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28

PUBLIC RELATIONS STRATEGY IN MAINTANING GOOD RELATIONSHIPS WITH EXTERNAL STAKEHOLDERS

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Abstract

Good relationships between a company and its external stakeholders are essential to supporting organizational sustainability, particularly in the energy sector, where stakeholders have diverse characteristics. PT PLN Indonesia Power UBP Priok, as astate-owned power generation company, is required to maintain trust, meet stakeholders' expectations, and build harmoniousrelationships with external stakeholders through effective and sustainable public relations strategies. This study aims to analyze the public relations strategy of PT PLN Indonesia Power UBP Priok in maintaining good relationships with external stakeholders. The study employs Stakeholder Theory by Freeman and Relationship Management Theory by Hon and Grunig as the analytical framework using a qualitative approach. Data were collected through in-depth interviews, observations, and documentation involving internal informants and external stakeholders selected using purposive sampling. The findings indicate that the public relations strategy of PT PLN Indonesia Power UBP Priok is implemented through the stages of fact finding, planning, communication and action, and evaluation. Relationships with external stakeholders are developed through two-way communication, Community Development programs, discussion forums, and continuous evaluation, resulting in trust, commitment, satisfaction, and mutual control.

Keywords: *External Stakeholders; Public Relations Strategy; Relationship Management Theory; Stakeholder Relationship; Stakeholder Theory.*

Abstrak

Hubungan yang baik antara perusahaan dan stakeholder eksternal menjadi aspek penting dalam mendukung keberlangsungan organisasi, khususnya pada perusahaan sektor energi yang memiliki karakteristik stakeholder yang beragam. PT PLN Indonesia Power UBP Priok sebagai perusahaan pembangkit listrik milik negara dituntut untuk menjaga kepercayaan, memenuhi ekspektasi, serta membangun hubungan harmonis dengan stakeholder eksternal melalui strategi humas yang efektif dan berkelanjutan. Penelitian ini bertujuan untuk menganalisis strategi Humas PT PLN Indonesia Power UBP Priok dalam menjaga hubungan baik dengan stakeholder eksternal. Penelitian ini menggunakan Stakeholder Theory dari Freeman dan Relationship Management Theory dari Hon dan Grunig sebagai landasan analisis dengan pendekatan kualitatif. Data diperoleh melalui wawancara mendalam, observasi, dan dokumentasi terhadap informan internal serta stakeholder eksternal yang dipilih menggunakan teknik purposive sampling. Hasil penelitian menunjukkan bahwa strategi Humas PT PLN Indonesia Power UBP Priok dilaksanakan melalui tahap fact

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finding, planning, communication and action, serta evaluation. Hubungan dengan stakeholder eksternal dibangun melalui komunikasi dua arah, program Community Development, forum diskusi, dan evaluasi berkelanjutan yang menghasilkan kepercayaan, komitmen, kepuasan, serta kontrol bersama.
KataKunci: Hubungan Stakeholder; Relationship Management Theory; Stakeholder Eksternal; Stakeholder Theory; Strategi Humas.

I. INTRODUCTION

The increasingly dynamic business environment requires organizations not only to pursue economic objectives but also to establish harmonious relationships with the various stakeholders who are affected by or have an interest in the organization's activities. Organizational success is largely influenced by the quality of its relationships with both internal and external stakeholders. In the context of modern organizations, communication is no longer viewed merely as a means of disseminating information but also as a strategic instrument for shaping public perceptions, building corporate image, and maintaining organizational reputation. Therefore, organizations require effective communication strategies to develop mutually beneficial and sustainable relationships with their stakeholders. Within this context, public relations (PR) plays a strategic role as the link between an organization and its publics. According to Ruslan, public relations functions to establish communication that fosters understanding, trust, and support for organizational policies and activities. Through well-planned communication strategies, public relations helps organizations manage stakeholder interests while maintaining corporate reputation amid increasing demands for information transparency and the growing complexity of social issues. From the perspective of Stakeholder Theory, organizations are expected to consider the interests of all stakeholders, as organizational success depends on the quality of these relationships. PT PLN Indonesia Power Priok Power Generation Business Unit (UBP Priok) is one of Indonesia's strategic power generation units, playing a vital role in supporting the national electricity system, particularly in Jakarta and its surrounding areas. As a company operating in an urban environment with diverse stakeholder groups, PT PLN Indonesia Power UBP Priok interacts directly with local communities, government institutions, security agencies, the media, educational institutions, and various business partners. Such extensive interactions require the company to maintain positive relationships with its external stakeholders in order to create a conducive environment for sustainable business operations.

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However, differences in stakeholder interests, emerging social and environmental issues, and increasing demands for information transparency present significant challenges that require adaptive and participatory public relations strategies.

Previous studies have extensively examined public relations strategies and stakeholder relationships. Fatimah and Ayu Erni Jurnita found that public relations communication strategies play a crucial role in fostering relationships with the public through continuous two-way communication. Ahmad Septia Eka Putra, Rini Hardiyanti, and Luna Safitri Salsabila reported that stakeholder engagement enhances community participation in supporting corporate programs. Meanwhile, Aurellia Khairunnisa Lahfah and Moch. Armien Syifaa Sutarjo demonstrated that Corporate Social Responsibility (CSR) programs serve as effective instruments for strengthening relationships between organizations and their external stakeholders. Nevertheless, previous studies have generally focused on organizational communication strategies, media relations, or CSR implementation. Consequently, research specifically examining public relations strategies for maintaining relationships with external stakeholders within state-owned power generation companies remains limited. Based on this research gap, there is a need for a more comprehensive examination of how public relations strategies are implemented, beginning with stakeholder identification, followed by communication planning, communication implementation, and the evaluation of relationships with external stakeholders. Moreover, most previous studies have relied on a single theoretical perspective in analyzing organizational–stakeholder relationships. Therefore, this study integrates Stakeholder Theory and Relationship Management Theory to provide a more comprehensive understanding of public relations strategies and the quality of relationships established between the company and its external stakeholders. Accordingly, the research question addressed in this study is how does PT PLN Indonesia Power UBP Priok implement its public relations strategy to maintain good relationships with external stakeholders. The objective of this study is to analyze the public relations strategies employed by the company, the stages of their implementation, and the quality of the relationships established with external stakeholders. The findings are expected to contribute to the development of public relations scholarship, particularly in the field of stakeholder relationship management within the electricity generation sector.

II. THEORETICAL STUDIES

Stakeholder Theory

Stakeholder Theory, developed by Freeman (1984), argues that organizations are accountable not only to shareholders but also to all stakeholders who can influence or are influenced by the organization's activities. This perspective was further developed through the Salience Model proposed by Mitchell, Agle, and Wood (1997), which classifies stakeholders based on three key attributes, power, legitimacy, and urgency. These attributes provide a framework for organizations to identify, map, and prioritize stakeholders, enabling communication strategies to be tailored according to the level of influence and importance of each stakeholder group. In this study, Stakeholder Theory is employed to analyze how PT PLN Indonesia Power UBP Priok identifies and prioritizes its external stakeholders in maintaining effective stakeholder relationships.

Relationship Management Theory

Relationship Management Theory, developed by Hon and Grunig (1999), posits that the primary objective of public relations is to establish and maintain long-term, mutually beneficial relationships between an organization and its publics. The quality of these relationships is assessed through four dimensions, trust, commitment, satisfaction, and control mutuality. These dimensions reflect the levels of trust, commitment, satisfaction, and shared influence between an organization and its stakeholders throughout the communication process. In this study, Relationship Management Theory is employed to analyze the quality of the relationships established by the Public Relations division of PT PLN Indonesia Power UBP Priok with its external stakeholders through the communication strategies it implements.

Cutlip, Center, and Broom's Public Relations Process Model

This study adopts the public relations process model proposed by Cutlip, Center, and Broom, which conceptualizes public relations as a four-stage management process consisting of fact finding, planning, communication and action, and evaluation. The fact-finding stage involves identifying stakeholders' conditions and needs, followed by the planning stage, in which communication strategies are formulated. These strategies are then implemented during the communication and action stage, while the evaluation stage assesses program effectiveness and provides the basis for improving future communication strategies. In this study, the model serves as the analytical framework for examining the stages of the public

relations strategy implemented by PT PLN Indonesia Power UBP Priok in maintaining good relationships with its external stakeholders.

III. RESEARCH METHODS

This study adopts a constructivist paradigm using a qualitative approach and a case study method to gain an in-depth understanding of the public relations strategy implemented by PT PLN Indonesia Power UBP Priok in maintaining good relationships with its external stakeholders. According to Sugiyono, qualitative research is used to understand social phenomena from the participants' perspectives within their natural settings. The study was conducted at PT PLN Indonesia Power UBP Priok, North Jakarta, Indonesia, and informants were selected using purposive sampling. The research informants consisted of Wahyu Andrias (Officer of Community Development), Isfan Fajar Sukarno (Community Development Officer), Skolastika Anggita (Public Relations Administrative Staff), and Abdul Karim and Reyvan Wahyudi as external stakeholders. To ensure the trustworthiness of the data, source triangulation was employed by involving Arvin Hardian as the triangulator. Data were collected through semi-structured in-depth interviews, observation, and documentation. The data were analyzed using the Miles and Huberman interactive model, which includes data reduction, data display, and conclusion drawing or verification. Data credibility was established through source triangulation by comparing interview findings across informants and corroborating them with documentary evidence, thereby enhancing the scientific rigor and trustworthiness of the research findings.

IV. RESEARCH RESULTS

Identification, Characteristics, and Mapping of External Stakeholders of PT PLN Indonesia Power UBP Priok

The findings indicate that the external stakeholders of PT PLN Indonesia Power UBP Priok consist of local government institutions, surrounding communities, customers, ministries, security agencies, and community development partners involved in various corporate programs. Each stakeholder possesses distinct characteristics, interests, and levels of influence, requiring the company to implement communication approaches tailored to the specific needs of each stakeholder group. Isfan Fajar Sukarno, Community Development Officer, explained that the company’s external stakeholders originate from various groups that play strategic roles in supporting the company’s operations. “In general, external stakeholders include government institutions. These range from the local level, such as the Mayor, to agencies under the Mayor’s authority that are related to community development

areas. For example, in Kalibaru there are MSMEs, and we frequently communicate with the Mayor regarding permits or the establishment of community development areas. In addition, we collaborate with several local government agencies, such as the Environmental Agency and the Food Security, Marine Affairs, and Agriculture Agency. We also engage with stakeholders from the security sector, including the Port Police and the Military District Command." **(Isfan Fajar Sukarno, Community Development Officer, May 11, 2026)**

In addition to government institutions and security agencies, the company also maintains relationships with community development partners who are the primary beneficiaries of its empowerment programs. "We also have community development partners. Currently, there are five partner groups located in Tanjung Priok, Papanggo, Kalibaru, Warakas, and Ancol." **(Isfan Fajar Sukarno, Community Development Officer, May 11, 2026)**

In the stakeholder identification process, PT PLN Indonesia Power UBP Priok conducts social mapping and stakeholder engagement activities to identify stakeholder characteristics, levels of influence, and interests in relation to the company. Wahyu Andrias, Officer of Community Development, explained that these activities serve as the basis for determining the communication strategies to be implemented. "In community empowerment activities, we first conduct social mapping through competent third-party institutions. Meanwhile, for stakeholder engagement, we carry out stakeholder engagement activities to map key actors within the communities surrounding the company." **(Wahyu Andrias, Officer of Community Development, May 11, 2026)**

These findings are consistent with the Salience Model proposed by Mitchell, Agle, and Wood (1997), which classifies stakeholders based on three key attributes, power, legitimacy, and urgency. Stakeholders possessing all three attributes are categorized as definitive stakeholders, whereas those possessing two attributes are classified as expectant stakeholders, including dominant stakeholders. Based on the findings, the definitive stakeholders of PT PLN Indonesia Power UBP Priok include communities located within the company's operational areas, namely Kalibaru, Tanjung Priok, Papanggo, and Ancol, as well as partners involved in Community Development (Comdev) programs. These groups possess legitimacy because they are directly affected by the company's activities, urgency due to social, economic, and environmental needs requiring corporate attention, and power because their support or opposition can influence the continuity of the company's operations. Consequently, the company prioritizes these stakeholders through community empowerment

programs, regular communication, and involvement in program planning and evaluation processes.

These findings are reinforced by the opinion of Arvin Hardian as the triangulator, who stated that stakeholder identification through social mapping and stakeholder engagement reflects the implementation of Stakeholder Theory, as the company first identifies its stakeholders before determining the communication strategies to be employed.

"This can be considered an implementation of Stakeholder Theory because the company identifies its stakeholders before determining the communication strategies to be used." **(Arvin Hardian, Triangulator, June 8, 2026)**

In addition to definitive stakeholders, the findings also reveal the presence of dominant stakeholders, which belong to the expectant stakeholder category. These stakeholders include the North Jakarta Municipal Government, district and sub-district administrations, relevant local government agencies, related ministries, and security authorities. These stakeholder groups possess power and legitimacy because they hold formal authority in regulatory matters, licensing, supervision, and operational security. Therefore, the company maintains relationships with these stakeholders through formal coordination, official correspondence, coordination forums, institutional visits, and digital communication to ensure smooth operational activities. Based on these findings, it can be concluded that PT PLN Indonesia Power UBP Priok has systematically identified and mapped its external stakeholders through social mapping and stakeholder engagement activities. The stakeholder classification based on the Salience Model demonstrates the company's ability to distinguish between definitive and dominant stakeholders, enabling communication strategies and relationship management practices to be tailored according to each stakeholder's level of power, legitimacy, and urgency. This approach indicates that stakeholder management at PT PLN Indonesia Power UBP Priok is not merely oriented toward information dissemination but also toward prioritizing relationships that support operational sustainability and foster harmonious relationships with external stakeholders.

Stages of the Public Relations Strategy of PT PLN Indonesia Power UBP Priok in Maintaining Relationships with External Stakeholders

The findings indicate that the public relations strategy implemented by PT PLN Indonesia Power UBP Priok to maintain relationships with external stakeholders consists of four stages, fact finding, planning, communication and action, and evaluation. These stages are implemented continuously by involving stakeholders from the process of identifying needs

through program evaluation, thereby fostering participatory relationships that are responsive to stakeholder needs. The first stage is fact finding. The findings reveal that the company identifies stakeholder needs through social mapping and stakeholder engagement activities. These processes are intended to obtain information regarding community conditions, stakeholder needs, and the potential that can be developed through the company's programs. These findings are supported by Arvin Hardian, the triangulator, who explained that social mapping and stakeholder engagement constitute strategic processes in organizational communication.

"Social mapping and stakeholder engagement are strategic processes in organizational communication that serve as the foundation for determining appropriate communication strategies. Through these processes, organizations are able to understand stakeholders' levels of interest and influence on the company, enabling the development of communication strategies that are more effective and relevant to field conditions." **(Arvin Hardian, Triangulator, June 8, 2026)**

The second stage is planning. The findings show that the company formulates its programs through Focus Group Discussions (FGDs) with stakeholders and develops long-term program roadmaps. Wahyu Andrias explained that after completing the social mapping process, the company organizes discussion forums involving stakeholders from the surrounding communities. "After the social mapping process is completed, we conduct FGDs with local stakeholders." **(Wahyu Andrias, Officer of Community Development, May 11, 2026)**

This statement is reinforced by Isfan Fajar Sukarno, who explained that community empowerment programs are developed through FGDs and a five-year strategic roadmap.

"Our sustainable community empowerment programs are developed through FGDs and a five-year roadmap." **(Isfan Fajar Sukarno, Community Development Officer, May 11, 2026).** These findings are further supported by Arvin Hardian, who emphasized that communication strategies should consider both communication elements and the needs of the intended audience. "Communication can be understood as the process through which people convey messages to others. This process involves a communicator, a message, a medium, and a receiver. Therefore, when PLN communicates with stakeholders through approaches that suit their needs, this can be regarded as a communication strategy." **(Arvin Hardian, Triangulator, June 8, 2026)**

The third stage is communication and action. The findings indicate that the company communicates through various channels that are tailored to the characteristics of different

stakeholder groups. Isfan Fajar Sukarno explained that communication with community development partners is conducted both through face-to-face interactions and digital media.

"Communication with our community development partners is generally carried out either directly or through WhatsApp." **(Isfan Fajar Sukarno, Community Development Officer, May 11, 2026)**

In practice, the company also adapts its communication style by translating corporate language into terminology that is easier for local communities to understand.

"One of the challenges is translating corporate language into language that is easily understood by the community." **(Isfan Fajar Sukarno, Community Development Officer, May 11, 2026)**

Furthermore, PT PLN Indonesia Power UBP Priok implements two-way communication through discussions, coordination meetings, and stakeholder forums, providing stakeholders with opportunities to express their aspirations, criticisms, and suggestions regarding the company's programs. Wahyu Andrias emphasized that two-way communication is essential for maintaining effective stakeholder relationships.

"Two-way communication is very important. If the company only conveys its own intentions without listening to stakeholders, it may lead to misunderstandings." **(Wahyu Andrias, Officer of Community Development, May 11, 2026)**

These findings are supported by Arvin Hardian, who explained that organizational communication may take the form of interpersonal or group communication depending on stakeholder needs.

"Organizational communication can take various forms, including interpersonal and group communication, depending on stakeholders' needs and the context of the relationship. Initially, communication usually occurs on an interpersonal basis with neighborhood leaders, but once community partner groups have been established, communication develops into intergroup communication involving a wider range of participants." **(Arvin Hardian, Triangulator, June 8, 2026)**

The final stage is evaluation. The findings demonstrate that the company conducts field monitoring, internal meetings, and evaluation forums using digital evaluation forms. Wahyu Andrias explained that digital evaluation has been adopted to improve the effectiveness of program management.

The Relationship Between PT PLN Indonesia Power UBP Priok and Its External Stakeholders

The findings indicate that PT PLN Indonesia Power UBP Priok maintains relationships with its external stakeholders through the four dimensions of Relationship Management Theory, trust, commitment, satisfaction, and control mutuality.

The first dimension is trust. The findings reveal that stakeholder trust is built through information openness and transparency in program implementation. Wahyu Andrias, Officer of Community Development, explained that trust serves as the primary foundation for establishing relationships with stakeholders.

"Trust is built through togetherness and transparency." **(Wahyu Andrias, Officer of Community Development, May 11, 2026)**

This statement is supported by Abdul Karim, Head of Neighborhood Association (RW) 06 Kalibaru and one of the company's community development partners, who stated that communication between the company and its stakeholders is conducted openly.

"The communication is well-managed and effective. In other words, both parties are open with one another." **(Abdul Karim, External Stakeholder, May 25, 2026)**

These findings are consistent with Relationship Management Theory proposed by Hon and Grunig, which explains that trust reflects stakeholders' confidence in an organization's credibility, integrity, and consistency in both communication and actions. Trust is considered a fundamental element in establishing strong and sustainable relationships. This finding is reinforced by Arvin Hardian, the triangulator, who stated that stakeholder trust in PT PLN Indonesia Power UBP Priok is built through effective communication supported by tangible actions.

"Trust does not emerge solely because PT PLN Indonesia Power UBP Priok communicates effectively, but also because it demonstrates concrete actions. For example, community members receive business capital assistance, MSME mentoring, and community empowerment programs that provide tangible benefits." **(Arvin Hardian, Triangulator, June 8, 2026)**

The second dimension is commitment. The findings show that the company's commitment is demonstrated through the development of long-term program roadmaps, the implementation of Corporate Social Responsibility (CSR) and Community Development (Comdev) programs, and continuous mentoring activities. Wahyu Andrias explained that the company

has established long-term program planning to ensure sustainable relationships with stakeholders.

"We have developed a five-year program roadmap." **(Wahyu Andrias, Officer of Community Development, May 11, 2026)**

This commitment is also recognized by Abdul Karim, who stated that the company continues to provide assistance after the implementation of its programs.

"PT PLN Indonesia Power UBP Priok continues to provide support for its programs." **(Abdul Karim, External Stakeholder, May 25, 2026)**

These findings are consistent with the concept of commitment in Relationship Management Theory, which explains that high-quality relationships are reflected in the willingness of both organizations and stakeholders to maintain long-term relationships. Arvin Hardian further supported this finding by explaining that the company's commitment is demonstrated through sustainable community empowerment programs that generate tangible benefits for local communities.

"Community empowerment programs are oriented toward sustainability through continuous mentoring, business capital assistance, business development, and addressing challenges that arise during program implementation. Because these activities are carried out continuously, they demonstrate the company's commitment to its stakeholders." **(Arvin Hardian, Triangulator, June 8, 2026)**

V. CONCLUSION

Based on the findings, it can be concluded that the public relations strategy of PT PLN Indonesia Power UBP Priok in maintaining good relationships with external stakeholders has been implemented systematically through the four stages of the public relations management process proposed by Cutlip, Center, and Broom, fact finding, planning, communication and action, and evaluation. During the fact-finding stage, the company identifies, characterizes, and maps its stakeholders through stakeholder engagement and social mapping as the basis for developing its communication strategy. In the planning stage, the company designs programs that align with the needs and interests of its stakeholders. The communication and action stage is implemented through two-way communication, coordination, and the execution of Corporate Social Responsibility (CSR) and Community Development (Comdev) programs that actively involve stakeholders. Finally, the evaluation stage consists of monitoring, assessment, and feedback activities, which serve as the foundation for improving subsequent programs. The findings also indicate that the company's

relationships with external stakeholders have been well established, as reflected in the four dimensions of Relationship Management Theory, trust, commitment, satisfaction, and control mutuality. The effectiveness of the company's public relations strategy is supported by communication digitalization, strong management support, and accessible communication with stakeholders. However, the company also faces challenges arising from the diversity of stakeholder characteristics and the need to translate corporate language into terms that are easily understood by the community. Nevertheless, these challenges have been addressed through adaptive communication, continuous evaluation, and strengthened collaboration with stakeholders, enabling PT PLN Indonesia Power UBP Priok to maintain effective and sustainable relationships with its external stakeholders

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