JURNAL KOMUNIKASI INDONESIA

Volume 12 | Number 1

Article 5

3-1-2023

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Recommended Citation

Pertiwi, Nandariza Yoga and Purwanti, Nurul Dwi (2023) "Twitter for Public Organization: Communication and Public Engagement in the Generation Unlimited Initiative," *JURNAL KOMUNIKASI INDONESIA*: Vol. 12: No. 1, Article 5.

DOI: 10.7454/jkmi.v12i1.1057

Available at: https://scholarhub.ui.ac.id/jkmi/vol12/iss1/5

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Twitter for Public Organization: Communication and Public Engagement in the "Generation Unlimited" Initiative

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Article Information

Received (11/2/2022); Received in revised form (03/02/2023); Accepted (05/03/2023); Available online (21/04/2023)

Keywords/Kata Kunci

Public engagement, social media analysis, Twitter, public organization, opinion leader.

Abstract/Abstrak

UNICEF has programs and initiatives involving various stakeholders and the active participation of audiences worldwide, so communication becomes a crucial aspect of the organization's operations - especially in increasing public involvement. This study aims to identify the role of OL UNICEF-especially the initiation of Generation Unlimited- through message types in its communication process on Twitter to increase public engagement using a mix-method design through big data analytics and content analysis. Locus of the study is the OL's Twitter account, which interacts with the GenU account. 4,095 tweets are collected and accessed via Twitter API using Python. According to the findings, the OL with the highest popularity is @Unilever, and the message type with the highest engagement is the interactive one from @UNICEFROSA. OL with the highest popularity value does not necessarily have messages with the highest engagement value either. The primary contribution of this article is to provide the finding about certain types of opinion leaders and content types that impact increasing public engagement. We believe the research can inspire other public organizations to develop and optimize their communication engagement through their social media platform.

INTRODUCTION

The essence of the existence of international public organization such as United Nations (UN) is their role in resolving global issues by involving public participation. The organization formed in 1945 after World War II was created to commit 51 countries worldwide to maintaining world peace and security. To help achieve its mission, the UN then forms public agencies that focus on various sectors of life, for example, The United Nations Development Program (UNDP), The United Nations Environment Program (UNEP), The Food and Agriculture Organization, The United Nations Industrial Development Organization, etc. The part of the United Nations that will be the subject of discussion in this study is The United Nations International Children's Emergency Fund, commonly known as the acronym UNICEF.

UNICEF, as a public organization under the auspices of the UN was formed one year after the UN was established to help children and young people maintain their lives. With the slogan "for every child, everywhere", UNICEF seeks to reach every child who needs assistance, protect children's rights, and help children in the world achieve their potential. This New York-based organization reaches more than 190 countries worldwide and is committed to helping disadvantaged children and youth. The assistance provided, for example, is providing facilities that support children's health and nutrition, access to sanitation and clean water, helping the world's children get quality education, and protecting children and adolescents worldwide from violence and exploitation. UNICEF is also very active in education for the younger generation and ensures that young people get quality education. This education problem is a priority for UNICEF. One of the many UNICEF programs engaged in this field is "Generation Unlimited" (GenU). The program, which was released in September 2018 at the 73rd United Nations General Assembly (UNGA), is a collaborative program or public-private partnership in a global scope. The release of Generation Unlimited aims to meet the needs of education, training and employment opportunities for the younger generation.

A program involving interaction between the public and private sectors like GenU can be successful if the communication is done properly. Gaule (2018) writes that communication plays an important role in cooperation between the public and private sectors. What can be done is to utilize public communication campaigns - communication schemes that aim to influence public behaviour with activities in the form of spreading messages in various channels, which are generally performed to generate non-commercial benefits for the public (Rice & Atkin, 2013). Most of these campaigns seek to use media advocacy to achieve policy change by influencing public engagement. Public communication campaigns aim to create social change by influencing public behaviour especially in non-profit-oriented organizations or institutions (Bünzli & Eppler, 2018). However, what has become a limitation of previous research is the limited discussion of more practical ways and strategies through the use of social media platforms in public communication by organizations and their effect on increasing public participation or involvement. In this regard, this paper seeks to bring renewal in the field of public communication by discussing how public organisations use social media platforms—especially Twitter-to increase public engagement, particularly through the strategy of utilizing opinion leaders and types of messages according to certain classifications.

Research related to Twitter is crucial and has a significant impact, considering that active Twitter users in July 2022 reached 238 million (Kemp, 2022). Along with the development of increasingly complex world socio-political conditions, there has been a shift in the function of the Twitter platform. The platform bearing the blue bird logo, originally used as a medium for interaction and networking between netizens, is now widely used as a 'tool' for domestic to international political communication and a communication platform between the government and the public in policy promotion (Dixons, 2022). This condition is supported by the rapidly increasing number of state

leaders and government officials increasingly actively using Twitter, directly proportional to the reduced intensity of one-way communication between the government and its citizens. Social media, such as Twitter, plays a major role in supporting the creation of effective two-way communication in the governance of a country.

Social media users in Indonesia at the beginning of 2022 reached 68.9 per cent of the total population and experienced an increase of 21 million from 2021 (Kemp, 2022). In line with the increasingly massive increase in social media users, Twitter users in Indonesia also increase yearly. Research conducted by Statista revealed that in January 2022, Indonesia was ranked 4th in the world with the most active Twitter users, with an estimated 21.2 million users (Kemp, 2022). The tendency to manage government through Twitter has also been implemented in Indonesia, for example, the use of Twitter as a means of creating democracy by knowing the level of satisfaction and acceptance of public policies through public opinion (Sukma, Yahya, Hidayanto, et.al. 2020). Twitter is widely used in organizational and political communication in discussing political issues, accommodating aspirations, and disseminating information (Soedarsono, Mohamad, Akanmu, et al., 2020). The important role of Twitter in organizing public communication is what underlies the importance of conducting more in-depth research on the use of Twitter to optimize the dynamics of organizing communication within the organization to make it more effective and efficient.

Another important concept that will be discussed in this research is public involvement. Good public communication will create a high level of public involvement, where the concept of public involvement is concept that is often found in various sectors – especially the public sector - whose meaning is an effort to 'unite' several parties in overcoming public problems to help leaders understand the perspectives of various parties and stakeholders (Public Voice, 2015). This concept is also widely understood as the interaction between organizations, individuals and groups that affect or influence the organization, with the general goal of getting support from the public so that the organization can achieve its goals (Kim & Khrisna, 2018). Public involvement can be achieved through organizational strategic communication activities, for example, strategies to increase popularity (likes) through social media (Kim & Khrisna, 2018). Public involvement is an important topic to explore, considering that involvement is one of the indicators in the development concept to increase efficiency, support the implementation of good governance, and encourage democratization (Rahim, 2013). This concept is also upheld at UNICEF itself. Public involvement – especially the younger generation – is crucial because by involving themselves in public affairs, they can build a bright future for their generation, especially through partnerships and dialogue platforms. UNICEF also greatly engages the public intending to develop civic and democratic values (UNICEF, Undated).

Twitter is widely used as a communication medium for government or public organizations, considering that it provides a space for its users to share opinions concisely so that information can be digested easily and quickly with features such as hashtags that allow users to connect, even though they don't know each other, making it easier for users to map trending topics daily (Zempi & Rahayu, 2019). Based on the ease and massive development of Twitter in communications performed by governments or organizations, many academics discuss the use of the Twitter platform in organizations, for example, the difference in communication dialogue that is created between profit and non-profit organizations on Twitter (Yang&Wang, 2020) or research by Campbell and Lambright (2020) regarding the engagement created on Facebook and Twitter in non-profit organizations based on the engagement hierarchy proposed by Lovejoy and Saxton, namely information, action, and community. In the Indonesian context, academics have also studied a lot about the use of Twitter in orga-

nizational and governmental communications, for example, research on the social network of the anticorruption movement on Twitter by Zempi and Rahayu (2019) and research on the role of hashtags in gathering digital opinion support in the #BubarkanKPAI movement against #KamiBersamaKPAI by Eriyanto (2019). Of the many studies on Twitter, only a few have discussed how an organization utilizes Twitter by optimizing the role of opinion leaders and classifying certain types of messages.

Researchers collect tweet data by scraping the data through the Twitter API (Application Programming Interface), a direct connection to get Twitter data that can be accessed with programming code. The Twitter API is used because of its easy accessibility and is free and open to all researchers and practitioners. The programming code for accessing Twitter data is well developed in many programming languages and tools so that all of the approaches described above for collecting tweets can be implemented with 10-20 lines of code, which can easily be found on the web. This easy and free access is why Twitter is the main data source for social media studies. The content analysis method is used to research and answer the problem formulation, especially in exploring the variations of Twitter messages and opinion leaders used. Content analysis was chosen because it can be applied to various types of text to be analyzed and applied to various fields-including social science disciplines-and is commonly used to analyze the effects of communication content, such as information flows and audiences response (Luo, 2021). Bonsón, et al. (2016) mention the stages in conducting content analysis, namely: 1). Sampling; 2.) Coding; 3.) Analyze the contents of the message; 4.) Consolidation of results. The researcher takes the unit of analysis in the form of Twitter data via the Twitter API, sorts the data obtained to get a verified account from OL, analyzes the message type, and presents the results. This stage will mainly be performed in answering the formulation regarding the various types of messages and what kind of OL is involved in the Generation Unlimited initiation. In addition to using content analysis, researchers use quantitative analysis to calculate the engagement index to determine public involvement from tweets related to Generation Unlimited.

Based on the explanation above, this study focuses on the research question, "How is the classification of the role of OL UNICEF – especially the Generation Unlimited initiative – through the types of messages in the communication process on Twitter to increase public involvement?". So it is hoped that this study will contribute to the discussion of the role of social media Twitter in public communication, especially in creating public engagement.

LITERATURE REVIEW

Public Communications

Rice and Atkins (2013) in Murphy, Olinto, and Guven (2020) stated that public communication campaigns are communications performed by governments, international organizations, local communities, and non-governmental organisations to inform and persuade audience behaviour generally aimed at profit. Non-commercial for the public and performed through communication activities that involve the masses and online media. Rice and Atkins (2013) explained that several theories could be implemented in public communication campaigns, such as innovation diffusion, which introduces concepts such as the use of opinion leaders because these people tend to have an effective influence in spreading messages as well as influencing public perceptions of the issues being disseminated.

Both continued this type of campaign was also performed to provide messages or recommendations to policymakers or related organizations. Campaigns that are widely implemented by utilizing social media can be performed through a strategy in the form

of community-based campaigning, which relies on collaboration with various partners and focuses on public involvement (Rice & Atkins, 2013). Rice and Atkins (2013) write that the messages conveyed in this type of communication also vary, for example, informative-type messages to increase public awareness or persuasive content that advocates an issue to the public.

Public communication theory then continues to experience development, for example, in 2018, when Pasquier and Villeneuve wrote about public sector communication. This development is based on conditions such as the rapid evolution of communication media and more dynamic state administration changes. Along with a more dynamic administration, public communication must be performed by prioritizing principles such as transparent information delivery and adjustments to the target audience. Both of them also explained that there are basic components that must be created in the communication itself – namely, the need for the sender and recipient of the message. The message is a set of information, such as text, images, sounds, etc., conveyed through certain media (2018). Each type of communication certainly has its objective. In relation to public organizations, public communication aims to change audience behaviour, for example, through certain campaigns (Pasquier and Villeneuve, 2018).

Opinion Leader

Opinion leader (OL) is often used in public affairs to identify influential figures informing the policy-making process and shaping communication strategies (Weissman, Nguyen, Mathisen, et al., 2020). The OL concept departs from the theory of the two-step flow communication model, which suggests that messages in communication flow from the source, then to the mass media channel, and flow to OL (Weimann, 2001). OL, which was originally applied in business and marketing, is now developing in other aspects, for example, social and political aspects. In these aspects, OL is an individual or figure with social influence, is considered credible and trustworthy, and is used to being a role model for others. OL influences other people regarding a particular issue through persuasion, giving recommendations, and acting as a role model (Tsang and Rojas, 2020).

OL is an attractive figure both psychologically, physically, and socially. Bamakan, Nurgaliev, and Qu (2018) continued that OL can be categorized into several domains, for example, political science, sociology and psychology, as well as the education domain – which more or fewer correlates with the Generation Unlimited initiation, which is the core of the discussion of this paper. OL's role in the world of education mostly has a direction of motion to improve the quality of education and learning and strive for the availability of educational resources. The author summarizes the various characteristics of OLs – especially those engaged in Twitter media – from various references, which are briefly described in the explanation below:

The most frequent measures of influence are the number of followers and followers (followers network), the number of retweets received, and mentions received (Bravo & Valle, 2017).

Third parties can influence audience behaviour through blogs, tweets, and social media (Enke&Brochers, 2019).

Twitter users who can be classified as OL include users with verified accounts (blue ticks). The rules from the Twitter Help Center (2022) regarding verified accounts are more or less directly proportional to the understanding of the OL concept, where Twitter users who can get a blue tick are those who are known to the public and have a detectable number of followers in the top 0.05% of followers. Accounts with a blue tick are usually classified as people with significant influence, such as politicians, state leaders, journalists or writers, celebrities, etc.

The OL concept has also been utilized in various sectors in developed countries. OLs,

who incidentally are celebrities, spokespersons or supporters of social movements, appear as ambassadors for events and public activities (Alexandre et al., 2022). OL Twitter does not only play a role in business needs, such as influencing consumers to use certain products (Fakhreddin and Foroudi, 2022), but in its development, it is also used to influence citizens in carrying out their political activities, such as in elections and state agendas (Casero-Ripollés et al., 2022). For the education sector, OL is currently also known to have a role and function as an educator influencer (Song et al., 2022), they take a role in providing education, be it for formal education or non-formal education, to sharing knowledge through their tweets and hashtags or hashtags that eventually go viral and are followed by their followers (Carpenter et al., 2022a, Carpenter et al., 2022b).

Public Engagement in Social Media

Public involvement is crucial and a concept that continues to develop, in line with the shift in the direction of communication using social media and the widespread use of two-way communication techniques between the government and its people. The engagement has been positioned in dialogic theory and considered a dialogue feature (Taylor & Kent, 2014). As a behavioural construct, public engagement is characterized by public interactions with their organizations (Men, et al., 2018). Public engagement (citizen engagement) is a concept that refers to the involvement of the general public in public affairs-for example, social affairs (Chen, Min, Zhang, et al. 2020). In dialogic theory, engagement is one of the 'features' of dialogue. This public engagement is a behavioural construct characterized by the interaction between the organization and its public audience (Wang & Yang, 2020). Every dialogic interaction requires conversational involvement to support the success of communication. Vivek, Beatty, and Morgan in Laeeq Khan, et al., (2021) stated that involvement is the degree of intensity of individual participation in relation to organizational activities. Engagement is part of the dialogue. This must be conceptualized beyond two-way symmetrical communication, which does not always require a response from the organization but emphasizes providing opportunities for the public to express their opinions (Laeeg Khan, et.al., 2021)

One of the most effective ways to ensure public involvement while maintaining public trust is to utilize social media platforms (Rosario, Martin, and Perez, 2018: 30). Public engagement in this context is called online interactivity (interactive online engagement) and can be achieved through interactivity between social media users with certain content or between users (Rosario, Martin, and Perez, 2018). In the context of social media, public engagement is reflected in the reaction of the public audience to the messages conveyed by the organization. The public can proactively react, share and respond to social media messages (Wang&Yang, 2020). Various types of social media certainly have their algorithms for measuring the level of public involvement, for example, when speaking in the context of Twitter, public engagement can be seen through the level of retweets and likes (Wang&Yang, 2020).

Dialogical Communication in Social Media

The second theory that will be used in this study is the theory of dialogical communication. Dialogical communication theory departs from the root term 'dialogue', which can be manifested in various processes, for example, capturing questions with the public through social media, gathering information from social media users, processes of public consultation and citizen involvement, to organizations that seek to listen to public demands. The challenge for the public sector is to engage in dialogue and conversation with the public to recognize their needs. This is then covered in what is called dialogic communication.

Dialogical communication, popularized by Kent and Taylor, is the basis for public organizations to develop public involvement through activities performed online. Dialogical communication emphasizes how public organizations can genuinely dialogue with their audiences centred on online interactivity to enhance public engagement (Rodriguez, Martin, Tabuyo, et al., 2018). Dialogue and conversations on social media allow audiences to provide feedback on organizational practices and activities, thereby providing opportunities for organizations to receive public input and respond to public demands.

Classification of Messages on Twitter

Types of tweets, in general, can include various kinds, for example, informative, persuasive messages, inspiring call-to-action messages, etc. Apart from the tweet feature, users often use other features, such as mentions and retweets. Mention itself is a feature to mention other accounts in our Tweet – in other words, it is a tweet that contains another account's Twitter username, preceded by the "@" symbol. (Twitter Help Center). Retweet is a feature that assists users in reposting a tweet – Twitter's retweet feature helps users to share tweets with all their followers easily and quickly (Twitter Help Center).

The message is a requirement for the creation of the most fundamental communication. Using Twitter as a communication medium, the tweet feature can channel messages to the audience. Of course, the types of tweets uploaded by each Twitter user are different according to the context and purpose to be conveyed. The researcher identified the categorization of messages uploaded via Twitter which were sourced from several journal articles with some adjustments according to the research context, including the following:

Table 1 Types of Messages on Twitter

No.	Message Type	Description
1.	Announcement	Provide announcements related to reporting of activi-
		ties performed by related organizations
2.	Community Education	Uploading educational content to broaden public
		knowledge on certain issues
3.	Collaborative action	Inform the audience about the collaborative activities
		(partnership) that are being performed
4.	Interactive messages	Messages that are explicitly intended to solicit feed-
		back and participation from the public on a topic
5.	Awareness raising	This type of message presents relatively simple con-
		tent that tells the audience what to do.
6.	Persuasive message	Persuasive messages are commonly used in cam-
		paigns to emphasize why the audience should adopt
		the recommended action.

Source: Prayoga (2020); Atkin&Rice, (2013); DePaula, Dincelli, and Harrison (2018).

Adapted to the research context

One of the ways to establish a public communication campaign is through the utilization of social media platforms. Because public communication is important in program implementation, GenU has its way of communicating in conducting public communication campaigns, namely utilizing a digital platform in the form of Twitter, which is social media created to shape public conversation. Twitter designed its platform in such a way for politicians who want to inform policy agendas, government officials who want to share important information, to organizations (both public, non-profit, NGO, and international) who want to create program campaigns (Twitter, 2019).

Research methods

Research design

This study uses a mixed design (mix-method), characterized by a combination of qualitative and quantitative elements in the research approach to achieve the depth of understanding (Schoonenboom&Johnson, 2017). Mixed designs allow research results to be comprehensively described, help generalize findings and implications of the problems studied to the entire population, provide richer insights into research phenomena, and allow researchers to answer research questions in depth and breadth (Schoonenboom & Johnson, 2017). The quantitative method used is big data analytics, which is the entire process of collecting, processing, and analyzing data for a specific purpose (Ahmed, Shaheen, and Philbin, 2022); where in this study, big data analytics is performed through the data mining step, which is the process of extracting large-scale data to find some patterns and then storing them (Sistilli, 2017). As a research based on the latest technological developments, the population referred to in this study is all Twitter users who have accounts and have uploaded tweets in the period 24-30 September 2018 and 11 July 2022 to 04 August 2022, while the sample referred to in this study is tweeted, which uses the hashtag (#GenUnlimited) with a total of 4,095 tweets

This process is performed through the Python programming language – by first accessing the Twitter API – then the quantitative process is continued by calculating the engagement index via a computer device. So that the research results can be described more comprehensively, qualitative methods are performed through content analysis which will be presented descriptively.

Research Analysis Unit

The locus of this research, in general, is the hashtag #GenUnlimited, with the object of research being Twitter accounts that are connected and interact with each other by using the hashtag #GenUnlimited, mentioning the account @GenUnlimited_, and using keywords in the form of 'Generation Unlimited'; especially accounts belonging to opinion leaders. Specifically, the unit of analysis for this research is verified or blueticked Twitter accounts with various classifications (for example: state leaders, academics, politicians, celebrities, writers, etc.) with tweets that have a high level of engagement (measured by the likes metric, retweets, and replies) especially Tweets related to Generation Unlimited. Tweets were collected from July 11 2022 to August 4 2022, with tweet data collected totalling 999 tweets.

Data Collection Technique

Researchers performed data scraping using the Twitter API as well as applications and programming software. Data scraping allows researchers to utilize a large amount of information available on the internet to be analyzed manually or through certain software (Kusumasari and Prabowo, 2020). Researchers get access from Twitter to collect data through submissions on Twitter's official email. Furthermore, data

collected through Twitter API access will be processed through Visual Studio Code software with Python and libraries like Tweepy and Pandas.

Twitter data was collected in two stages, with 4,095 tweets taken. Researchers collected data in several periods, the first period was one week in the launching period of Generation Unlimited, namely September 24-30, 2018, with data acquisition of 3,096 tweets. However, it turned out that during the launching period, the Twitter data collected was noise data (data that was 'dirty' or unimportant and unfiltered). Next, the researcher collected data for the second period, namely from 11 July 2022 to 4 August 2022, which coincided with the research period conducted by the researcher, with data obtained for 999 tweets.

The second stage is data cleaning. The result of cleaning this data is 999 tweets taken from July 11 to August 4, 2022, because the data collected during this period turned out to have clean data (well filtered and containing many important data components) and can be used as a sample. Of the 999 tweets, tweets were selected with a 'verified' filter, namely tweets created by opinion leader's accounts, then OL accounts were selected and tweets (message content) to serve as research samples.

In this study, the engagement calculation was performed using the engagement index formula written by Bonsón & Ratkai (2013). Both used this matrix to calculate how the audience engages in conversations on social media such as Twitter and Facebook.

Table 2 Matrix Engagement Index

Popularity	Р	1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1
	Г	Likes per tweets/1000 Followers
Commitment	С	Replies per tweets/1000 Followers
Virality	V	Retweets per tweets/1000 Followers
Engagement	P+C+V	Sum of P+C+V

RESEARCH RESULTS AND DISCUSSION

Twitter As A Means Of Public And Dialogue Communication

The rapid progress of information and communication technology certainly brings a shift in the direction of communication in all sectors of society. One of the most progressive innovations from information and communication technology advances is the creation of social media. The existence of social media is a game changer that can facilitate human life, especially in terms of social interaction. Social interaction is the most fundamental aspect that accompanies the nature of human existence as social beings. The presence of social media helps humans go beyond boundaries that were previously impossible to go beyond, for example, national boundaries. In an increasingly advanced era with increasingly complex community needs like today, social media has evolved into a multifunctional platform – which originally departed from a chat platform between two users to become a platform for sharing videos, photos and various other types of content.

Of the various types of social media, Twitter is one of the social media that occupies the top 10 most frequently used platforms (Walsh, 2022). Various organizations – especially the public or non-profit – often use Twitter to communicate, interact with audiences, and disseminate information (Bhati & McDonnel, 2020). Twitter enables the public sector to manage public affairs collaboratively and solutively in solving contemporary problems. According to Campaigning on Twitter: The Handbook for NGOs, Politics, and Public Service, campaigns can be performed by creating messages that educate, entertain, and emphasize public involvement by encouraging interaction and releasing interesting content (Campaigning on Twitter, 2019).

Utilization of Twitter Features as a Form of Message Dissemination

In this era of technological disruption, the public sector – for example, the government and international public organizations – prefers disseminating messages via social media. Even though it has a negative effect, social media remains the main preference for all sectors to communicate with their audience and convey messages to the wider community. This is directly proportional to what is done by Generation Unlimited, which utilizes the Twitter platform to disseminate messages. Related to these activities, Generation Unlimited utilizes the features provided by Twitter. Twitter has many occasionally growing features, but this social media with the blue bird logo has a feature considered as its main component, namely the tweet feature. According to Twitter regulations, a tweet is a message uploaded to Twitter containing text, photos, GIFs or videos that are displayed on the account's main page and can appear on the account's follower's timeline page (Twitter Help Center). In other words, tweets are a messaging feature and a direct way for Twitter users to communicate.

Apart from utilizing digital platforms, Generation Unlimited has implemented various methods in carrying out public communication campaigns to audiences, such as utilizing various types of messages on social media, using various forms of message delivery, and utilizing the role of opinion leaders (OL). The use of OL is often found in political communication strategies. Cheng & You (2019) stated that the influence of OL on social media is quite significant; OL can convey messages effectively to others and influence the behaviour of others as well. Communication of information by OL can be more easily accepted in a community. OL takes advantage of its position in a community (which is often people who are known to the public) to spread messages widely (Dubois & Gaffney, 2014). Opinion leaders used by UNICEF to carry out campaigns are public figures, artists or well-known leaders through the official Twitter platform of this campaign or from UNICEF to increase public involvement.

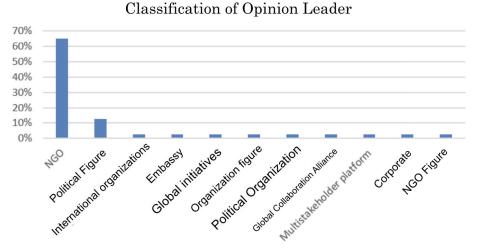
Public involvement is a concept understood as involving the community in decisions that concern the wider community's interests (Agostino & Arnaboldi, 2016). The way of communication and public involvement in PPP through social media is one of the most crucial aspects in supporting the successful implementation of programs, partnerships, and policies. In reality, it turns out that the problem of communication and its implications for public involvement is still a problem in many government sectors and organizations that serve the public. The State Administration Institute of the Republic of Indonesia (2021) states that many policymakers or public program initiators are more focused on the substance of their programs, starting from the formulation and development of policies or programs, but forget about the communication aspect, even though communication is needed to gain public trust. This indicates that there is still a gap between implementing a policy or program and its communication, which, if left unchecked, can prevent the target audience from receiving perfect information about the program in question. The institution also explained that the current problem is that the government has not utilized digital communication platforms and cannot increase public participation in policy or program communications (the Republic of Indonesia State Administration Agency, 2021). Effective public communication campaigns or policies are needed to answer these problems. This issue regarding public communication allows for a solution by utilizing digital communication platforms and increasing government capabilities in creating public involvement. Based on the gap commonly found between implementation and program communication, this study describes how the public-private-partnership program, namely GenU, conducts public communication campaigns and what the implications are for public involvement, which hopes to help overcome the imbalance between program implementation and communication in general.

It cannot be denied, now many academics have discussed the implementation of public communications by the government or public organizations. Public communication is a broad concept directly proportional to the amount of literature from various fields of science that discusses this matter. An example of the implementation of public communication can be found in a review journal on public management (international organizations) written by Ehrhardt in 2017. Erhardt argued international organizations took substantial steps to focus on public communication practices because the concept was considered to make it easier for international organizations to promote their mandate, policies and procedures (Erhardt, 2017). Public communication is a concept widely associated with public involvement as Marino and Presti (2018) state that public communication is widely analyzed to create engagement and enhance closer relationships between citizens and public institutions. In public communication, it is known that there is a two-step flow of communication which shows that the flow of information and influence from the mass media to the audience involves two steps, from the media to certain individuals (or commonly known as opinion leaders) and from opinion leaders to the public (Weimann, 2015).

When discussing more practical aspects, few academics discuss public communication through social media platforms. Liu, Xu, and Tsai (2020), in their literature, stated discovered that dialogic communication – in this context, disaster communication – has long been seen as important in the relationship between organizations and society. The findings from this literature are the creation of public participation from the use of social media features with reference to the study of dialogic communication. Literature on dialogic communication and its relation to public participation can also be found in other articles. Yue, Qin, Vielledent, et al., (2021) by analyzing the Twitter posts of leaders of non-profit organizations in America found that online public engagement can be created through dialogic principles manifested in messages on Twitter.

Research conducted by Ahn, Song, and Chung (2021) analyzed tweets related to the earthquake in California and their positive relationship with public engagement as measured by the number of retweets and favourites. Olinski and Szamrowski (2020) also analyze the relationship between Twitter message strategies used by public organizations and public reactions that lead to public engagement (measured by retweets, likes, and comments).

Opinion Leader Classification - Generation Unlimited
Graph 1 Classification of OL based on Account Type

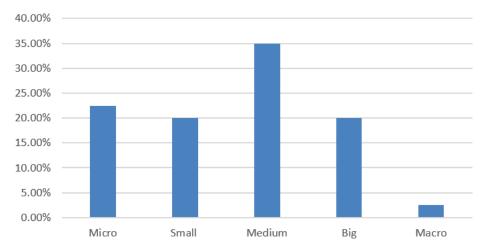


As can be observed in the graph above, the types of OL with the most frequency or the most frequently interacted with Generation Unlimited accounts through Twitter are accounts belonging to the Non-Government Organization (NGO) platform, with a total of 65%, more than half of the total percentage of OL that collected. The second order is a political figure with a percentage of 12.5%, while other OLs have the same percentage, namely 2.5%. NGOs that interact with Generation Unlimited accounts can be further narrowed down into two groups, namely the United Nations group and UNICEF itself and platform groups engaged in youth education and development, such as YouEmployed, GPforEducation, and MagicBusIndia. Of the two groups of NGO platforms, two accounts have the most followers, namely @UNICEF_Nigeria, with 938,893 followers as a UNICEF platform and GPforEducation as an education platform, with followers reaching 143,828.

As the name suggests, @UNICEF Nigeria is a UNICEF account managed by the Nigerian state. UNICEF Nigeria focuses on disease prevention for children, improving nutrition, developing education, and ensuring clean sanitation. In education, UNICEF Nigeria advocates for educational programs aimed at improving the quality of education in Nigeria by ensuring teachers have qualified knowledge, creating a comfortable learning environment, and strengthening the education system at the federal level (UNICEF Nigeria). Of course, this advocacy effort is also performed through the help of the Twitter platform. Using the Twitter Advanced Search tool – a tool for searching for tweets with certain keywords from an account – the researchers searched for tweets with the keyword 'education' on the Twitter account @UNICEF Nigeria. The search results show that most of the messages with these keywords discuss gender equality in education, the importance of cleanliness and sanitation in educational environments, informative messages about data-based education, reports on activities performed, and persuasive sentences for the audience to contribute to improving education. If classified in the message type classification, the most uploaded types of content are announcements, community education, and persuasive messages. Since this account is UNICEF's account, of course there is a lot of discussion about Generation Unlimited through informative messages about efforts that can be made to advance education, live reports on UNICEF's activities, as well as persuasive messages to invite the audience to do something. The tweet about Generation Unlimited with the highest engagement obtained through Twitter Advanced Search is a tweet that contains a collaborative action with one of UNICEF's ambassadors, namely a boy group from South Korea called BTS - where this tweet contains an invitation for the audience to do RT and like, where every action which is equivalent to a \$1 donation to UNICEF to vaccinate children. Collaborative actions with celebrities can be used as a benchmark for future organizations to take actions that involve more of the public.

The second most followed NGO group is @GPforEducation (GP), with 143,828 followers. This NGO funds education in low-income countries through multi-stakeholder partnership actions involving countries, donors, international organizations, civil society, and the private sector to ensure that young people get a quality education (Global Partnership). GP also advocates for their program through the Twitter platform, notably by distributing messages inviting the audience to work together to advance education, reporting on current activities, and informative-type messages. GP is affiliated with Generation Unlimited initiation because it participates in and is committed to GenU's vision and mission in launching Generation Unlimited in September 2018, together with many other NGO and private sector platforms (Global Partnership). After searching via Twitter Advanced Search, it can be seen that this NGO has participated in the Generation Unlimited initiation through informative messages and messages to build audience awareness. Tweets with the highest engagement traced via Twitter Advanced Search contain information regarding the crucial collaboration between the public and private sectors in supporting education and training for youth.

Followers and Interaction in Engagement Opinion Leaders
Graph 2 Classification of OL Based on Group of Followers



OLs who interact with Generation Unlimited are divided into several groups according to the number of followers they have. OL with followers <5k and 5-10k are included in the micro group, 10-20k in the small group, 20-50k and 50-100k in the medium, 100-500k are in the big group, and > 500k are included in the macro group. In the graph above, the OL group with the highest percentage is in the medium group, including UNICEF SA, educommission, and Gabriel Mariya. The OL group with the smallest percentage is the macro group, which only consists of one account: UNICEF Nigeria. The uneven distribution of OL followers among groups is also due to the unequal percentage of OL classifications in the previous table – where the largest percentage are NGOs. This is directly proportional to the highest percentage in the graph above, where most OL in the medium category are accounts owned by NGOs. NGO accounts that interact with Generation Unlimited have an average number of followers above 10k, with the widest range being between 20-100k. It cannot be denied that OLs who can be said to be more 'successful' in influencing fall into the medium and big range (Geyser, 2022). This is certainly a good opportunity for OL Generation Unlimited, considering that the largest percentage is in the medium class. The large number of followers makes their accounts assumed to be highly credible, so the use of OL in this category must be optimized to increase public audience awareness regarding Generation Unlimited.

The higher the number of followers, the higher the influence exerted (Barnhart, 2021). This is also supported by Fang, Costas, and Wouters (2022), who states that the number of followers positively correlates with high engagement. However, it turns out that this theory does not apply to OLs that interact with each other in the context of Generation Unlimited. The OL account with the most followers and included in the macro category was won by UNICEF Nigeria. However, it turns out that the number of followers does not determine the high engagement content they get. After looking up the engagement index using Python, it was discovered that the total popularity and virality of the account is only 352,132–far below other UNICEF accounts with fewer followers, for example, UNICEF ROSA (which is the UNICEF account with the highest engagement index). This happened because UNICEF ROSA did basic things to increase engagement, as Zote (2020) stated, including interacting with the audience, using a friendlier tone of voice – for example, involving emojis, and aligning topics with things that are trending, for example, COVID -19.

Popularity Matrix

Graph 3 Sequence of OL Popularity

700

600

400

300

200

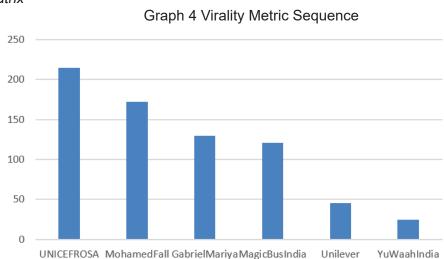
Unilever UNICEFROSA GabrielMariya MohamedFall MagicBusIndia YuWaahIndia

Note: Numbers in hundreds of thousands

Accounts with high popularity metrics are accounts with content that the audience likes a lot. In the context of OL Generation Unlimited, accounts with the highest popularity figures are obtained by Unilever companies, with nearly 600k. Most of the types of content uploaded by Unilever contain collaborative actions taken as well as corporate social responsibility, some of which have received high engagement and positive sentiment from the audience. This is directly proportional to what was disclosed by Araujo and Kollat (2018), that companies that often upload CSR content tend to easily build a positive reputation and product perception, where research from both of them yielded results that CSR tweets get a level of popularity (likes per follower) higher. However, content related to Generation Unlimited uploaded by Unilever does not have high engagement compared to CSR content. This is because the uploaded content is less interactive, so that conversation with the public is not created, even though content interactivity is one of the requirements for high engagement.

To get a high level of popularity, an account should upload lots of content with attractive visuals – for example, Unilever managed to get high engagement by uploading content in the form of videos and photos – and conducting research on audience favourites (Briggs, 2022). This can also be implemented on other OL accounts in the chart above so that each account can optimize its platform in increasing popularity and awareness regarding Generation Unlimited.

Virality Matrix



As the name suggests, virality means 'spread widely', in the context of Twitter, the retweet feature measures it. Retweet means re-uploading tweets from an account,

where this feature allows uploaded tweets to spread quickly (Twitter Help Center). For example, when A retweets a tweet made by B, the tweet made by B will go viral faster because it spreads to all of A's Twitter followers. Of the six OLs collected as samples, the account with the most viral tweets was obtained by UNICEF ROSA, with the virality figure hitting 200,000. The measure of the virality of a tweet can be obtained in several ways, including the inclusion of hashtags on related topics (Jalali & Papatla, 2019), uploading varied content (for example, different types of content and not monotonous and trying to retweet on other accounts), and having pinned tweets on topics that are being focused on, as well as increased engagement with the community (Lee, Undated).

The UNICEF ROSA account has implemented some of the methods above. As an account representing UNICEF's activities in South Asia, this platform reports a lot about the latest activities being performed to its audience. UNICEF ROSA focuses a lot on COVID-19, so this account pinned tweets regarding questions about COVID-19—which turned out to get high engagement, judging from the number of replies, likes, and retweets. In addition, the content uploaded is also varied, such as inspirational content through story-telling, educative, to quotes. UNICEF ROSA also always includes hashtags relevant to a topic being discussed so that related content can reach a wider audience. These methods help the UNICEF ROSA account increase their virality rate, which can also be implemented on other OL accounts.

Apart from using certain strategies to increase virality, UNICEF ROSA seems to be 'helped' in increasing public involvement because the South Asian region – especially India – has the third largest number of Twitter users in the world (Statista, 2022). This data related to social media users in each country should be considered before an organization implements a communication strategy through social media. Organizations need to pay attention to the patterns of social media communication performed by residents of a country to find out what social media is used most by the population in it so that public involvement is expected to be higher.

Engagement Index

Based on the results in the virality and popularity graphs in the two previous graphs, the results of calculating the engagement index are obtained as follows:

Tueste 5 Engagement mach opinion Essaes						
No.	Username	Category	Popularity	Virality	El	
1.	YuWaahIndia	Multistakeholder platform	13.821	24.763	38,584	
2.	MohamedFall	Organization figure	83.976	172.575	256,551	
4.	UNICEFROSA	Organization (part of UNICEF)	414,508	214,717	629,225	
5.	Unilever	Corporate	595,967	45,645	641,612	
6.	MagicBusIndia	NGO	21,407	121,132	142,539	
7.	GabrielMariya	Political Figures	186,537	129,845	316,382	

Table 3 Engagement Index Opinion Leader

A Unilever account won the OL with the highest engagement index.

The engagement index is obtained based on the sum of virality and popularity. Both metrics are important components in creating public engagement, but virality (retweet) is more crucial than likes in increasing awareness. The like feature indicates that the user likes a message, but the retweet feature means the user feels the urgency to share the message

(Tweettabs, undated). Retweet is instant feedback that can bring the user's message to a wide audience (Leonard, 2012). Soboleva, Burton, Mallik, et al. (2017) stated that Twitter is an ideal platform for information distribution, especially through retweets which facilitate virality and information dissemination in real-time so that other users will easily accept messages uploaded. Before retweeting, Twitter users go through a series of decision-making processes; where will find a message, process the information, and then decide the message is appropriate to share with their followers via retweet (Lahuerta-Otero, Cordero-Gutierrez, & Pintando, 2018).

Judging from the current condition of the GenU Twitter platform, many alternatives can be done to increase retweets, such as utilizing Twitter features (for example polls/quiz) to increase interaction with audiences, collaborating with many OLs in co-creating content, and increasing call-to-action content, for example, inviting the audience to retweet to get more information. Efforts to increase virality will be optimal if GenU can track trends and interests from Gen Z and adapt them to GenU's communication strategy and content on Twitter. This is crucial, considering that Gen Z is the most active internet user and the generation with the highest level of digital connection (Lebow, 2022). The strength of GenZ is the breadth of knowledge they receive, directly proportional to their high level of digital interactivity; however, this has boomeranged in creating a weakness for Gen Z, namely many Gen Z who experience feelings of isolation and lack of social skills due to too much time in front of the screen (Annie E. Casey Foundation, 2021). GenU can use Gen Z to increase virality, for example, by increasing data-based story-telling content – considering that Gen Z is exposed to more data and information from the internet than other generations.

One of the UNICEF campaigns that can be compared and used as a benchmark for GenU to increase virality is the LOVE MYSELF campaign, a collaboration between UNICEF and celebrities from South Korea – BTS – with the collective goal of ending violence, harassment, and the welfare of young people around the world. According to a report from UNICEF (2021), this campaign is one of the UNICEF campaigns with the highest engagement on Twitter, where this campaign created 5 million tweets and more than 50 million total engagements (likes, retweets, replies, and comments). What GenU can learn through this campaign is researching potential OL (for example those that are currently popular among the younger generation as campaign targets and of course those whose values are in line with the campaign) and optimizing the utilization of these OLs (for example through creating content together); increasing interactivity by always asking the audience for feedback (for example asking the audience to share); organizing various events to raise public awareness); as well as sharing information about how to join this campaign to the public in general.

Message Type Classification

The researcher classifies the types of messages uploaded by opinion leaders in the form of tweets through content analysis. The first step in content analysis is sampling. Samples taken are representative tweets from each OL with a limited number to make managing it easier. The tweets used as samples in this content analysis are one tweet from each opinion leader in the table above with the highest number of retweets and likes and uploaded during the data collection period (11 July 2022-04 August 2002). The high number of retweets and likes indicates that the audience likes the type of content or message uploaded, this underlies the selection of this content as a sample. The individual tweets from each OL sampled are:

Table 4 Sample Tweets

No.	Username	Category	Popularity	Virality	EI
1.	YuWaahIndia	Multistakeholder plat-	13.821	24.763	38,584
		form			
2.	MohamedFall	Organization figure	83.976	172.575	256,551
4.	UNICEFROSA	Organization (part of	414,508	214,717	629,225
		UNICEF)			
5.	Unilever	Corporate	595,967	45,645	641,612
6.	MagicBusIndia	NGO	21,407	121,132	142,539
7.	GabrielMariya	Political Figures	186,537	129,845	316,382

After the sample is obtained, the next step is to identify and classify the content into a certain code, namely classification (Code 1) Announcement; (Code 2) Community education; (Code 3) Collaborative action; (Code 4) Interactive messages; (Code 5) Awareness raising; and (Code 6) Persuasive messages.

The final stage in content analysis is the consolidation of results. In consolidating the results, we will analyze how each sampled tweet fits the message type classification in the above code. Based on the sample tweet data and the classification above, the types of messages in each OL's tweets can be classified in the following table:

Table 6 Message Type Classification Analysis

No.	Username	Message Type	Description
1.	YuWaahIndia	3	Mentioned about the meeting between YuWaah India and the CEO of GenU, which was held to reinforce collaboration between the two parties
2.	MohamedFall	1	Report on GenU's latest activities
3.	UNICEFROSA	4	Invite the audience explicitly to participate in discussion activities
4.	Unilever	3	Inform the audience about the ongoing collaboration process
5.	MagicBusIndia	1	Provide announcements about recent activities
6.	GabrielMariya	2	An educational message is presented to inform the audience about an issue and how to react to it

Unilever has the highest popularity rate but does not get the high engagement rate of public involvement. Meanwhile, for the message type in the Generation Unlimited campaign, which had the highest engagement value (during the research period taken), the UNICEF ROSA account used an interactive message type. It can be concluded that OL accounts with high popularity values do not necessarily have messages with high engagement values.

The difference in the value of popularity and engagement rates related to collaborative action is an informative and educative message to inform the audience about the collaborative activities being performed. This type of message is closely related to the activities organized by Generation Unlimited, which are collaborative activities with various sectors for a better quality of life for young people. Various types of messages are uploaded in this type of collaborative action, for example, documentation in

the form of photos or videos regarding activity reports between the two collaborating parties, the purpose of the meetings of the two parties, or simply uploading photos together. The second type of message uploaded by OL in the Generation Unlimited initiation is the message of the announcement type. This type is usually used when an organization wants to increase its accountability and transparency by reporting on current activities being performed, so that the audience can understand how the organization works. Content like this is widely used by OL through various forms of messages, for example, tweets regarding a live report of an ongoing activity. Messages like this implicitly intend to invite the audience to participate in the activities, resulting in two-way communication.

However, even though it was uploaded with the highest proportion, the content with the highest level of engagement was obtained by the UNICEF ROSA account with an interactive message type. The uploaded message creates a conversation with the audience because it ends with a question the audience can answer and an invitation to visit a site. This type of message allows for more intense interactions to be effective in creating higher audience engagement.

CONCLUSION

Generation Unlimited has 4 (four) main strategies. The strategy that is the focus of this research is public involvement. This public involvement can be achieved with public communication – where GenU uses several things in public communication theory. One of the things utilized from this theory is the utilization of opinion leaders (OL) in conducting a campaign regarding the public-private partnership initiative, GenU. There are various types of OL classifications that Generation Unlimited uses on the Twitter platform to create public involvement, including NGO platforms, political figures, international organizations, embassies, global initiatives, organizational figures, political organizations, global collaborative alliances, multi-stakeholder platforms, corporates, and NGO figures, with the largest percentage of OL, are platform NGOs, especially those concerned with youth education. In addition to OL utilization, GenU utilizes various types of messages to create public involvement, including announcement messages, community education, collaborative actions, interactive messages, awareness raising, and persuasive messages. Of the several classifications of message types, the message types that GenU uses the most are collaborative action and announcement types.

Based on the calculation of the popularity index, the OL with the highest score is Unilever (included in the corporate classification). Undeniably, Unilever does not upload content related to Generation Unlimited in large quantities or frequently. Since the beginning, the mass base and audience have been formed, so the value of public involvement is higher. However, despite being the OL account with the highest popularity score, the Unilever message type (messages related to Generation Unlimited) did not get a high public engagement rate. The message type in the Generation Unlimited campaign with the highest engagement value (during the research period taken) is obtained by the UNICEF ROSA account, which uses interactive type messages. It can be concluded that OL accounts with a high popularity value do not necessarily have messages with a high engagement value either. OLs must create more interactive content to engage the audience in the discussion.

The results of this research can contribute to implementing public communication in public organizations in the future, especially UNICEF, for example, in the #SkillsRightNow initiative. This hashtag invites the audience to support the younger generation in developing the skills needed in the world of work. Researchers recommend public organizations or NGOs to increase public involvement in ways such as involving audiences in direct public discussions (e.g. discussions in implementing public programs) or soliciting audience input

regularly regarding organizational management through platforms provided by organizations. In more technical matters (for example, in the use of social media), organizations can apply a communication strategy based on trend research regarding Gen Z preference content – considering that Gen Z is the generation of the most internet users – so that they are expected to be able to increase public engagement. This research opens up opportunities for public communication research in the future; it can be discussed how public organizations communicate and create public engagement through platforms other than Twitter (for example, Instagram and TikTok, which are now increasingly viral), examine communication through the replies feature on social media, as well as research on Gen Z research trends and their patterns in social media as a communication strategy public organizations in creating public engagement.

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