
MULTISECTORAL STAKEHOLDER COMMUNICATION IN URBAN POVERTY ALLEVIATION: THE CASE OF PALOPO CITY

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ABSTRACT

The poverty alleviation program in Palopo City involves a wide range of cross-sector stakeholders, including government agencies, legislative bodies, educational institutions, religious organizations, and community leaders. However, the effectiveness of this program often encounters significant challenges, particularly the weak coordination and communication among stakeholders, leading to overlapping initiatives and limited community participation. This study aims to analyze the patterns of communication among stakeholders involved in the implementation of poverty alleviation programs in Palopo City. Employing a qualitative approach, data were collected through in-depth interviews with selected informants, including representatives from the Palopo City Government (Regional Development Planning Agency—BAPPEDA, and the Office of Cooperatives, SMEs (Small and Medium Enterprises), and Trade), the Palopo City Regional House of Representatives (DPRD), the National Zakat Agency (BAZNAS), and academic experts in development economics from the State Islamic University of Palopo. The findings reveal that communication among actors occurs through both formal and informal forums. However, several challenges remain, including limited budget capacity, lack of integrated data systems, and minimal involvement of non-governmental institutions. The prevailing communication model is largely sectoral and top-down, which hinders the development of participatory collaboration. This study concludes by emphasizing the need to strengthen cross-sector coordination forums, integrate poverty-related data, increase academic involvement, and foster more inclusive, participatory communication frameworks. Through synergistic communication, the poverty alleviation programs in Palopo City are expected to become more effective, adaptive, and sustainable.

Keywords: Communication, Poverty, Palopo City.

INTRODUCTION

Poverty alleviation is a national strategic agenda that requires cross-sectoral and multi-actor collaboration. (Amaliah, 2021; Pratama, 2023). In Palopo City, poverty alleviation programs have engaged a wide range of stakeholders, including local government agencies, legislative bodies, educational institutions, religious organizations, and community leaders. However, the outcomes of these programs remain suboptimal, as reflected in the persistently high poverty rates in several sub-districts and the limited community participation in both planning and implementation processes. A critical issue frequently identified in program evaluations is the weak communication and coordination among stakeholders. Fragmented communication patterns have led to overlapping programs, duplicated activities, and limited reach of interventions to the targeted groups.

In practice, discrepancies are still evident between the programs designed by one institution and the needs identified by other agencies or by the community itself. For instance, vocational training provided by the Department of Manpower is not integrated with the business incubation programs run by the Department of Cooperatives and SMEs, even though both initiatives aim to empower economically disadvantaged communities. This lack of synchronization indicates that inter-stakeholder communication has not been conducted in an integrated manner. Furthermore, the involvement of higher education institutions and religious organizations is often symbolic rather than strategic, due to the absence of communication forums that facilitate sustained dialogue among actors.

Previous studies have highlighted the critical role of communication in governance and the management of social programs. Earlier research indicates that synergistic communication among stakeholders contributes significantly to the success of poverty alleviation programs in the Central Java region. (Khalifa & Sofyan, 2023; Ningtias, 2023; Yudhistira et al., 2023). Other studies reveal that the ineffectiveness of social programs in the South Sulawesi region is influenced by the limited participatory space for cross-actor engagement in the decision-making process. (Gandasari et al., 2015; Mario, 2025; Sulthan et al., 2023). However, most of these studies have primarily focused on the coordinative and implementation dimensions, rather than on communication patterns, relational dynamics among actors, or the cultural factors that shape these interactions. This presents an important research gap to be addressed, particularly at the local level, such as in Palopo City.

This study adopts development communication theory and interorganizational communication theory as its analytical framework. Development communication theory emphasizes the vital role of communication in driving social change, enhancing participation, and promoting information equity. Meanwhile, interorganizational communication theory is employed to map patterns of institutional interaction, the direction of information flow, and the structural and cultural barriers in message exchange processes. These two theories are selected due to their strong relevance in analyzing inter-actor relations within partnership-based development, particularly in addressing complex issues such as poverty alleviation. (Purba et al., 2023; Purwanto et al., 2025; Wardhani, 2002).

The urgency of this research is underscored by the fact that poverty alleviation programs lacking effective communication are at risk of failing to address the structural roots of poverty. Such failures are not solely due to budgetary or resource constraints, but are often rooted in communication practices that are exclusive, opaque, and unresponsive to local dynamics. Therefore, strengthening inter-stakeholder communication is a critical step toward enhancing program effectiveness and fostering inclusive governance.

The novelty of this study lies in its in-depth exploration of stakeholder communication dynamics within the local context of Palopo City. Few studies have qualitatively examined how communication relationships are constructed among local governments, legislative bodies, educational institutions, religious organizations, and community leaders within a shared program. Through in-depth interviews, this research captures the nuances of relationships, perceptions, and barriers that are often overlooked in purely quantitative or document-based approaches.

Moreover, this study also takes into account local factors such as cultural values, social structures, and power relations in Palopo City, which significantly influence communication patterns among actors. These factors are crucial, as poverty alleviation is not merely a technocratic endeavor but also requires sensitivity to the sociocultural context. Therefore, this

research offers a more holistic and contextual perspective on the challenges of cross-sectoral coordination at the local level.

Practically, the findings of this study are expected to serve as a reference for city-level policymakers in formulating more collaborative and sustainable communication strategies. For instance, by establishing a permanent cross-sectoral forum, developing an integrated information system, and strengthening the role of civil society as a communication bridge between the government and the poor. This research also proposes a participatory approach as an alternative to the prevailing top-down communication model.

The objective of this study is to analyze communication patterns among stakeholders and to identify both structural and cultural barriers that affect the effectiveness of communication in poverty alleviation programs in Palopo City. Accordingly, the findings are expected to contribute to the development of a more participatory, synergistic, and locally adaptive model of development communication. Theoretically, this research will enrich the body of knowledge in development communication and social policy, while practically, it offers concrete recommendations for local governments and development partners in Palopo City.

METHOD

This study employs a qualitative approach with a descriptive-exploratory design, as it aims to gain an in-depth understanding of communication patterns among stakeholders in the implementation of poverty alleviation programs in Palopo City. The qualitative approach is deemed appropriate for the nature of the research problem, which emphasizes processes, meanings, and social interactions among actors, rather than the measurement of numerical data or statistical variables. This research is grounded in a constructivist paradigm, which views social reality as a collective construction shaped through interaction and communication among the involved parties.

The research was conducted in Palopo City, South Sulawesi, as this city is one of the regions actively implementing various poverty alleviation programs involving a wide range of cross-sectoral stakeholders. The study took place over a two-month period, from May to June 2025, encompassing data collection, analysis, and result validation. The instruments used in this research included a semi-structured interview guide, a voice recorder, and qualitative data analysis software to assist in coding and thematic analysis.

The primary informants in this study were selected purposively, based on their perceived depth of knowledge and relevance to the research focus. The informants included representatives from government institutions (the Regional Development Planning Agency and the Department of Cooperatives and SMEs), members of the Regional People's Representative Council (DPRD) of Palopo City from Commission A, the National Zakat Agency of Palopo City, and representatives from academic institutions (State Islamic University of Palopo). The number of informants was determined based on the principle of data saturation—that is, when the information obtained began to show recurring patterns and no new significant data emerged.

Data collection techniques included in-depth interviews and document analysis of planning and evaluation documents related to poverty alleviation programs in Palopo City. In-depth interviews were conducted to explore the experiences, perceptions, and reflections of informants regarding cross-sectoral communication. Document analysis served as supporting data to better understand the policy context and the historical development of the programs.

The data analysis technique used in this study was thematic analysis, which involved the stages of data reduction, categorization, interpretation, and narrative construction. The analysis was conducted iteratively by repeatedly reviewing interview transcripts, identifying key themes, categorizing communication patterns, and interpreting the dynamics of relationships among actors. To enhance data validity, the researcher employed source triangulation (comparing information from various actors), methodological triangulation (combining interviews and document analysis), and conducted member checking with several key informants.

The analytical framework used in this study is based on an interorganizational communication model, which encompasses several dimensions: actors, forms of communication, direction of information flow (top-down, bottom-up, or horizontal), communication media, communication barriers, and spaces for participation. This model is enriched by a development communication perspective, which emphasizes openness, participation, and empowerment as essential elements in building cross-sectoral collaboration. Through this combined approach, the study aims to comprehensively map stakeholder communication patterns and provide practical recommendations for improving the governance of poverty alleviation programs in Palopo City toward a more communicative and participatory model.

RESULTS AND DISCUSSION

RESULTS

1. BAPPEDA Palopo City's Communication Patterns in Poverty Alleviation Program Planning

Interviews with the Regional Development Planning Agency (BAPPEDA) of Palopo City affirm the central role of this institution as the cross-sectoral planning coordinator for poverty alleviation through the Regional Poverty Reduction Coordination Team (TKPKD). BAPPEDA facilitates inter-agency communication—such as with the Department of Social Affairs, the Department of Cooperatives, and the Housing Agency—through a participatory, data-driven communication model. Both formal forums (TKPKD) and informal collaborations (with BAZNAS and corporate social responsibility initiatives) are used to synchronize programs, although challenges persist due to the complexity of issues and budget constraints. The relationship with the Regional House of Representatives (DPRD) is also vital for following up on public aspirations gathered during recess sessions. Key obstacles include unclear inter-agency responsibilities and limited involvement from non-governmental institutions. BAPPEDA emphasizes that the effectiveness of communication depends largely on the awareness and social responsibility of each government unit.

2. The Role and Communication Patterns of the Department of Cooperatives, MSMEs, and Trade in Poverty Alleviation in Palopo City.

Interviews with the Head of the Department of Cooperatives, MSMEs, Industry, and Trade of Palopo City reveal that the department plays an active role in poverty alleviation through economic empowerment, particularly in the MSME sector. Its programs include training, logistical assistance, product mentoring, and efforts to promote business self-reliance. Cross-sector communication is well-established with related regional apparatus (OPD), BAPPEDA, the DPRD, vertical institutions, state-owned enterprises (BUMN), and universities such as the State Islamic University (UIN) of Palopo. Coordinated and structured communication forums are held from the planning stage through to implementation. Interestingly, no significant obstacles were reported, as the department's partners were considered responsive—highlighting the importance of open and collaborative communication in supporting the success of such programs.

3. The Role and Communication of the Regional House of Representatives (Commission A) in Poverty Alleviation in Palopo City

An interview with the Chair of Commission A of the Palopo City Regional House of Representatives (DPRD) highlights the strategic role of the DPRD in poverty alleviation through its oversight, legislative, and public aspiration absorption functions. Although not directly responsible for program implementation, the DPRD is actively involved in planning and budgeting processes through formal forums such as working meetings, recess sessions, and budget committees in communication with the Regional Government Budget Team (TAPD). Commission A collaborates with relevant government agencies, including the Department of Social Affairs and the Department of Health, and contributes to policy formulation through policy proposals based on findings from public outreach. The main challenge lies in the limitations of the regional budget, which constrain the realization of public aspirations. The DPRD emphasizes that communication effectiveness largely depends on shared understanding of synergistic and participatory planning approaches as mandated by Ministry of Home Affairs Regulation No. 86/2017.

4. BAZNAS Palopo City's Communication in Poverty Alleviation Programs

Interviews with BAZNAS (National Zakat Agency) of Palopo City indicate that the institution plays a strategic role in poverty alleviation, particularly in addressing extreme poverty. Although data show a decline in the number of people classified as extremely poor, the demand for assistance remains high, causing the number of mustahik (aid recipients) to remain relatively stagnant. BAZNAS provides both consumptive and empowerment-based assistance; however, the effectiveness of empowerment programs remains low due to the limited value of aid and insufficient mentoring. Communication with both the community and muzakki (donors) is conducted openly to foster trust. BAZNAS is also involved in government programs such as stunting prevention and home renovation, and collaborates with non-governmental organizations. Communication challenges are more individual than systemic in nature. All programs are developed based on the Annual Work and Budget Plan (RKAT), which refers to survey findings and is coordinated both internally and externally to align with regional development goals.

5. Academic Perspectives on Communication Patterns and Governance of Poverty Alleviation in Palopo City.

Interviews with academics from the State Islamic University (UIN) of Palopo provided a critical perspective on cross-sectoral communication in poverty alleviation programs in Palopo City. They emphasized that the main challenges lie in policy misalignment and fragmented communication among institutions, which result in program overlaps and weak evaluation mechanisms. The academics advocated for a data-driven empowerment approach and encouraged the active involvement of universities in data updating, program evaluation, training, and community-based program development. The communication model, they argued, should be participatory and transparent—moving beyond a solely top-down approach to also include bottom-up processes. The importance of intersectoral collaboration and partnership was underscored as essential to achieving inclusive and sustainable development in Palopo City.

Based on interviews with five key informants from various institutions in Palopo City, the study found that each actor contributes differently yet interdependently to poverty alleviation efforts. The findings identify communication patterns, strategic roles, and challenges faced by

BAPPEDA, the Department of Cooperatives and MSMEs, the Regional House of Representatives (DPRD), BAZNAS, and academics from UIN Palopo. To facilitate the mapping of these findings, the following table presents a thematic analysis summarizing the roles, communication approaches, constraints, and key observations for each actor.

Table1.
Thematic Analysis of Interview Results

Informant	Role in Poverty Alleviation	Communication Pattern	Challenges
BAPPEDA	Coordinator of cross-sectoral planning; secretariat of the Regional Poverty Reduction Coordination Team (TKPKD)	Participatory and data-driven, through formal (TKPKD meetings) and informal (CSR forums, collaboration with BAZNAS)	Sectoral ego, overlapping responsibilities, lack of clarity in inter-agency accountability
Department of Cooperatives and SMEs	Empowering MSMEs through training, logistics support, and product development	Structured and inclusive; communicates with multiple agencies and higher education institutions	No significant challenges reported; partners considered responsive and cooperative
DPRD (Regional House of Representatives)	Ensures the implementation of regional government responsibilities through oversight, budgeting, and policy-making	Formal communication via work meetings, public hearings, and coordination with TAPD and Bapemperda	Budget constraints; limited regional income to cover extensive public demands
BAZNAS Palopo	Provides zakat-based aid through consumptive and empowerment programs; involved in stunting and housing rehabilitation initiatives	Communicates formally and personally with mustahik and muzakki; collaborates with media and independent zakat agents	Data validity issues; limited empowerment impact due to lack of follow-up and small funding support
Academia (UIN Palopo)	Critical partner offering analysis, evaluation, training, and potential collaboration in data validation and program development	Emphasizes bottom-up, evidence-based, and inclusive development communication	Fragmented inter-agency communication; limited academic involvement in planning and evaluation stages

Source: Interview Results, 2025

Based on the thematic analysis table from the interviews, it is evident that inter-stakeholder communication in Palopo City's poverty alleviation programs has been established through both formal and informal channels. BAPPEDA serves as the main coordinator connecting various sectors, while the Department of Cooperatives and MSMEs focuses on economic empowerment through training and business support. The DPRD fulfills its legislative and oversight functions while also acting as a bridge for channeling public aspirations to the executive branch. BAZNAS contributes through zakat distribution, although it faces challenges in data collection and beneficiary mentoring. Meanwhile, academics emphasize the importance of active university

involvement in program planning and evaluation. Although inter-agency coordination has been fairly effective, challenges such as budget limitations, weak data integration, and the lack of strategic synergy remain. Therefore, strengthening cross-sector communication that is more inclusive, transparent, and data-driven is essential to accelerating poverty reduction in Palopo City.

DISCUSSION

Findings from the interviews indicate that inter-stakeholder communication in Palopo City's poverty alleviation programs occurs through various channels, including formal forums such as the Regional Poverty Reduction Coordination Team (TKPKD), inter-agency meetings, DPRD recess sessions, as well as informal platforms like CSR forums and non-governmental partnerships. Nevertheless, the effectiveness of this communication is not yet fully optimized, particularly in terms of policy synergy, data integration, and the involvement of non-structural institutions such as universities.

From the perspective of cross-sector communication theory, the success of a development program is largely determined by the extent to which actors from different sectors—government, legislature, religious institutions, civil society, and academia—are able to build collaboration based on mutual understanding, interdependence, and shared goals. In this context, BAPPEDA functions as the central actor with a coordinating role, while technical agencies such as the Department of Cooperatives and MSMEs, the Department of Social Affairs, and BAZNAS serve as sectoral implementers. Cross-sector communication requires an inclusive coordination structure, information transparency, and joint evaluation mechanisms. Unfortunately, several findings indicate that the prevailing communication patterns remain sectoral and fragmented, challenged by limited resources, overlapping roles, and weak collaborative leadership. (DePaula, 2023; Hamrak et al., 2024; Khurshid et al., 2025).

Meanwhile, when analyzed through the lens of political communication theory in regional development—as introduced by Lasswell (1948) and reinforced by Rogers' (1976) concept of development communication—regional development becomes more effective when communication is not solely top-down but also allows space for citizen participation (bottom-up). In this study, the Regional House of Representatives (DPRD) serves as a channel of political communication between the public and the government through mechanisms such as recess sessions, policy inputs (*pokok-pokok pikiran*), and budgeting processes. However, the findings indicate that the effectiveness of this political communication is highly dependent on the region's fiscal capacity (Local Own-Source Revenue/PAD), which often limits the government's ability to fully accommodate public aspirations. (Page & Hansson, 2024; Senadheera et al., 2024).

In addition, critiques from academic circles highlight that the absence of an ideal model of development communication in Palopo City is partly due to the limited involvement of universities as partners in policy analysis and data-driven program support. According to development communication theory, the involvement of academics and research institutions is crucial, as they serve as knowledge producers who can contribute to designing more targeted and sustainable program interventions. (Haq & Kuiken, 2025).

Therefore, to achieve a more participatory and communicative governance of poverty alleviation, Palopo City must strengthen cross-sector communication through data integration, more structured collaborative forums, and equal involvement of all actors, including higher education institutions. The success of development is largely determined by the quality of

communication—not merely as a means of conveying information, but as a process of building mutual understanding and shared commitment in addressing poverty collectively.

CONCLUSION

Poverty alleviation programs in Palopo City have been implemented through both formal and informal mechanisms. BAPPEDA serves as the main coordinator, facilitating cross-sector forums such as the Regional Poverty Reduction Coordination Team (TKPKD) and the CSR forum. The Department of Cooperatives and MSMEs carries out economic empowerment initiatives through training and business assistance. The Regional House of Representatives (DPRD), particularly Commission A, acts as a bridge between public aspirations and executive policies through recess mechanisms and budget discussions. BAZNAS plays a strategic role in distributing zakat, both consumptive and productive, although it continues to face challenges related to program effectiveness and data validity. Meanwhile, the academic community emphasizes the importance of involving universities in the planning, implementation, and evaluation processes as part of strengthening evidence-based development communication.

However, this study also found that communication among actors still faces several challenges, including weak data integration, suboptimal cross-sectoral coordination, and limited regional budget capacity. Moreover, the involvement of non-governmental actors—particularly higher education institutions and the private sector—has not been fully optimized as part of the local development ecosystem. Communication patterns remain largely sectoral and top-down, which hampers efforts to build participatory and sustainable collaboration.

Based on the research findings, it is recommended that the Palopo City Government strengthen cross-sector coordination forums such as the TKPKD and CSR platforms by actively involving all stakeholders, including higher education institutions and non-governmental organizations, to foster more inclusive and collaborative communication. Integration and validation of poverty-related data across institutions should also be improved to ensure accurate targeting of programs. Furthermore, the DPRD is expected to optimize its advocacy and oversight functions in poverty-related policymaking, particularly in monitoring budget allocations and formulating pro-poor regulations. The involvement of academic institutions in policy research, program assistance, and evaluation is also essential to ensure a data-driven and sustainable approach. On the other hand, development communication should be directed toward a more participatory model, enabling communities to not only receive benefits but also act as active partners in every stage of the development process.

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