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**PERCEPTION OF PUBLIC RELATIONS FUNCTION OF THE GOVERNMENT INSTITUTION THAT  
IMPLEMENT BUREAUCRATIC REFORMS**

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**ABSTRACT**

This paper aims to find out the members of the organization's construction of public relations function in Purwodadi Botanical Garden Management Unit for Plant Conservation-Indonesian Institute of Sciences. This study used a qualitative research approach with phenomenological research method. The data obtained through interviews with 5 (five) informants. The sampling technique used purposive sampling. Data collection techniques in this research through in-depth interviews. Data processing from interviews by documenting into transcript. The process of data analysis using Colaizzi way. This study resulted in two propositions: (1) view of leader in the organization about public relations and public relations functions will reflect the culture of the organization, (2) the implementation of bureaucratic reform impact on the structure of the unit and the position of public relations in the organization.

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**INTRODUCTION**

Today, Indonesia referred as a developing country that become into a developed country. But the development outcome has not been much perceived by the public. Corruption perception index in 2014 which ranked Indonesia at 107 and the human development index in 2014 that ranked all 108 indicates that the acceleration of bureaucratic reforms is needed. Public relations as the frontline of management are expected to disseminate information to the public that bureaucratic reform is not only the responsibility of the government alone but also a national consciousness and movement. In practice, according to the former Minister of Communications and Information Technology, Ir. Tifatul Sembiring said the government public relations tend to have a stigma as a powerless public relations organization. This can be seen in : Public relations has not seen its contribution to smoothen the tasks implementation and functions of the institution, public relations existence has not been perceived as a government public relations that public relations should be able to do a research paper / analysis of

any situation that developed in the community and in the government, public relations has not significantly seen their abilities in the process of information input management, public relations has not using a standard reference of public relations competence or competency-based and still obstructed as a function of management that should get or gain direct access from policy makers (Sembiring, 2013). Joseph F Award (in Tamin, 2004, p. 2) reveal about the functional myopia experienced by public relations. Functional myopia is not be able to see the actual functions of public relations in the management process, this perception manifested from the attitude of the decision-makers, such as any body can do it. So why hire a special person to do this. 2) If there are public relations activities, then it do activities with carelessly (and gosh guess approach). 3) Putting public relations at a low position (so far down in the organization). 4) Assumed that a public relations did not more than "publicity" unit. Ananto (in Baik and Sati, 2004, p.6) revealed that the public relations profession did not get a decent place or equal to other professions. This was caused lack of appreciation the institution leader (39%), there was a misperception about the public relations profession (31%), the limited ability of public relations practitioners (22%), the absence of specific requirements to implement the public relation profession/job (8%).

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Based Sembiring (2013), Award (in Tamin, 2004) and Ananto (2004) could be concluded that the government public relations still unable to demonstrate his/her ability as a management function that required by institution and the persistence of misperceptions about public relations. It was necessary to the development of public relations through bureaucratic reforms in order to improve the professionalism of the government public relations officers. This research conducted by used a qualitative research approach with phenomenological research method with construction approach. Phenomenology focuses on the understanding of the subjective experience of phenomena that informant has experienced such as perceptions, attitudes, and actions of informant has when experiencing these phenomena by entering the conceptual world of the informants. The purpose of this study to find out the members of the organization's construction of public relations function in Purwodadi Botanical Garden Management Unit for Plant Conservation-Indonesian Institute of Sciences.

### Literature review

Several theories were used in the study there are, Excellent Theory, Social Construction Theory, Phenomenology and Reforms Theory. Excellent theory explains how public relations as part of the management function may contribute to improving the effectiveness of the organization's performance. Grunig, Grunig and Dozier (2002) argues, the main premise of excellent theory states that the communication has value to an organization because it helps to establish a good long-term relationships with strategic audiences. In the Excellence study, public relations contributed to strategic management in six specific ways: (a) regular research activities, (b) research to answer specific questions, (c) other formal approaches to gathering information, (d) the informal approaches to gathering information, (e) contacts with knowledgeable people outside the organization, and (f) judgment based on experience (Grunig, 2006, p.161). In excellent theory that discuss the function and role of the ideal public relations through excellent communication. Excellent communication gave an explanation about the criteria that should be met in order to create excellent organizational success through the application of good public relations. Excellent communication consists of three sphere, knowledge core, shared expectations and participative culture (Dozier and Grunig, 1995).

Social construction is forming of the knowledge gained from the results of a social invention. Reality has meaning when the social reality is constructed and subjectively interpreted by others that strengthen the reality objectively. The social construction of reality is a theory that assumes a sustainable agreement on the meaning, because people share an understanding of the reality (Baran and Davis, 2010). Berger and Luckmann argue that the construction of social reality to focus on the process when individuals respond to events around them based on their experience. Berger and Luckmann, began to explain social reality by separating understanding of 'reality' and 'knowledge'. Reality is defined as the quality that can be found in the realities that are recognized as having existence (*being*) which does not depend on our own will. While knowledge is defined as the certainty that the realities are real (*estate*) and has specific characteristics. Social

construction according to Berger and Luckmann through the dialectic process. The dialectic process has three stages; Berger called it a moment. There are three stages of events that externalization, objectivation, and internalization. (Berger and Luckmann, 1991). According Littlejohn, phenomenology is the study of knowledge derived from consciousness, or how to understand an object or event to experience it consciously. The study sees the objects and events from the perspective of the perceiver, individuals who experience it. A phenomenon is the appearance of an object, event, or condition in perception. Thus, the reality of the phenomenology is how things looked in the conscious perception of the individual (Littlejohn, 2003, p. 203). Bureaucratic reform based on the theories of Max Weber (in Setiyono, 2004, p. 17) is a strategic attempts to reorganize the bureaucracy that is running fit to the principles span of control, division of labor, line and staff, rule and regulation, and professional staff. While other opinions expressed by Holidin (2013) on the bureaucratic reforms is streamlining bureaucratic structure intended to cut and remove parts of the organization that are considered as nonvital. Streamlining bureaucratic structure is also intended to merge parts of the bureaucracy that has a similar function. Everything is aimed at creating a bureaucracy with a lot of functionalities, but with a simple structure.

### MATERIALS AND METHODS

In this study, the data obtained by researchers through interviews with 5 (five) informants who are directly related to this research and able to provide information related to the focus of the research include: Mr. Adi Suprpto, SP, Mr. Sanusi, SSi, Mr. Syaiful Azhary, S. SST. as informants who provide data on the experience of public relations officers in carrying out public relations activities. While Mr. Tulabi, SP and Mr. Dr. R. Hendrian, M.Sc. as informants who provide data on the views of members of the organization of public relations, especially that related to the functions of public relations in government institutions. This study used a qualitative research approach with phenomenological research method. The sampling technique used was purposive sampling. Data collection techniques in this research through in-depth interviews. Data processing from interviews by documenting into transcript. The process of data analysis using Colaizzi way.

### RESULTS AND DISCUSSION

Based on the results of the study there was found 6 (six) theme for construction of the organization member to public relations function in Management Unit for Plant Conservation-Indonesian Institute of Sciences. These themes include: 1) the knowledge that public relations officers should have, 2) the meaning of the public relations function, 3) the activity / work can be done by public relations officer , 4) organizational culture 5) jobs and 6) public relations positions in the organization. Each theme will be discussed one by one. The knowledge that should be owned public relations officers were identified through 1 (one) sub-theme, that is the nature of knowledge and produce 1 (one) theme is knowledge. The results of this study indicate that the institution perceived that public relations should have technical knowledge such as good communication skills and mastery of mass communication.

Knowledge and skills that are technical basically provide one-way information and communication (Dozier, Grunig, Grunig, 1995). While the institution perceived that public relations should have knowledge that is strategic more to the ability to make information dissemination strategy. Knowledge and skills that are strategic basically are two-way asymmetric communication (two-way asymmetric) and symmetric (two way symmetric) depend on the needs and situation that encountered (Dozier, Grunig, Grunig, 1995). This knowledge relates to the role of public relations as a organization communicator that public relations should have the knowledge to act as managers and technicians so public relations can be empowered as a management function (Grunig, Grunig and Dozier, 2002, p. 13). Based on these results, in this case the researchers sees that perception or opinion of chairman or structural's officers about knowledge that public relations officer must possess is basic consideration for chairman to selecting and assigning employees to be public relations officers. The results showed that the chairman or structural officers perceive that public relations is needed and has important presence in the institution because public relations as an imaging function or as a representative image of an institution are expected to build and maintain the image and reputation of the institution.

Public relations as an institution representative that can positively portray institutions in the midst of society by acting to build relationships, especially relationships between institutions and public. The existence of public relations in the institution as an imaging function is also related to the ability to form a positive opinion. In this case a public relations should have knowledge core or knowledge and strategic skills related to the field and associated with the image of the institution as well as the success of the program and goal of the institution. The government through the Minister of State Apparatus Empowerment and Bureaucratic Reforms has formulated that public relations one of which imaging function, it is stated in the Regulation of the Minister of State Empowerment State Apparatus and Bureaucratic Reforms of the Republic of Indonesia Number 30 of 2011 concerning General Guidelines of Public Relation Governance in Governmental Institution that states "public relations function is to formed, improve, and maintain government institution image and positive reputation by provide information about policies, programs, and activities of institutions" (Mangindaan, 2011a, annex p. 13).

The results showed that the perception of chairman or structural officers about the activities or job that may be done by public relations officer more to technical function job and not a lot of managerial jobs. Perceptions of chairman or structural officers about the activities or work that may be done by public relations officials are: first, to provide information to the public. Ruslan (2011, p. 110) states public relations functions one of which is "to provide services, and disseminating messages and information about policies so be able to socialize development programs, both in the national and regional to the community". The information may be presented by public relations officers, is information about institutional events through the website, facebook fan page, press conference and make a script so that more like one-way

kind of communication. The government in this case the Minister of State Apparatus Empowerment and Bureaucratic Reforms has formulated a public relations function as stated by the Minister of State Apparatus Empowerment and Bureaucratic Reforms of the Republic of Indonesia Number 6 of 2014, Article 3 (three) which stated "Institution of Public Relations serves as a functional technical implementor in the field information and public relations services to either central or local government institution, 2014, p.5). Second, as a communicator. Ruslan (2011) pointed to one of the basic functions of Indonesian government's public relations, is : to be communicator and as well as proactive mediator in efforts to bridge the interests of government institution on the one hand, and to accomodate the public aspirations and opinion as well as attention to the desires of the people on the other hand. Public relations as a communicator aims to help organizations to build long-term relationships with strategic audiences. L.A Grunig, J.E Grunig, and D.M Dozier stated that the communication has value to an organization because it helps to build a good long-term relationships with strategic audiences (Grunig, Grunig and Dozier, 2002, p. 10).

Public relations of Purwodadi Botanical Garden Management Unit for Plant Conservation-Indonesian Institute of Sciences perceived by the chairman or structural officers as communicators environmental education (as a guide) and communicator for journalists. Public relations as a communicator or environmental education as a guide, in this case the Public relations is responsible for providing information about botanical garden relating to the vision, mission and functions of institutions in the field of environmental education. In other words, public relations carry out the work as a guide in order to support the institutions associated with the vision, mission and functions of the institution. Public relations as a communicator for journalists may only submit technical data only while for institutional policy must coordinate in advance with the chairman or structural officers. In other words, the empowerment of public relations as a institution communicator to provide information in the form of only technical data that explains the results of research conducted by Purwodadi Botanical Garden researchers, a collection of plants grown in Purwodadi Botanical Garden and duties and functions of Purwodadi Botanical Garden.

Third, public relations as a mediator. Public relations as a mediator assigned to handle complaints, it means public relations have become a bridge between the institution with public so that harmonious relations stay awake between the institution and the public. Public relations of one foot stand on the institution and one foot again stand on the public. Ruslan (2011) who argued that in addition as communicator, the government public relations functions as a proactive mediator in an effort to bridge the interests of government institution on the one side, and accommodate the aspirations or public opinion as well as attention to the desires of the people on the other side. And stated in the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reforms of the Republic of Indonesia Number 30 of 2011 concerning the general guidelines governance of public relation in an environment of government institution also mentioned the government public relations function is become a bridge

between institution with public (2011a, appendix p. 13). Public relations as a mediator certainly implementing development of communication programs for specific public based on two-way reciprocal strategy to build and maintain relationships (Grunig, Grunig and Dozier, 2002, p. 16).

Fourth, public relations perceived to manage the relationship with the public or stakeholders so that a harmonious relationship between the institution with public or stakeholder. Public relations managing the relationship with the public, according to Cutlip, Center and Broom (2006, p. 6) management is a function that aims to build and maintain a good and beneficial relationship between the organization and the public that affect the success or failure of an organization.

And the last public relations perceived promotional activities to support the marketing function. Public relations perceived by the institution conducts institutional information dissemination in order to be known by the public and the public want to visit, because Purwodadi Botanical Garden Management Unit for Plant Conservation-Indonesian Institute of Sciences is one of working unit Indonesian Institute of Sciences that has a target of achieving non-tax state revenue. Thomas L. Harris (in Wilcox and Cameron, 2006, p. 16) which states that the function of supporting the market, public relations is used to achieve a number of objectives. The most important thing of it is to increase public awareness of the existence of institution products, to give inform and educate about the product, to gain an understanding that help give the public a reason to buy the product, to build trust between consumers and products, to give them a reason to buy and eventually to create conditions for consumer acceptance.

Institutions encounter a problem or conflict, chairman will discuss issues or conflicts with the structural officer (dominant coalition) and will ask for input and suggestions from the public relations is primarily concerned with the external public. This relates to the functions of public relations as a management function and mediator who can give the input, advice, public opinion or public aspirations to the chairman (the dominant coalition). Chairman in taking decisions will consider suggestions and input from the public relations so that public relations is also involved in the decision-making process, and if necessary, public relations also representing institution to follow up this issue through to completion. The existence of a joint decision and open to ideas from the outside in Dozier, Grunig and Grunig (1995, p.17) is mentioned as a characteristic of a participatory culture.

Perceptions of chairman or structural officers that public relations as a career position for an employee who is assigned or for employees who do not yet have specific functional position which is ideally located in the Services and Information Unit. To be functional public relations officer, the institution does not impose special requirement, only have knowledge of communication and mass communication are good so that all employees should be a public relations officer if they have not a special functional positions. The findings of the data in this study strengthen the Ananto's data (in Baik and Sati T, 2004, p.6) revealed that in Indonesia there are a perception that do not fit about public relations, one of which is 8% of respondents said the absence of specific requirements

to implement the public relation profession/job. And Joseph F Award (in Tamin, 2004, p. 2) reveals about the functional myopia experienced by public relations related to the perception of decision makers that any body can do it means that anyone can become a public relations regardless of ability and competence of the employees. Chairman or structural officers perceive that the position of public relations in the organization can be seen as a structural and functional. Structurally, public relations whose job providing information service perceived equal to the task of Services and Information Unit duty to provide information so that appropriate where public relations become part of the Services and Information Unit which the nomenclature have been following the center (Indonesian Institute of Sciences). Public relations is not a separate unit was also affected by the implementation of the reform of the bureaucracy so that the organizational structure of the institution should be more function than structure.

Holidin (2013, p. 11) stated that "downsizing bureaucratic structure has also intended to merge parts of the bureaucracy that has a similar function. Everything has aimed at creating a bureaucracy with many functions, but with a simple structure". The position of public relations by function, it means public relations as the technical of information service and public relations in institutional as functions required by the institution as a institution representative to provide information services to the public. This listed in the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reforms of the Republic of Indonesia Number. 6 of 2014, Article 3 (three), "Public relations officers as a functional technical implementation in the field of information services and public relations on government institutions at the central and local levels" (Abubakar, 2014, p.5). Based on the findings of this data yield the proposition that the bureaucracy reform make impact on the structure of the unit and the position of public relations in the organization.

### **The construction process of the members of the organization of public relations functions**

According to Berger and Luckmann social construction through the three stages of the dialectic. The earliest stage is externalization an adjustment process with the socio-cultural world as a human product. In the phenomenon of public relations function, externalization occurs when structural officers (dominant coalition) provides a discourse (perception) about public relations. According Sriramesh, J.Grunig, and Buffington (1992) stated that organizational culture is comprised by a set of presuppositions that make up a worldview which are assumptions about public relations and the products of that worldview such as values, stories, myths, artifacts, or rituals. J. Grunig and White (1992) (in Rivera, 2011, p. 14-15) argued that assumptions and products of a worldview have powerful control over the way members of an organization or an organization itself interprets public relations, what individuals expect to be its effect, and how convinced they area about its social purpose. The presuppositions of a culture influence the choice of a model of public relations directly or indirectly by influencing the organization's schema for public relations or by affecting the people or types of people who come to power in an organization. The discourse or perception of the structural

officers (dominant coalition) about public relations such as: first, the institutions perceives public relations as a functional position held by an employee who is assigned by the institution or for employees who are structurally assigned to the Services and Information Unit that do not have a functional position. In the implementation of bureaucratic reform, each employee must have a position, and because of the structural position in Purwodadi Botanical Garden only three positions, Chairman, Section Head of Plant Conservation Ex-Situ and Head of Sub Division of Administration, the employee is directed to be functional position that one of them is functional public relations. The government has set up the formation of government public relations as functional position as stated in Government Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reforms Number. 6 of 2014 on Functional Institution Public Relations And Credit Score mentioned "public relations position called public relations officer is a career position" (Abubakar, 2014, p.5). Second, institution perceives public relations as an important function and the presence of public relations needed by the institution or organization.

Some of the functions of public relations in institutions or organizations such as: institution perceive public relations as a management function to manage a harmonious relationship between the institution and the public or stakeholders (Cutlip, Center and Broom, 2006). In association with the function of managing a harmonious relationship between institution with public that the public relations must have the skills and capabilities of one of them in handle complaints from the public or stakeholders so that the institution relationship with the public or stakeholder remain harmonious and reputation of the institution remain maintained. Functions of public relations as a management function which manages a harmonious relationship between the institution and the public or stakeholders also put public relations to provide input and advice to the head (the dominant coalition) the complaint or conflict and public relations must also submit opinions or aspirations that emerged from the public to the leader. Leader in taking decisions will consider the advice and input of public relations. Institutions are also perceived as a public relations function for promotion activities aimed to introduce the institution to the community by disseminating messages and information about the institutional order of institutional programs of public support (Ruslan, 2011).

Purwodadi Botanical Garden Management Unit for Plant Conservation-Indonesian Institute of Sciences is one work unit of Indonesian Institute of Sciences have the duties and functions relating to the conservation of ex-situ plants, research in the field of botany, environmental education and flora tour, because it's so well known public institutions and institutional program get community support, the public relations also do promotional activities to support the marketing function to disseminate institutional information. And public relations as well as a representative image of an institution that is expected to build and maintain the image and reputation of the institution (Mangindaan, 2011a). Public relations as a representative institution that can positively portray institutions in the midst of society. Third, become part of the public relations and information services unit. Although the structure of the organization is not on the public relations

unit but public relations become part of the unit which is superior to the department that manages strategic communications program to communicate with strategic public (Grunig, Grunig and Dozier, 2002). Institutional information to the external public is managed by public relations and Information Services Unit. Fourth, public relations perceived by the agency should have technical knowledge and knowledge that is strategic. Technical capabilities such as the ability of good communication and mass communication. Knowledge and skills that are technical, in essence provide information and communication are one-way (Dozier, Grunig, 1995). Meanwhile, more strategic ability to make information dissemination strategy. Knowledge and skills that are strategic to the core communication is two-way asymmetric (two-way asymmetric) and symmetric (two-way symmetric) depending on the needs and situation at hand (Dozier, Grunig, Grunig, 1995). This knowledge relates to the role of public relations as a communicator organization that public relations should have the knowledge to act as managers and technicians that can be empowered public relations as a management function (Grunig, Grunig and Dozier, 2002, p. 13).

In the externalization process, it has happened shared expectation (expectation along with the dominant coalition). Public relations designated by the institution as a good communicator will be a party that is trusted by the dominant coalition that public relations can deliver the aspirations and public opinion regarding the organization of the dominant coalition, then also give advice or input on what actions to take in response to the public's aspirations. Based on the externalization phase can produce a proposition that is the view of the organization's leader in public relations and public relations functions will reflect the culture of the organization. Public relations functions that provide advice and input to the leader and leader in making decisions involving structural officers and consider suggestions and input from the public relations reflect participative organizational culture that is open to ideas from outside and decisions together (Dozier and Grunig, 1995). The next stage of objectivation, through the momentum objectivation someone start to melt with many individuals and interactions. At this moment, someone brings an objective idea of the results externalization activity. Thus objectivation designing a process when the social world becomes a reality capable of inhibiting or also forms of participation.

The three informants who are public relations officers revealed that the informant become a public relations officers affected and be affected by the policy institution. The act as a public relations officer was conducted by third informants (I.1, I.2 and I.3) having different reasons. There are a public relations officer for his own desire for a career through public relations functional job, and there is also a public relations officer for the assignment of the institution to fill the position of functional public relations. According to Berger and Luckmann objectivation stage happen through social interaction in the world who intersubjective institutionalized or undergo a process of institutionalization. The institutionalization through the first, public relations as functional as stipulated in Government Regulation of the Minister of State Apparatus Empowerment and Bureaucratic

Reforms Number. 6 of 2014 on Functional Public Relations and the number of credit mentioned public relations position called the "Public Relations is a career position". (Abubakar, 2014, p.5). Described further in article 3 (three) which reads "Public Relations serves as a functional technical implementation in the field of information and public relations services to government institutional at the central and local" (Abubakar, 2014, p.5). Of these regulations, the institution instituted a public relations for employees, especially in service and information unit that has not been in position for functional career as a public relations officer in a government institution called public relations. Second, the structure of the public relations unit is in the Services and Information Unit, public relations institutionalized institutions in the Services and Information Unit as the Services and Information Unit appropriate only for public relations when compared with other units in the Purwodadi Botanical Garden Management Unit for Plant Conservation-Indonesian Institute of Sciences. In addition, public relations unit is positioned in the Services and Information Unit as names and nomenclature that follows the center (Indonesian Institute of Sciences). In the Indonesian Institute of Sciences public relations into one bureau with the same name Cooperation, Legal and Public Relations Bureau, while at the Botanical Gardens into a Services and Information Unit which includes services, documentation of information, cooperation and public relations.

Third, participative organizational culture. Institution when experiencing a problem will ask for input from the public relations and in making a decision, the leader will consider the advice and input from public relations. In other words, institution institutionalizes participative organizational culture through openness to ideas from outside and in joint decision-making. And fourth, related regulations bureaucracy reforms in the field of public relations. Regulations related to the bureaucracy reform in the field of public relations, such as: Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reforms of the Republic of Indonesia Number 30 of 2011 concerning General Guidelines for Governance in the Public Relations Environment Government Institutions; Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reforms of the Republic of Indonesia Number 31 of 2011 on Guidelines for Public Relations in Public Infrastructure Environment Government Institutions; and Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reforms of the Republic of Indonesia Number. 6 of 2014 on Functional Public Relations and number of credit.

Objectivation happens when public relations officer carrying out the activity or public relations work is an objective reality. The results of objectivation are first, public relations providing information services. Ruslan (2011, p. 110) stated public relations functions one of which is "to provide services and disseminating messages and information about policies to be able to socialize development programs, at national and local levels to the community". The information submitted by the public relations officer to the public that is related to institutional events in the mass media, the press conference and in the website and facebook fan page. Therefore, conducting a good media relations activity should be performed by PR practitioners (Syahri, Kriyantono, &

Zulkarnaen, 2015), because based on Kriyantono's (2014b) research, it concluded that therelation between PR and journalist appeared like two faces of a coin. In one side, PublicRelations considered as people who worked using media to their personal interest or company wherethey represented. In other side, Public Relations referred to informational source that able to makejournalists' work easier and effective, besides able to provide unavailable information.

Second, as a communicator. In excellent theory put forward Grunig (in Grunig, Grunig and Dozier, 2002), public relations as a communicator means empowerment functions of public relations as a management function which makes the communication program to communicate with the strategic public. Public relations as a communicator aims to help organizations to build long-term relationships with strategic audiences. L.A Grunig, J.E Grunig, and D.M Dozier stated that the communication has value to an organization because it helps to build good long-term relationships with strategic audiences (Grunig, Grunig and Dozier, 2002, p. 10). Public relations of Purwodadi Botanical Garden Management Unit for Plant Conservation-Indonesian Institute of Sciences as a communicator for policy communicator, environmental education communicator (as a guide), communicators for journalists and communicators to visitors. Third, as a mediator. Ruslan (2011) said that one of the core functions of Indonesian government public relations, namely: communicator and proactive mediator in an attempt to bridge the interests of government institution on the one side, accommodate the aspirations or public opinion and attention to the desires of the people on the other side.

When there is a conflict or problems between the institution and the public and if the institution has a policy or institutional programs, public relations should be able to convey and explain the objectives, policies or programs owned by the institution to the public so that the public can understand and provide support to institutions, as well as public relations can help the institutions to know what the public wants and submit it to the institution of aspiration or the public opinion. Fourth, public relations perform management functions by providing advice, input and consideration to the leader. Public relations is part of the management to assist management by providing advice and considerations that can help leaders in the decision to take action to address the problems faced by the institution. In excellent theory stated that empower organizations of public relations as a critical management function (Grunig, Grunig and Dozier, 2002, p.13). And the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reforms of the Republic of Indonesia Number 30 of 2011 concerning General Guidelines Governance in Public Relations Environment Government Institutions (2011a, appendix p. 13) states "government public relations function is to carry out the functions of management communication, which includes activities of planning, execution, control and feedback mechanisms in the management of information". Its means that public relations can provide advice and consideration to the leaders associated with the management of information obtained from media monitoring, accommodating opinion or aspirations of the public. The information that can be used later by leaders to make policy and resolve problems or conflicts.

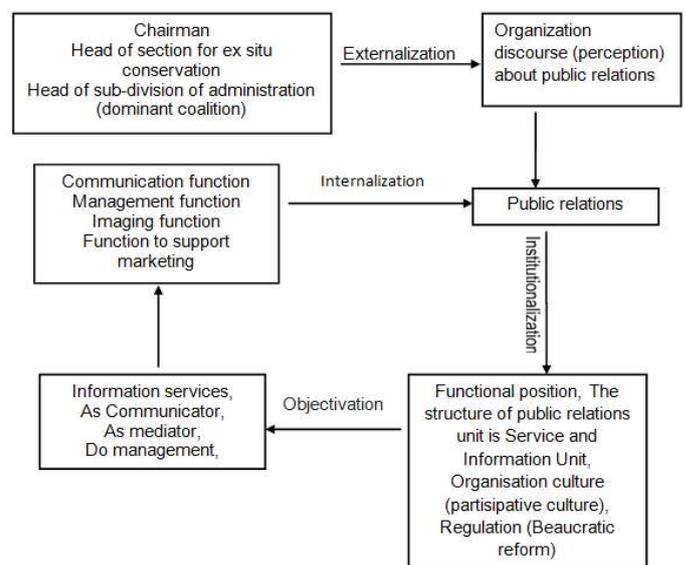
Fifth, public relations do promotions to support the marketing function. Promoting public relations activities in order to make institute more known to the public. Public relations campaign carried through the delivery of information to the public. The third stage of internalization. The internalization process is re-absorption of the public relations function as a communication function, management function, imaging function and marketing function into the consciousness of the public relations officer so that the individual's subjective of public relations officer influenced by policy and regulatory institution. Public relations as a communication function in Purwodadi Botanical garden is required to distribute information to the public. In communicating with the public, institutions require the distribution media, the media is public relations. Public relations, in this case be understood in the context of the function is not in the context of a section, department or division. In Purwodadi Botanical Garden in the organizational structure itself does not have a unit, department or division of public relations, but it has Services and Information Unit who is authorized by the institution as a public relations. Public relations as a function of communication, meaning that public relations plays a role as a communicator and mediator between institution with public to assist the institution in terms of what they want to hear and expected by the public.

On the other hand, public relations can explain the interests, policies, programs and institution expectations to the public. Public relations reciprocal communication (two-way), public relations with the chairman or structural officer and public relations with the public. So that the reciprocal communication (two-way) can be created mutual understanding, mutual support and public recognition, and mutually beneficial relationship. Public relations is authorized by the institution to provide information about the profile of the institution, the principal task of the institution, the tasks being carried out by the institution. According to Ruslan (2011, p. 110) "the principal function of the Indonesian Government Public Relations, namely: to provide services, and disseminating messages and information about policies to be able to socialize development programs, on national and local levels to the public. Public relations as a communication function of the institution related to the institution is positioning of public relations as part of the dominant coalition.

Coordinator of Services and Information as a top communicator or in Excellent theory called public relations executive senior has a direct reporting relationship to the Head of Sub Division of Administration which in Excellent theory called senior managers who are part of the dominant coalition. From the result of interviewes with informants known if there is negative news about the institution, public relations communicate and reporting directly to the Head of Sub Division of Administration and chairman. Public relations as a function of management is an integral part of the institution, meaning that public relations is not a separate function from the function of institutional or public relations can also be said to be inherent in the management of the institution. This makes public relations can establish two-way communication or reciprocity communication between the institutions represented by public relations with the public. Public relations is a management function that focuses on long-term

interaction between institutions and the public that the institution gained goodwill, understanding and public support. This role also determines the success or failure of the main tasks, functions and objectives of the institution. This is in accordance with the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reforms Number. 30 of 2011 on the General Guidelines for Governance in the Public Relations Environment Government Institution stated that the function of government public relation is to carrying out the functions of communication management, which includes planning, execution, control, and providing inputs in information management (2011, p. 13). Public relations as a function of imaging is effect that obtained from the public relations as a function of management that public relations is needed by the institution to listen the opinions and aspirations of the public and will be able to identify the public interest, deliver positive suggestions to the leader, creating an atmosphere that is conducive to building a harmonious relationship and public relations may be representative institution image.

This is in accordance with the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reforms of the Republic of Indonesia Number 30 of 2011 concerning General Guidelines Governance in Public Relations Environment Government Institutions (2011, p. 13) that the function of government public relations is formed, increase, and maintain the image and positive reputation of government institutions by provide information about policies, programs, and activities of the institution. Public relations as a function of supporting marketing goals are long-term investment that the results are felt in a long time in line with the long-term task of maintaining good name of the institution, educate customers or consumers and creating the image. Public relations in support of the marketing function through its activities to disseminate information to the appropriate communication strategies in order to increase public awareness of products, services and also the existence of the institution. Based on the presentation of research results in the above discussion, the construction of organization's member about public relations functions in Purwodadi Botanical Garden which can be described schematically in the figure as follows:



## Conclusion

Research on the organization construction of the functions of public relations produces two propositions: (1) the view of the leaders in the organization about public relations and public relations functions will reflect the culture of the organization, (2) the implementation of bureaucratic reform impact on the structure of the unit and the position of public relations in the organization. Other findings in this study is that to be a public relations professional staff, the institution does not impose special requirements only have knowledge of communication and mass communication are good so that all employees may be a public relations officer if they have not special functional positions. The findings of the data in this study strengthen the Ananto's data (in Baik and Sati T, 2004, h.6) revealed that in Indonesia there is a perception that does not fit into public relations, one of which is 8% of respondents said there is no specific requirement to do the public relations profession. And Joseph F Award (in Tamin, 2004, p. 2) reveals about the functional myopia experienced by public relations related to the perception of decision makers that "anybody can do it" it means that anyone can become a public relations regardless of ability and competence of the employees.

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