



Billboard-Based Public Relations Communication Strategy to Support Public Information Disclosure in Serang City

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ABSTRACT

Public information disclosure is an obligation of the regional government as mandated by Law Number 14 of 2008. However, in Serang City, the delivery of public information still faces various obstacles, such as limited access to information, low public understanding of public policies, and the suboptimal use of easily accessible communication media. Billboards as a public visual communication medium have not been fully maximized by the local government's Public Relations as a strategic means to convey transparent, accurate, and easily understood information. This study aims to analyze billboard-based Public Relations communication strategies in supporting public information disclosure in Serang City and identify their effectiveness in increasing public understanding and trust. This study uses a qualitative method with a descriptive approach. Data collection techniques include observation of government billboards, interviews with Public Relations officials and the community, and documentation of policies and public communication materials. The results show that billboards have a strategic role as a Public Relations communication medium in supporting public information disclosure in Serang City. Simple message strategies, attractive visuals, and appropriate placement have been proven to increase information accessibility and strengthen transparency and a positive image of the local government.

Keyword: Public Relations, Billboards, Public Information Disclosure

A. INTRODUCTION

Public information transparency is a key pillar of democratic, accountable, and participatory governance. The principle of information transparency serves as a crucial foundation for the public to gain access to information related to government policies, programs, and performance. In Indonesia, the commitment to public information transparency has been affirmed through Law Number 14 of 2008 concerning Public Information Transparency, which requires every public body to provide accurate, truthful, and non-misleading information to the public. However, the implementation of information transparency depends not only on regulatory aspects but also on the communication strategies used by the government in conveying information to the public (Maharani et al., 2024). In the context of regional government, public information disclosure is becoming increasingly crucial because it directly relates to public services, regional development, and the relationship between the government and the community. Serang City, as the capital of Banten Province, plays a strategic role in providing an example of good information disclosure practices. As the center of government, development activities, public policies, and administrative services in Serang City require

an effective public communication system so that the public can understand policy directions and participate in the development process. However, in practice, the delivery of public information at the regional level still faces various challenges, ranging from limited communication media, low public information literacy, to the suboptimal role of local government Public Relations(Gloria et al., 2025). Government Public Relations plays a strategic role as a liaison between the government and the public. Through this role, Public Relations is not only tasked with conveying information but also building public trust, creating a positive image of the institution, and encouraging public participation in public policy. In an era of open information, Public Relations is required to manage two-way, transparent, and public interest-oriented communication. Therefore, selecting the right communication medium is a determining factor in the success of a government Public Relations communication strategy(Gloria et al., 2025).

One public communication medium that remains relevant and has a wide reach is the billboard. As an outdoor visual medium, billboards have the advantage of reaching the public directly without relying on digital technology. In Serang City, billboards are frequently found in strategic public spaces such as intersections, office areas, and community activity centers. This makes billboards a potential means of conveying public information related to government programs, public services, and educational messages to the public. However, the use of billboards as a government Public Relations communication medium has not been fully optimized. In many cases, billboards are used more often for commercial purposes or to promote ceremonial activities, while their informative and educational functions are not maximized. Messages delivered are often one-way, lack contextualization, and are not strategically designed to support the principle of public information transparency. As a result, the public does not fully obtain the information they need in a clear, understandable, and sustainable manner(Ramah, 2022). In Serang City, the challenge of public information transparency is also influenced by the heterogeneity of community characteristics, both in terms of education level, socioeconomic status, and access to information technology. Not all levels of society have adequate access to digital media or government online platforms. Therefore, the use of conventional media such as billboards remains strategically relevant as a means of inclusive public communication. However, for this medium to be effective, a well-planned, targeted, and public relations communication strategy is required, based on the public's information needs (Logistik et al., n.d.).

A billboard-based public relations communication strategy must consider various aspects, such as message clarity, visual design, location selection, and consistency of information with official government policies. Furthermore, this strategy also needs to be synergized with other communication media to create an integrated public communication system. With the right approach, billboards will function not only as a means of disseminating information but also as an instrument of government transparency and accountability to the public. Based on this description, research on billboard-based Public Relations communication strategies to support public information disclosure in Serang City is crucial (Mar et al., 2023).

Public Relations Theory: Public relations is a management function aimed at building and maintaining mutually beneficial relationships between an organization and its publics. In the context of government, public relations serves as a strategic communication tool to convey public policy, explain government programs, and accommodate public aspirations. Government public relations emphasizes the principles of public service, transparency, and accountability, so that communication must be oriented toward the interests of the wider community (K. K. Putri & Setiyadi, 2025). **Public Communication Theory:** Public communication is the process of conveying messages

from public institutions to the public with the goal of providing information, education, and persuasion. Within the framework of information transparency, public communication must be open, honest, and easily accessible. The effectiveness of public communication is influenced by the clarity of the message, the medium used, and the message's suitability to the needs and characteristics of the audience (Ananda et al., 2025).

Public Information Disclosure Theory Public information disclosure is the public's right to obtain information managed by public bodies. The principle of information disclosure emphasizes transparency, participation, and accountability. In practice, information disclosure is not only realized through the provision of data, but also through communication strategies that enable the public to understand and optimally utilize the information. Outdoor Media as a Communication Tool Billboards fall into the category of outdoor media, featuring strong visual characteristics and broad reach. This medium is effective for conveying concise, clear, and memorable messages (Nasution & Hidayat, 2025). From a public relations perspective, billboards can be utilized as a strategic medium for continuously conveying public information, especially to communities with limited access to digital media. Public Relations Communication Strategy Public relations communication strategy is the planning and management of communication messages aimed at achieving organizational goals (Fairuzi et al., 2020). This strategy includes determining communication targets, formulating messages, selecting media, and evaluating communication effectiveness. In the context of billboards, the communication strategy must consider visual design, placement location, and the message's alignment with public information disclosure policies (Pekanbaru, 2024). Studies on Public Relations (PR) communication strategies to support public information disclosure have generally focused on the use of digital media, such as official government websites, social media, public service applications, and e-government. These studies emphasize the effectiveness of two-way communication, the speed of information dissemination, and information technology-based public participation. As a result, outdoor communication media, such as billboards, tend to be positioned as merely supporting media and have not been studied in depth within the context of government PR strategies. Conversely, research on billboards is largely limited to commercial advertising studies, such as the influence of billboard visuals on brand awareness, consumer behavior, or the effectiveness of advertising messages. Very little research examines billboards as a non-commercial public communication instrument, particularly in fulfilling the public's right to information as mandated by Law No. 14 of 2008 concerning Public Information Disclosure. Contextually, there is limited research that specifically examines how local governments formulate, implement, and evaluate billboard-based Public Relations communication strategies to support public information disclosure at the local level. In fact, in areas with uneven levels of digital literacy, billboards have strategic potential as a one-way communication medium that is easily accessible, reaches public spaces, and does not depend on internet access. This theoretical study serves as a conceptual basis for analyzing billboard-based Public Relations communication strategies in supporting public information disclosure in Serang City (*P-Issn: 1693-0061, e-Issn: 2614-2961, 2026*).

B. METHOD

This study uses a qualitative approach with a descriptive method, which aims to describe in depth the Public Relations communication strategy based on billboards in supporting public information disclosure in Serang City. The qualitative approach was chosen because this study focuses on understanding the process, meaning, and communication practices carried out by the local government through billboard media. The location of the study was carried out in the Serang City area considering that it is the

center of government of Banten Province which has a fairly high intensity of billboard use in public spaces (Alat et al., n.d.). The research subjects included Public Relations officials or staff at local government agencies, as well as the public as recipients of public information. Data collection techniques were carried out through direct observation of government billboards in strategic public spaces, in-depth interviews with Public Relations officers and the public, and documentation of communication materials and policies related to public information disclosure (K. C. Putri & Setyanto, 2025). The data obtained were analyzed using qualitative data analysis techniques that include data reduction, data presentation, and drawing conclusions. To ensure the validity of the data, this study used triangulation techniques of sources and methods, so that the results of the study are expected to provide an accurate picture of the effectiveness of Public Relations communication strategies based on billboards in supporting public information disclosure in Serang City (Farida et al., 2025).

C. RESULT AND DISCUSSION

Result

Based on field observations and analysis of the Serang City Government's communication strategy, the use of billboards is no longer merely a tool for program socialization, but also a bridge for information transparency. The Serang City Government, through the Communication and Informatics Agency (Diskominfo), has integrated strategic messages into billboards in protocol areas such as Jalan Sudirman and Jalan Veteran. Key Findings Digital Content Integration: The use of QR codes on physical billboards directs the public directly to the Information and Documentation Management Officer (PPID) portal or the city's public service application. Budget Data Visualization: Presenting a communicative visual summary of the Regional Budget (APBD), making it easier for residents to view development fund allocations without having to navigate complex technical documents. Participatory Campaign: The use of billboards as a reminder of citizens' right to know, including the complaint service number (SIPEKA) and other channels for expressing their concerns. The research results show that the use of billboards as part of the Serang City Government's Public Relations communication strategy plays a significant role in supporting public information transparency. Billboards are used as an informative and persuasive outdoor communication medium to convey policy messages, priority programs, and public service information to the public. The presence of billboards in strategic locations such as main roads, busy centers, and public service areas allows government information to reach a wider audience without relying on digital technology. In terms of communication planning, the Serang City Government has aligned billboard content with the basic principles of public information transparency, namely conveying information that is general, easy to understand, and relevant to the community's needs. The messages presented generally use simple language, attractive visuals, and symbols that represent regional identity. This aligns with the function of Public Relations as a communications manager, aiming to build public understanding and trust in the government. However, research results also indicate that the message planning process is not fully based on an in-depth analysis of the community's information needs. (Kharis, 2025).

During the implementation phase, billboards function as an effective one-way communication medium to raise public awareness of local government programs and policies. Communities with limited internet access or digital literacy can still obtain information through this medium. This finding reinforces the view that conventional media remains relevant in government PR communication strategies, particularly in regions with heterogeneous social characteristics. However, the limitations of billboards as a one-way medium mean there is little room for direct feedback from the public. From a public information disclosure perspective, the use of billboards meets the transparency aspect, but does not fully meet the participatory aspect. The information conveyed tends to be policy dissemination and appeals, not optimally encouraging public dialogue or active community participation. This suggests that billboards are more appropriately

positioned as a supporting medium within an integrated public communication system, rather than as the sole channel for government communication. In the context of public relations strategy, the findings of this study demonstrate that billboards have strategic value in building a positive image of local government as an open and informative institution. The availability of easily accessible information in public spaces creates an impression of transparency and the government's closeness to the public. However, their effectiveness will be maximized if supported by other media such as digital media, complaint services, and public communication forums.

Overall, the results of this study confirm that billboard-based public relations communication strategies in Serang City contribute to supporting public information disclosure, particularly in the aspect of information dissemination. The main challenges lie in optimizing message planning, evaluating communication impact, and integrating with two-way communication media. Therefore, strengthening collaborative and multimodal PR strategies is crucial for achieving more effective and sustainable public information disclosure.

Discussion

The Effectiveness of Outdoor Media in Serang City Billboards have the advantage of high visibility due to the geographical characteristics of Serang City, which is both the center of government and a major inter-regional crossing point in Banten Province. This strategy leverages a captive audience – people stuck in traffic or passing through – to be repeatedly exposed to public information. In communication theory, this repetition builds strong awareness of government transparency. Supporting the Principle of Public Information Transparency (KIP) Information transparency is not just about providing documents, but also about accessibility. By placing summaries of government performance in public spaces, the Serang City Government's PR is engaging with the public. This strategy reduces the psychological barrier that often discourages people from visiting government offices directly to inquire about basic information(Septian et al., 2024).

Narrative and Visual Synergy An in-depth discussion shows that the success of this strategy depends on PR's ability to simplify rigid bureaucratic language into crisp visuals. The message of clean governance is conveyed through a modern design, avoiding the impression of mere formality. This creates the impression that the local government is modern, open, and accountable. Important Note: While effective, the main challenge lies in maintaining content to keep it current (Ahwan, 2025). Billboards containing outdated information can actually undermine public trust in the professionalism of government PR. **Impact Evaluation** Strategically, the use of billboards in Serang City serves as a "Face of Transparency." When the public sees development data openly displayed on the roadside, a positive perception emerges that nothing is being hidden. This is the first step towards Good Governance, where public trust is built through visual honesty in public spaces (Awwalia et al., n.d.). The research results indicate that the billboard-based Public Relations communication strategy implemented by the Serang City Government remains relevant in supporting public information disclosure, particularly in the context of a society with varying levels of digital literacy and access. Billboards serve as an effective outdoor communication medium for conveying basic information regarding policies, programs, and public services quickly and easily. However, in the digital era, characterized by a massive, rapid, and competitive flow of information, the use of billboards faces challenges such as limited message space, the one-way nature of communication, and the potential for diminished public attention due to the dominance of digital and social media. These conditions mean that billboards are unable to fully meet the demands for public information disclosure, which emphasizes transparency, accountability, and active public participation.

In line with these challenges, this study recommends that the Serang City Government develop a Public Relations communication strategy that is adaptive to the digital era by integrating billboards with digital platforms and interactive communication channels. Billboards can function as information triggers, directing the public to more comprehensive information sources through QR codes, official websites, or government social media. The theoretical implications of this research emphasize the importance of a hybrid communication approach in government public relations studies, namely a combination of conventional and digital media to ensure inclusive public information disclosure. Practically, these findings provide a basis for local governments in formulating public communication policies that are responsive to digital dynamics while simultaneously ensuring equitable access to information for all levels of society.

D. CONCLUSION

Based on the research findings, it can be concluded that the billboard-based Public Relations communication strategy implemented by the Serang City Government plays a role in supporting public information disclosure, particularly in disseminating information to the public. Billboards have proven effective as an outdoor communication medium capable of reaching a wide audience, including those with limited digital access and literacy. By conveying informative and visual messages, the local government can build public awareness and an image as a transparent institution. However, the limitations of billboards as a one-way communication medium result in a less than optimal dialogic and participatory function in public information disclosure practices. Based on these findings, this study recommends that the Serang City Government optimize billboard message planning based on public information needs and integrate it with other two-way communication media, such as digital media and public communication forums. Theoretically, the implications of this research strengthen the study of government Public Relations by emphasizing the relevance of conventional media in the digital era, particularly in the context of public information disclosure. Practically, this research serves as a reference for local governments in formulating more inclusive, integrated, and sustainable public communication strategies to increase transparency, trust, and public participation.

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