy makers can overcome the alignment of policy actors [11]. Related to the disposition factor (attitude of the implementer) The implementation of Minister of Home Affairs Regulation 141 of 2017 concerning guidelines for affirming regional boundaries in affirming regional boundaries between Deli Serdang Regency and Langkat Regency has shown the will, desire and tendency of policy actors and to implement the policy seriously, so that what is the purpose of the policy can be realized. The results showed that the implementors and all stakeholders who wanted the handling of regional boundary conflicts could be resolved. However, the attitudes and commitments of both policy implementers and each policy target group still need to be strengthened. To strengthen the commitment between the Deli Serdang Regency government and Langkat Regency in resolving regional delimitation is to increase dialogue and coordination for the purpose of dispute resolution, both through the facilitation of the provincial government and through the facilitation of informal meetings between the two districts. That is, there is a willingness to sit together in resolving regional boundary conflicts. In addition, at the level of implementors in the field such as sub-districts and village heads at each border it is also necessary to improve the quality of coordination between them. This is important to do to maintain an atmosphere of togetherness so that it can be transmitted to people in the border area of the two districts.

#### 4. Bureaucratic Structure

The bureaucratic structure makes the policy-implementing organization systematic and directed. [12]. According to Mulyadi, bureaucratic structure emphasizes that bureaucratic structure is important in policy implementation. This aspect of bureaucratic structure includes two important things; first the mechanism, and the implementing organization's own structure.

Bureaucratic structure factors are still considered to be an obstacle, especially related to the unclear division of tasks between team members who carry out research, tracking

boundaries with team members who carry out measurements and installing boundary pillars. From the interview, it can be seen that obstacles, especially those that occur during the implementation of tracking and measurement as well as the installation of boundary pillars, there is no coordination from each team, making it difficult for agreements between the two parties, especially the Deli Serdang Regency and Langkat Regency.

This is also related to the absence of similar or adequate strategies and steps in strengthening data and information related to handling regional boundary conflicts. The existence of Standard Operating Procedures (SOPs) means uniformity in operations to handle regional boundary conflicts so that clear and structured SOPs allow public officials to make clear and measurable decisions. The lack of clear Standard Operating Procedures (SOPs) in regional boundary conflict handling activities shows that the bureaucratic structure that must prepare SOPs is still not effective enough to support the implementation of regional boundary conflict handling policies.

## CONCLUSION

The implementation of 141 of 2017 concerning guidelines for affirming regional boundaries between Deli Serdang and Langkat districts is still not said to be optimal enough. The assertion of regional boundaries, which began with a dispute in the boundary located between Tandem Hilir II Village, Hamparan Perak District, in the area between PABU-08 and PABU-09, has not yet found a point of agreement. . When viewed from communication variables, the implementation of regional boundary conflict handling policies has not gone well enough because there are still misunderstandings about boundaries that are being debated today and consistency is needed in program implementation, especially in the context of implementing regional boundary conflict handling policies, one of which is by dissemination to districts / cities.

In terms of resolving disputes over the assertion of regional boundaries between Deli Serdang Regency and Langkat Regency, it was found that human resources at the policy implementation level (North Sumatra Province) and policy targets (Deli Serdang and Langkat) who technically took care of the implementation of regional boundary delimitation policies, both the quantity and quality were not sufficient because they were unable to provide solutions for regional boundary settlement and did not appear to exist. The same rhythm and movement both at the North Sumatra Provincial Government level and at the Deli Serdang Regency and Langkat Regency levels. In the disposition variable, the implementation of policies for handling regional boundary conflicts is realized as a good commitment at the implementation level. The bureaucratic structure is an obstacle in the implementation of policies for handling regional boundary conflicts, this is due to the unclear Standard Operating Procedures (SOPs) in the activities of handling regional boundary conflicts.

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