

BUILDING PUBLIC VALUES THROUGH STRENGTHENING CONSUMER DISPUTE RESOLUTION: A STUDY OF THE IMPLEMENTATION OF THE BANDUNG CITY BPSK SOCIALIZATION IN GEDEBAGE DISTRICT

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Abstract

This study originates from the persistent issue of information asymmetry and low legal literacy among consumers in Gedebage District, Bandung City, despite the formal availability of the Consumer Dispute Settlement Board (BPSK) as a non-litigation mechanism. Against this backdrop, the research aims to examine how BPSK's outreach activities are implemented and, interestingly, how these efforts contribute to strengthening consumer protection, generating public value, and enhancing legal awareness among community members. The theoretical framework draws on the concepts of public value, consumer protection, and legal awareness, which position outreach initiatives as essential governance instruments for expanding access to justice. Employing a descriptive qualitative approach through in-depth interviews, field observations, and document analysis the study finds that BPSK's face-to-face and dialogic outreach, supported by symbols of legal authority, effectively improves public understanding of consumer rights and dispute procedures while reducing information gaps between consumers and businesses. These findings suggest that contextual and sustained outreach designs have strong potential to be replicated as consumer protection strategies in other regions and provide an empirical foundation for strengthening future BPSK outreach policies.

Keywords: BPSK, consumer protection, public value.

A. INTRODUCTION

Consumer protection has long occupied a key role in public governance discourse, particularly as the information gap between businesses and consumers remains a persistent problem in many developing countries (Howells & Ramsay, 2006). Interestingly, recent studies have shown that consumer losses often occur not solely due to detrimental business practices, but also due to dispute resolution mechanisms that are difficult to access or poorly understood by the public (Norma Sari, 2021). This situation is exacerbated by low legal literacy, which discourages consumers from taking formal action when their rights are violated (Soekanto, 2011). It is noteworthy that the effectiveness of consumer protection is closely related to the capacity of public institutions handling the dispute resolution process (Benöhr, 2020). Therefore, public education and strengthening non-litigation mechanisms such as independent dispute resolution institutions are increasingly relevant strategies for achieving justice for consumers (Pratama & Viana, 2025).

From a public administration perspective, providing access to justice by government institutions is not merely a technical matter but also part of a strategic effort to build public value, underpinned by responsiveness and institutional legitimacy (Moore, 1995). Interestingly, several studies on consumer dispute resolution institutions in Indonesia indicate that the role of quasi-judicial institutions such as the Consumer Protection and Reform Agency (BPSK) can be more effective when supported by participatory, citizen-centered education and outreach processes (Lasatu, 2022). Other research confirms that knowledge of consumer rights directly influences the public's courage and ability to pursue formal complaint channels, making outreach programs a crucial instrument for encouraging participation in dispute resolution (Yuliati, 2024). Complementarily, findings from a recent community service study demonstrate that structured educational interventions can strengthen citizens' capacity to address unfair business practices and broaden their understanding of available legal protection mechanisms (Flora et al., 2024). Thus, socialization should be understood as a governance instrument that directly contributes to strengthening the consumer protection system and needs to be managed systematically to achieve sustainable impact. This phenomenon is clearly evident in Bandung City, particularly in Gedebage District, where public understanding of the existence and function of the Consumer Protection and Consumer Protection Agency (BPSK) remains relatively low. Many residents are unfamiliar with dispute filing procedures, are unaware of the rights protected, and do not understand how non-litigation channels can assist them when facing losses as consumers. This knowledge gap creates a vulnerable situation that can ultimately harm the community in their daily economic activities. Therefore, the need for more intensive and targeted socialization is increasingly urgent, especially so that the Gedebage community can access consumer protection mechanisms more consciously and confidently. This situation is a strong reason why the implementation of BPSK socialization needs to be studied more in-depth.

Previous research by Howells and Ramsay (2006) confirmed that the effectiveness of consumer protection is inextricably linked to public literacy and the availability of inclusive dispute resolution mechanisms. Moore (1995) also demonstrated that public value can only be created when government institutions are able to provide services relevant to citizens' needs. Meanwhile, Soekanto (2011) offers a different perspective by emphasizing the role of public education in increasing public legal awareness, particularly when the educational process is carried out in a planned manner and sensitive to the local context. All three studies consistently emphasize that legal literacy, public values, and educational strategies are vital elements in strengthening consumer access to justice.

This study's similarity to previous research lies in its shared focus on the importance of public education and institutional strengthening in promoting access to justice. However, this study presents a clear distinction because it offers a more specific focus, namely Gedebage District, an area that has not been an explicit focus in previous studies. Furthermore, this study addresses not only consumer literacy but also positions socialization as an instrument for shaping public values, thus providing a broader analytical dimension than studies that solely focus on education.

The uniqueness and originality of this research lies in its combination of analysis of the implementation of BPSK socialization as an effort to increase legal awareness and its interpretation through a public value perspective. By positioning socialization not merely as an information dissemination activity, but as an institutional strategy to expand access to justice at the sub-district level, this research offers a new perspective on the study of consumer dispute resolution. This approach allows for a more comprehensive assessment of how BPSK's performance contributes to the development of public value within the context of local governance.

The urgency of this research stems from the fact that public understanding of the existence and function of BPSK remains limited, despite this institution's strong legal mandate as a non-litigation dispute resolution pathway. This lack of legal literacy can weaken consumers' bargaining power, increasing the risk of losses due to detrimental business practices. Therefore, an in-depth study of the effectiveness of socialization as a public service instrument is highly relevant to ensuring more equitable access to justice. By considering the social context of the community in Gedebage Sub-district, this research is expected to provide a comprehensive picture of the extent to which BPSK socialization can increase public understanding, readiness, and participation in dispute resolution.

This study aims to further explore how the socialization of the Bandung City Consumer Protection Agency (BPSK) in Gedebage District is implemented in daily practice, as well as how the community interprets their experiences with this educational process. Using a qualitative approach, this study also attempts to interpret the contribution of socialization in shaping public values, particularly those related to increasing consumer literacy, understanding of dispute resolution mechanisms, and strengthening public access to consumer protection services.

B. LITERATURE REVIEW

Public Value

Public Value theory views public institutions as not merely fulfilling administrative mandates but also as being required to produce tangible benefits directly felt by the public in their daily lives (Moore, 1995). Interestingly, this theory asserts that public value arises not only from the technical success of a program, but also from the institution's ability to understand citizen needs and respond to them in a relevant and meaningful manner (Moore, 1995). It is noteworthy that the creation of public value cannot exist without political legitimacy and operational support from the stakeholders involved (Moore, 1995). Moore (1995) also emphasizes the importance of dialogue and the exchange of perspectives between public institutions and the public to ensure that program direction truly aligns with citizen expectations. Thus, this theory provides a powerful lens for understanding whether the socialization of the BPSK (Regional Disaster Management Agency) is truly creating public value by expanding consumer literacy and public access to dispute resolution. Indicators:

- Relevance of program benefits to the public.
- Level of legitimacy and public trust in the BPSK.
- Effectiveness of the program in responding to citizen needs.
- Stakeholder support for the implementation of socialization.

Consumer Protection

Consumer Protection is based on the assumption that consumers are structurally weaker than businesses, thus requiring regulatory protection to avoid unnecessary losses (Howells & Ramsay, 2006). However, this theory also emphasizes that such protection is only effective if the public can access simple, clear, and non-burdensome dispute resolution mechanisms (Howells & Ramsay, 2006). Interestingly, Howells and Ramsay (2006) point out that consumer literacy, often overlooked, is the primary foundation for the public to properly understand their rights. Furthermore, this theory views quasi-judicial institutions as a more friendly and expeditious alternative to the often complex and expensive formal litigation process (Howells & Ramsay, 2006). Therefore, this theory is very useful for assessing the extent to which the socialization of the Consumer Protection and Complaints Agency (BPSK) can strengthen consumers' position in facing legal issues with businesses. Indicators:

- Consumer knowledge of rights and complaint mechanisms.
- Ease of public access to the BPSK.

- Functionality of consumer dispute resolution institutions.
- Consumer participation in the dispute resolution process.

Legal Awareness

Legal Awareness emphasizes that public awareness of legal norms does not emerge instantly, but rather develops through a gradual process that includes information acquisition, adequate understanding, the formation of legal attitudes, and the manifestation of behavior that reflects compliance in daily life. Empirical evidence shows that consumer legal knowledge has a significant influence on attitudes and tendencies toward active dispute resolution, particularly when legal literacy is strengthened through accessible educational programs tailored to the community's social context (Ishak & Zabil Nur Faridah, 2012). In the Indonesian context, recent studies have also identified that the low level of consumer legal culture, evident in the lack of education regarding consumer rights and weak regulatory enforcement, has a direct impact on the low utilization of formal dispute resolution mechanisms, including consumer dispute resolution institutions (Fibrianti et al., 2023). Therefore, this theory provides a strong analytical framework for assessing how the promotion of the Consumer Dispute Resolution Agency (BPSK) can strengthen the knowledge, understanding, attitudes, and active behavior of citizens in utilizing non-litigation channels when facing disputes with business actors. Indicator: The public is aware of the existence and function of the BPSK as a consumer dispute resolution institution. The public understands the procedures for submitting disputes to the Consumer Protection and Assurance Agency (BPSK) in a systematic and correct manner.

- The public believes that the BPSK is a fair and reliable institution.
- The public actively seeks information when experiencing consumer problems.
- The public is willing to file formal complaints with the BPSK when their rights are violated.
- The public follows the BPSK dispute resolution process to the final stage.

C. RESEARCH METHODOLOGY

A descriptive qualitative approach was chosen because of its ability to provide an in-depth understanding of how the socialization of the BPSK (Community Welfare Assistance Program) in Bandung City in Gedebage District takes place in everyday practice and how residents interpret their experiences of the process. This method allows researchers to capture complex social dynamics, including the meanings of actions, conversations, and interactions that cannot be adequately captured by quantitative approaches (Tracy, 2010). Furthermore, qualitative research allows for a more reflective and contextual interpretation of community experiences, allowing the BPSK socialization process to be understood not merely as a formal activity but as a social phenomenon that shapes how communities recognize their rights and available dispute resolution channels (Nowell et al., 2017). As Braun & Clarke (2006) emphasize, a qualitative approach allows researchers to explore patterns of meaning, both explicit and implicit, that emerge from residents' experiences, resulting in a more comprehensive understanding of the effectiveness of BPSK socialization from a community perspective (Braun & Clarke, 2006).

Data collection was conducted through a series of complementary processes. In-depth interviews served as the primary tool because they allowed researchers to access the subjective experiences of informants, including socialization participants, sub-district officials, and BPSK members directly involved in the activities. Through open and natural conversations, researchers were able to understand how socialization was perceived, the extent to which it was considered beneficial, and any obstacles that arose during the activity. Direct observation then became a crucial step that enriched the interviews, because by being present in the field, researchers were able to capture the dynamics of interactions, body language, and even the

communication atmosphere that sometimes did not emerge when informants were telling their stories (Spradley, 1979). Furthermore, document analysis provided additional perspectives through the review of activity reports, presentation materials, and visual documentation. Bowen (2009) emphasized that documents can serve as supporting evidence that helps researchers understand the administrative and substantive context of a program. By combining these three techniques, the data obtained became richer, more triangulated, and more reflective of the reality on the ground.

Informants were selected using purposive sampling, selecting those deemed most knowledgeable about the processes and experiences related to BPSK socialization activities. This technique was deliberately chosen because qualitative research emphasizes the adequacy of information, not a large number of informants. It is noteworthy that purposive sampling allows researchers to reach truly relevant individuals, such as residents who attended as participants, sub-district officials who facilitated the activities, or BPSK members who served as informants. Palinkas et al. (2015) support this approach by asserting that purposive sampling produces richer data because informants have direct experience with the research phenomenon. Therefore, the sampling process in this study was not only strategic but also ensured that the information obtained provided a more in-depth description of the phenomenon.

Data analysis was conducted through thematic analysis, an approach that allows researchers to identify meaningful patterns from interview, observation, and document data. This analysis process proceeded in stages, starting with repeated readings to understand the overall context, followed by initial coding, grouping codes into themes, and deepening the meaning of each theme, as recommended by Braun & Clarke (2006). Interestingly, thematic analysis allows researchers to not only describe what informants say but also interpret the relationships between themes, revealing how BPSK socialization works to shape public literacy and values. Clarke & Braun (2017) emphasize that this method is particularly useful when researchers seek to understand human experiences holistically and reflectively. With an analytical and interpretive approach, this study is expected to be able to construct a comprehensive picture of the contribution of BPSK socialization in strengthening access to justice and legal awareness among the community in Gedebage District.

D. RESULT AND DISCUSSION

Public Participation and Institutional Legitimacy in the Perspective of Public Value



Figure 1. BPSK Discussion Forum with Residents of Gedebage District

Source: Processed by the researcher, 2025

This image illustrates a dynamic socialization setting in which various community groups ranging from women community health volunteers, subdistrict officials, to general residents gather in a semi-formal forum held in an open pavilion. Interestingly, the number of participants present and the degree of their attention to the speaker indicate that the activity is not merely conducted as a bureaucratic formality, but is genuinely utilized as an interactive space that enables two-way information exchange. From a public value perspective, such a condition should be recognized as a tangible manifestation of public value creation, particularly because the forum provides relatively equal access for residents to understand consumer protection issues while also opening a dialogic space that strengthens the relationship between BPSK, local government, and the community. The spontaneous interactions ranging from participants listening attentively to the documentation activities carried out by the committee illustrate that this socialization effort is perceived as a relevant public service for the needs of the local community, especially in an area previously known for low levels of consumer literacy. Thus, the image can be interpreted as visual evidence that the implementation of BPSK socialization not only functions as a medium for information dissemination but also creates a participatory ecosystem that reinforces the institution's legitimacy in carrying out its consumer protection mandate at the local level.

Moore (1995) emphasizes that public value does not emerge automatically from the mere existence of a government institution; rather, it materializes when the institution provides an interactive space that allows citizens to obtain relevant information and feel recognized as part of the public service process. Interestingly, this notion of an intermeeting space is not limited to physical aspects but also includes a dialogic atmosphere that fosters public trust toward the service-providing institution. In the context of socialization, face-to-face meetings often create emotional proximity and a sense of ownership that cannot be achieved through administrative approaches alone. In other words, a vibrant and participatory public space becomes a critical prerequisite for the creation of public value as conceptualized by Moore. This interpretation is highly relevant when examining the dynamics of BPSK socialization, which seeks to bring the dispute resolution institution closer to residents at the subdistrict level.

Within the realm of consumer protection, findings by Howells & Ramsay (2006) further underscore the importance of direct education as a means to reduce information asymmetry between businesses and consumers. It is worth noting that such asymmetry often becomes the root of the problem when consumers face harmful business practices but are unaware of the available avenues for redress. Through socialization activities, residents not only receive substantive information regarding their rights and obligations but also gain psychological encouragement to be more confident in accessing non-litigation dispute resolution mechanisms such as BPSK. Interestingly, this form of educational intervention has been shown to build a level of self-assurance that many consumers may not have previously possessed. Therefore, direct educational approaches conducted within public forums play a crucial role in strengthening consumers' bargaining position within market relations.

The findings of Kim and Lee (2012) offer an important analytical layer, demonstrating that citizen participation in socialization forums can strengthen community ownership of public policies while simultaneously reinforcing the legitimacy of the implementing institution. This phenomenon is reflected in the image under analysis, where the active involvement of community members in BPSK's socialization activities signals a positive response to the dialogic space provided. The diversity of participants and the forms of engagement observed indicate that the activity is perceived as a relevant, inclusive, and beneficial public service. This aligns with the views of Nabatchi (2012), who asserts that meaningful public participation not

only enhances the quality of citizen–government interactions but also contributes significantly to the creation of public value. Furthermore, Bryson et al. (2014) emphasize that open and responsive communication processes within dialogic forums can cultivate institutional trust, which in turn strengthens the legitimacy of institutions such as BPSK in ensuring access to justice for the community. Taken together, the visual representation serves as a concrete manifestation of the theories of citizen participation and public value previously discussed.

The Role of BPSK Socialization in Reducing Consumer Information Asymmetry



Figure 2. BPSK Presentation Session on Citizen Protection
Source: Processed by the researcher, 2025

This image captures a crucial moment in the socialization activity, where the speaker stands and delivers material directly to participants, while other BPSK representatives sit alongside as a form of collaboration between government elements and the consumer dispute resolution body. Interestingly, the scene does not merely depict a one-way communication process; it also illustrates a mode of information delivery that is personal, easy to understand, and feels closer to the community, a method that, according to Consumer Protection theory, is essential for bridging the information gap between consumers and business actors. The presence of official presentation slides behind the speaker further indicates that the information being delivered has been structured systematically, offering not only normative explanations but also facilitating residents' understanding of their rights and the available dispute resolution pathways. It is worth noting that such face-to-face interaction provides space for community members not only to receive new knowledge but also to ask questions or clarify issues that may have previously felt complex or confusing. Thus, the photo can be interpreted as visual evidence that BPSK's socialization serves as a relevant and strategic educational instrument that significantly strengthens consumer protection efforts at the local level.

Although the photo shows a socialization environment that appears to be running effectively marked by personalized material delivery, clean presentation media, and visible participant engagement several studies actually reveal contrasting findings. Irvin & Stansbury (2004) found that many government-led education and public participation programs often fail to achieve their objectives because participants tend to be passive and lack adequate space for dialogue. This contrasts with the situation seen in the photo, where participants appear genuinely attentive to the speaker and demonstrate a high level of involvement. This discrepancy suggests that the implementation of BPSK's socialization in Gedebage possesses more participatory characteristics compared to the socialization models widely criticized in the literature.

The contrast becomes even more compelling when compared with the findings of McComas (2001), which show that many government socialization forums fail to produce meaningful impact because information is delivered in overly technical language that is difficult for the public to understand. However, the photo presents an opposing pattern: a

friendly, dialogic communication style, with the speaker simplifying legal concepts and using visual aids that help residents understand their rights and the dispute resolution procedures. This is consistent with OECD (2019), which emphasizes that consumer literacy increases when legal information is delivered clearly, relevantly, and without technical jargon. Therefore, BPSK's communication approach appears to have successfully overcome the legal literacy barriers frequently highlighted in previous studies.

Furthermore, Fernandes & Panda (2019) found that low public trust in dispute resolution institutions is often shaped by perceptions that the information provided is not relevant to the real problems people face. Yet, the photo shows the opposite: participants appear deeply engaged, indicating that the material is perceived as directly relevant to their daily experiences and concerns. This aligns with Belanche et al. (2019), who assert that clear, personal, and substantively relevant public communication significantly enhances public trust in government institutions. The interactive, approachable, and non-rigid atmosphere evident in the scene also reinforces the findings of Griffin et al. (2013), which highlight that clarity and relational aspects of information are key factors in fostering public understanding and participation. Accordingly, these empirical indications suggest that BPSK's socialization efforts not only succeed in reducing information asymmetry but also effectively build community trust through communication that is contextual, responsive, and aligned with local realities. This provides strong evidence that adaptive and communicative socialization designs can surpass the skepticism often emphasized in academic literature.

The Formation of Legal Awareness through Symbols and Ceremonial Rituals



Figure 3. Legal Awareness Presentation Session for Residents by BPSK

Source: Processed by the researcher, 2025

The image above captures the opening moment of the event, when all participants stand a formal ritual that, in many activities, is often regarded as an early signal that attention and seriousness among attendees have begun to form. Interestingly, this scene does not merely depict symbolic compliance with procedural formality, but also reflects a sense of respect for the institution and the norms underpinning the activity, an essential element in the process of developing legal awareness. The presence of a national figure on the projected screen and the official BPSK attributes displayed behind it further reinforce the impression of legality, signaling to participants that this forum is not merely an informative session but part of an institutional effort to introduce rights, obligations, and legal procedures relevant to consumer dispute resolution. It is also worth noting that the participants' upright posture and focused demeanor indicate a mental readiness to receive legal knowledge an initial stage of normative

internalization often acknowledged in the literature. Thus, this photo can be understood not merely as an event documentation but as a reflection of how BPSK's socialization begins to instill legal awareness through symbols, rituals, and the formal atmosphere that binds participants within a broader normative framework.

Soekanto (2004) classically asserts that legal awareness does not arise solely from substantive understanding of written rules, but also from symbolic experiences that position individuals within a social space recognizing the authority of law. Interestingly, such symbolic experiences often emerge through ceremonial practices that appear simple but carry significant influential power because they make the law feel "alive" and directly perceivable by the community. In the context of BPSK's socialization, the presence of symbolic elements such as participants standing in an orderly manner, the formal structure of the room, and the display of national and institutional symbols effectively communicate that the activity operates within a legitimate normative framework. It is important to emphasize that these symbols not only construct a formal atmosphere but also gradually shape residents' psychological readiness to receive and internalize the legal material being conveyed. Thus, what is captured in the photo strongly aligns with Soekanto's argument that legal awareness is rooted in the combination of knowledge, social experience, and symbolic power.

Soekanto's perspective on legal awareness finds compelling reinforcement when read alongside Tyler's (2006) findings. Tyler demonstrates that public compliance with the law is, in reality, influenced far more by perceptions of institutional legitimacy than by threats of sanctions or procedural technicalities. Crucially, such legitimacy does not emerge solely from the substance of the law but is often formed through official symbols, ceremonial rituals, and state representations that convey an impression of moral authority worthy of respect. This nuance is visibly evident in the photo: the official BPSK attributes, the arrangement of the venue, and the presence of national symbols appear to strengthen the institution's authority in the eyes of participants. In other words, these symbols function not merely as decorative visuals but as legal communication tools that deepen participants' confidence that the information presented comes from a credible and authoritative source.

Interestingly, these findings resonate with Jackson & Bradford (2019), who emphasize that state authority symbols can reinforce perceptions of legitimacy and foster more positive psychological relationships between citizens and public institutions. In line with this, studies by Blader & Tyler (2009) show that ceremonial elements within legal contexts from formal processions to institutional attributes can enhance participants' attention, sense of order, and mental readiness to receive information. Even earlier, Sunshine & Tyler (2003) highlighted that legally oriented ritual experiences nurture respect for institutions, thereby increasing the likelihood of compliance. In the context of the photo, participants standing in an orderly manner before national symbols and BPSK's official emblems reflect precisely the normative internalization process described in these studies. Altogether, this phenomenon demonstrates that symbolic elements play a role no less important than substantive material in fostering legal awareness at the local level.

E. CONCLUSION

Based on the overall findings of this study, it can be concluded that the BPSK socialization program in Gedebage District, Bandung City has effectively addressed the research questions by reducing information asymmetry, improving consumer legal literacy, strengthening institutional legitimacy, and encouraging residents to utilize non-litigation channels. These findings demonstrate that the research objectives were fully achieved while also revealing an important empirical insight: face-to-face interaction, dialogic communication, and the use of legal symbols can concretely generate public value at the local level. This study contributes

new insights by integrating three perspectives: public value, consumer protection, and legal awareness into a single analytical framework for assessing the effectiveness of socialization efforts, thus offering a more comprehensive understanding compared to previous studies that generally treat these concepts separately.

Nevertheless, the findings also suggest the need to enhance socialization practices by expanding activities to the village level, developing case-based learning materials, involving community leaders, and establishing follow-up complaint mechanisms so that residents do not stop at simply acquiring knowledge. Future research should adopt comparative regional approaches, mixed methods, or longitudinal studies to capture changes in legal literacy and complaint behavior more robustly, while also addressing this study's limitations, which include its focus on a single location and a single series of activities. From a policy perspective, it is essential for local and national governments to establish national standards for BPSK socialization, reinforce funding support, and ensure program sustainability so that the successful practices observed in Gedebage can be replicated more broadly as part of strategic efforts to strengthen consumer protection in Indonesia.

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