

Perumda Tirta Pakuan's Public Relations Communication Strategy Based on Wilson & Ogden's Model via Instagram to Enhance Public Transparency in Water Services

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ABSTRACT

Public transparency is essential in water service management to maintain public trust. However, a communication gap remains between public information needs and institutional delivery through digital platforms. Although Instagram is increasingly used by public service organizations, studies that specifically examine the application of Wilson & Ogden's communication strategy model in the context of regional water utility (PDAM) public relations remain limited, particularly in Indonesia. This study aims to analyze the communication strategy of the Public Relations of Perumda Tirta Pakuan Bogor City in utilizing Instagram to enhance public transparency, as well as to identify challenges and solutions. Data were collected during a four-month internship through direct observation, participant observation, in-depth interviews, and literature review. The findings reveal that the PR team systematically applied Wilson & Ogden's four-phase framework. In the formative research phase, frequent public inquiries regarding water disruptions indicated an information gap, leading to a strategy focused on delivering clear and consistent updates. The tactics phase involved the use of Instagram features such as feeds, reels, and direct messages, with three specific content formats: Tirta Pakuan Content Update (real-time service conditions), SIGAP Content (visualization of complaint handling), and Tirta Pakuan Answers (two-way symmetrical communication). The evaluation phase showed that consistent updates reduced repetitive questions. Challenges such as high inquiry volume, limited internal coordination, and varying engagement levels were addressed through improved coordination, faster responses, and more engaging content. This study confirms that Instagram, when guided by a structured model, serves as an effective tool for public relations in public service institutions to build transparency, increase public trust, and strengthen organization-public relationships.

Keywords: *Communication Strategy, Instagram, Public Relations, Public Transparency*

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INTRODUCTION

Communication is a fundamental element in building and maintaining relationships between organizations and their publics. In this regard, public relations serve as the frontline of organizational communication by not only disseminating information but also fostering trust and preserving the institution's reputation. Public relations practitioners are expected to provide information that is timely, accurate, and relevant to the needs of external stakeholders (Fitri & Masyithoh, 2024). The advancement of digital technology has significantly transformed public relations practices, with social media emerging as a primary channel for reaching wider audiences in a faster and more interactive manner.

Transparency has become one of the key principles expected by both the public and stakeholders in governance and public service delivery. According to Trisakti et al. (2021), transparency functions as an instrument for monitoring governmental performance and evaluating public policies. Within the context of public services, transparency is particularly important because it directly affects essential community needs, including access to clean water, electricity, and healthcare services. Growing public demands for openness, accountability, and responsive communication encourage public relations practitioners to

continuously adapt their communication approaches to ensure that information is accessible, current, and easily understood (Jannah & Mulyasih, 2025). Transparent information dissemination enables the public to better understand institutional policies while also reflecting the implementation of good governance principles that emphasize accountability, openness, and service excellence. Supporting this view, Rahmanto (2022) found that social media utilization by local governments in the Solo Raya region positively and significantly influences public perceptions of good governance, particularly in terms of transparency, accountability, and community participation.

The widespread adoption of social media has substantially changed the way government institutions engage with citizens. In Indonesia, Instagram has become one of the most popular social networking platforms. It is estimated that by 2025 the number of Instagram users in Indonesia will reach approximately 103 million, representing 36.3% of the national population (DetikInet, 2025). Likewise, Statistics (2025) reported that nearly half of Indonesia's adult internet users actively access Instagram. Beyond serving as an entertainment platform, Instagram has evolved into an effective communication medium for public institutions to disseminate information, promote transparency, and strengthen public engagement. Consequently, Instagram represents a strategic platform for supporting transparency initiatives, particularly among public service providers. Nevertheless, its utilization also presents several challenges, including ensuring communication effectiveness, maintaining meaningful interactions with audiences, and managing public feedback and complaints. In addition, rapid technological developments and frequent changes in social media algorithms require public relations practitioners to possess a high degree of adaptability, as these factors influence content visibility and audience reach (Amri & Albab, 2025).

For public utility organizations, particularly water service providers, Instagram offers distinctive advantages as a communication medium. Its visual and interactive features facilitate the delivery of information in a manner that is quick, transparent, and easily comprehensible to the public. This aligns with societal expectations for open and accessible communication, as mandated by Law Number 14 of 2008 concerning Public Information Disclosure, which requires public institutions to provide information openly and ensure public access to it. One institution that has implemented this principle is the Regional Public Company Tirta Pakuan (Perumda Tirta Pakuan) of Bogor City, which is responsible for providing clean water services to the community. The company adopts a quality-oriented policy aimed at customer satisfaction, reflected in its motto, "Reliable in Work, Excellent in Service." As part of its communication strategy, the Public Relations Division of Perumda Tirta Pakuan utilizes Instagram to disseminate information related to service disruptions, organizational activities, and company policies as a manifestation of public transparency.

Although Instagram has been increasingly adopted by public service organizations, empirical studies that specifically examine the implementation of structured communication strategy frameworks, such as Wilson and Ogden's four-phase model consisting of research, action planning, communication, and evaluation, remain limited. Existing research has rarely explored the application of Wilson and Ogden's communication strategy model within the context of regional water utility public relations, particularly in relation to Instagram utilization as a tool for promoting public transparency. This research gap is noteworthy given the unique characteristics of water service management, where the provision of timely and transparent information plays a critical role in maintaining public trust. Therefore, this study is considered important to investigate the communication strategy employed by the Public Relations Division of Perumda Tirta Pakuan Bogor City in utilizing Instagram as a medium for enhancing public transparency. Specifically, the study aims to analyze the communication strategies implemented and identify the challenges encountered during their execution. Accordingly, this research is entitled "The Public Relations Communication Strategy of Perumda Tirta Pakuan Based on Wilson and Ogden's Model Through Instagram to Enhance Public Transparency in Water Services."

METHOD

This study employed a case study design to examine the communication strategies implemented by the Public Relations Division of Perumda Tirta Pakuan Bogor City in utilizing Instagram as a medium to support public transparency. A qualitative approach was selected because it enables an in-depth exploration of communication processes, interaction dynamics, and public relations practices within their organizational context (Creswell & Poth, 2018; Merriam & Tisdell, 2016). The case study design was considered appropriate because it facilitates an intensive investigation of a contemporary phenomenon within its real-life setting (Yin, 2018). The research was conducted at Perumda Tirta Pakuan Bogor City, located at Jalan Siliwangi No. 121, Sukasari, East Bogor District, West Java. Data collection was carried out over a four-month period, coinciding with the researcher's internship program from August 8, 2025, to December 20, 2025.

The study utilized both primary and secondary data sources. According to Sulung & Muspawi (2024), classifying data based on its source facilitates the assessment of its reliability and relevance within the research process. Primary data were obtained through direct observation and in-depth interviews conducted within the Public Relations Division of Perumda Tirta Pakuan Bogor City. During the research process, the researcher acted as a participant observer by engaging in various public relations activities, including the planning, creation, and dissemination of Instagram content. This involvement provided a more comprehensive understanding of the organization's communication practices. Secondary data were collected from scientific journals, scholarly articles, official reports, and information available on the official website of Perumda Tirta Pakuan Bogor City to complement and strengthen the primary findings.

Consistent with the perspective of Makbul (2021), research instruments function as essential tools for obtaining relevant and accurate data. The primary instrument used in this study was an interview guide, supported by several documentation tools such as a laptop, mobile phone, and digital applications for recording and storing research data. Data collection techniques included direct observation of public relations activities, which, according to Daruhadi & Sopiati (2024), represent a strategic method in qualitative research. In addition, the researcher participated directly in social media content production and management activities and conducted in-depth interviews with the field supervisor, Mrs. Eka Yurrika Chaerani, Assistant Public Relations Manager of Perumda Tirta Pakuan Bogor City. To strengthen the analytical framework and provide a broader contextual understanding, a literature review was also undertaken. This approach enabled the collected data to be analyzed systematically and interpreted comprehensively in accordance with the objectives of the study.

FINDINGS AND DISCUSSION

Research findings indicate that the communication strategy implemented by the Public Relations of Perumda Tirta Pakuan in Bogor City through Instagram plays a crucial role in maintaining information transparency and accommodating the public's information needs. This strategy is designed to ensure that the message delivered is not only received but also understood and responded to constructively by the public. This aligns with the view of Kusuma (2021), which states that communication strategies are aimed at building acceptance, understanding, and a positive response from the audience. In the context of public service, the effectiveness of communication strategies is a key element in building public trust in institutions.

This demonstrates that Perumda Tirta Pakuan's Public Relations utilizes Instagram as the primary communication medium to support public transparency. The communication strategy was systematically developed, referring to the Wilson and Ogden model, which consists of four stages: formative research, strategy, tactics, and evaluation (Ariestantya et al.,

2024). This approach allows public relations to manage information delivery in a structured and sustainable manner, ensuring that communication is not only one-way but also encourages public involvement in monitoring public services.

The use of Instagram features, such as feeds, reels, and direct messages, has become an important tool in building two-way interactions between organizations and the public. Through these features, public relations convey information openly and responsibly while also providing a space for the public to submit questions and complaints. The communication strategy implemented not only functions as a medium for disseminating information but also plays a role in strengthening transparency and public participation. Based on these findings, efforts to increase public transparency by the Public Relations of Perumda Tirta Pakuan, Bogor City were designed and implemented through the following four phases.

Formative Research

The formative research phase plays a crucial role as a foundation in developing the Public Relations strategy of Perumda Tirta Pakuan, Bogor City. During this phase, the PR team conducted an in-depth analysis of communication activities taking place on Instagram, particularly through the comments section and direct message feature. The analysis process focused not only on the quantity of interactions but also on the characteristics of the messages conveyed by the public to obtain a comprehensive picture of the public's information needs.

Observations show that the majority of interactions stem from customer inquiries and complaints regarding water distribution disruptions, affected service areas, and progress on the ground. The frequency of repeated inquiries reflects a perceived information gap among the public. This situation indicates that the public needs clearer, faster, and more consistent access to information to understand the ongoing water service situation.

Based on these findings, the public relations department then used the formative research phase as a foundation to strengthen its transparency approach to communication via Instagram. The presentation of more detailed and continuous information is seen as being able to help the public understand technical workflows, assess the company's response to service issues, and monitor service performance more openly and accountably. Thus, social media functions not only as a means of disseminating information but also as a space for dialogue that supports organizational accountability to the public.

Strategy

Based on the results obtained during the formative research phase, it was discovered that the public has a high demand for water service information delivered clearly, openly, and easily understood. This finding served as the basis for the Public Relations Department of Perumda Tirta Pakuan, Bogor City, to design a more structured and data-driven communication strategy. Based on the issues identified during the formative research phase, the communication strategy was directed as a strategic effort to respond to public expectations while simultaneously improving information delivery patterns previously deemed suboptimal.

During the strategy formulation stage, public relations develop a regular communication content agenda, adapting to ongoing water service issues and the public's information needs. Content planning is conducted monthly to ensure a more focused and measurable communication flow. The designed content includes information on pipeline repairs, maintenance schedules, and explanations of technical work stages in the field. Each material is prepared before publication to ensure data accuracy and maintain message consistency, thus minimizing misunderstandings that often arise on social media.

The communication strategy demonstrates a clear continuity between the formative research phase and the implementation phase. By referring to the principles of Integrated Marketing Communication (IMC), public relations strive to integrate messages, maintain clarity of information, and maintain communication continuity through one primary media platform. This aligns with the view of Wayuningsih et al. (2025), who emphasize the

importance of structured planning and message consistency in building effective communication. Thus, a systematic strategy serves as a strategic link that translates research findings into operational and relevant communication steps for the public.

Tactics

The tactics phase is the implementation phase that directly realizes the communication strategy that has been prepared previously. After the content agenda and communication messages were systematically designed in the strategy stage, the Public Relations of Perumda Tirta Pakuan Kota Bogor then operationalized it through social media Instagram as the main communication channel. Instagram was chosen based on its characteristics that allow for the delivery of information quickly, visually, and interactively, thus aligning with the goal of the strategy to provide water service information that is easily accessible and understood by the public.

In its implementation, public relations utilize various Instagram features, such as feeds, reels, and direct messages, according to the type and level of urgency of the information being conveyed. General and educational information is published through feeds, while information that requires rapid dissemination and visual appeal is presented in reels. In addition, the direct message feature is used to respond directly to public questions and complaints. The pattern of use of this feature shows clear continuity with the strategy stage, where each message has been designed to be distributed effectively, on target, and responsive to public needs.

The research also shows that the success of the tactics phase depends not only on the use of digital platforms but also on a consistent and targeted messaging strategy. To support public transparency, public relations continuously manage three main forms of content, each with distinct yet complementary communication functions. Through structured content management aligned with the strategy, the tactics phase plays a crucial role in strengthening information transparency and building two-way communication between the organization and the public.

Tirta Pakuan Content Update

This content is used to convey up-to-date information regarding the condition of water services. The information presented includes affected areas, the purpose of the work, and the estimated time for repairs to be completed. This structured presentation helps reduce uncertainty among the public and provides certainty regarding ongoing service developments.

SIGAP Content

SIGAP content serves as a visualization of the customer complaint handling process in real-time. Each stage of the technical work, from initial handling to completion of repairs, is documented and published on Instagram. Publicizing this work process serves as a form of corporate accountability and demonstrates the organization's responsiveness to public complaints in a transparent and sustainable manner.

Tirta Pakuan Content Answers

Tirta Pakuan Menjawab's content is developed based on the accumulation of questions and complaints most frequently submitted by the public through the comments section and direct messages. In managing it, public relations apply the principle of two-way symmetrical communication by providing space for dialogue and clarification with the public. Through this content, the company not only conveys information but also adapts its message based on public feedback, thereby fostering a shared understanding between the organization and the public.

Overall, the tactics phase demonstrates that the strategy implemented by the Public Relations Department of Perumda Tirta Pakuan, Bogor City, has gone beyond simply disseminating information. The strategic use of Instagram has enabled two-way communication that supports transparency, increases public trust, and serves as a bridge to the communication strategy evaluation process in the next phase.

Evaluation

The evaluation phase is the final phase of the communication strategy implemented through the Instagram platform by Perumda Tirta Pakuan. Evaluation activities are conducted on a scheduled basis at the beginning of each month to review the effectiveness of the communication efforts. During this phase, PR examines public response by comparing the intensity of interactions, the number of questions, and the characteristics of public feedback during a specific period with the previous period.

The review revealed a shift in public interaction patterns, driven by the consistent delivery of information by public relations. Continuous updates via posts, comments, and embedding of important information within related content helped reduce repetitive questions, particularly regarding service improvement progress. This indicates that the public is finding it increasingly easy to obtain the information they need without requiring additional direct communication with management.

The findings from the evaluation phase are then used as the basis for formulating subsequent communication strategies. Public relations adjust message content, presentation formats, and publication timing to ensure information delivery is more effective and aligned with public needs. This ongoing evaluation practice reflects the organization's efforts to strengthen the quality of public communications. This aligns with the thinking of [Wilcox & Cameron \(2021\)](#), who emphasize that the success of organizational communication is greatly influenced by the ability to maintain credibility, build trust, and safeguard its reputation with the public.

CONCLUSIONS

This study concludes that the Public Relations team of Perumda Tirta Pakuan, Bogor City, implemented a structured Instagram communication strategy based on Wilson and Ogden's four-phase framework: formative research, strategy, tactics, and evaluation. Formative research identified public concerns regarding water distribution disruptions, affected areas, and repair progress, revealing significant information gaps. In response, the team developed a monthly content agenda focusing on pipeline repairs, maintenance schedules, and technical explanations. The strategy was implemented through Instagram feeds, reels, and direct messages using three content formats: Tirta Pakuan Content Update, SIGAP Content, and Tirta Pakuan Answers. These formats provided service updates, documented complaint handling, and addressed frequently asked questions through two-way communication. Monthly evaluations indicated that consistent information updates reduced repetitive inquiries and improved public access to information. However, challenges remained, including high inquiry volumes, limited internal coordination, and inconsistent engagement. The team addressed these issues by strengthening interdepartmental coordination, accelerating responses, and creating more engaging content. Overall, Instagram supported transparency, public trust, and meaningful organizational-public relationships.

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