

Public Relations Strategy of the Agency for Pancasila Ideology Development of the Republic of Indonesia in Optimizing the Dissemination of Pancasila Values through Government Digital Media

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Digital transformation has shifted government public communication into digital channels while simultaneously placing Pancasila ideology development in a new challenge, namely how to keep national values relevant in a fast-paced, interactive space that is vulnerable to misinformation. This study aims to analyze the Public Relations strategy of the Bureau of Public Relations of the Agency for Pancasila Ideology Development (BPIP) of the Republic of Indonesia in optimizing the dissemination of Pancasila values through government digital media, as well as to identify its supporting and inhibiting factors. The study uses a qualitative approach with a descriptive-analytical design that combines deductive and inductive dimensions. The RACE model (Research–Action–Communication–Evaluation) by Cutlip, Center, and Broom (2006) is used as the main analytical framework, strengthened by Mergel's (2013) Three Tactics of Government Social Media Adoption and Rocha's (2014) Three-Dimensional Model of Government Website Evaluation. Data were collected through in-depth interviews with eleven informants from three groups, digital observation of Instagram @bpipri and the bpip.go.id website, and document analysis, then analyzed using source and method triangulation. The results show that the implementation of RACE is asymmetrical; the Action dimension is the most institutionalized, while Research reveals systemic gaps in audience data collection that are passive-reactive and Jakarta-centric. An event-centric paradox was also found (40–50% of content remains ceremonial), alongside a strategic strength in human-based storytelling, evidenced by Paskibraka 2025 content with an average of 19,205 likes per post and total interactions exceeding 710 million in August 2025. The main supporting factors include leadership commitment, partnerships with professional consultants, networks of Paskibraka communities and Pancasila Ambassadors, and data analytics infrastructure. The main inhibiting factors are the incompatibility between bureaucratic procedures and social media logic, limited digital communication human resources, and the absence of formal SOPs. The study recommends the formulation of digital communication SOPs, fast-track approval mechanisms, a shift in content patterns from event-centric to presence-centric approaches, and strengthening audience research through periodic active surveys.

Keywords: Communication Strategy; Government Public Relations; Agency for Pancasila Ideology Development; Digital Media; RACE Model.

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1. Introduction

In Indonesia, government public communication carries an additional and highly important function, namely the development of Pancasila ideology as the fundamental value of the nation. Pancasila is not merely a state symbol, but a guiding philosophy for national and state life that must be continuously actualized. However, challenges in the actualization of Pancasila remain evident. One of the data presented in the BPIP Strategic Plan 2025–2029 records findings from Litbang Kompas (2022, as cited in the BPIP Strategic Plan 2025–2029), which state that the implementation of Pancasila is still considered poor, both among state officials (45.8%) and the general public (30.3%). These findings indicate that ideological development loses

its meaning when it is limited to ceremonial activities. Such efforts need to penetrate more deeply into the realm of understanding and real-life application in everyday society, one of which can be achieved through communication patterns that are relevant to the digital context of modern life.

To systematize Pancasila Ideology Development more comprehensively, the Government of Indonesia established the Agency for Pancasila Ideology Development (BPIP). However, it is important to note that BPIP is not a completely new institution in the history of ideological development bodies in Indonesia. Historically, institutional efforts to develop Pancasila ideology began during the New Order era through the Agency for the Guidance, Education, Implementation, Direction, Internalization, and Practice of Pancasila (BP7), established under Presidential Decree No. 10 of 1979 and operating until 1999. After being inactive for nearly two decades, the spirit of ideological development was revived through the establishment of the Presidential Working Unit for Pancasila Ideology Development (UKP-PIP) under Presidential Decree No. 54 of 2017. Later, in 2018, through Presidential Regulation No. 7 of 2018, UKP-PIP was transformed into a more permanent and comprehensive institution, namely the Agency for Pancasila Ideology Development (BPIP), which is directly under and responsible to the President of the Republic of Indonesia.

Structurally, BPIP is led by a Head assisted by a Deputy Head, and supported by a Steering Council consisting of national figures, religious leaders, and community representatives. The executive structure of BPIP consists of the Main Secretariat and five Deputies, namely: the Deputy for Inter-Institutional Relations, Socialization, Communication, and Networks; the Deputy for Law, Advocacy, and Regulatory Supervision; the Deputy for Assessment and Materials; the Deputy for Education and Training; and the Deputy for Control and Evaluation (BPIP Strategic Plan 2025–2029).

To assess the performance of digital communication, one commonly used indicator is engagement. Engagement refers to the level of audience involvement with published content, reflected in interactions such as likes, comments, shares, saves, clicks, or other forms of response that indicate that the public is not only viewing but also interacting. In simple terms, engagement shows how strongly a message resonates with its audience and how effectively content triggers responses.

Based on the BPIP Social Media Analysis Report for the period January–December 2025, the distribution of public sentiment toward BPIP on social media was recorded as 58% positive, 29% neutral, and 13% negative. The dominance of positive sentiment can be interpreted as a signal that BPIP's digital activities are relatively well received. However, the same report also highlights another phenomenon that requires attention, namely engagement that is highly influenced by specific momentum periods, while conversations decline outside national commemorative events.

The peak of engagement occurred in August (710,800,334 interactions), coinciding with Indonesia's Independence Day celebrations, and another significant spike occurred in June (278,112,603 interactions), which aligns with Pancasila Day commemorations and Paskibraka selection activities. In other months, engagement dropped sharply, with some months only reaching very low levels ranging from thousands to a few million interactions. This pattern indicates that public digital engagement with BPIP is strong during major national moments, but not yet stable during regular periods.

In addition to engagement, sentiment dynamics are also important as they relate to institutional reputation. The BPIP 2025 Social Media Analysis Report recorded negative sentiment (13%), which is associated with controversial issues, statements by public figures, and technical problems in BPIP programs. Although not dominant, negative sentiment requires serious attention because it can spread quickly and influence public perception if not managed proactively.

To systematically identify the research gap, this study employs bibliometric analysis using VOSviewer. Bibliometric analysis is a quantitative approach used to examine scientific publication trends, cluster research themes, and identify underexplored topics.

The objectives of this study are:

1. To examine how BPIP Public Relations communication strategies are implemented in the planning, execution, and evaluation stages through digital media.
2. To analyze the supporting and inhibiting factors in the implementation of communication strategies.
3. To formulate optimization recommendations based on field findings and theoretical frameworks.

2. Review of Previous Research

Criado, Sandoval-Almazan, and Gil-Garcia (2013) examined government innovation through social media and found that digital platforms provide opportunities to improve service quality, expand participation, and strengthen the relationship between government and citizens. However, their study primarily emphasizes public service innovation and bureaucratic performance, rather than institutional communication that carries normative-ideological mandates. For institutions whose mandate is value-based (such as ideological development bodies), public engagement cannot be measured solely through likes, shares, or comments, but also through the extent to which the public understands, accepts, and connects values with real-life contexts.

From the perspective of dialogic communication theory, Kent and Taylor (2002) formulated the dialogic public relations framework with five principles (mutuality, propinquity, empathy, risk, and commitment) as the foundation for building two-way and meaningful relationships in online spaces. This framework is important for understanding that dialogue is not merely responding to comments, but building respectful and meaningful relationships between institutions and their publics.

In public relations studies, Kriyantono (2018) emphasizes that public relations plays a crucial role in managing public perception, anticipating issues, and responding to crises in a planned manner. This perspective is highly relevant for ideological institutions because ideological issues tend to be sensitive, easily contested, and vulnerable to politicization in digital spaces. In such conditions, communication strategies cannot rely solely on content production, but must also include planning, message construction, interaction management, issue management, as well as continuous evaluation and improvement.

More recent literature also highlights the relationship between government digital communication, transparency, and public trust. Porumbescu (2017) shows that the use of public sector social media is associated with public trust perceptions toward government, while the impact of websites may vary depending on citizen behavior. This finding suggests that digital channels do not automatically generate trust; rather, strategy, communication quality, and audience interaction determine the outcomes. Bauhr and Grimes (2014) further argue that transparency does not always lead to accountability; in certain cases, it may generate indignation or resignation, which can weaken social accountability. This highlights that information openness must be accompanied by communication strategies that encourage meaningful participation.

Based on the reviewed literature, a clear gap emerges. Existing studies on government digital communication are generally strong in themes of public services, participation, bureaucratic innovation, transparency, or crisis management. However, research on digital communication strategies within state ideological development institutions, particularly in the Indonesian context and related to Pancasila, remains limited. Yet, the mandate of BPIP is fundamentally different from general public service institutions. BPIP is

not only responsible for delivering program information but also for managing the communication of Pancasila values so that they remain relevant, understood, and accepted in the digital public sphere.

Meanwhile, studies that specifically link digital communication strategies with state ideological development (especially Pancasila) are relatively scarce. This further strengthens the need for research that specifically examines digital communication strategies within ideological development institutions such as BPIP.

Therefore, this study aims to fill this research gap by providing an in-depth analysis of the communication strategy implementation of the Public Relations Bureau of BPIP in optimizing the dissemination of Pancasila values through government digital media. This research emphasizes a systematic examination of the communication strategy process, as well as the supporting and inhibiting factors influencing its implementation.

3. Methods

This study uses a qualitative approach with a descriptive-analytical design that combines deductive and inductive dimensions. The qualitative approach is chosen because this research aims to gain an in-depth understanding of the process of implementing communication strategies by the Public Relations Bureau of BPIP in disseminating Pancasila values through government digital media. This study is not oriented toward hypothesis testing or measuring relationships between variables statistically, but rather toward understanding the context, processes, and meanings underlying digital communication practices carried out by the institution.

This research uses both primary and secondary data. Primary data were obtained through in-depth interviews with informants who are directly involved in BPIP's digital communication strategies, as well as with members of the public who actively interact with the official Instagram account @bpipri. Interviews were conducted using a semi-structured format to allow broader exploration of the informants' experiences and perspectives.

This study targets a minimum of 10 informants, with the possibility of adding more if data saturation has not yet been reached. The principle of theoretical saturation is applied, where data collection is stopped when new information no longer produces meaningful new findings (Creswell, 2016).

Data collection techniques include in-depth interviews, digital observation, and document analysis. Data analysis in this study uses the interactive model proposed by Miles, Huberman, and Saldaña (2014), which consists of data reduction, data display, and conclusion drawing. Data reduction is carried out by selecting information relevant to the research focus, summarizing it, coding it, and then categorizing it according to the research objectives and focus.

4. Results and Discussion

Description of Research Findings

The findings of this study were obtained through in-depth interviews with eleven informants divided into three groups: Key Informants (Secretary General/STA, Head of FPHA/MM Bureau, Head of Public Relations/HTJ), Supporting Informants (Sub-Division Head of Media Relations/IW, Public Relations Officer/EJ, Public Relations Officer/KS), and Triangulation Informants (Spora Communication Consultant/PW, Student–Pancasila Ambassador/AS, Regional Government Communication Officer/BA, PPKn Teacher/NR, Paskibraka Community Activist/MFF). The interview data are presented based on the dimensions of the RACE Model (Research, Action, Communication, Evaluation), which serves as the

analytical framework of this study. Each dimension includes verbatim quotations from informants, supported by cross-group triangulation and the researcher's interpretation of the identified patterns.

Research Dimension: Situation Analysis and Intelligence Gathering

The Research dimension covers all activities related to the collection and analysis of information as the foundation for communication planning. In this dimension, the study explores two main sub-themes: how BPIP identifies communication issues that need to be addressed, and how the institution develops an understanding of its target audience characteristics.

a. Identification of Communication Issues

The process of issue identification within BPIP's Public Relations Bureau operates through a mutually reinforcing two-way mechanism. Findings from the consultant informant were strongly confirmed by regional community triangulation informants. Based on the research results, the internal and external perspectives reveal a significant pattern: BPIP's issue identification mechanism is structurally well-organized and layered, but it is inherently limited to conversations that already occur in digital spaces. These digital conversations tend to represent more vocal urban voices rather than the full spectrum of national public opinion.

The researcher interprets this condition as a gap between the technical capacity of BPIP's monitoring system, which is already relatively adequate, and its geographic and demographic reach, which has not yet fully represented Indonesia's diversity.

b. Understanding Audience Characteristics

Based on the research findings, the combination of internal analytical data and the lived experiences of various audience segments reveals an important gap: BPIP understands its audience demographically through platform analytics, but it has not yet fully understood them psychographically and contextually in relation to real-life conditions.

Data analytics can identify "who" the audience is, but it is still insufficient to answer "what they actually need" especially for audience segments outside urban digital users who are already well represented in available data.

Action Dimension: Planning of Digital Communication Strategy

The Action dimension covers the process of translating research findings into an operational strategic framework. In this dimension, the researcher identifies three sub-themes: the mechanism of strategy formulation, the setting of objectives and performance indicators, and the determination of key messages and the content calendar.

a. Mechanism of Digital Communication Strategy Formulation

Based on the research findings, what is noteworthy from the triangulation between internal and external perspectives is the alignment in diagnosis: all internal informants acknowledge the same condition identified by the consultant, namely event-centric content, limited video production, and the dominance of informative-ceremonial content. This indicates that the problem has been collectively recognized; the remaining question is the extent to which the newly formulated strategic architecture has been effectively implemented in practice.

b. Setting of Objectives and Performance Indicators

BPIP's digital communication objectives are structured into three interrelated layers. The Head of the Public Relations Bureau formulates them as: increasing public reach and engagement with Pancasila-based content; building BPIP's image as a relevant and modern institution; and encouraging positive public discourse on Pancasila in digital spaces.

The researcher notes that the Key Performance Indicators (KPIs) established are entirely quantitative and measure communication effects at a surface level. None of the KPIs explicitly measure depth of

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impact, such as the extent to which audiences exposed to the content experience changes in understanding or attitudes toward Pancasila values. This gap is particularly relevant considering BPIP's institutional mandate, which is not merely to increase engagement figures, but to foster internalization of values.

c. Key Message Formulation and Content Calendar

Based on the research findings, the formulation of key messages represents the intersection between policy direction from leadership and the editorial team's creativity in translating it. The editorial team member (EJ) explained that the content calendar divides production into a structured composition of eight anchor videos, among others.

The alignment between the principles held by the internal editorial team and the architectural recommendations from the consultant indicates a shared vision regarding the direction of content strategy. The challenge, as will be further discussed in the Communication dimension, lies in the consistency of translating this vision into daily production practices that are still heavily influenced by ceremonial documentation demands.

Communication Dimension: Implementation of Digital Communication

The Communication dimension represents the execution phase where strategy meets reality. In this dimension, the researcher identifies four sub-themes: content production workflow, distribution strategy, public interaction management, and content typology based on effectiveness.

a. Content Production Workflow: From Brief to Publication

Content production at BPIP involves structured collaboration between internal teams and external consultants. Informant IW described a five-stage workflow, starting from brief preparation, draft development by the consultant's creative team (1–3 days), first review by the Head of Public Relations, escalation to the Bureau Head for sensitive content, and finally scheduling and publication, with a total duration of 5–7 working days for video content and 3–4 days for static content.

KS, from an editorial position, added an important nuance: the multi-layered review process ensures content quality and institutional security, but it also limits speed. He noted that internal discussions are underway regarding the possibility of a faster approval pathway for certain types of content that already use templates and do not involve sensitive issues. The researcher observes that awareness of this issue already exists, but structural action is still required to address it effectively.

b. Content Distribution Strategy

Based on the research findings, from the perspective of triangulation informants as active platform users, confirmation of distribution effectiveness emerges indirectly: all audience informants consistently reported receiving @bpipri content in their feeds, especially during months with major national agendas. This indicates that the technical distribution mechanism is functioning properly; however, the relevance of the distributed content still needs to be improved.

c. Public Interaction Management

Public interaction management at BPIP is divided into two pathways based on sensitivity. Informant IW explained that routine interactions are handled directly by administrators using general response guidelines with a 24-hour response target, while sensitive interactions are escalated to the Sub-Division Head or Bureau Head.

d. However, a gap becomes evident from the audience perspective. The four triangulation informants, all active followers of @bpipri, consistently described their interaction experiences. AS reported waiting 2–3 days for a response to a specific question about Paskibraka, receiving a generic reply directing them to the website. NR waited nearly a week for a question regarding the use of BPIP content for teaching purposes without receiving a clear answer. BA asked about training programs

for regional civil servants and was redirected to email or telephone channels, which he considered inconsistent with efficient digital communication standards. Meanwhile, MFF stated that a collaboration proposal sent via direct message from a community in North Kalimantan never received a concrete response.

d. Content Typology: Effective vs. Ineffective Content

Content performance data throughout 2025 reveals a highly consistent pattern: there is a significant contrast between two content typologies in terms of audience engagement effectiveness.

Confirmation from the audience side is even stronger. AS described Paskibraka-related content especially stories featuring candidates from remote regions who undergo long journeys to participate in selection as content that made them “almost cry.” NR reported exceptional enthusiasm among students when such content was shown in PPKn classes. MFF shared similar content that went viral within their community in North Kalimantan.

This consistent triangulation from internal teams, consultants, and diverse audience informants strongly supports a key proposition: human-story-based content with authentic emotional value represents the most effective communication modality for conveying Pancasila values in digital media.

Evaluation Dimension: Evaluation and Strategic Learning

The Evaluation dimension covers the processes of measurement, assessment, and learning derived from communication implementation outcomes. In this dimension, the researcher identifies three sub-themes: the existing evaluation system, critical findings regarding the event-centric pattern, and the impact of evaluation on strategic adaptation.

a. Digital Communication Evaluation System

At the daily operational level, IW ensures that the performance of each content piece is recorded and that any anomalies are immediately escalated when detected. KS adds an important insight from his experience in monthly evaluations: content with the simplest production process sometimes achieves the highest engagement, while the most expensive productions yield only average results. This reflects an important lesson that authenticity plays a more decisive role than production packaging.

The four levels of evaluation can be summarized as follows:

Table 4.4 Digital Communication Evaluation System of BPIP

Level	Frequency	Scope & Output	Responsible Party
I	Daily	Content performance monitoring; recording of anomalies	Public Relations Officer / Account Administrator
II	Weekly	Data compilation and operational planning for the following week	Head of Public Relations Bureau + Consultant
III	Monthly	Written report: engagement analysis, content evaluation, and recommendations	Head of Public Relations Bureau → Head of Bureau → Secretary General
IV	Annual	Comprehensive evaluation: Social Media & Mass Media Analysis Report	FPHA Bureau + Spora Communication

b. Event-Centric Pattern: Critical Findings from Evaluation Data

A similar perspective was expressed by BA, who described this pattern as an issue commonly found in many local government social media accounts as well: highly active during anniversaries or national commemorations, but quiet during ordinary days. NR conveyed a simple expectation with significant implications: she needs fresh and relevant Pancasila content throughout the semester, not only during national commemorative events, because Pancasila as the state ideology should be communicated every day.

The alignment between the consultant's diagnosis, internal team reflections, and the voices of four audience informants from diverse backgrounds makes the event-centric pattern one of the most robust and consistent findings in this study.

c. Impact of Evaluation on Strategic Adaptation

Despite the identified limitations, BPIP's evaluation process has demonstrably resulted in tangible strategic changes. MM provided another concrete example: optimizing posting times from morning to evening based on audience activity patterns, which directly led to an increase in engagement.

Meanwhile, HTJ highlighted the adoption of a video-led approach as one of the most impactful changes derived from content performance data evaluation. The confirmation from these three key informants indicates that the evaluation–adaptation cycle is functioning and producing measurable changes.

However, as HTJ also noted, these changes still face structural bureaucratic constraints that slow down the speed of adaptation. This indicates that BPIP's evaluation system is already oriented toward learning, but its capacity to transform learning into rapid action still needs strengthening.

Discussion

This discussion critically analyzes the research findings by linking them to the theoretical framework presented in Chapter II. The analysis is structured according to the RACE Model as the main framework, and is further enriched with Mergel's (2013) Three Tactics of Government Social Media Adoption and Rocha's Three-Dimensional Model of Government Website Evaluation.

Analysis of the Research Dimension: Adequate Foundation with Systemic Gaps

Cutlip, Center, and Broom (2006) emphasize that Research is not merely data collection, but a systematic process of defining problems, understanding publics, and accurately reading situations before any strategy is designed. Weak research leads to strategies that may appear well-structured technically, but are substantively misaligned with reality.

Referring to this framework, BPIP demonstrates a reasonably solid research foundation through the existence of an integrated media monitoring system facilitated by Spora Communication consultants. The two-way issue identification mechanism top-down from leadership directives and bottom-up from media monitoring reflects an effort to integrate strategic policy agendas with public perception realities. Ruslan (2001) highlights that government communication research must bridge these two flows, a principle that has begun to be internalized in BPIP's practice.

However, field data reveals two significant systemic gaps. First, audience data collection remains passive-reactive, relying heavily on Instagram Insights and monitoring data that only reflect users who have already interacted with the platform. Ndraha (2003, 2008), in his framework of Government Communication, emphasizes a citizen-oriented approach that treats citizens as active subjects whose needs must be deeply understood an ideal that has not yet been fully achieved. Second, the research remains Jakarta-centric. Confirmation from triangulation informants in Padang and North Kalimantan reveals a serious gap between issues detected by urban-centered monitoring systems and the actual concerns experienced by people in regional areas.

This condition aligns with Grunig and Hunt's (1984) two-way symmetrical communication model, which emphasizes that effective audience research requires active approaches that do not rely solely on reactive digital data. In the context of Indonesian government ideological communication, similar challenges are also faced by institutions with preventive communication mandates such as BNPT in counter-radicalization narratives. Their digital monitoring systems are inherently more capable of capturing discourse from

already-digitized communities, while the communities most in need of engagement often remain outside the mainstream digital radar.

The implication for BPIP is clear: while its technical monitoring capacity is relatively adequate, it must be complemented with active research mechanisms beyond digital data such as surveys, focus group discussions, and community reporting networks to ensure a more accurate representation of Indonesia's diversity.

Analysis of the Action Dimension: Planning Progress Amid Implementation Paradox

Within the RACE Model, the Action stage requires planning that is not only technically comprehensive but also contextually realistic. The findings indicate significant progress in BPIP's planning capacity since its collaboration with Spora Communication, including a structured monthly content calendar, formal strategic documents, measurable Key Performance Indicators (KPIs), and a video-led content architecture.

From the perspective of Mergel's (2013) Three Tactics of Government Social Media Adoption, BPIP's Action stage is still largely dominated by the First Tactic (Pushing: one-way information dissemination), is gradually transitioning toward the Second Tactic (Pulling: providing content that encourages public engagement), while the Third Tactic (Networking: building two-way networks and collaboration) remains an aspirational concept embedded in strategic documents rather than an institutionalized operational mechanism.

The most prominent paradox is the gap between formulated strategy and actual practice: ceremonial content still dominates 40–50% of total production. Suprawoto (2018) notes that government public relations institutions in modern contexts must manage a dual role between formal administrative communication and strategic communication functions, which often creates unresolved tension. This reflects precisely the condition experienced by BPIP.

This paradox is not unique to BPIP. The Ministry of Primary and Secondary Education (Kemendikdasmen), which shares overlapping mandates with BPIP in shaping national character and values among younger generations, faces similar tensions between the demand for official activity documentation and the demand for effective digital communication. The same applies to various government institutions attempting digital transformation in communication while operating within public accountability systems that require every official activity to be documented and reported.

Lattimore et al. (2010), in their strategic communication planning framework, argue that gaps between planning and implementation in institutions with dual functions documentative and persuasive can only be addressed through a clear content classification mechanism: distinguishing between content required for accountability purposes and content designed for communication effectiveness. Without such classification, both functions will continue to compromise each other.

Analysis of the Communication Dimension: Narrative Strength and Structural Constraints

The Communication stage tests the entire planning process against execution in real-world conditions. The most prominent strength identified is the effectiveness of content typology. The empirical success of Paskibraka content, reaching a peak of 19,205 likes and consistently confirmed by all groups of informants, demonstrates that when Pancasila values are communicated through real human faces and authentic storytelling, their effectiveness surpasses all other communication modalities. This finding strengthens the relevance of narrative theory in public communication: humans are cognitively more receptive to values delivered through stories than through abstract arguments.

The most fundamental structural barrier is the incompatibility between a 1–3 day content approval procedure and the logic of social media, which demands speed and immediacy. This condition reflects what

can be conceptualized as “institutional-digital incompatibility” a fundamental mismatch between government bureaucratic governance systems, which emphasize control and hierarchy, and social media ecosystems, which prioritize speed and spontaneity.

From Mergel’s framework perspective, the Communication dimension reveals that BPIP practice remains heavily dominated by the Pushing tactic. The Pulling tactic is constrained by slow approval processes, while the Networking tactic becomes increasingly difficult to achieve without formal interaction SOPs. For bpip.go.id, the application of Rocha’s Three-Dimensional Model shows that the website is already optimal in the first dimension (digital presence), but requires significant strengthening in the second dimension (interactivity and user engagement) and the third dimension (content relevance for diverse user needs, including educators and regional civil servants).

The superiority of human storytelling demonstrated in this study has a strong theoretical foundation in Fisher’s (1987) narrative paradigm. Fisher argues that humans are essentially *homo narrans* storytelling beings who evaluate and internalize values not through formal logic, but through two narrative criteria: narrative fidelity (whether a story feels truthful and consistent with lived experience) and narrative probability (whether the story is internally coherent and believable). The viral Paskibraka content real stories of young individuals undertaking long and emotional journeys to participate in a national moment fulfills both criteria effectively.

A similar pattern is observed in other government communication domains. The National Narcotics Agency (BNN) during the 2022–2024 period found that content based on real-life recovery stories from former drug users generated significantly higher engagement and stronger shifts in public perception compared to purely informational content about drug dangers. This confirms that the power of human storytelling is not incidental, but rooted in how the human brain processes and integrates complex values.

Analysis of the Evaluation Dimension: A Developing System, Depth Still to Be Strengthened

Within the RACE Model, evaluation functions as an organizational learning mechanism that enables continuous strategic adaptation. BPIP has established a relatively structured four-level evaluation system, and this system has demonstrably produced real strategic changes, including the adoption of a video-led approach, optimization of posting times, and the decision to partner with consultants. This evaluation–adaptation cycle is already functioning.

However, a fundamental limitation lies in the depth of evaluation. The metrics used are still dominated by surface-level quantitative indicators that measure communication outputs without measuring real impact. KS’s observation regarding the difference between high likes on major event-based content and more reflective comments on routine content reinforces the argument that the evaluation system must be enriched with instruments capable of capturing deeper engagement dimensions, particularly value internalization, which is central to BPIP’s mandate.

This limitation can be examined through Macnamara’s (2015) evaluation taxonomy, which distinguishes three levels of communication effectiveness measurement: output (what is produced and distributed), uptake (the extent to which audiences are exposed to and process messages), and outcome (actual changes in knowledge, attitudes, or behavior among audiences). BPIP’s current system already measures output well content volume, reach, and posting frequency and partially measures uptake through engagement rates and sentiment analysis. However, the outcome level whether audiences who are exposed to content experience improved understanding or internalization of Pancasila values in daily life has not yet been systematically measured.

Gregory and Watson (2008) emphasize that professional public communication evaluation must demonstrate a real contribution to organizational objectives. For BPIP, that objective is value transformation, not virality metrics. Therefore, the development of valid outcome measurement instruments such as periodic perception surveys and qualitative analysis of audience comments should become a priority in the next evaluation cycle, enabling BPIP to demonstrate communication impact beyond surface-level digital metrics.

Supporting Factors of BPIP Digital Public Relations Strategy Effectiveness

Based on cross-informant analysis, four main factors consistently support the effectiveness of BPIP's Public Relations Bureau strategy.

First, strong leadership commitment at the highest level. In the bureaucratic context, significant communication innovation requires top-level legitimacy, and the Head of BPIP's support for digital communication modernization serves as a critical enabler for all reform initiatives.

Second, strategic partnership with professional consultant Spora Communication, which addresses internal capacity gaps in three areas: high-quality creative content production, real-time monitoring systems, and data-driven strategic consulting.

Third, the Paskibraka and Pancasila Ambassador community assets, which form a unique grassroots communication network with thousands of members across Indonesia. As confirmed by MFF, these communities actively disseminate BPIP content within their regional networks, including in North Kalimantan.

Fourth, adequate data analytics infrastructure through the combination of Instagram Insights, Google Analytics, and consultant-based monitoring tools, enabling more evidence-based communication decisions.

Inhibiting Factors of BPIP Digital Public Relations Strategy Effectiveness

Five major inhibiting factors were identified as the most significant constraints in the effectiveness of BPIP's digital public relations strategy.

First, the incompatibility between bureaucratic procedures and the logic of social media represents the most consistent and fundamental barrier. This constraint stems from the underlying value differences between the two systems. Suprawoto (2018) identifies this tension as a core structural challenge for government public relations institutions in the digital era, where bureaucratic governance emphasizes hierarchy, control, and procedural compliance, while social media ecosystems prioritize speed, flexibility, and responsiveness. Second, limited internal human resource capacity in digital communication creates a high dependency on external consultants. While this collaboration addresses immediate operational needs, it simultaneously creates a long-term vulnerability in terms of institutional sustainability and internal capacity building.

Third, negative sentiment and entrenched public perceptions in certain audience segments cannot be resolved solely through improved content quality. Instead, they require a long-term trust restoration strategy that goes beyond communication outputs and involves consistent engagement, credibility building, and institutional transparency.

Fourth, the absence of formal Standard Operating Procedures (SOPs) for interaction management and digital communication crisis handling places the communication team in a vulnerable position, particularly in ensuring consistency of responses across different types of audience engagement and escalation scenarios.

Fifth, the constantly evolving and non-transparent nature of platform algorithms poses an additional external constraint. This dynamic requires continuous adaptive capacity from the communication team, despite already limited human and technical resources, making sustained optimization more challenging.

Research Findings and Theoretical Implications

Based on an in-depth analysis of all research findings through the lens of the RACE Model, enriched with Mergel's and Rocha's frameworks, this study identifies four main findings with both theoretical and practical significance.

1. First Finding: Asymmetrical Implementation of the RACE Model

All four dimensions of the RACE Model are implemented by BPIP, but with uneven levels of institutionalization and depth. The Action dimension (planning) is the most institutionalized, indicated by the existence of a structured content calendar, formal strategic documents, and measurable Key Performance Indicators (KPIs). The Communication dimension shows strength in human-story content quality but is constrained by bureaucratic approval procedures. The Evaluation dimension has a structured multi-level system but is still dominated by surface-level quantitative metrics. The Research dimension represents the largest gap, particularly in systematic audience data collection and the integration of regional community perspectives.

This asymmetry carries important theoretical implications: the RACE Model as a process framework requires proportional strength across all dimensions to function as an effective learning cycle. Weakness in the Research dimension risks compromising the quality of all subsequent stages, as strategies built on incomplete audience understanding are likely to produce messages that are not fully targeted or contextually accurate.

2. Second Finding: The Event-Centric Paradox in Ideological Value Communication

The event-centric pattern documented in the 2025 performance data indicates that BPIP has not yet succeeded in building an intrinsic and autonomous digital presence. Currently, BPIP relies on the existing emotional resonance embedded in public awareness of national commemorative moments, rather than independently constructing that resonance throughout the year.

Within Mergel's framework, this condition reflects dependence on external momentum to trigger Pulling effects, instead of building its own sustained pulling power through consistent year-round content. Theoretically, this finding aligns with the distinction between situational audiences and active-loyal audiences. The dominance of situational audiences represents a significant strategic gap, considering BPIP's mandate requires continuous value internalization rather than periodic symbolic engagement.

3. Third Finding: Storytelling as an Effective Modality for Ideological Value Communication

This study empirically confirms that human-story-based content strategy is the most effective communication modality for disseminating Pancasila values in digital media. Verbatim data from all informant groups consistently identify content featuring real-life stories with strong emotional elements as the most impactful content type, both in terms of engagement metrics and depth of audience involvement.

The strategic implication is a fundamental reframing: from "delivering Pancasila" to "showing Pancasila as lived through real human experiences." This represents a shift from declarative communication to demonstrative communication. This transformation is also consistent with the Pulling tactic in Mergel's framework, where content is designed to attract active engagement due to its intrinsic value rather than institutional obligation.

4. Fourth Finding: The Structural Dilemma of Government Digital Public Relations as a Systemic Phenomenon

The tension between bureaucratic logic and social media logic experienced by BPIP reflects a systemic dilemma faced by government public relations institutions in the digital era. The solution

adopted through partnerships with external consultants represents a pragmatic short-term adaptation but does not address the underlying structural root problem.

Long-term sustainable solutions require more fundamental procedural reform: the development of SOPs that delegate approval of routine content to operational levels, investment in internal digital communication capacity building, and formal mechanisms that enable structured content collaboration with regional communities. Within Mergel's framework, BPIP's transition toward a true Networking tactic still requires transformation that is not only technical, but also cultural and structural.

5. Conclusion

This study has successfully mapped in depth the communication strategy of the Public Relations Bureau of the Agency for Pancasila Ideology Development (BPIP) in optimizing the dissemination of Pancasila values through government digital media, using the RACE Model as the main analytical framework, enriched by relevant supporting theories. The findings are not only relevant to BPIP as the object of study, but also provide a broader illustration of the systemic challenges faced by government public relations institutions in navigating the continuously evolving digital communication ecosystem.

One central thread runs through the entire study: Pancasila values, as the most authentic philosophical foundation of the Indonesian nation, are most effectively communicated when they are embodied in real human experiences in stories, struggles, sacrifices, wisdom, and the everyday lives of citizens who consciously live them. The most powerful communication of Pancasila is not the most technologically sophisticated, but the most humanly authentic. As shown by the field data in this study, a single content piece telling the story of a rural student striving to become a Paskibraka member was able to touch millions of people, far exceeding hundreds of ceremonial posts produced with significantly larger budgets.

The researcher acknowledges that this study has limitations, particularly in the geographical scope of informants, which remains concentrated in Java and the capital region. Perspectives from communities outside Java with their rich diversity of cultures, languages, and social contexts would certainly enrich and possibly challenge some of the conclusions drawn. Further research involving communities in Kalimantan, Sulawesi, Papua, Nusa Tenggara, and other archipelagic regions would deepen the understanding of how Pancasila values are communicated and lived within the true context of Indonesia's diversity.

Despite these limitations, the researcher hopes that the findings and recommendations of this study can provide meaningful contributions, both practically for BPIP's Public Relations Bureau and institutional leadership in designing more effective communication strategies, and academically for the development of government communication studies and public communication policy research.

Pancasila is not merely a text on paper, nor simply memorized words recited in ceremonial ceremonies. It is the soul of the nation that must continuously be breathed into every generation. In the digital era, BPIP's Public Relations Bureau carries a responsibility that is both heavy and noble: to ensure that this breath of values is heard, felt, and deeply embedded in the hearts of all Indonesians. May this study become a small contribution to the collective effort of fulfilling that responsibility.

6. References

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