

Complaint Management System Analysis: Online Community Aspiration and Complaint Services

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Abstract. The background of this research is the lack of complaints on the application of the National Public Service Complaint Management System - People's Online Aspirations and Complaints Service (SP4N-Lapor) and the slow handling of complaints submitted by the public. This study aims to determine the implementation of the SP4N-Lapor program in Pontianak City. This type of research is qualitative. The results of the study indicate that the implementation of the SP4N-Lapor program has been specifically measured using the Policy Implementation Theory. Based on the standard variables and policy objectives, the implementation of the program is in accordance with the aims. In addition, the variable resources of facilities and infrastructure are sufficient, but human resources still need to be improved. Variable characteristics of implementing agents have been right on target, variable attitudes or tendencies (disposition) of the implementers have carried out their duties well, variables of communication between organizations and activities of implementing communication have been carried out and established, and variables of the economic, social and political environment have been running smoothly. To conclude, the overall implementation has been going well, and found the inhibiting factor, namely the limited human resources that hinder the implementation of SP4N-LAPOR.

Keywords: Implementation; Complaint; Management; System; SP4N-Lapor

Received:06-10-2022 **Revised:**24-12-2022 **Accepted:**25-12-2022

INTRODUCTION

As an effort to improve the quality of services in Indonesia, the government has built a website for the National Public Service Complaints Management System for People's Aspirations and Online Complaints Service (SP4N-LAPOR). This program is spearheaded by the Presidential Working Unit for Development Supervision and Control (UKP4) and is managed in a coordinated manner with the Ministry of Administrative Reform and Bureaucratic Reform (KEMENPANRB). This program was formed to guarantee the community's rights so that complaints from anywhere and of any type can be channeled to authorized public service providers. SP4N-LAPOR functions as a forum that makes it easier for the community to interact with the government while being able to actively participate in overseeing the development and public services at the same time by being able to provide suggestions and complaints to the government.

SP4N-LAPOR allows the community to submit criticisms and suggestions as well as complaints as users of the services provided by the government to improve the quality of public

services. In accordance SP4N-LAPOR functions as a forum that makes it easier for the community to interact with the government while being able to actively participate in overseeing the development and public services at the same time by being able to provide suggestions and complaints to the government. SP4N-LAPOR allows the community to submit criticisms and recommendations as well as complaints as users of the services offered by the government to improve the quality of public services. By the decentralization principle adopted by the State of Indonesia, the program's implementation is spread evenly to the government in each region at the provincial, district, or city level to support efforts to maximize the services provided to the community in their area.

Based on the Decree of the Mayor of Pontianak Number 280 of 2019 concerning the Establishment of a Complaint Management Coordination Team and Administrators for the Management of People's Online Aspirations and Complaints Services (LAPOR!) at the Pontianak City Government Regional Apparatus in 2019, the SP4N-LAPOR is managed by the Pontianak City Communication and Information Office as the complaint management team. With the formation of this complaint management team, it is hoped that all suggestions or complaints that enter SP4N-LAPOR can be immediately processed, forwarded, and followed up by the Regional Apparatus Organization for service providers.

When a policy is implemented in the community, of course, the policy does not always run according to the stated goals—it sometimes encounters problems in its implementation. This, of course, will be an inhibiting factor in implementing it. Based on the results of interviews, there are several problems in the performance of SP4N-LAPOR, namely problems from internal and external issues.

Internal problems are obtained from problems originating from implementing agencies in implementing SP4N-LAPOR. Then, external issues are obtained from problems that arise outside the implementing agencies, namely the community. Following are the obstacles in implementing the national public service complaint management system – the people's online Aspiration and complaints service (SP4N-LAPOR). Human resources are one of the determining factors supporting the success of implementing a policy and the implementation of SP4N-LAPOR in Pontianak City. Based on the author's interviews with informants, the authors know there are limited human resources in implementing SP4N-LAPOR. One example, such as when a community makes a complaint, the complaint the community takes a long time to be processed and resolved. The length of processing and settlement of public complaints is due to limited human resources in Regional Government Organizations because the admin managing

complaints at the agency is not only an admin, but they have other duties and workloads. Initially, the SP4N-LAPOR admin in this Regional Government Organization was an office staff employee who had the primary workload as a staff employee. That way, the task as SP4N-LAPOR admin is a side task. This double workload causes the processing or completion of reports to take longer because of the human resources who are concurrently working.

Furthermore, based on the author's interviews with informants, it was found that only some people still know about SP4N-LAPOR. This can be seen from the number of complaints in the SP4N-LAPOR application. In addition, the document study that the author did shows that the number of complaints that came in in 2021 was only 206 when compared to the productive age population in Pontianak City, which was 465,221 residents. From here, the author can state that there is a gap where there is still a need for complaints from the community on the SP4N-LAPOR application.

According to Van Meter and Van Horn in Agustino (Sætren, H., & Hupe, 2018), "Policy implementation is actions taken by individuals or officials or government or private groups directed at achieving the goals outlined in the wise decisions. That way, several indicators determine the success of public policy implementation in its implementation. Van Meter and Van Horn (Haryati, Akbar, Effendy, & Lukman, 2020) also state that six variables affect the performance of public policy implementation: Policy Size and Objectives; The success of policy implementation can be measured only if the size and objectives of the policy are realistic with the socio-culture that exists at the level of policy implementers. When the policy's size or goals are excessively ideal (even too utopian) to be implemented at the citizen level, it would be challenging to realize public policies to the point that they can be successful (Rizani, Rahayu, & Permana, 2021). Resources; The success of the policy implementation process is highly dependent on the ability to utilize the available resources. Humans are an essential resource in determining a successful implementation process. Specific stages of the entire implementation process require the existence of qualified human resources by the work implied by apolitically determined policies. Nevertheless, when the competence and capability of these resources are nil, then the performance of public policies is problematic to expect. However, apart from human resources, other resources that need to be considered are financial and time resources. This is because, inevitably, when qualified and capable human resources are available. At the same time, the disbursement of funds through the budget is not public, and problems will arise in realizing what the policy objectives are intended to achieve. The same is true of time resources. When human resources are actively working, and the disbursement of funds is going well but

formed with too tight a time problem, then this can also be the cause of the unsuccessful implementation of a policy (Cipta,2021).

The characteristics of Implementing Agent; The focus of attention on implementing agencies includes formal and informal organizations involved in implementing public policies. This direction is fundamental because suitable characteristics will influence the performance of public policy implementation and matches the implementing agents. For example, in implementing public policies that radically change human behavior, the project implementing agent must be firm, complex, and strict in carrying out the rules by the legal sanctions that have been set. In addition, the scope or area of policy implementation must be considered when determining the implementing agent. The broader the range of policy implementation, the greater the number of agents involved (Kusnadi, 2020). Attitude or Tendency (Disposition) of the Implementers; The perspective of acceptance or rejection of the implementing (agent) will significantly affect the success or failure of the performance of public policy implementation. This situation is exceptionally possible because the policies implemented are not the result of the formulation of residents who are well acquainted with the problems and problems they feel. However, the implementor will implement a 'top-down policy, which allows the decision-makers never to know the needs, desires, or concerns that citizens want to solve (Siregar, Lubis, & Darwin, 2022).

Communication between Organizations and Implementing Activities; Coordination is a mechanism and the main requirement in determining the success of policy implementation. The better the coordination and communication between the parties involved in an implementation process, the assumption is that minimal errors will occur and vice versa. Economic, Social, and Political Environment; The last thing that needs to be considered to assess the performance of public implementation in the perspective offered by Van Metter and Van Horn is the extent to which the external environment contributes to the success of the public policies that have been set. The atmosphere in question includes the social, economic, and political environment. Furthermore, an unfavorable environment can be the root cause of the failure of policy implementation performance. Therefore, efforts to implement policies must also pay attention to the conducive conditions of the external environment.

From the aforementioned background, the author wants to conduct further research on how to implement the National Public Service Complaint Management System for People's Online Aspirations and Complaints Service (SP4N-LAPOR) at the Pontianak City Communication and Information Office. This research is still relatively new, primarily related to public services and digitalization, significantly raising case studies outside Java Island. The research discrepancy

with the results of previous research is the novelty of this research. The results of this research can contribute to future discussions, especially in understanding cases in various other regions in Indonesia.

METHODS

This research employs a qualitative approach with a descriptive analysis type of research. In data collection, the researcher utilizes several techniques that support and complement each other: interview techniques, documentation and observation. In addition, the researcher collects existing data according to the events and media used. The data source for this research will be obtained through the data information center at the Pontianak Communication and Informatics Office. Then, the data are analyzed by collecting all data, doing data reduction, presenting, and verifying data. Researchers also review the findings in the field so that the research produced is correct and valid according to the facts in the area, then conclusions are drawn.

RESULTS AND DISCUSSION

To improve public services, the government runs electronic-based public services. As a manifestation of the use of E-Government which was formed specifically to enhance the quality of services in Indonesia, the government has built a site for the National Public Service Complaint Management System for Public Aspirations and Online Complaints Service (SP4N-LAPOR). The National Public Service Complaint Management System The People's Online Aspiration and Complaint Service (SP4N-LAPOR) is an application created by the government that functions as a forum to facilitate the public's interaction with the government. It allows the public to actively participate in supervising the development of public services by being able to provide suggestions and complaints to the government. With the SP4N-LAPOR, the community can submit complaints and aspirations as users of services offered by the government to improve public service quality.



Pictures 1. SP4N-LAPOR service

Source: Results of research documentation from screenshots, 2023

The use of online complaints in the city of Pontianak itself had been carried out before the SP4N-LAPOR of Pontianak city used the e-lawar (Report of Citizens) in the GENCIL (Government & Smart City Landmark) application, but based on Presidential Regulation Number 95 of 2018 concerning Electronic-Based Government Systems which contains that there are eight areas that the central government must manage, one of which is the complaint area. Thus, the national SP4N-LAPOR is used to accommodate aspirations and complaints from the community.

The flow of complaints through SP4N-LAPOR itself starts from the community who submits their complaints through the report application, website or reporting site, SMS, and SP4N-LAPOR Twitter account. The center and the public's complaints will be directed to the regional complaint admin operator. The regional admin operator has three days to verify the complaint submitted by the community and has the right to ask again regarding the report; if the information provided by the community is unclear, then after the regional admin operator verifies the public complaint, it will be submitted to the complaint admin operator of the relevant Regional Apparatus Organization for resolution. Admins of complaints from Regional Apparatus Organizations have five days to follow up and reply to complaints given by the community. The community has ten days to respond to replies from Regional Apparatus Organizations. Based on the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 24 of 2014 concerning Guidelines for the Implementation of National Public Service Complaint Management Chapter III part b, which states that the submission of the settlement of complaints to the complainants is a maximum of 60 days.

How to implement the National Public Service Complaint Management System for People's Online Aspirations and Complaints Service (SP4N-LAPOR) at the Pontianak City Communication

and Information Office. In this case, the author uses the theory of public policy implementation from Van Meter and Van Horn, while the results of this study are as follows:

Policy Standards and Objectives

This variable measures the extent to which implementation performance can be measured for its success rate. According to Metter and Horn (Suryadi, Rusli, & Alexandri, 2021), "The success of policy implementation can be measured if the size and objectives of the policy are realistic with the socio-culture that exists at the policy implementation level. When policy measures or objectives are too ideal (even too utopian) to be implemented at the citizen level, it will be difficult to realize public policies to the point that they can be said to be successful."

In the implementation of SP4N-LAPOR, the implementers or the so-called admin managers already understand the standards and objectives of the policies that have been set. Human resources already understand the standards and goals related to SP4N-LAPOR because in carrying out their duties, there are soups that regulate work, time, and what targets have been set. The implementers know the goal so that complaints and aspirations from the community have a place and have been integrated into one channel. Moreover, complaints from the community can be monitored by the regional head. Then it can be concluded that the SP4N-LAPOR policy can be fulfilled or realized, considering that there are already people who have submitted complaints or aspirations on the SP4N-LAPOR application.

Resources

Another variable that can affect the success of policy implementation is resources. Resources are one of the essential aspects of performance because, without adequate resources, all the things that are policy objectives will be inquiring about realizing. Resources are not only related to human resources but can be supported by other resources such as financial and time resources. According to Metter and Horn (Kurniawan, Alexandri, & Nurasa, 2018), "The success of the policy implementation process is highly dependent on the ability to utilize available resources." In the implementation of SP4N-LAPOR, resources are essential so that the performance runs smoothly.

Based on interviews conducted by the author with informants, he stated that the resources that support the implementation of SP4N-LAPOR, namely the admin managers are competent, seen from their recruitment to become reports that already have competency standards and to become SP4N-LAPOR admins, there is also training. Then, related to financial or material resources, the implementation of SP4N-LAPOR has been facilitated, in which each Regional Government Organization gives an honorarium for the admin managing SP4N-LAPOR. However,

interviews with informants stated there were problems in human resources handling reports provided by the community, especially in Regional Government Organizations. The human resources were in the Regional Government Organizations. Their main job was not as admin managing reports, so some Local Government Organizations still need to pay more attention to their duties to manage existing reports because they are more focused on their primary work.

Likewise, the last resource related to time resources is based on the author's interviews with informants who stated that in the implementation of SP4N-LAPOR, time resources had been appropriately utilized by both the admin manager at the Communications and Information Technology and the admin of the Regional Government Organization where he had other jobs. The managing admin can divide his working hours from 07.15 to 15.15 between his main career and the SP4N-LAPOR admin. In addition, this SP4N-LAPOR is also flexible. The admin manager can reply and dispose of complaints outside office hours.

Characteristics of Implementing Agent

The focus of attention on implementing agencies includes formal and informal organizations that will be involved in implementing public policies. In implementing SP4N-LAPOR, the implementing agency involved is the Pontianak City Communications and Information Office in the Electronic and Telematics Services Sector the manager. The party in charge is the head of the Pontianak City Communications and Information Office. Meanwhile, the Mayor and Deputy Mayor act as Trustees.

According to Metter and Horn in (Kurniawan, W., & Maani, 2019), "The focus of attention on implementing agencies includes formal organizations and informal organizations that will be involved in implementing public policies." This is in line with interviews that the author conducted with informants from 3 parties involved in the implementation of SP4N-LAPOR consisting of various Regional Apparatus Organizations under what has been stipulated in Pontianak Mayor Decree Number 280 of 2019 concerning the Establishment of a Public Complaint Management Coordination Team and Complaints Service Liaison Officer. The public in the Regional Government of Pontianak City Government. However, based on observations made by the author, the party most intense in managing and being the leading implementer of SP4N-LAPOR is the Pontianak City Communications and Information Office in Electronic and Telematics Services, which the Complaints Service Center Section handles.

Based on the findings of the author's interview with informants who stated that the reason for the Pontianak City Communication and Information Office as the implementor was considered particularly appropriate. This notion was related to the vision of the Pontianak City

Communication and Information Office, namely, "The Implementation of Pontianak City Government and Public Information Services Based on E-Government." Then the mission of the Pontianak City Communication and Information Office is "Improving public services and access to information technology-based public information." SP4N-LAPOR itself, in its activities uses information technology, so this appointment is significantly appropriate in terms of its vision and mission as well as from its expertise and field of work. By appointing the right implementor or implementing agent, it will be able to maximize the implementation activities of a policy.

Attitude or Tendency (Disposition) of the Implementers

Implementing the policy can be said to be successful or not, but it cannot be separated from the attitude of the implementers. Disposition is a characteristic or character closely attached to the implementer of the policy. Policy implementation is effective if the policy implementer knows what to do and can achieve a goal. The attitude or tendency of policy implementers is very influential in policy implementation; if the policy implementor has a good attitude, they will be able to carry out the policy well as the policy maker determines. However, if the policy implementer has a bad mood, then the implementation of a policy will be challenging to run as expected.

According to Metter and Horn in (Setiawati & Noor, 2019), "The attitude of acceptance or rejection of the implementing (agent) will greatly affect the success or failure of the performance of public policy implementation." Based on interviews conducted by the author with informants, no attitude from the implementing team rejects the implementation of SP4N-LAPOR. All implementers accept it because SP4N-LAPOR is a policy that must be supported, considering it is an instruction or directive from the center. However, the implementers cannot handle the needs and desires of residents who want to solve problems from the external field. The results of the author's interview with informants that for internal issues, the Diskominfo and Regional Apparatus Organizations will try to solve them, but indeed there are still external problems that cannot be solved, such as people who are not satisfied with the answers given or external issues that are beyond the control of the Pontianak city government.

Based on the results of interviews with informants that the implementing parties carry out their duties well, which will complete the report as best they can even if it is related to external factors. They will at least explain the problems experienced. The attitude or tendency of the implementers is very influential in implementing the policy. If the implementor has a good mood, they can carry out the procedure as desired or determined.

Based on the findings of the author's interview with the informant, the informant stated that with the SP4N-LAPOR, the community felt delighted to submit complaints easily without coming to the relevant Regional Apparatus Organizations.

Communication between Organizations and Implementing Activities

A policy must pay attention to the communication side between organizations and implementing activities so the policy goes according to plan. This is often considered a communication pattern in Coordination between policy-implementing activities. According to Metter and Horn (Anggleni, 2018), "Coordination is a mechanism as well as the main requirement in determining the success of policy implementation. The better the Coordination and communication among the parties involved in an implementation process, the assumption is that minimal errors will occur and vice versa."

Based on interviews conducted by the author with informants, communication between organizations and contacts made to the community has been carried out. Communication between organizations and implementers is carried out through the admin group managing SP4N-LAPOR. It is a means for admins to coordinate. In addition, the authors also found that effective communication of SP4N-LAPOR to the public was carried out by the Pontianak City Communication and Information Office as the implementing agent for the SP4N-LAPOR policy. The socialization was done by distributing leaflets during Car Free Day at the end of the week and when they visited the Pontive Center at the Pontianak City Communications and Information Office. Then the communication related to the implementation of SP4N-LAPOR was also carried out through training, meetings, and MONEV (Monitoring and Evaluation) activities at that time and became one of the communication channels between SP4N-LAPOR admins. Based on the interviews conducted by the author and associated with the theory, it can be concluded that the socialization carried out by the Pontianak City Communication and Information Office is face-to-face and through print media.

Economic, Social, and Political Environment

Policy implementation is sometimes also influenced by external situations outside the implementor's scope, such as the state of the economic, social, and political environment. According to Metter and Horn in Pramesti, Muhammad, & Safitri, (2019) , "The external environment also contributes to the success of the public policies that have been established." In implementing SP4N-LAPOR, the social-environmental conditions include the perspective of the people of Pontianak city, such as the results of interviews with informants where the social environment or responses from the people of Pontianak city are still minimal in implementing

SP4N-LAPOR. Some people still want to avoid using SP4N-LAPOR because they think the government is an exclusive group, making it difficult for the community to reach out and interact and submit complaints and aspirations to the government. This is probably because the government has been known for its long and confusing bureaucracy. When people need help from the government, it is demanding to achieve. Therefore, it creates a lousy perspective in the eyes of the community.

The existing social environment can influence policy implementation. However, with SP4N-LAPOR, the community can interact with the government and feel closer to the government. Besides changing people's views of the government, SP4N-LAPOR also changes people's thinking about public services provided by the government, that services that are not optimal can be complained about. The public can also give their appreciation regarding the benefits that the government has provided.

The role of this economic condition can be seen from the layers of society based on their classes. For the upper middle class, whose environment has been fulfilled, it can be said that the people will care more about the services provided by the government. This means they will be able to give reports because they have supporting facilities because they have a smartphone or are used to utilizing technology. Then from the political side, based on the results of the author's interview with informant 2, the political side will affect a policy because when the policy is implemented and can satisfy the community, it will have a good effect on politics. Overall economic, social, and political conditions influence the implementation of SP4N-LAPOR. When these three conditions are not conducive, it will be problematic to achieve the goal of a policy to be implemented.

CONCLUSION

The implementation of the National Public Service Complaint Management System – People's Online Aspirations and Complaints Service (SP4N-LAPOR) at the Pontianak City Communication and Information Office has been going well in terms of the implementation aspect. The program organisers already understand the policy's size and purpose. In addition, the available resources are adequate, although they are still not optimal. From the characteristics of the implementing agent of the Pontianak City Communication and Information Office, it is very appropriate. In terms of the attitude or tendency of the implementers, the implementers have carried out their duties in accordance with the Standard Procedure. Then from the aspect of communication between organisations and the implementation of communication activities

carried out by the implementers, it has been well established but only lacks communication with the community. Few people know about SP4N-LAPOR. The last factor is the economic, social and political environment that also influences policy implementation. Based on the results of research conducted by the author, it was found that there are two problems faced in the implementation of the National Public Service Complaint Management System - People's Online Aspirations and Complaints Service (SP4N-LAPOR). The researchers found that those problems originate from internal and external: limited human resources that hinder the implementation of SP4N-LAPOR and the lack of users or the public who submit complaints to SP4N-LAPOR.

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