

PUBLIC RELATIONS COMMUNICATION STRATEGY OF MEDAN TUNTUNGAN SUBDISTRICT IN BUILDING PUBLIC TRUST THROUGH INSTAGRAM

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Abstract

Public trust in government institutions constitutes a fundamental foundation for achieving legitimate and accountable governance. This study aims to analyse the communication strategies employed by the Public Relations Unit of Medan Tuntungan Subdistrict in building public trust through the management of its Instagram account. The study adopts a descriptive qualitative approach using a case study method. Data were collected through interviews, observation, and documentation. The data were analysed using Cutlip, Center, and Broom's four-stage public relations management model, comprising defining the problem, planning and programming, taking action and communicating, and evaluating the programme, and were presented in a narrative form. The findings indicate that the public relations unit implements a multichannel strategy that integrates Instagram content in the form of formal news reports and persuasive flyers, information distribution through neighbourhood heads and civil servants acting as opinion leaders, and active response mechanisms for addressing public enquiries and disinformation. The effectiveness of this strategy is reflected in observable changes in public behaviour, including a significant increase in residents visiting the subdistrict office following the publication of public service information. These findings demonstrate that the strategic and consistent management of Instagram plays an important role in supporting the development of public trust in subdistrict government institutions.

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1. INTRODUCTION

Public trust is an essential prerequisite for governmental legitimacy, effective public service delivery, and the sustainability of governance. Trust is not established solely through the successful implementation of government programmes but also through the ability of institutions to explain policies, provide access to information, respond to citizens' needs, and demonstrate consistency between institutional messages and actions. At the local government level, communication assumes an increasingly strategic role because citizens interact directly with public officials when accessing administrative services or submitting complaints. However, local government communication continues to face several challenges, including limited information transparency, inadequate responsiveness to public needs, and discrepancies between the information communicated by institutions and citizens' actual service experiences (Supriyanto et al., 2024). These conditions suggest that public trust cannot be developed merely through the publication of ceremonial activities but requires communication that is informative, transparent, consistent, and oriented towards the public interest. Government public



relations should therefore be positioned as a managerial function that connects institutional policies with the public's information needs rather than merely serving as an operational unit responsible for documentation and information dissemination (Kurniawan & Wijoyo, 2025; Rosyalita, 2025).

Digital transformation has expanded the implementation of this function through the use of social media as a governmental communication channel. Instagram enables institutions to disseminate information rapidly, combine textual and visual elements, and facilitate interaction through comments, direct messages, and content-sharing features. These characteristics make Instagram a potentially effective platform for communicating public services, governmental activities, public announcements, and clarifications concerning information circulating within the community (Nabila Ulayya et al., 2022; Putri & Sutarjo, 2023). Nevertheless, the existence of an official account and a high frequency of posts do not automatically generate public trust. Government social media may continue to operate as a one-way communication channel when its content is dominated by activity documentation, fails to address the public's information needs, or is not supported by adequate response mechanisms. Its management also faces challenges related to limited human resources, unequal digital access, disinformation, and the need to simplify bureaucratic language without compromising the accuracy of information (Hessel et al., 2025; Kusuma et al., 2021). Therefore, the effectiveness of Instagram should be evaluated according to its management strategy rather than merely the availability of the technology itself.

In this study, public trust is understood as the public's assessment that a government institution is reliable, capable of delivering services, honest in communicating information, and willing to respond to citizens' interests. This concept is operationalised through five indicators: transparency, competence, responsiveness, integrity, and participation. Transparency is reflected in the openness of information concerning governmental activities, procedures, and public services. Competence is demonstrated through the accuracy and completeness of the information provided. Responsiveness refers to the institution's willingness to address questions, complaints, and disinformation. Integrity concerns the consistency between the information communicated and the institution's actual conduct, while participation is reflected in the availability of opportunities for citizens to provide feedback or seek clarification. These indicators are important because the number of followers, likes, and comments merely represents digital engagement and cannot be treated as direct evidence of increased public trust. Trust becomes meaningful when institutional communication is perceived as transparent, credible, relevant, and supported by tangible service responses (Kurniawan & Wijoyo, 2025; Rahardiansyah & Hartanto, 2024; Yudananto & Damastuti, 2023).

The communication strategy of the Public Relations Unit of Medan Tuntungan Subdistrict is analysed using Cutlip, Center, and Broom's four-stage public relations process model. The model comprises identifying problems and public characteristics, developing plans and programmes, implementing actions and communication, and evaluating the programmes that have been conducted. These four stages are used not only to classify public relations activities but also to assess the relationship between communication management processes and the indicators of public trust. Mapping the public's information needs, for example, determines the relevance of the messages designed by the institution. Content planning influences the transparency and comprehensibility of information, communication implementation demonstrates the institution's level of responsiveness, and evaluation is required to determine whether messages have been understood and have encouraged public participation. Accordingly, trust-building is conceptualised as a relational process developed through continuous communication rather than as the immediate result of a single social media post or the mere use of Instagram. The planned management of government social media also requires the integration of audience research, message selection, communication implementation, and evaluation based on public feedback (Putri & Sutarjo, 2023).

Previous studies have examined the use of Instagram by government public relations units for information dissemination, the publication of governmental activities, and the formation of a positive institutional image. Putri and Sutarjo (2023) investigated the management of a municipal government public relations Instagram account through the stages of public relations management, while Hanifah et al. (2025) emphasised the communication strategies of the Medan City Government in developing its institutional image. Other studies have explored public information dissemination by communication and informatics agencies, the publication of government activities, and the use of Instagram content to strengthen trust in particular institutions (Hessel et al., 2025; Madaniy & Astuti, 2025; Rahardiansyah & Hartanto, 2024). However, these studies have generally focused on municipal governments, government agencies, or police institutions and have predominantly positioned Instagram as a medium for information dissemination or image formation. The conceptual gap addressed by the present study lies in the limited research examining the communication strategies of subdistrict governments as a hybrid

process that connects social media with interpersonal communication networks and evaluates their contribution through the indicators of transparency, competence, responsiveness, integrity, and participation. This focus distinguishes public trust from the mere achievement of a positive image or digital popularity.

Based on this research gap, the present study aims to analyse how the Public Relations Unit of Medan Tuntungan Subdistrict designs and implements communication strategies through Instagram to support the development of public trust. The analysis encompasses the process of identifying public information needs, planning messages, managing content formats and language, distributing information through digital channels and community social networks, responding to public enquiries and disinformation, and evaluating communication activities conducted by account administrators. The novelty of this study lies in its examination of communication strategies at the subdistrict level, which represents a governmental institution that interacts directly with local communities, and in its interpretation of Instagram as part of a multichannel communication system rather than as an independent communication platform. This study does not seek to establish a causal increase in public trust because the perspectives of citizens as message recipients have not been directly investigated. Therefore, its contribution is focused on understanding how institutional public relations practices may support the indicators of trust-building while identifying the limitations of digital communication management within subdistrict government institutions.

2. RESEARCH METHOD

This study employed a qualitative approach using a case study method to analyse the communication strategies implemented by the Public Relations Unit of Medan Tuntungan Subdistrict in building public trust through the management of Instagram. A qualitative approach was selected because the study sought to develop an in-depth understanding of the processes involved in designing and implementing communication strategies. The case study method was used to examine a complex, contextual, and dynamic communication phenomenon within a particular institutional unit. This approach enabled the researcher to obtain a comprehensive understanding of public relations practices in supporting the development of public trust (Septiana & Khoiriyah, 2024).

The study was conducted in Medan Tuntungan Subdistrict. Research participants were selected through purposive sampling based on their level of involvement in and knowledge of the communication strategies implemented by the Public Relations Unit of Medan Tuntungan Subdistrict. Data were collected using three techniques: in-depth interviews, observation, and documentation. In-depth interviews were conducted to obtain information from participants regarding the planning, implementation, and evaluation of communication strategies. Observation was undertaken to develop a direct understanding of how the Public Relations Unit implemented its communication strategies when disseminating information to the public. Documentation was used as supporting data and included materials related to public relations activities and the implementation of communication strategies in Medan Tuntungan Subdistrict.

The data were analysed using a conceptual framework that explains how the communication strategies of the Public Relations Unit of Medan Tuntungan Subdistrict were oriented towards supporting the development of public trust through Instagram. The analytical process referred to Cutlip, Center, and Broom's four-stage communication strategy model, as illustrated in the following framework:

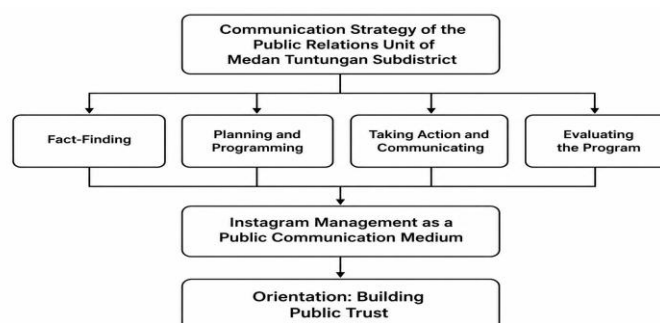


Figure 1. Conceptual Framework of the Communication Strategy of the Public Relations Unit of Medan Tuntungan Subdistrict

3. RESULT AND ANALYSIS

Content Management and Content Development Processes of the Public Relations Unit of Medan Tuntungan Subdistrict

The findings indicate that the management of Instagram content by the Medan Tuntungan Subdistrict Government is undertaken through a flexible division of responsibilities among members of the public relations team. Their duties include managing social media accounts, covering institutional activities, drafting copy, preparing visual materials, handling public complaints, and conducting final content reviews prior to publication. For large-scale events, all team members are involved in the coverage and content production processes, whereas smaller activities may be handled by a single staff member because of the subdistrict government's intensive schedule. These findings demonstrate that content production has not been organised according to a fully specialised functional structure but is instead adjusted to the scale of the activity and the availability of personnel. Although this arrangement provides operational flexibility, overlapping responsibilities may require one team member to perform production, editing, and quality-control functions simultaneously. Content management therefore operates as an adaptive work process that relies heavily on internal coordination and the individual capabilities of team members.

Before content is published, the public relations team gathers relevant information, determines the appropriate message format, selects suitable language, and verifies the completeness of the materials. Information concerning governmental activities is structured according to the 5W+1H framework to ensure that the organisers, type of activity, time, location, objectives, and implementation process are communicated comprehensively. The team also reviews posts published by other local government accounts as sources of inspiration and subsequently adapts their formats to the characteristics of the Medan Tuntungan community. In terms of language use, the findings reveal two distinct communication registers. News content employs formal language to preserve the institution's official character, whereas captions, flyers, and promotional videos use language that is more informal and accessible while remaining respectful. This adjustment is based on the recognition that community members have diverse educational backgrounds and varying capacities to understand public information. Difficulties arise when the team must transform everyday expressions or sensitive issues into formal language that remains readily comprehensible. Message development therefore concerns not only informational accuracy but also the selection of wording that is socially and institutionally appropriate.

Viewed through the four-stage public relations process model, information gathering, the application of the 5W+1H framework, and observation of community characteristics may be interpreted as forms of fact-finding. However, the findings indicate that this stage continues to rely on practical experience, direct observation, and comparisons with other government accounts rather than on systematically designed audience research. This condition differs from the ideal fact-finding process, which should generate data concerning information needs, media preferences, public service issues, and the characteristics of the community groups targeted by communication activities. The practices of the Public Relations Unit of Medan Tuntungan Subdistrict are similar to the findings of Putri and Sutarjo (2023), particularly in the use of information gathering as a basis for managing government Instagram accounts. Nevertheless, the process at the subdistrict level tends to be more informal because of limited resources and the close relationship between government officials and local residents. Such proximity provides strong contextual knowledge but may also produce subjective assumptions when it is not supplemented by analyses of comments, complaints, public enquiries, and digital engagement data. Fact-finding therefore needs to be transformed from an informal observational practice into a systematic process for documenting public information needs that can serve as the foundation for content development.

The use of formal language for news reports and semi-formal language for persuasive content demonstrates that the team does more than merely simplify information; it also performs an institutional translation function. Public relations personnel transform bureaucratic language, which is often administrative in character, into public messages that are easier to understand without diminishing the government's legitimacy as an official source of information. Interpretatively, this process reveals a negotiation between the demands of institutional formality and the need to establish communicative proximity with the public. Excessively bureaucratic language may create distance and reduce message comprehensibility, whereas overly informal language may diminish professionalism or generate ambiguity. The differentiation of language styles may therefore support the indicators of

transparency and competence when information is presented clearly, comprehensively, and in accordance with the needs of its intended recipients. Government social media management requires the capacity to adapt messages to audience characteristics rather than merely transferring official information onto digital platforms (Nabila Ulayya et al., 2022). Nevertheless, linguistic simplification must remain accompanied by substantive verification to ensure that efforts to establish proximity do not compromise the accuracy of information, which constitutes a fundamental element of integrity in government communication (Kurniawan & Wijoyo, 2025).

The flexible allocation of responsibilities demonstrates the organisation's capacity to adapt to personnel limitations and the high intensity of governmental activities. At the same time, however, it reveals the concentration of multiple communication functions within a relatively small team. When the same staff member covers activities, drafts copy, produces visual materials, and reviews the final output, the production process may become more efficient because it does not require an extended bureaucratic chain. Conversely, this arrangement may lead to work fatigue, inconsistent quality, and weak cross-checking mechanisms because the content producer may also serve as the reviewer of their own work. This finding extends the study by Hessel et al. (2025), which demonstrates the important role of government public relations in documenting and publicising activities through Instagram. In the context of Medan Tuntungan, the public relations function extends beyond publication to include complaint handling and quality control. This concentration of roles constitutes a strength because the team understands the entire communication process, but it also becomes a vulnerability when institutional knowledge and account access depend excessively on particular individuals. Flexibility should therefore be reinforced through standard operating procedures, content checklists, clearly defined authority, and approval mechanisms prior to publication.

Overall, Instagram content management by the Medan Tuntungan Subdistrict Government is not merely a technical activity involving the production of posts but represents an initial stage in establishing communication conditions that may support public trust. The completeness of information reflects institutional competence, the use of accessible language supports transparency, and the review of materials before publication indicates efforts to maintain institutional integrity. Nevertheless, findings derived from the perspective of content managers are insufficient to establish that these practices have increased public trust because the study did not directly investigate the assessments of citizens as message recipients. The findings are therefore more appropriately interpreted as demonstrating that the content development process incorporates elements that may support trust-building, although its effectiveness remains dependent on the consistency between communicated information, citizens' service experiences, and the institution's responses to public needs. Content management should consequently be strengthened through an editorial calendar, the mapping of public information needs, source documentation, language guidelines, multilayered review procedures, and systematic evaluation of audience feedback. Such an approach would transform Instagram management from a reactive publication practice into a planned, consistent, and accountable public communication process (Supriyanto et al., 2024; Yudananto & Damastuti, 2023).

The Use of Instagram and Public Responses to Disseminated Information

The findings indicate that the Public Relations Unit of Medan Tuntungan Subdistrict uses Instagram as its primary medium for disseminating information concerning governmental activities, public services, announcements, and public appeals. The Instagram account is automatically connected to Facebook, allowing a single item of content to be published simultaneously across both platforms. To extend the reach of its messages, the public relations team does not use paid promotional features but instead relies on organic distribution through Instagram Stories and reposts by neighbourhood heads and civil servants. This dissemination pattern demonstrates that the reach of subdistrict government information is shaped not only by social media algorithms but also by the involvement of public officials and established social networks within the community. The public relations team also observed that short videos containing public appeals attracted greater attention than text-dominated static flyers. Based on this observation, content formats were subsequently adapted to public information consumption preferences through the production of concise, trend-responsive videos that continued to convey public service messages and matters of public interest.

Public responses to the information published were evident through both digital interaction and actions occurring beyond social media. The public relations unit includes a WhatsApp complaint link in the Instagram account biography, enabling citizens to submit enquiries, communicate complaints, and verify messages purportedly issued by the subdistrict government. Residents have used this

channel, among other purposes, to confirm the authenticity of information suspected of being fraudulent. In addition, the publication of information concerning identity card printing services at the subdistrict office was followed by an increase in the number of residents seeking the service there, although they had previously accessed it through the Population and Civil Registration Office. This finding indicates that Instagram content is not merely read as information but, in certain cases, is used by citizens as a basis for taking service-related action. Nevertheless, these responses have not been documented through statistical data, satisfaction surveys, or periodic records. Consequently, assessments of communication effectiveness continue to rely on the team's observations and directly observable behavioural changes.

Interpretatively, the combined use of Instagram, Facebook, WhatsApp, neighbourhood heads, and civil servants demonstrates the development of a multichannel communication strategy. Instagram functions as a platform for visual publication, Facebook extends distribution across user groups, WhatsApp facilitates more personalised communication, while neighbourhood heads and civil servants act as intermediaries between institutional messages and the community. This pattern is important because governmental communication at the subdistrict level takes place within a population whose members do not possess equal levels of digital access, usage habits, or digital literacy. Communication effectiveness therefore depends not only on the public relations unit's capacity to produce digital content but also on the institution's ability to connect digital media with established and trusted social communication structures. The use of interpersonal networks demonstrates that digitalisation does not eliminate the role of local communication but instead integrates it into the information-distribution process. This finding extends the view that government social media is more effective when used as part of a broader public communication ecosystem rather than as a single, independent channel (Kusuma et al., 2021; Nabila Ulayya et al., 2022).

The role of neighbourhood heads and civil servants in redistributing content may be interpreted through the concept of opinion leadership. Within local communities, the acceptance of information is not always determined by its original digital source but also by the individuals who redistribute, confirm, and explain the message. Neighbourhood heads possess social proximity to residents and contextual knowledge of local conditions. Their reposting activities therefore not only broaden message reach but also transfer a degree of interpersonal credibility to institutional information. This strategy functions as a compensatory mechanism for the absence of paid promotion and the limited organic reach of Instagram. However, dependence on these networks also involves risks because message distribution may become concentrated among residents who are already connected to public officials, while groups situated outside these social networks may not receive equal access to information. Existing social capital may therefore strengthen message penetration, but it cannot fully replace the need for audience mapping and channel diversification. Government communication strategies must ensure that interpersonal proximity supports informational inclusivity rather than creating new inequalities in access to public services (Putri & Sutarjo, 2023; Supriyanto et al., 2024).

The use of WhatsApp as a confirmation channel indicates that the social media function of the Public Relations Unit of Medan Tuntungan Subdistrict has developed beyond information dissemination into a mechanism for public verification. When citizens contact an official channel to confirm the authenticity of suspicious messages, they not only acknowledge the presence of the government account but also recognise the subdistrict institution as an authoritative source from which certainty may be sought. From the perspective of public trust, this behaviour is associated with the dimensions of responsiveness and integrity. Responsiveness is demonstrated when an institution provides accessible channels and timely answers, while integrity is reinforced when the clarification provided is consistent with the facts and the services actually available. Nevertheless, the use of a confirmation channel cannot immediately be regarded as evidence that the level of public trust has increased. Trust should be understood as a process established through repeated experiences in which official information proves accurate, citizens' questions are answered, and service delivery corresponds with the messages communicated. The WhatsApp channel should therefore be managed as part of a systematic recording and follow-up mechanism rather than solely as a situational communication medium (Kurniawan & Wijoyo, 2025; Rahardiansyah & Hartanto, 2024).

The increase in citizen visits following the publication of service information demonstrates that the effectiveness of public communication is more appropriately assessed through changes in knowledge and behaviour than solely through the number of likes, views, or comments. Service information that encourages citizens to visit the subdistrict office indicates that the message has moved beyond mere exposure and has been understood as relevant to their administrative needs. Nevertheless, this relationship must be interpreted proportionately because the study did not directly involve

community members to determine their reasons for responding to the content, their level of understanding, or their assessments of the institution. The finding is therefore more appropriately positioned as an indication that the communication strategy generated a behavioural response rather than as causal evidence that Instagram increased public trust. Within Cutlip, Center, and Broom's framework, this condition also reveals a weakness in the evaluating-the-programme stage because evaluation remains informal and has not yet employed measurable indicators. The public relations unit should integrate data on content reach, types of enquiries, response times, the number of resolved complaints, changes in service visits, and public feedback so that content effectiveness can be assessed more accurately and used to improve subsequent communication planning (Putri & Sutarjo, 2023; Yudananto & Damastuti, 2023).

4. CONCLUSION

This study demonstrates that the Public Relations Unit of Medan Tuntungan Subdistrict has implemented a communication process that generally reflects the four stages of the four-step public relations model, ranging from fact-finding and message planning to the implementation of persuasive communication through Instagram and programme evaluation, although the latter remains informal. These findings enrich the understanding of how the model is applied within public relations practices at the subdistrict government level. More specifically, the study provides practical guidance for other subdistrict institutions seeking to integrate social media with face-to-face communication networks in order to support the development of public trust. More broadly, it contributes to the advancement of research on social media-based persuasive communication in local government public relations.

This study nevertheless has several limitations because it relies on only one informant and one research setting. Consequently, the findings cannot be generalised and do not yet incorporate the perspectives of community members as message recipients. Future research should therefore involve a more diverse range of informants and compare the implementation of similar communication strategies across different subdistricts. As a practical recommendation, the public relations team should adopt a more structured and measurable evaluation system, including the periodic monitoring of public engagement and community feedback, so that the existing persuasive communication strategy can be continuously assessed and improved.

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