Functions and Authorities of the Regional Notary Supervisory Council in Improving Notary Service Standards in South Sulawesi

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Abstract:
This study aims to analyze the function and authority of the Regional Notary Supervisory Board in improving notary service standards in South Sulawesi. This research uses a descriptive analysis method with a qualitative approach through case studies in South Sulawesi. Data were obtained through in-depth interviews with members of the Regional Notary Supervisory Board, notaries, and other related parties. The results of this study indicate that the Regional Notary Supervisory Board has an important role in supervising and improving notary service standards in the region. The value of local wisdom of Bugis Sipakatau, sipakalebbi, and sipakainge is the underlying spirit as well as the novelty of this research. The authorities possessed by the Regional Notary Supervisory Board, such as making ethical guidelines, supervising the behavior of notaries, and enforcing discipline, significantly contribute to increasing the integrity and professionalism of notaries in South Sulawesi. The study found that the board has important roles, like creating ethical guidelines, monitoring notary behavior, and enforcing discipline. It also identified challenges in carrying out these duties. Overall, the research helps us understand how the Regional Notary Supervisory Board enhances notary services in South Sulawesi. Nonetheless, challenges in the implementation of duties and authorities were also identified in this study.
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Introduction

Notary services have an important role in the legal process in Indonesia. Therefore, monitoring and improving the standards of notary services is crucial. The Regional Notary Supervisory Council is an institution that has responsibility for supervising the behavior and services of notaries in certain areas. This research aims to analyze how the function and authority of the Regional Notary Supervisory Council contributes to improving the standards of notary services in South Sulawesi.

Notary services have a very important role in ensuring the validity and security of legal documents as well as protecting the rights of parties involved in legal transactions. The Supervisory Council is a body that has the authority and obligation to carry out guidance and supervision of Notaries (Law Number 30 of 2004).

As a public official who has the authority to make authentic deeds, notaries are expected to carry out their duties with high integrity and professionalism. Therefore, supervision of notaries is very necessary to maintain the quality of service and professional ethics.

Key words: Functions; Authorities; Regional Notary; Supervisory Council.


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Notary supervision is an important mechanism in maintaining the quality of service, ethics and professionalism of notaries. In the Indonesian context, notary supervisory institutions are given the authority to supervise the behavior and actions of notaries, as well as provide sanctions if there are ethical violations or non-compliance with applicable regulations. Notary supervision aims to protect the public interest, maintain the integrity of the justice system, and ensure that notaries act fairly, honestly and competently.\(^2\)

The importance of notary supervision is increasingly emphasized with the increasing complexity of legal transactions and the growth of various business sectors in Indonesia.\(^3\) For this reason, a deep understanding of the general concept of notary supervision is very relevant.

This research uses a qualitative approach with descriptive analysis methods. The case study was conducted in South Sulawesi. Data were obtained through in-depth interviews with members of the Regional Notary Supervisory Board, notaries, and other related parties.

The results of this research indicate that the Regional Notary Supervisory Council has a central role in supervising and improving the standards of notary services in South Sulawesi.

**Discussion**

The definition of a notary according to the Big Indonesian Dictionary is: a person who has the power of attorney from the government to ratify and witness various agreements, wills, deeds and so on (Department of Education, Big Indonesian Dictionary). The word Notary comes from the word Notaries, which in Roman times was used to refer to individuals who do writing work. Over time, the meaning of Notaries has changed, and around the second century AD, the term refers to those who record in shorthand.\(^4\)

Article 15 paragraph (1) of the Notary Office Law defines a Notary as a public official who has the authority to draw up deeds for interested parties, which will later be stated in the form of authentic deeds, agreements and provisions required by law. The history of the Notary Institute in Indonesia has a long history, being

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around 145 years old since its establishment in 1860, so it is an institution that is familiar to society. The origins of this modern notary institution can be traced back to the 11th or 12th century in the influential trading areas of Northern Italy. In this area, a notary institution known as "Latijnse notariaat" emerged, and a notary appointed by the general authorities for the benefit of the community and received an honorarium from the community.

Before Law no. 2 of 2014 concerning the Position of Notary Public was enforced, supervision of Notaries was carried out by the District Court, which at that time was under the jurisdiction of judges. However, after the integration of the District Court under the Supreme Court, the supervision and guidance of the Notary has shifted to the Ministry of Law and Human Rights of the Republic of Indonesia. The Law on Notary Offices gives oversight and inspection authority to the Minister of Law and Human Rights, which involves the formation of a Notary Supervisory Board. As head of the Ministry of Law and Human Rights, the Minister has the responsibility of assisting the President in managing government affairs in the field of Law and Human Rights.

According to Muhammad Haris, initially supervision of Notaries was based on Law Number 14 of 1970 concerning Basic Judicial Power provisions, which gave the Department of Justice authority over supervision of the organization, administration and finances of courts, including Notaries. In the Joint Decree of the Chief Justice of the Supreme Court and the Minister of Justice of the Republic of Indonesia of 1985, it is regulated that daily supervision of Notaries is carried out by the Head of the District Court and its hierarchy, up to the Chief Justice of the Supreme Court and the Minister of Justice. This supervision is guiding and fostering, involving regular meetings between the Chief Justice of the District Court and the Notary or Notary professional organization.5

Law Number 4 of 2004 concerning Judicial Power changed the surveillance landscape. The Ministry of Justice lost authority over the organisation, administration and finances of the courts, which now belonged to the Supreme Court and the Constitutional Court. Notary supervision is also fully transferred to the judiciary in accordance with Law Number 8 of 2004 concerning General Courts. The Minister of Justice still has the authority to take action against a Notary on the basis of a report from the Head of the District Court and opinions from a Notary organization.

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The Notary Office Law brings new changes in the supervision of a Notary, involving elements from the government (Ministry of Law and Human Rights) and academics in the field of law, apart from the Notary himself. This marks a significant change in the regulation and supervision of notarial institutions.

**Regional Notary Supervisory Council**

The Regional Notary Supervisory Council has an irreplaceable role in maintaining the professionalism and integrity of notary services in South Sulawesi Province. The main function carried out by this assembly is very important in maintaining public trust in notarial practices and to ensure that every legal transaction carried out complies with established ethical and legal standards. The real contribution of the Regional Notary Supervisory Board can be seen through its role in various aspects of supervision and guidance.

In Padang The Regional Supervisory Board carry out an examination process and prove whether or not the notary is committing a violation. If the notary is indeed proven to have committed a violation of position, then he/she will be given a written warning to avoid repeating his/her violations again.  

**Supervision of Notary Behavior**

Through a supervisory mechanism, the Assembly can monitor notary behavior and follow up when ethical violations or unprofessional actions occur. According to Lord Acton, supervision is a step aimed at regulating the power held by State Administrative Officials (Government) which has a risk of abuse. The aim is to limit the powers of State Administrative Officials so that they are not used excessively in violation of the principles of the Rule of Law. This aims to protect the public from careless actions by State Administrative Officials and also to ensure that State Administrative Officials carry out their authority in accordance with the law.

Decree of the Minister of Justice and Human Rights of the Republic of Indonesia Number. M-OL.H.T.03.01 of 2003 concerning Notaries explains that the term 'supervision' in Article 1 paragraph (8) refers to administrative actions that are

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6Dina Shabrina et. al. (2019), The Role of the Notary Regional Supervisory Board in Preventing Legal Violations Committed by Notaries in Padang City, International Journal of Multicultural and Multireligious Understanding, 6 (1)


8Diana Hakim Koentjoro, Hukum Administrasi Negara, (Bogor: Ghalia Indonesia, 2004), p. 70
preventive and disciplinary in nature. This is done by the Minister to ensure that the Notary performs his duties in accordance with the laws and regulations.

Article 1 number 6 of Law Number 30 of 2004 concerning Notary Positions defines the Notary Supervisory Council as an entity tasked with supervising and developing Notaries. The emphasis on "coaching" indicates that this function has an important role in the supervisory role. This approach was chosen because the status of a Notary is considered a noble position (officium nobile), so the Notary is expected to maintain his dignity and responsibility.

The purpose of the coaching function is to continuously remind the Notary to comply with applicable ethical and legal regulations. This is important because violations can result in sanctions, such as a verbal warning, written warning, temporary dismissal, or even dishonorable dismissal. The threat of sanctions is intended as a normative warning in carrying out their profession.

Making Ethical Guidelines

The Regional Notary Supervisory Council has the authority to issue ethical guidelines that bind notaries in providing services to the public. This guideline helps direct the ethical behavior of notaries in carrying out their duties.9

Enforcement of Discipline

The assembly has the authority to impose sanctions or penalties against notaries who are proven to have violated ethics or service standards. This aims to maintain the integrity of the notary profession.10

The main contribution of the Regional Notary Supervisory Board is seen in increasing the professionalism and integrity of notaries in South Sulawesi. However, challenges such as limited resources and complex coordination are also faced by this institution.

Effectiveness, Functions and Authorities of the Notary Regional

Supervisory Board in South Sulawesi Province Effectiveness is a key element to achieve the goals or objectives that have been determined in every organization,


activity or program. It is called effective if the goals or objectives are achieved as predetermined. This is in accordance with the opinion of H. Emerson quoted by Soewarno that effectiveness is a measurement in the sense of achieving predetermined goals.

Meanwhile, according to Agung Kurniawan in his book Transformation of Public Services defines effectiveness as the ability to carry out tasks and functions within an organization or the like in which there is no pressure or tension in its implementation.

For this reason, the essence of effectiveness is a measure that states how far the target has been achieved, which target has been determined beforehand.

Efforts to evaluate the running of an organization, can be done through the concept of effectiveness. This concept is one of the factors to determine whether it is necessary to make significant changes to the form and management of the organization or not. In this case, effectiveness is the attainment of organizational goals through the efficient use of available resources, in terms of input, process and output. In this case what is meant by resources includes the willingness of personnel, facilities and infrastructure as well as the methods and models used. An activity is said to be efficient if it is carried out correctly and in accordance with procedures, and provides useful results.

In relation to the effectiveness of the implementation of the functions and authorities of the Regional Notary Supervisory Council in South Sulawesi Province, what is used as a benchmark or criterion is the extent to which legal regulations related to notary supervision are implemented or complied with. Of course, if a rule of law is obeyed or implemented by the majority of the targets to whom it is subject to obedience, then the rule will be effective. Vice versa, the rule of law or legislation is considered ineffective if most members of the public do not obey it. In research regarding the implementation of the functions and authorities of the Regional Notary Supervisory Council in South Sulawesi Province, it is based on research that discusses how the provisions in Law Number 2 of 2014 concerning the Position of Notary Public operate in society, especially how the effect of Law Number 2 of 2014 concerning the Position of Notary Public, especially regarding the functions and authorities of the Notary Supervisory Board whether implemented or not.

In relation to the implementation of the functions and authorities of the Notary Regional Supervisory Council in South Sulawesi Province as previously described, it is concluded that the implementation of the powers and functions of

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the Notary Regional Supervisory Council in South Sulawesi Province has not been carried out optimally, the causal factors are as follows:

1. Legal factors themselves (legal substance)

What is meant by legal substance in this case are the provisions governing the supervision of notaries, in this case still referring to Law Number 2 of 2014 concerning the Position of Notary, as the basis for the Board of Trustees in supervising the behavior and implementation of the position of a notary.

However, the provisions in Law Number 2 of 2014 concerning the Position of Notary Public are not too complete and specifically regulate the supervision by the assembly, this is due to the absence of uniform provisions on the examination model in the form of technical guidelines or operational guidelines, so that the examinations carried out by each MPDNs are different and varied, including provisions regarding deed closure and deed numbering. In addition, there is still a lack of understanding of both the notary and the Notary Supervisory Board regarding the provisions in Law Number 2 of 2014 concerning the Office of a Notary, including that there are still some members of the Notary Supervisory Council who have not been able to distinguish between issues related to the behavior and implementation of the position of a notary according to UUJN and notarial actions that contain criminal elements.

Apart from that, the authority of the Regional Notary Supervisory Council in the UUJN is very limited and does not involve the authority to impose sanctions. The MPDN's authority only concerns examinations, giving permission to investigators or public prosecutors to examine notarial deeds and then recommend to MPW if there are indications of violations of UUJN. The authority to impose sanctions according to UUJN rests with the Regional Supervisory Council, so that follow-up on recommended cases is sometimes nil. Among them was revealed by the Secretary of MPDN Bone, Mr. Arfandy, that there were several notaries who were recommended by the Regional Supervisory Council for violating the UUJN, including recommendations for imposing sanctions on notaries who carry out professional duties outside the notary's work area, notaries who are not eligible to make deeds because the right eye cannot see and recommendations for imposing sanctions on notaries who are busy doing business and leave the deed to staff. In addition, in South Sulawesi Province, as reported by the Head of the Legal and Human Rights Regional Office, that there are notaries who have lost their memory, are sick and cannot see, but the fact is that for 8 years they are still carrying out their duties, of course the deeds they make are vulnerable to illegal action.
The assembly’s recommendation remains with the MPWN. However, in fact there was no follow-up on the recommendations, so that during periodic inspections the following year a notary was found with the same behavior in this case violating the provisions of the UUJN, even though the recommendations had been repeatedly submitted to the MPWN of South Sulawesi Province, while the MPDN was not can do much because its authority is limited to providing recommendations regarding findings of notaries who violate UUJN and the notary code of ethics.

The Law on the Position of Notaries does not give authority to the Regional Supervisory Council to impose any sanctions on Notaries, the only ones who have the authority to impose sanctions are the Regional Supervisory Council and the Central Supervisory Council. The Regional Supervisory Council has the authority to impose sanctions in the form of verbal or written warnings in accordance with Article 73 paragraph 1 letter e of the Law on Notary Positions. And these sanctions are final in Article 73 paragraph 3 of the Law on the Position of Notaries, also proposing to the Central Supervisory Council in the form of temporary dismissal from the position of Notary for 3 (three) to 6 (six) months, proposing to the Central Supervisory Council to dishonorably dismiss him from his position. Notary in Article 73 paragraph 1 letter f Notary Office Law.

The Central Supervisory Council has the authority to impose sanctions on Notaries as regulated in article 77 letters c and d of the Law on Notary Positions, namely:
   a) Imposing sanctions of temporary dismissal, and
   b) Propose the imposition of sanctions in the form of dishonorable dismissal to the Minister. Article 70 letter a Law on Notary Positions.

2. Legal Structure Factors, namely the parties who form or apply the law and the means or facilities that support law enforcement (Legal Structure)

Structure is a pattern that shows how the law is implemented according to its formal provisions, so the legal structure shows the role of the Notary Supervisory Council along with the facilities and infrastructure that support the realization of effective supervision and guidance by the Regional Notary Supervisory Council (Achmad Ali).

The Notary Supervisory Council is the body that will guide and supervise the behavior and implementation of notary positions, because the limited understanding of members of the Notary Supervisory Council regarding UUJN provisions has an impact on guidance and supervision. In addition,
members of the Notary Supervisory Board consist of three elements, namely elements of notaries, government and academics. With various professional backgrounds and various busy schedules, the resolution of several cases related to public reporting and complaints against notaries who violated the UUJN resulted in a deadlock, including due to lack of understanding of the provisions of the UUJN and also due to busyness, the examining panel was sometimes not present when the trial was held. This is due to a lack of understanding and knowledge by law enforcement officials regarding the substance of Law Number 2 of 2014 concerning the Position of Notaries.

Apart from that, the government, in this case the Minister of Law and Human Rights, has the authority according to law to appoint and dismiss the Notary Supervisory Board. This Supervisory Council represents the government's interests in ensuring that notaries carry out their duties properly and do not harm the public. The existence of this institution functions to realize legal principles that guarantee the creation of order, certainty and legal protection for people who use notary services.

For this reason, the government should provide everything that can support the implementation of the functions and authority of the Notary Supervisory Council, including regarding budgeting or funding. One of the factors that causes the ineffective implementation of the functions and authority of the Regional Notary Supervisory Council is the lack of an inspection budget which results in the inspection time being limited to a maximum of three days with the inspection area covering tens or even hundreds of notaries with areas that are far from each other, including the MPDN Bone working area to Enrekang and Tana Toraja with two days inspection time. The lack of funds and very limited time allocation for the panel to carry out examinations are factors that cause ineffective supervision and guidance as mandated by Law Number 2 of 2014 concerning the Position of Notaries.

In addition, the absence of a permanent secretariat for the MPDN is one of the factors in the ineffective implementation of the functions and powers of the Regional Notary Supervisory Council, especially regarding holding sessions and conducting follow-up evaluations on the results of periodic inspection findings by the assembly. In addition, MPD cannot store notary protocols that are more than 25 years old because they do not have a place to store notary protocols that are more than 25 years old. As a result, the protocol is still kept by the notary even though the Notary's Office Law requires it to be submitted to the MPD because the protocol belongs to the state and must be secured.
3. Legal Culture Factor, namely as a result of work, creativity and feelings that are based on human intention in social life.

The notion that notaries often justify wrong actions because they are often committed by colleagues, even by old or senior notaries. As a result, many notaries have relations with the police, in this case investigators and public prosecutors, because they are considered to have harmed the state and society. The stereotypes that exist in the minds of notaries still influence the way notaries think in carrying out their duties and professional positions.

Legal culture is closely related to legal awareness. Therefore, the legal awareness of notaries and supervisory boards is still very low so that it becomes a factor influencing the implementation of the functions and authority of the Regional Notary Supervisory Council which is not maximized in terms of implementation.

Legal awareness is the awareness or values contained within humans regarding the law that is expected to exist. The legal awareness possessed by the community will comply with legal provisions. A person's awareness that violating the provisions is wrong or wrong, does not necessarily make that person not commit an offense if at that time the violation is possible for him.11

If we look closely at existing legal awareness, legal awareness can be divided into 2 (two) parts (Achmad Ali).

a) Good legal awareness
b) Poor legal awareness.

Good legal awareness is legal awareness which is then followed by obedience to the law. There are three levels of quality of obedience to the law, namely: 12

a) Legal compliance is compliance, namely if someone obeys a rule because he is afraid of being punished.
b) Identification of legal obedience, namely if someone obeys a legal rule only because they are afraid that their good relationship with someone will be damaged.
c) Internalization of legal obedience, namely if someone obeys a rule truly because he feels that the rule is in accordance with the intrinsic values he adheres to.

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12 Soerjono Soekanto, *Legal Awareness and Legal Compliance*, p. 98

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Furthermore, there are four elements that can support legal awareness and compliance, namely:

a) Knowledge of law
b) Knowledge of the contents of the law
c) Legal stance
d) Patterns of legal behavior

In connection with the lack of awareness in complying with the rules, especially the provisions of Law Number 2 of 2014 concerning the Position of Notaries, one of the contributing factors is the minimal quality of compliance and the level of achievement of the implementation of the functions and authority of the Regional Supervisory Council. Therefore, compliance with a provision is not a provision that has been effective and enforced. However, it needs to be upgraded to a legal requirement (rule) so that the implementation of the provision is realized and obeyed with full awareness. More and more law enforcement officials are implementing the law with obedience that is internalized, the higher the implementation of the law in reality.

For this reason, notaries and the Notary Supervisory Council still do not understand their respective rights and obligations. What is complained about is the lack of socialization regarding the examination of notaries by the Notary Supervisory Council. The lack of joint coordination meetings with all MPDN in South Sulawesi Province concerns the improvement of regular inspections of notaries so that the notary profession can be protected and respected.

In addition, there is a lack of a culture of transparency and a lack of good communication between notaries, the Regional Supervisory Council, the Regional Supervisory Council and the Central Supervisory Council as the parties responsible for protecting and fostering notaries. As well as the perspective factor of the notary and the Regional Notary Supervisory Board of South Sulawesi Province who are still not serious in interpreting the importance of periodic inspections by the Notary Supervisory Council, so that notaries are still found not to be present at the time of examination by the assembly, and vice versa there is a Notary Supervisory Board who is absent in periodic inspections for reasons related to the agency's affairs. On that basis, it indicates that the inspection is more than a mere formality and routine, of course it becomes an obstacle to the ineffective implementation of the functions and powers of the Regional Supervisory Council. In addition, the internal factor of the community is that they are reluctant to report the loss to the Notary Supervisory Board because they are afraid of disgrace.

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or discovering family secrets, so they are more impressed with taking the case they are experiencing for granted.

The three factors mentioned above are the main causes of the ineffective function and authority of the Regional Notary Supervisory Council in protecting notaries and the public, so that the mandate of Law Number 2 of 2014 concerning the Position of Notaries is not optimal in its implementation stage, especially in protecting the notary profession and the public in South Sulawesi Province. These three factors are closely related to each other and form a unified system that supports each other.

For the enforcement of Law Number 2 of 2014 concerning the Position of Notaries, the three legal systems must be completely repaired and improved, so that the function and authority of the Regional Supervisory Council according to Law Number 2 of 2014 concerning the Position of Notaries can be carried out effectively.

In the supervision carried out by the Regional Supervisory Council in South Sulawesi Province, there are problems and obstacles that make the function and authority of the Regional Supervisory Council less effective. These include the image of the Supervisory Board which is not yet strong due to a lack of socialization and there are still notaries who do not really understand what the Notary Supervisory Board is and its duties and authorities. With the supervision of Notaries from the Notary Supervisory Council, it is hoped that there will be a need to improve the performance of the Notary Supervisory Council which is more proactive, not only waiting for reports from the public, but if there are indications that a Notary has committed a violation, they will immediately carry out an investigation, especially at the Regional Notary Supervisory Council regarding Notaries in South Sulawesi Province, which still has weaknesses.

Efforts to solve this problem cannot only be carried out by individuals or groups, but require strong awareness and cooperation between all parties, both individuals and groups at local and national levels. There are several efforts that can be made to make the functions and authority of the Regional Notary Supervisory Council effective in South Sulawesi Province, including:

1. At the Community Level (Supervisory Level)
   a) Provide technical training and guidance related to coaching and supervision
   b) Provide knowledge about inspection standardization
   c) Improve relations intensively through coordination meetings or annual evaluation meetings of the supervisory board held in the province.
d) Conduct intensive visits to MPDN work areas on a rotating basis twice a year.

2. At National Level (Government Level)
   a) Improving Law Number 2 of 2014 concerning the Position of Notaries, especially regarding increasing the authority of the Regional Notary Supervisory Council in the field of imposing sanctions, so that follow-up actions on findings can be completed immediately.
   b) Increase the funds and budget for the inspection of the Notary Supervisory Board including the honorarium of assembly members and secretaries.
   c) Complete the facilities and infrastructure required by the Notary Supervisory Council for the effective function and authority of the Notary Supervisory Council, including the need for a permanent secretariat for the Notary Supervisory Council.
   d) Improving the quality of the Notary Supervisory Board's resources through regular training and guidance, including techniques for appointing members of the Notary Supervisory Board in a transparent manner by prioritizing quality, not a colleague's approach.
   e) Issuance of modules related to guidelines or guidelines for technical instructions and instructions for implementation of supervision in a uniform manner for all notaries.
   f) It is necessary to limit the period for members of the Notary Supervisory Board who can be reappointed, in order to maintain the neutrality of the supervisors.

Conclusion

This research concludes that the Regional Notary Supervisory Council has an important role and authority in improving the standards of notary services in South Sulawesi. The supervisory function, creating ethical guidelines, and enforcing discipline collectively contribute to increasing the professionalism and integrity of notaries. The value of local wisdom of Bugis Sipakatau, sipakalebbi, and sipakainge is the underlying spirit of the effort. However, challenges in implementation also need to be considered to ensure the effectiveness of the role of the Regional Notary Supervisory Board.
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