

The Excellence Plus for Government Public Relations in the New Media Era

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ABSTRACT

The paper aims to offer ideas on the use of the Excellent Plus Model to strengthen government public relations functions in the new media era. This model contributes to developing the practice of Government Public Relations so that it can carry out its function as the person in charge of the institution's communication system in supporting public services in the new media era. This model was developed through an effort to review the literature, which found that there are still gaps and unsynchronized between scientific perspectives, regulations, and public relations applications that raise issues of structure, role, purpose, and ethics. The Excellence Plus model offers a solution because it combines the universal dimensions of public relations practice and the local character of community communication. This model has the advantage of being workable because it is derived from the dominant theory in Public Relations and is universal in various types of organizations, with a way of application that adapts to the unique character of the organization. The challenge in applying this model is the great difficulty in changing perceptions about the PR function, synchronizing various government regulations, institutional restructuring related to nomenclature, and preparing human resources.

Keywords:

communication;
excellence plus;
local character;
new media;
public relations

INTRODUCTION

Democracy and new media technologies have made communication rapidly spread and changed the interaction of government agencies with their publics. The premise of Technological Determinism Theory (McLuhan, 1962) has now been proven, namely that social processes are shaped by communication technologies that evolved from the tribal era, to literature, to print media, and to electronic and digital media. Openness and easy access to communication is a necessity that cannot be avoided by all central and local government institutions. Public relations also play a very important role as a management function in the field of communication (Kriyantono, 2021).

Many government agencies are in a monopoly market (seller's market), because there is no choice for consumers but to interact with government agencies. For example, the processing of identity cards (KTP) must go through the Ministry of Home Affairs. However, some State-Owned Enterprises (SOEs), as government institutions, already

have similarities with private/business institutions that are in fierce competition to remain profitable (buyer's market).

Government institutions should have changed their paradigm to become institutions that serve the public. Democracy and new media era pose tremendous challenges for government institutions. The external world is under pressure to reform the public sector so that it must change and innovate in the bureaucratic process (Adiputra et al., 2018). This challenge also requires PR practitioners to be professional in carrying out their functions and roles in this democratic and digital era.

Public trust in the institution is strongly influenced by the communication system run by PR. Often criticism of the performance of government institutions is due to the lack of information intake provided by public relations. Lack of information intake can encourage open spaces for hoaxes and rumors to emerge. Hoaxes and rumors that come repeatedly and continuously can cause negative opinions and a decrease in trust in the institution. Low public trust will not affect the existence of government institutions (the institution still exists and is still needed by the community), but it can create a negative reputation. Negative reputation affects public participation (Harahap et al., 2017; Hartono & Rosia, 2021) and reputation is strongly influenced by communication strategies in providing information. (Coombs, 2015).

Government institutions have hitherto been challenged by public trust in the form of negative stereotypes, viz: excessive bureaucracy, inflexibility, transparency and inefficiency (Waeraas & Byrkjeflot, 2012). These negative stereotypes have been associated with all public sector agencies, regardless of the performance or function of each agency (Canel & Luomaaho, 2019). It is more difficult for public relations of government agencies to change public perceptions due to inherent negative stereotypes and communication efforts are always identified with propaganda with negative connotations (Horsley, 2009).

The era of democracy and communication technology is a challenge for Public Relations of government institutions to develop their professionalism, because democracy and new media have encouraged greater public demands for the quality of public services, openness, and accountability of information; critical attitudes from the public are getting higher through new media; good governance which requires changing the style of service from the *priyayi* style to the serving style; decentralization of information that makes it easier for the public to monitor by producing their own information and disseminating it freely in new media; public literacy is still low with a high circulation of hoax information and has the potential to harm institutions; the amount of access to information makes the flow of information from institutions can be eroded and get counter information; misperceptions of state civil apparatus towards the meaning of freedom so that it gives rise to cases of radicalism and freedom of speech by unscrupulous civil state apparatus has the potential to be negative for institutions.

In addition, there is the problem of public relations degradation in local governments. Public Relations bureaus and sections in local governments were abolished, replaced by material and communication sections for leaders (class A provincial / provincial governments) and material and communication subsections for

leaders (class B and C provincial governments), protocol and communication sections for leaders (class A and B district/city governments) and protocol and communication subbags for leaders (class C).

This degradation makes the scope of public relations smaller and its functions and roles more blurred. In fact, communication management is a very important function. In public relations science, public relations is a management function in the field of communication and public relations is a communication manager (Cutlip & Center, 2016; Elving et al., 2012; Kriyantono, 2021). Communication is the lifeblood of organization (Kriyantono, 2021; Salifu, 2018). Many problems in organizations occur because of communication and can only be solved through communication (Regester & Larkin, 2008). Public relations is the person in charge of the communication system in the organization (Jefkins, 2014).

Previous research shows that government PR is less effective than private institution PR based on the Excellence Model (Kriyantono, 2017; Kriyantono et al., 2022); The quality of communication of government institutions is still low because less than 50% of the internal public states that communication has been effective regarding transparency, information accountability, relationship maintenance, interactivity, and information accessibility (Kriyantono, 2020).

The low positive perception shows the need for attention to the internal public. Government PR is still dominant in the external public, especially the mass media, even though the public includes both external and internal (Kriyantono, 2015; 2019). Some public relations of government institutions have not fully implemented the functions and roles of communication management in their institutions. There are four dimensions of the problem, namely low structure, functional competence, balance of interests, and ethics (Kriyantono, 2015 & 2019).

The functions and roles of public relations have been codified and become the dominant model in public relations science, namely the Excellence Model, as well as a solution to communication management problems caused by these four dimensions. This model is part of the Excellence in Public Relations Theory, which is a theory that dominates many public relations studies and practices (Gower, 2006; Pasadeos et al., 2010; Kriyantono, 2020; Skerlep, 2001). As such, it is a normative model of how public relations should be practiced more effectively (Grunig et al., 2008). In fact, if this model is not implemented, then according to Encroachment Theory, it causes the phenomenon of encroachment (overlapping) of public relations functions and authority (Dita et al., 2018).

Therefore, a model of strengthening government public relations practices is needed so that it can carry out its function properly as the person in charge of the communication system in the institution. The Excellence model needs to be added with other dimensions that are more in line with the public relations character of government institutions in Indonesia. This is because there are peculiarities of public relations implementation in government institutions based on the Excellence Model (Kriyantono, 2015). The authors refer to this addition as the Excellence Plus Model.

The authors formulate the following problems: How to strengthen the government's public relations function in the new media era with the implementation of the Excellence Plus Model?

METHOD

The authors conducted a search of several literatures, such as public relations textbooks, scientific journals on public relations, books and papers on Grunig et al.'s thoughts on Excellence Theory, as well as some previous research conducted by the authors. The authors have a research roadmap on public relations, including its relationship to new media, from 2015 until now. From the results of the literature review, the authors formulated new ideas to develop a model that is believed to be a solution to the problems of government public relations practice. The model has been presented as an inaugural speech for professor at Brawijaya University, June 23, 2023, but it has never been published in writing in books, scientific journals, or other communication media.

RESULT AND DISCUSSION

Public Relations as a Science

Public relations is a scientific discipline that has a scope or object (i.e. the process of exchanging messages to build harmonious communication between the institution and its public); has theories (borrowed theory and typical public relations theory); has a methodology; has a means of criticism (not tentative); and can be practiced.

The principles of public relations have always been practiced by humans in fulfilling the needs of life, namely establishing relationships, negotiating, persuading, building trust, coordinating, and outputting cooperation. This ubiquitous nature is called the "ubiquitous nature of public relations" (Horsley, 2009). The principles of public relations have been known and practiced for centuries (Leahigh, 1993). Public relations is as old as civilization (Newsom et al., 1993).

Public relations first developed in management practices after the industrial revolution in Europe, then spread to the US and Asia. Because it intersects with various aspects of life, Public relations Science is increasingly related to many fields: Business, politics, psychology, mass communication, anthropology, sociology, marketing, and government. In 1979, Public relations was included as part of the management function (Newsom et al., 1993).

In Indonesia, public relations developed in 1945 to spread the proclamation. In the 1950s, several multinational companies, state-owned enterprises, and government agencies placed PR in the organizational structure (Putra, 2008). Professional organizations, Public Relations Coordinating Board (Abbreviated: *Bakohumas*) (1971) and Public Relations Association (*Perhumas* for short), were also established (1972).

Once only considered as a practical activity of organizational management, public relations has only developed into applied communication science, multidisciplinary

social science, or applied social and behavioral science in the last three decades, which gave rise to several distinctive theories of public relations (Greenwood, 2010; Horsley, 2009; Ihlen & van Ruler, 2009; Kriyantono, 2017; Leahigh, 1993; and Sisco, Collin, & Zoch, 2011).

Basic Philosophy of Government Public Relations

The formulation of a public relations model cannot be separated from the character of the institution because communication management occurs in cultural contexts, including the type of institution. The principles of communication are universal, but the way in which these principles are applied is contextual. Private institutions aim for financial gain while government institutions aim to carry out the constitution to serve the benefit and welfare of the community. The nature of "closed" and "open" organization refers more to the way of communicating in running the institution. The more closed the communication, the more difficult it is to achieve the goals. "Closed" and "open" can occur in government and private institutions (Imon et al., 2018; Kriyantono, 2021).

Based on the differences in objectives above, there are characteristics that can make the way of carrying out functions and roles different between government public relations and private institution public relations. Public relations of government institutions have the nature of public services, including public information services.

Government public relations has targets, namely (a) People who deal with government agencies because of the mandate of the law; (b) Claims and complaints can be made by all the public, not only by someone who is dealing with public services; (c) The target is a citizen who has the right to be served because he has paid taxes and is the "sovereign owner" of the state. The government is only a tool of the state to fulfill the needs of the community.

Implementation of Excellence Model for Government Public Relations Practices

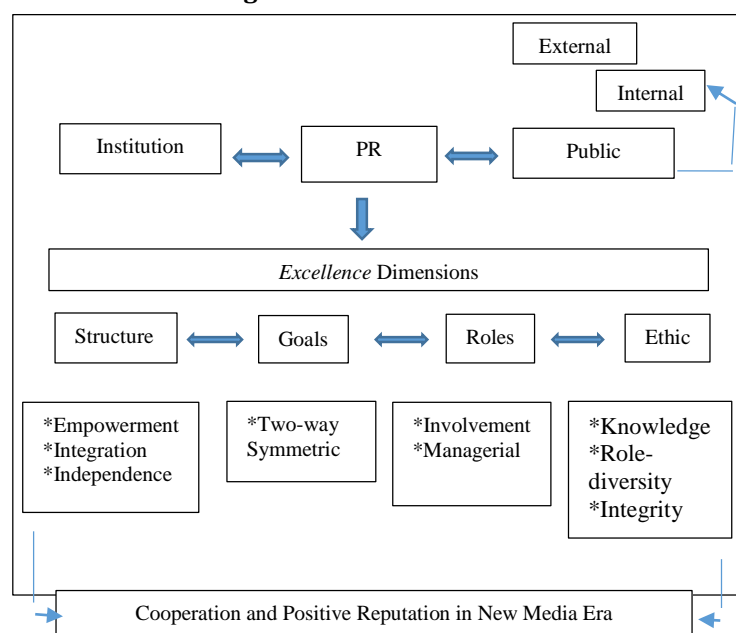
Government public relations practices are still not fully based on public relations science and some government public relations regulations. Public relations regulations made by the central government are closer to public relations science, but there are problems of implementation and synchronization between regulations (Kriyantono, 2015; Kriyantono, 2017; Kriyantono et al., 2022). Therefore, this paper offers two things, namely (i) Introducing the Excellence Model to be fully implemented; and (ii) Offering the Excellence Plus Model to make the implementation more effective in facing communication changes in this digital era.

The term public relations has the same function and role as other terms, namely public relations (widely used in the US, Asia, Africa, Latin America, Australia), management of communication, and corporate communication (widely used in Europe). The target of public relations activities, the "public", consists of internal public and external public (van Ruler & Vercic, 2004). This is also conveyed by our academics, such as Effendy (2006); Kasali (2008); Ruslan (2014). Our laws and regulations that discuss government PR (Presidential Instruction no 9/2015; Minister of Administrative Reform-Bureaucratic Reform regulations no 29-31, 54/2011; Minister of Home Affairs regulation

no 13/2011; Minister of Administrative Reform-Bureaucratic Reform regulation no 6/2014; Minister of Communication and Information Technology regulation no 35 of 2014) also use the term "internal and external public" as the target and "communication management function to its public" as the function of public relations.

A review of public relations literature and regulations confirms that the public relations function is universal, applicable to various types of organizations, with the way it is applied still in accordance with the characteristics of each institution. So, each type of organization does not have different PR functions and roles (Kriyantono, 2021). This is reviewed by Excellence Theory, which dominates many public relations studies and practices (Gower, 2006; Pasadeos, Berger & Renfro, 2010; Skerlep, 2001). This theory was built through 17 years of research (1984-2001) on 327 institutions of various types (government, private/business, nonprofit, and associations) in the US, UK, and Canada (Grunig et al., 2002). The resulting Excellence Model can be a measure of effectiveness for public relations practices in various types of institutions. The Excellence Model is formulated based on the dimensions of structure, role, purpose, and ethics. These four dimensions have always been present in the development of PR practices in the world, thus becoming the standard of PR effectiveness (Grunig et al., 2002). (Figure 1).

Figure 1. Excellence Model



Source: Grunig et al. (2002)

In Figure 1, empowerment means that public relations must have direct access to the dominant group (top leaders). The communication management function must be integrated into its own department and public relations is the manager of the communication system (one-stop communication) (Integration). The communication management function must stand alone and not be subordinated to the control of other departments (independence).

Based on the structural dimension of the Excellence Model above, government public relations should be a department in a high organizational structure that has direct access to coordinate directly with all departments. Public relations is in a structure that is able to coordinate across structures because the era of digitalized democracy requires speed of communication and speed of coordination.

So far, the position of public relations has been subordinated. There are ministerial institutions that have a Bureau of Public Communication and Cooperation that oversees the Public Relations Section. It should only be called the Bureau of Communication (or Bureau of Public Relations) because communication with the public and cooperation are indeed public relations functions. So, there is a separation of the cooperation function from the public relations functions. Strengthening the structure can make the communication strategy integrate in one command. One-stop communication can produce and deliver the same message and avoid many people speaking to the public. This includes Information Documentation and Management Officer (Abbreviated: PPID), which should be part of the public relations functions.

Communication is like blood in an institution that carries nutrients (information). The flow of blood must be able to enter quickly and at any time to all the bodies of the institution without structural obstacles. If it is obstructed, there is a blockage of blood vessels in the institution. The head of public relations should be an official one level below the highest official in the institution and should have its own department, not under or duplicated with other functions. Actually, this is possible because the government has regulated that public relations practitioner are functional positions with the highest rank being IVC (State civil apparatus in Indonesia have ranks ranging from IA to IVE.).

Public relations should adopt a two-way symmetrical communication model to establish public relations (Figure 1). Two-way symmetrical communication means that public relations does not only convey one-way information, but also provides dialogic-interactive communication to accommodate, convey, and fight for aspirations to the leadership if these aspirations are indeed for the common good.

The public is not only the external, but also the people within the institution. This has actually been stated in various regulations (Minister of State Apparatus Empowerment-Bureaucratic Reform Regulations No. 30, 54/2011 and No. 6, 54/2014; Minister of Communication and Information Regulation No. 31/2015), that the internal public, namely leaders, employees of government agencies, families of leaders and families of employees of government agencies, retirees, non-permanent employees, and outsourcing of government agencies. External publics include other government agencies, the media, other state institutions, state-owned enterprises, local government-owned enterprises, public service agencies, judicial institutions, corruption eradication commission, general election commission, business/private sector, international institutions, surrounding communities, NGOs, community institutions, and socio-cultural institutions. The government's public relations strategy is to build internal and external relationships, which need to be realized more specifically in a work program.

Figure 1 contains the Involvement sub-dimension, where institutions must involve public relations in strategic management functions. Decision-making should

consider public relations perspectives in order to produce policies that reflect the quality of relationships with the public. Public relations must play a managerial role, which includes (i) issue management and proposing alternative solutions to communication-related problems (expert prescriber); (ii) facilitator for reciprocal two-way communication channels between the organization and its public (communication facilitator); (iii) partner with leaders in overcoming communication problems (problem-solving facilitator). Public relations does not only perform the role of 'communication technician' (publications, making announcements, managing websites, creating internal magazines or e-magazines, press releases).

The Ethical Dimension (Figure 1), means that public relations practitioners must base their activities on public relations science (knowledge). Human resources with education in public relations or communication science play an important role. Public relations practitioners with a background in Communication Science apply two-way symmetrical communication more than practitioners from other sciences (Kriyantono et al., 2022). So far, many government institutions still think sectoral. The hospital public relations officer is usually a doctor or the prosecutor's public relations officer has a law degree.

Public relations provides opportunities for multicultural harmonization, avoiding gender, racial and ethnic discrimination (role diversity). Public Relations practitioners must prioritize the code of ethics and professional integrity. This integrity includes that public relations must have one foot on the side of the institution, one foot on the side of the public.

Excellence Plus Model for Strengthening Government Public Relations

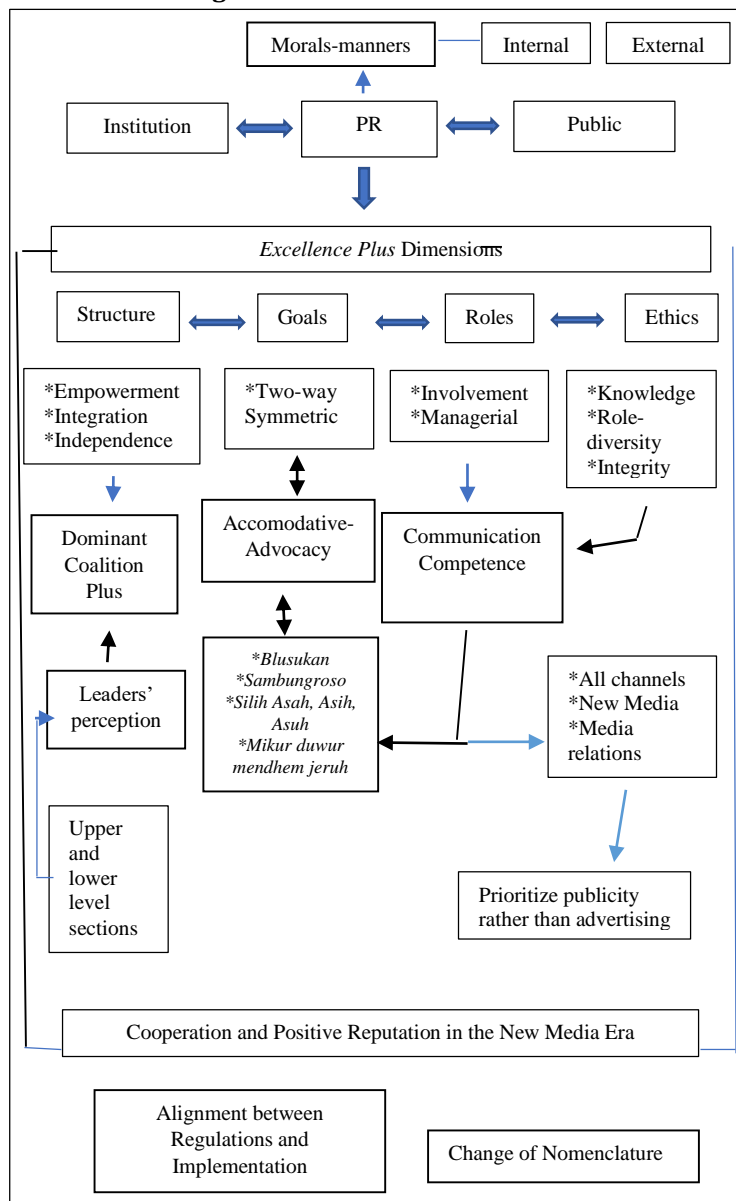
The Excellence Model needs to be fully implemented in PR practice. This strengthening can prevent government public relations practices from the encroachment phenomenon, namely weakening public relations in the structural aspect (low structure so that it is unable to function optimally); Functional (Function taken over by another division); Authority (Public Relations is subordinated to other divisions). The Excellence Model is able to enable institutions to overcome various communication problems in the new media era. However, this model needs to be developed so that it can be more effectively applied in public relations for government institutions facing the digital era and the degradation of public relations in local governments. This development is additive, not subtractive, for two reasons.

First, even though it is a dominant (universal) model, the implementation of the Excellence Model still has to adapt to the unique conditions in Indonesia. "Communication is culture, culture is communication", which is proven that the application of this Excellence Model varies in a number of countries, such as Singapore (Lim, Goh & Sriramesh, 2005); Indonesia (Kriyantono (2015); China, India, South Korea (Sriramesh & Vercic, 2003). The implementation of communication systems is influenced by the adoption of local culture (communication habits) (Kriyantono, 2015; Kriyantono & McKenna, 2017; Kriyantono & Sa'diyah, 2018; Kriyantono et al., 2020).

Second, the Contingency of Accommodation Theory states that symmetrical two-way win-win solutions are difficult to implement (Reber & Cameron, 2003). What is more realistic is that institutions have attitudes along a certain continuum, between pure accommodation and pure advocacy. Accommodation means negotiation, dialogue and compromise, even if you are not satisfied, you can accept each other.

Advocacy occurs when public relations tries to meet the needs of an institution or the public by reducing or eliminating the needs of other parties. It can be pure advocacy or pure accommodation for institutions or for the public. Example: Against terrorists, public relations applies pure advocacy for government programs.

Figure2. Excellence Plus Model



Sources: Grunig et al. (2002); Reber & Cameron, (2003); Kriyantono (2015; 2017)

Based on these two things, the Excellence Model needs to be developed into an Excellence Plus Model to make Public Relations able to carry out its functions and roles in facing changes in the digital era (Figure 2).

The focus on the internal public needs to be increased to maintain good morals & manners from the internal public as an implementation of one-stop communication. Because each individual within the institution also has the potential to provide public relations for the institution (You are "PR" on yourself). Communication is systemic so that internal public behavior produces an impact on the institution. Socialization of government programs, for example, is not only the task of public relations, but internal publics in government institutions must be involved. State civil apparatus' social media accounts can be filled by posting programs and achievements of the institution.

New media (Facebook, Instagram, and other social media) allow individuals to freely post opinions. Social media also makes communication activities very fast, reaching many people personally, and without geographic boundaries. These conveniences make social media a widely used source of information (Febrianti et al., 2023; Kriyantono et al., 2023), however, these conveniences ultimately make social media a channel for spreading hoaxes in large numbers (Madrid, 2023).

On the other hand, the internal public should not be the actor who viralizes negative things about their institution. Public relations must be able to implement managerial functions to ensure that potential problems can be resolved internally so that they do not emerge. This is the principle of "*mikul duwur, mendhem jeruh*" (English: Lifting as high as possible, burying as deep as possible). This means that members of the organization must spread the achievements of their institution as much as possible to the external public, and resolve bad problems within their organization without easily spreading the bad things to the external public).

This is the importance of the position of public relations as the dominant coalition. In contrast to the Excellence Model, the Excellence Plus Model defines this dominant coalition as meaning that public relations is considered part of an influential group of staff (not just at the managerial level). Public relations is trusted to convey the aspirations and complaints of staff at the middle and lower levels so that they are conveyed to the leadership. It is hoped that open, two-way communication will emerge so that existing problems can be localized. This activity of chatting closely with staff is known as "managing by walking around" (Andreev, 2022; Kasali, 2008), is also known as "*blusukan*" (Kriyantono, 2017).

Javanese society (one of the ethnic groups in Indonesia) has introduced the concept of "*blusukan*" communication (English: communicating face to face by visiting the public directly). There is personal closeness - there is no physical distance - so that psychological distance can be brought closer, there is "*sambung roso*" communication (English: connected feeling, from heart to heart) which creates strong emotional ties (empathy/walking in the shoes of the public). There is a feeling of shared destiny between the internal public and caring for each other (Javanese: "*Silih asih*"; English: give each other love) (Kriyantono, 2017). from the leadership so as to minimize misperceptions. Public relations can also stop rumors that spread quickly through face-

to-face exchanges or go viral on social media, based on the principle of "fight information with information." must be informed) is also balanced by gathering information from the public to reduce information that is fragmentary and has unclear sources.

For staff, this mutual communication can be interpreted that the institution has done "*nguwongke*" (English: respect staff or employees by providing proportional rights and obligations, such as placing staff not in the context of a rational work relationship based on profit and loss, but rather placing staff as inseparable partners in the institution's operations. Public relations helps maintain the synchronization of shared and personal interests by advising each other to prevent behavior that violates the rules (Javanese: "*Silih asuh*"; English: nurturing each other). Public relations becomes a leadership partner to anticipate issues, find problems, and provide solutions.

Everything will be easier to achieve if institutional leaders have a positive perception of the role of communication management. In addition, it is necessary to synchronize various regulations and their implementation in government public relations practices.

This communication competency must occur in various channels, both real and virtual/digital. These various channels function as information subsidies to the public through mass media publicity. Publicity has higher credibility and is cheap. The use of advertising needs to be reduced because public relations has public information content, content that is really needed by the public and is also the function of mass media to disseminate in accordance with the Basic Press Law no. 40 of 1999.

Degradation of Regional Government Public Relations

Regulatory synchronization can be seen in changes to the nomenclature of local government public relations. The various regulations above position government public relations as communications management, but the current conditions (in addition to the Circular Letters of the Minister of Home Affairs no. 046/218 and 046/219 of 2019) are reducing the role of public relations in regional government.

Regional government public relations bureau/section/subdivision is removed. Replaced with the regional head leadership communications section/subsection and limited to regional government offices (regional secretariat scope). Public relations activities are relegated to just one type of communication management activity, not as the big umbrella for communication management as written in the literature and various ministerial regulations.

If various public relations regulations are synchronized, there are two possibilities that can be implemented in practice (Kriyantono, 2021). First, the regional government communications and informatics and public relations services were merged into one institution under the provincial and district/city governments. Based on Law no. 23 of 2014 concerning government affairs and Government Regulation no. 18 of 2016 which regulates regional apparatus (including the Communications and Information Service), it can be merged into the Communications and Information Service. These two regulations are in a higher position than the Regulation of the Minister for Empowerment of State Apparatus-Bureaucratic Reform which regulates government-public relations.

There is the possibility of a heavy workload because apart from taking care of communication management which is usually carried out by the public relations section/sub-section, they also take care of informatics (internet regulations, mass media frequency, digital, basic data center infrastructure services, disaster recovery center & information and communication technology, development services intranet and use of internet access in regions, domain name and subdomain services for institutions).

Second, the public relations and communications-informatics services remain separated with a clearer division of tasks, namely the division of duties contained in the task formulation in Minister of Communication and Informatics Regulation No. 14 of 2016. The communications-informatics service can focus on the informatics dimension (internet, frequency, digitalization, provision of communications technology infrastructure), while regional government public relations is more about public relations functions as stated in various ministerial regulations.

If we keep it separate, and read the Minister of Communication and Information Technology Regulation no. 14 of 2016 which is linked to Presidential Instruction no. 15 of 2015, Minister of State Apparatus Empowerment Regulation no. 12 of 2007, no. 30 and 31 of 2011, and Minister of Home Affairs Regulation no. 13 In 2011, the position of the regional government communications-informatics service and the regional government community relations section/subdivision was as follows:

- a. The communications and information services department is the coordinator of regional government affairs in the communications sector, coordinating institutions tasked with communications in the region, such as regional government public relations, and regional government work units (abbreviated as SKPD). the communications-informatics service is also the sole narrative coordinator of communication programs delivered by the central government in the regions, namely broadcasting the results of progress in the development of regional government organizations (abbreviated as OPD) and other government institutions.
- b. The communications and informatics department acts as a facilitator for the dissemination of information from the central government to the regions. As a communication bridge connecting national and regional programs.
- c. The duties of the Communications and Information Technology Service are broader by managing internet services, organizing the Smart Province/District/City communications technology ecosystem, supervising internet content (online media, social media, blogs, websites, etc.), mass media, and regulating frequencies. Broadcasting is the domain of the communications and information services department.
- d. The communications and informatics department is responsible for communications technology infrastructure as a means of communication for regional government relations institutions.
- e. Government public relations in the provincial government, district government and city government carry out communication management within local government agencies, such as providing information to the public regarding

policies, programs and activities of regional government offices; managing information related to policies, programs and local government that will be communicated to the public; provide an understanding of the commonality of vision, mission and perception between society and government; accommodate aspirations as input in evaluating government policies, programs and activities; be a spokesperson and convey the activities of regional heads (Governor, Deputy Governor and Regional Secretary); responding to opinions and information in the community regarding government administration; create and implement programs to build a positive image of local government institutions; provide information intake to the Department of Communication and Information Technology to be disseminated to a wider scope.

- f. Government public relations in the provincial government, district government and city government carry out internal communication functions, including facilitating communication between the state civil apparatus and the leadership, and vice versa.

CONCLUSION

It can be concluded that the function and role of Public Relations is universal, only the way it is carried out differs depending on the type of organization. In order for these functions and roles to be effective, the Excellence Model needs to be fully implemented in government PR practices. This model has the advantage of being a normative model that dominates PR practice in the world. However, in order to be more effective, this model needs to be developed into an Excellence Plus Model, because it has the advantage of adopting accommodative and advocacy principles from the Contingency of Accommodation Theory and local wisdom principles of communication habits in Indonesia as a way of carrying out the function and role of public relations.

In order to further strengthen government public relations, it is recommended that the Excellence Plus Model must be balanced with positive leadership perceptions of the function and role of public relations. Synchronization of government public relations regulations across sectors must be carried out so that there is no degradation of government public relations. The author also hopes that the existence of the public relations profession will be strengthened in government institutions by better adopting the principles of public relations science.

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