



Public Relations Practices in Government Social Responsibility Communication and Institutional Image Construction

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Abstrak

Penelitian ini mengkaji bagaimana peran hubungan masyarakat dijalankan dalam aktivitas komunikasi Government Social Responsibility (GSR) yang secara publik dibingkai sebagai Corporate Social Responsibility (CSR), serta bagaimana praktik tersebut berkontribusi terhadap konstruksi citra institusional dalam konteks pemerintahan daerah. Penelitian ini menggunakan desain kualitatif interpretif dan dilaksanakan di Dinas Pemberdayaan Masyarakat Desa Kabupaten Brebes, Indonesia. Data dikumpulkan melalui observasi nonpartisipan pada kegiatan sosialisasi GSR, wawancara mendalam dengan praktisi hubungan masyarakat dan peserta dari komunitas, serta analisis dokumen institusional. Analisis data dilakukan melalui proses pengodean kualitatif yang sistematis, meliputi pengodean terbuka, pengodean terfokus, dan kategorisasi analitis, dengan teori peran hubungan masyarakat sebagai kerangka pemakna (*sensitizing framework*). Temuan penelitian menunjukkan bahwa peran hubungan masyarakat dijalankan sebagai praktik interaksional, bukan sebagai fungsi organisasi yang bersifat tetap. Peran fasilitasi komunikasi muncul melalui pengelolaan dialog dan penjelasan yang adaptif, peran expert prescriber melalui pemberian masukan konsultatif dan mediasi atas kepentingan komunitas, serta peran teknis melalui penyediaan materi informasi yang mendukung proses interaksi. Rangkaian interaksi yang berulang tersebut membentuk interpretasi pemangku kepentingan mengenai aksesibilitas, responsivitas, dan konsistensi institusi, yang secara kumulatif berkontribusi pada konstruksi citra institusional. Penelitian ini menegaskan pentingnya kompetensi interaksional dalam praktik hubungan masyarakat sektor publik serta memperluas teori peran dengan menautkan pelaksanaan peran pada praktik komunikasi yang dapat diamati.

Kata kunci: Hubungan Masyarakat, Komunikasi, Konstruksi Citra Institusional, Tanggung Jawab Sosial

Abstract

This study examines how public relations roles are enacted in Government Social Responsibility (GSR) communication activities—publicly framed as Corporate Social Responsibility (CSR)—and how these practices contribute to institutional image construction in a local government context. Adopting a qualitative interpretive design, the study was conducted at the Dinas Pemberdayaan Masyarakat Desa of Brebes Regency, Indonesia. Data were gathered through non-participant observation of GSR socialization meetings, in-depth interviews with public relations practitioners and community participants, and analysis of institutional documents. Analysis followed a systematic qualitative coding process, including open coding, focused coding, and analytical categorization, guided by public relations role theory as a sensitizing framework. The findings show that public relations roles are enacted as interactional practices rather than fixed organizational functions. Communication facilitation emerged through dialog management and adaptive explanation, expert prescriber roles through advisory input and mediation of community concerns, and technical roles through informational materials supporting interaction. These repeated encounters shaped stakeholder interpretations of accessibility, responsiveness, and consistency, which cumulatively contributed to institutional image construction. This study underscores the importance of interactional competence in public sector public relations and advance's role theory by grounding role enactment in observable communicative practice.

Key words: Communication, Institutional Image Construction, Public Relation, Social Responsibility



INTRODUCTION

Public sector institutions increasingly depend on communication practices to engage communities in development-oriented programs. Government Social Responsibility (GSR) initiatives constitute communicative arenas where administrative procedures, public expectations, and institutional accountability intersect (Azzahra Tsabitha, 2024; Muflih & Dany, 2019). Communication within these programs operates as a social practice through which institutional presence becomes visible in direct interaction with community members, rather than through mediated representation alone (Ali Basyah, 2024).

This study focuses on the Dinas Pemberdayaan Masyarakat Desa (DPMD) of Brebes Regency as a strategic research site due to its central role in implementing village-level development programs that require sustained face-to-face engagement with diverse rural communities. Unlike agencies whose public communication is largely mediated, DPMD Brebes operates at the frontline of state–citizen interaction, where program legitimacy and institutional image are continuously negotiated in situ. The selection of this site is further motivated by the interactional intensity of its GSR activities, which involve repeated encounters, participatory forums, and direct explanation of administrative procedures—conditions that make interactional practices analytically visible and empirically accessible.

At the policy level, GSR programs implemented by DPMD are grounded in local governance mandates derived from national frameworks on village empowerment and decentralization, as operationalized through regional regulations and regent decrees. These legal instruments position GSR not as discretionary outreach but as a bureaucratic obligation tied to transparency, accountability, and public service delivery. Examining communication practices within this legally defined context allows the study to connect micro-level interactional work with broader questions of bureaucratic accountability and policy implementation, aligning the analysis with concerns central to legal development and public sector innovation.

Research on Corporate Social Responsibility has predominantly focused on corporate organizations, emphasizing strategic messaging, reputation management, and branding outcomes (Ali Basyah, 2024; Widiarningrum et al., 2022). Studies in this tradition frequently conceptualize CSR communication as a planned symbolic activity aimed at influencing stakeholder perception. Public sector contexts, however, remain comparatively underexamined, particularly with regard to how communication unfolds in face-to-face encounters between institutional actors and citizens. Existing literature often prioritizes policy discourse and organizational narratives, leaving everyday communicative practices insufficiently explored (Yusuf et al., 2025; Zein & Utomo, 2025).

Public relations role theory provides a foundational framework for examining how institutional communication is enacted. Early formulations by Broom & Smith (1979) conceptualized public relations roles as distinct patterns of activity, including communication facilitation, expert prescription, and technical communication. Subsequent work by Dozier (1992, 2013) advanced this framework by emphasizing role enactment as an empirical phenomenon observable through communicative practices rather than formal job titles. Despite this development, empirical research has frequently operationalized public relations roles through surveys or self-reported functions, limiting insight into how roles emerge through situated interaction, particularly in public sector settings.

Institutional image has similarly been theorized primarily as an outcome of strategic communication and symbolic representation (Vanadia Putri Prameswari et al., 2025). Such perspectives tend to frame image as a managerial construct shaped by message control and consistency. Interaction-oriented scholars, however, argue that institutional image develops through cumulative communicative experience, where stakeholders infer accessibility, responsiveness, and credibility from repeated encounters with institutional actors (Aisyiyah et al., 2025; Sankara, 2025). Empirical studies tracing image construction from interactional data in public institutions remain limited, leaving a gap in understanding how image emerges from everyday communication practices.

Local government institutions in Indonesia present a distinctive communicative setting for



examining these dynamics. Bureaucratic accountability, procedural complexity, and normative expectations of public service shape how communication is enacted and interpreted (Nugraha et al., 2022; Syahputri et al., 2023). Government-led social programs are frequently communicated using the term Corporate Social Responsibility (CSR) in public-facing contexts (Yasir et al., 2021), despite functioning administratively as Government Social Responsibility (GSR) initiatives (Pravdová & Stoklasová, 2025). Village- and sub-district-level socialization meetings create sustained interactional spaces between public relations practitioners and community members (Aries, 2024; Iryana & Mustofa, 2023; Ladriansya et al., 2023; Šaparnienė et al., 2021; Weningsih et al., 2022), providing empirical access to communication as practice rather than representation.

This study addresses the following research question: *How are public relations practices enacted in Government Social Responsibility (GSR) communication activities, and how do these practices shape institutional image construction in a local government context?*

A qualitative interpretive approach is required to address this question. Role enactment and institutional image construction emerge through interactional processes that cannot be reduced to predefined variables or measured solely through perception surveys. Observation of communicative encounters, analysis of practitioner accounts, and interpretation of stakeholder experiences enable examination of how public relations roles are enacted in situ and how institutional meanings are produced through interaction (Sufa et al., 2024).

This study contributes to public relations scholarship in three ways. Theoretically, it advances public relations role theory by grounding role enactment in observable communicative practices, building on the work of Broom & Smith (1979) and Dozier (1992, 2013). Methodologically, it demonstrates the value of interaction-focused qualitative analysis for examining public sector communication. Empirically, it provides evidence from an Indonesian local government context, illustrating how institutional image is constructed through everyday communicative interaction within GSR activities.

METHOD

Research Design

This study employed a qualitative descriptive research design to examine how public relations roles are enacted through communication practices in Government Social Responsibility (GSR) activities and how these practices contribute to institutional image construction. A qualitative approach was selected because role enactment and image formation are interactional phenomena that emerge through situated communication rather than predefined variables or measurable attitudes.

Consistent with public relations role theory and interaction-oriented perspectives outlined in the Introduction, this study conceptualized roles as communicative accomplishments observable in everyday interaction. The research therefore focused on communicative practices enacted during GSR activities rather than on formal organizational positions or self-reported role perceptions.

The study was positioned within an interpretive paradigm, emphasizing meaning-making processes that arise from communicative encounters between institutional actors and community members. Rather than testing hypotheses or evaluating program effectiveness, the analysis sought to understand how communication practices are enacted and interpreted in situ.

The term Government Social Responsibility (GSR) is used analytically to refer to government-led social responsibility initiatives, while the term CSR is retained when describing public-facing communication. This distinction reflects empirical conditions at the research site and aligns with the conceptual clarification established in the Introduction.

Research Site and Context

The research was conducted at the Dinas Pemberdayaan Masyarakat Desa (DPMD) of Brebes Regency, a local government institution responsible for village empowerment and community development programs. These programs were publicly communicated and widely referred to as Corporate Social Responsibility (CSR) activities, despite functioning administratively as government-led initiatives.



GSR communication activities primarily occurred during village- and sub-district-level socialization meetings. These meetings constituted recurring interactional settings in which public relations practitioners, program coordinators, village officials, and community members engaged directly in communicative exchanges related to program objectives, eligibility criteria, procedural requirements, and implementation timelines.

This context provided empirical access to communication as practice, allowing observation of how public relations roles were enacted through interaction rather than inferred from institutional documents alone.

Data Sources and Participants

Data were collected from multiple qualitative sources to ensure analytical depth and triangulation. Primary data consisted of:

1. In-depth interviews with four public relations practitioners and institutional staff directly involved in planning and implementing GSR communication,
2. Semi-structured interviews with six community members who participated in GSR socialization activities,
3. Non-participant observations of five GSR communication events conducted between March and May 2024.

Secondary data included institutional documents related to GSR programs, communication materials such as presentation slides and informational leaflets, and internal reports supporting program communication.

Participants were selected through purposive sampling based on their direct involvement in or experience with GSR communication activities. This strategy ensured representation of both institutional communicators and community stakeholders, consistent with the interactional focus of the study.

Data Collection Procedures

Data collection was conducted across multiple GSR communication events to capture recurring communicative practices rather than isolated interactions. Interviews with public relations practitioners focused on communication planning, message framing, advisory involvement, and interactional strategies. Community interviews explored experiences of participation, perceptions of accessibility and responsiveness, and interpretations of institutional communication.

Observations were guided by a structured protocol emphasizing:

1. Interactional flow during meetings,
2. Management of questions and turn-taking,
3. Use of communication materials,
4. Adjustments to explanations in response to participant reactions.

Field notes were recorded during each observation and expanded immediately afterward to preserve contextual and interactional detail.

Data Analysis and Coding Procedures

Data analysis followed a systematic, multi-stage qualitative coding process designed to ensure analytical transparency and alignment with the theoretical framework.

Open Coding

Interview transcripts, observational field notes, and documents were examined line by line. Codes were assigned to observable communicative actions using empirically grounded labels derived directly from the data. Examples included adjusting explanation, rephrasing policy language, managing turn-taking, advising message framing, documenting concerns, preparing materials, and distributing materials. No theoretical role labels were applied at this stage to avoid premature abstraction.

Focused Coding

Conceptually related open codes were grouped into broader practice-oriented categories reflecting recurring patterns of communication. Codes related to interaction management were clustered under dialog facilitation and situational adaptation, while advisory practices were grouped



under advisory input and issue mediation. This stage identified patterned communicative practices across multiple GSR contexts.

Analytical Categorization

Focused codes were interpreted using public relations role theory as a sensitizing framework. Practices emphasizing interaction management and reciprocal communication were interpreted as Communication Facilitation. Practices involving interpretive input into message framing and anticipation of stakeholder response were interpreted as Expert Prescriber role enactment. Practices centered on message preparation and dissemination were interpreted as Technical Communication role enactment. Role overlap and situational role shifting were retained as analytical features rather than treated as inconsistencies.

Institutional Image Construction

The final stage of analysis examined institutional image construction based on stakeholder interpretations documented in community interviews and observational data. Institutional image was conceptualized as a pattern of recurring meanings inferred from communicative experience, particularly perceptions of accessibility, responsiveness, and consistency. These interpretations were grounded in repeated interactional encounters rather than treated as evaluative judgments of program success.

Trustworthiness and Analytical Rigor

Analytical rigor was enhanced through data triangulation across interviews, observations, and documents. Prolonged engagement at the research site enabled identification of recurring practices rather than isolated events. Analytical transparency was supported through explicit documentation of coding stages and the inclusion of an illustrative coding structure linking empirical excerpts to analytical categories.

Ethical Considerations

Ethical approval was obtained through institutional procedures. All participants were informed about the purpose of the study, and informed consent was secured prior to data collection. Participant identities were anonymized, and all data were used solely for academic purposes.

RESULTS AND DISCUSSION

GSR Communication as an Interactional Setting

GSR communication activities at the Dinas Pemberdayaan Masyarakat Desa (DPMD) of Brebes Regency were conducted through five village- and sub-district-level program socialization meetings observed between March and May 2024. These meetings constituted recurring interactional settings in which public relations practitioners engaged directly with community members regarding program objectives, eligibility criteria, procedural steps, and implementation timelines.

Across institutional documents, presentation slides, and printed materials distributed during the observed events, these activities were consistently labeled as CSR programs. Interview data from public relations practitioners indicated that the use of the CSR label reflected communicative familiarity rather than administrative classification. One practitioner explained:

“People are more familiar with the term CSR, so we use that term when communicating with the community, even though administratively it is a government program.”

Observational field notes recorded during all five events indicated that interaction intensified during sessions addressing eligibility requirements and procedural clarification. Community members frequently raised questions seeking confirmation or elaboration, indicating that communication extended beyond one-way information delivery and unfolded as an interactive process.

Recurring Communicative Actions Across GSR Activities



Analysis of interview transcripts from four public relations practitioners, interviews with six community participants, and observational field notes from five communication events identified a set of communicative actions that recurred consistently across GSR socialization activities.

Meetings typically began with an explanation of program objectives, followed by explicit invitations for participants to ask questions. During multiple events, participants expressed confusion regarding eligibility criteria. Observational field notes documented that public relations officers responded by restating procedural information using locally relevant examples. One practitioner described this practice as follows:

“If we only explain using official language, people do not always understand. When we see confusion, we explain it again using examples they already know.”

In addition, officers were observed managing overlapping questions during discussions. In two events, several participants spoke simultaneously, prompting the officer to summarize the questions and respond sequentially. Field notes from these sessions recorded deliberate pauses in presentation flow to accommodate participant input.

Communication materials such as presentation slides and printed leaflets were prepared prior to all observed meetings. These materials were actively referenced during discussions, particularly when participants requested clarification after the main presentation. A practitioner noted:

“The materials help them remember what was explained, especially when they ask again after the meeting.”

These recurring communicative actions formed the empirical basis for identifying patterned communication practices across GSR contexts.

Patterned Communication Practices and Role Enactment

Focused coding revealed that recurrent communicative actions clustered into patterned practices corresponding to distinct forms of public relations role enactment. These patterns were identified across practitioner interviews and observational data.

Communication Facilitation Practices

Practices related to dialog facilitation and situational adaptation appeared consistently across all observed GSR communication encounters. Field notes documented instances in which public relations officers managed turn-taking, summarized overlapping questions, and reformulated explanations in response to participant reactions.

In one observed village-level meeting, several community members raised questions simultaneously. The officer summarized the questions and addressed them one by one. A community participant described this interaction:

“Sometimes many people talk at once, but they organize it so everyone can be heard.”

These practices reflected sustained efforts to maintain interactional clarity and ensure mutual understanding during GSR activities.

Expert Prescriber Role Practices

Advisory-oriented practices emerged primarily through practitioner interview data and were corroborated by observational notes. Practitioners described discussing potential sources of misunderstanding prior to meetings and advising adjustments to message framing.

One practitioner stated:

“Before meeting the community, we discuss which parts may cause misunderstanding. Sometimes we suggest changing how it is explained.”

Field notes further documented that questions raised by participants during meetings were



recorded and conveyed to relevant institutional units afterward. These practices reflected advisory involvement extending beyond immediate interaction into internal institutional coordination.

Technical Communication Role Practices

Technical communication practices were evident across all observed GSR events through the preparation and dissemination of informational materials. Presentation slides and printed leaflets were prepared prior to meetings and distributed to participants.

Observational data recorded instances in which officers referred directly to printed materials when explaining procedural steps. During one sub-district meeting, participants requested clarification regarding documentation requirements, prompting the officer to point to specific sections of the distributed leaflet.

Institutional Image Construction Through Stakeholder Interpretation

Stakeholder interpretations of the institution emerged from repeated communicative encounters documented across interviews with six community participants and observations of GSR activities. Interview data indicated recurring interpretations related to perceived accessibility, particularly in relation to opportunities for direct questioning during meetings.

One participant stated:

“When we can ask directly and they answer us, we feel the institution is open.”

Perceived responsiveness also emerged as a recurring interpretation. Participants linked immediate clarification and willingness to re-explain procedures with institutional concern for community needs. One participant explained:

“They explain clearly and respond to our questions.”

Community participants associated consistency between information communicated during meetings and subsequent program implementation with increased trust toward the institution. These interpretations were grounded in repeated experiences across multiple GSR communication events rather than isolated encounters.

Alignment between Empirical Findings and Coding Structure

To ensure analytical transparency, the progression from empirical data excerpts to analytical categories is summarized in Table 1. All codes presented in the table correspond directly to data excerpts and practices documented in the Results sections above. No analytical category was introduced without empirical grounding in interview or observational data.

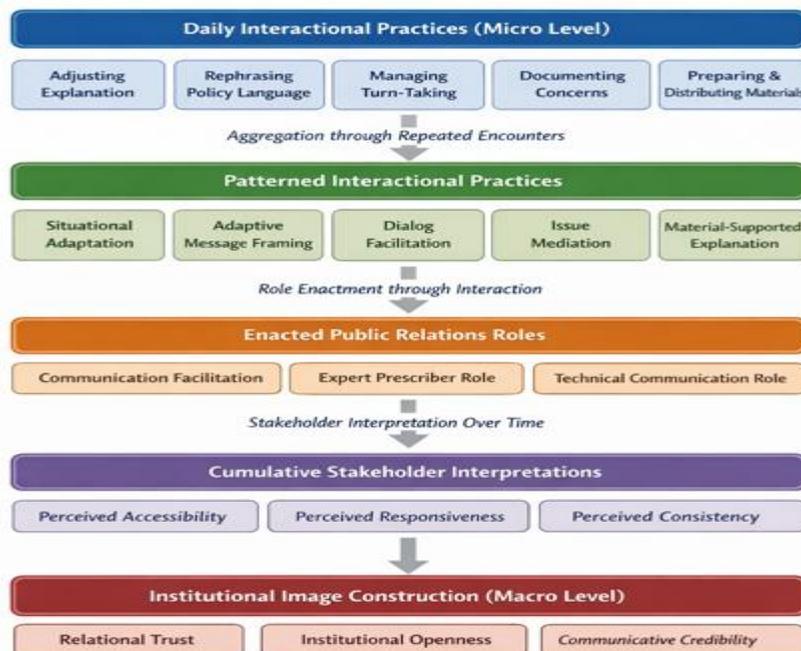
Tabel 1.
 Coding Structure

| Illustrative Data Excerpt | Open Code | Focused Code | Analytical Category |
|---|----------------------------|--------------------------|----------------------------|
| “If we only explain using official language, people do not always understand. When we see confusion, we explain it again using examples they already know.” | adjusting explanation | situational adaptation | Communication Facilitation |
| Officer restated eligibility criteria using locally relevant examples when participants expressed confusion (field notes, Event 2; Event 4). | rephrasing policy language | adaptive message framing | Communication Facilitation |
| Officer summarized overlapping questions and responded sequentially during discussion (field notes, Event 1; Event 3). | managing turn-taking | dialog facilitation | Communication Facilitation |
| “Before meeting the community, we discuss which parts may cause misunderstanding.” | advising message framing | advisory input | Expert Prescriber Role |

| Illustrative Data Excerpt | Open Code | Focused Code | Analytical Category |
|---|--------------------------|--------------------------------|----------------------------------|
| Questions raised by participants were recorded and conveyed to relevant institutional units after meetings (field notes; practitioner interview). | documenting concerns | issue mediation | Expert Prescriber Role |
| Preparation of slides and printed leaflets prior to meetings across all observed events. | preparing materials | message preparation | Technical Communication Role |
| Officer referred to printed leaflets when explaining procedural steps during discussion (Event 3; Event 5). | distributing materials | material-supported explanation | Technical Communication Role |
| “When we can ask directly and they answer us, we feel the institution is open.” | perceived accessibility | stakeholder interpretation | Institutional Image Construction |
| “They explain clearly and respond to our questions.” | perceived responsiveness | communicative responsiveness | Institutional Image Construction |
| Community participants linked consistency between meeting explanations and subsequent program implementation with increased trust toward the institution. | perceived consistency | interpretive trust outcome | Institutional Image Construction |

To complement the coding structure presented in Table 1, a flowchart is introduced to visualize the analytical movement from micro-level interactional practices to macro-level institutional image construction. The diagram illustrates how routine communicative actions—such as adapting explanations, managing turn-taking, and mediating participant concerns—accumulate into patterned interactional practices across repeated encounters. These practices, in turn, constitute the enactment of public relations roles as observable interactional work rather than predefined organizational functions. Over time, stakeholders interpret these recurring interactional experiences as indicators of accessibility, responsiveness, and consistency, which stabilize into a cumulative institutional image. The flowchart thus makes explicit the processual link between everyday interaction and institutional meaning-making that underpins the analytical framework of this study.

Figure 1. From Daily Interactional Practices to Institutional Image Construction





This flowchart illustrates the analytical progression from micro-level interactional practices observed in Government Social Responsibility communication to the cumulative construction of institutional image. Daily communicative actions are aggregated into patterned interactional practices, through which public relations roles are enacted in situ. Repeated stakeholder interpretations of these interactions stabilize over time, contributing to perceptions of accessibility, responsiveness, and consistency that shape institutional image.

DISCUSSION

The findings of this study demonstrate that public relations roles in Government Social Responsibility communication are enacted through patterned interactional practices rather than through formally designated functions. Communication facilitation emerged as a central practice through which institutional communication became intelligible to community participants. This interactional emphasis reinforces earlier work conceptualizing public relations as an accomplished practice rather than a managerial output (Broom & Smith, 1979; Dozier, 1992, 2013). However, the study also reveals a critical tension between administrative reality and discursive labeling: although the program is institutionally grounded in Government Social Responsibility, it is persistently framed as “CSR” in public-facing interaction.

The use of the CSR label appears less as a conceptual misalignment than as a strategic accommodation to dominant public discourse, where CSR functions as a familiar and legitimized category for responsibility initiatives. By invoking CSR, the administration draws on a widely recognized interpretive frame that facilitates immediate public understanding and engagement, even as it obscures the governmental accountability structures underlying the program. This practice raises important implications for public information literacy and transparency. While the CSR label may enhance communicative accessibility in interaction, it simultaneously risks normalizing corporate logics of voluntarism and philanthropy within a governmental context, potentially diluting public expectations of rights-based responsibility and institutional obligation. Intelligibility in this setting is therefore achieved through interactional alignment rather than terminological accuracy, highlighting how public relations practices mediate not only meaning but also citizens’ interpretive orientation toward governance.

These facilitative practices extend prior research by situating role enactment within face-to-face encounters rather than mediated communication. While Grunig and Hunt’s role typology has often been operationalized through surveys or organizational position, the present study aligns with practice-oriented critiques arguing that roles are constituted through observable communicative conduct (Indrayani et al., 2021). In this sense, facilitation functions less as a predefined role and more as a situational response to interactional demands generated by public participation.

Expert prescriber practices identified in this study further complicate dominant assumptions about advisory roles in public relations. Previous research often associates expert prescriber roles with strategic authority and decision-making power. The present findings suggest a different configuration within public sector settings, where advisory functions operate through interpretive mediation rather than strategic control. Practitioners’ anticipatory framing and post-meeting issue mediation indicate that expertise is enacted through sensitivity to potential misunderstanding rather than through directive influence. This observation resonates with studies of public sector communication that emphasize interpretive judgment under bureaucratic constraint (Aisyiyah et al., 2025; Sankara, 2025).

This reinterpretation challenges corporate-centric models of expert roles by showing that expertise in governmental contexts is embedded in accountability and procedural legitimacy. Rather than persuading publics, practitioners function as intermediaries translating administrative complexity into accessible communicative forms. Such findings support relational perspectives that conceptualize public relations expertise as sense-making work rather than message control.

Technical communication practices in the present study functioned as infrastructural support rather than as determinants of meaning. While technical roles have often been criticized as



subordinate or purely instrumental, the findings suggest that technical outputs acquire significance only through interactional uptake. Prepared materials facilitated clarification but did not substitute for dialogic engagement. This observation aligns with critiques of transmission-oriented communication models that overemphasize information dissemination at the expense of interaction (Simbolon et al., 2022).

Institutional image construction emerged in this study as an interpretive outcome shaped through cumulative communicative experience. Unlike reputation-oriented CSR research that conceptualizes image as a strategic projection, the present findings indicate that image in public sector contexts is inferred from repeated experiences of accessibility, responsiveness, and consistency. This supports relational and process-oriented views of institutional image formation, while extending them by grounding image construction in interactional data rather than attitudinal measurement.

An alternative interpretation of these findings suggests that institutional image may function less as an evaluative judgment and more as a relational expectation. Community participants' interpretations reflected anticipations of future interaction rather than retrospective assessment of institutional performance. This aligns with scholarship on trust as an emergent relational orientation rather than a static attitude. From this perspective, image construction becomes an ongoing process contingent on communicative continuity rather than symbolic success.

Contextual specificity plays a critical role in shaping these dynamics. Local government institutions in Indonesia operate within normative expectations of public service, procedural fairness, and accessibility. These conditions distinguish GSR communication from corporate CSR settings, where voluntarism and brand differentiation often dominate communicative logic. The findings therefore support arguments that public sector communication requires analytical frameworks attentive to accountability, legitimacy, and interactional equity.

By tracing public relations roles through empirical interaction rather than formal designation, this study contributes to methodological refinement in public relations research. It demonstrates that qualitative, interaction-focused analysis offers analytical leverage for examining role enactment and image construction in public sector contexts. Such an approach complements existing survey-based research while addressing long-standing critiques regarding the abstraction of role theory from communicative practice.

CONCLUSIONS

This study demonstrates that public relations roles in Government Social Responsibility communication are enacted as interactional practices rather than as fixed organizational functions. Communication facilitation, expert prescriber, and technical communication roles emerge through situated face-to-face interaction in which meaning is negotiated and institutional presence is rendered intelligible. Public relations in the public sector thus operates as a form of interactional work embedded in everyday encounters, extending role theory by grounding role enactment in observable communicative practice rather than formal role designation or strategic messaging.

These findings carry direct implications for government public relations practice. Developing institutional credibility and relational trust requires cultivating interactional competence, including the ability to manage turn-taking, align with stakeholder concerns, display responsiveness, and maintain interactional consistency across encounters. Training and evaluation frameworks for public relations practitioners should therefore prioritize communicative reflexivity, situational adaptability, and continuity of interactional style over message standardization alone. Institutional image emerges through cumulative communicative experience, indicating that everyday interaction functions as a critical site of governance rather than a peripheral communication activity. At the same time, the context-bound nature of these findings points to the need for comparative studies across different government sectors and policy domains, as well as longitudinal analyses tracing how interactional patterns stabilize or shift over time. Such research would advance practice-oriented public relations theory by clarifying how interactional competence is shaped by institutional setting, policy context, and sustained relational engagement.



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