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TikTok Content Strategy for Public Service Broadcasting: Balancing Algorithmic Visibility and Institutional Trust at TVRI Nasional

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ABSTRACT

The rapid platformization of digital media has compelled public service broadcasters to renegotiate audience engagement within algorithm-driven environments. TikTok, as a short-form video platform characterized by algorithmic curation and participatory culture, presents both opportunities and challenges for public institutions seeking to remain relevant among younger audiences. This study examines how TVRI Nasional, Indonesia's public service broadcaster, developed and implemented a TikTok content strategy to enhance audience engagement while maintaining its public mandate. Using a qualitative-descriptive case study approach, the research draws on six months of participant observation (February–July 2024) within TVRI's New Media Content Division, complemented by engagement metrics analysis across four content categories: entertainment, educational, promotional, and conversational. Content development was guided by STP (Segmentation, Targeting, Positioning) and AISAS (Attention, Interest, Search, Action, Share) frameworks, while engagement was interpretively assessed through views, likes, comments, shares, and favourites. The findings indicate that engagement on TikTok operates through multiple, coexisting logics rather than a single virality-driven hierarchy. Promotional and entertainment content were associated with higher algorithmic visibility, whereas educational and conversational content supported trust-oriented and culturally grounded engagement. Based on these empirical insights, this study proposes the Public Service Algorithmic Engagement Model (PS-AEM), which conceptualizes engagement as an interaction among algorithmic visibility, institutional trust formation, and civic–cultural resonance. This research contributes theoretically by extending digital engagement models beyond commercial logic and practically by offering a strategic framework for public service broadcasters navigating platformized media environments. Future research may apply PS-AEM comparatively across public institutions and platforms.

Keywords: *Algorithm; Digital public communication; Public service broadcasting; TikTok content strategy*

INTRODUCTION

The rapid advancement of digital communication technologies has fundamentally transformed the ways media institutions engage with their audiences, particularly in contexts marked by generational shifts in media consumption. Social media platforms have increasingly become primary sites of public interaction, displacing traditional broadcast media as dominant sources of information and entertainment among younger demographics. In

Indonesia, this transformation is especially pronounced, as social media penetration continues to rise alongside the decline of linear television viewership among Generation Z and young millennials (We Are Social & Meltwater, 2024). TikTok, as a short-form video platform driven by algorithmic curation and participatory culture, has emerged as one of the most influential digital spaces for audience engagement, characterized by rapid content circulation, affective storytelling, and authenticity-oriented communication styles (Kaye D. B. V. et al., 2022; Su et al., 2020). These platform dynamics challenge conventional models of institutional communication and require legacy media organizations to reconsider how public relevance is constructed in digital environments.

Public service broadcasters face particularly acute challenges within this shifting media ecology. Unlike commercial media, public broadcasters are tasked not only with attracting audiences but also with fulfilling normative mandates related to education, cultural preservation, and civic engagement. In Indonesia, TVRI Nasional has long been positioned as a state-owned broadcaster responsible for delivering public interest content. However, empirical studies suggest that TVRI has increasingly been perceived by younger audiences as outdated, rigid, and insufficiently adaptive to contemporary media cultures (Anggraini, 2020a; Fikri et al., 2020). Previous studies show that government institutions often use social media in a one-way and formal manner, which limits interaction and audience engagement, especially among younger users (Anggraini, 2020b). This perception gap poses a significant institutional risk, as the legitimacy of public broadcasting depends on sustained public relevance across generations. Consequently, the adoption of digital platforms such as TikTok represents not merely a technological adjustment but a strategic effort to renegotiate institutional identity, authority, and trust within a platformized public sphere.

Within this context, content strategy becomes a critical mechanism through which public broadcasters attempt to align institutional objectives with audience expectations and platform logics. Prior research in digital marketing and communication emphasizes the importance of strategic audience segmentation and message positioning in ensuring content relevance and engagement (Rismawati et al., 2019). The STP (Segmentation, Targeting, Positioning) framework has been widely applied to identify audience clusters and tailor content accordingly, particularly in competitive digital environments. On TikTok, where content visibility is shaped by algorithmic recommendation systems and user interaction patterns, the effectiveness of content strategies depends heavily on the ability to produce visually compelling, culturally resonant, and trend-aware messages that align with platform-native norms (Abidin, 2023; Ramadhan & Putri, 2021). For public institutions, this requirement introduces a tension between institutional formality and the informal, participatory culture of social media platforms.

In addition to STP, contemporary digital communication research increasingly employs behavioral journey models such as AISAS (Attention, Interest, Search, Action, Share) to explain how users interact with content in interactive media environments (Sugiyama & Andree, 2011). While originally developed within advertising and consumer behavior research, AISAS has been adapted in recent studies to examine engagement with public sector communication, highlighting the role of shareability, user participation, and algorithmic amplification in shaping message reach and resonance (Anggraini, 2020a; Novita & Saputra,

2021). However, existing studies often apply AISAS in a linear or instrumental manner, focusing primarily on visibility and interaction metrics, while paying limited attention to how these behavioral stages intersect with institutional trust, cultural meaning, and public value—dimensions that are central to public service broadcasting.

A growing body of literature has examined TikTok's role in enhancing engagement across various sectors, including sports marketing, influencer branding, SMEs, and government communication. (Su et al., 2020) demonstrate that short-form, authentic content significantly enhances user engagement on TikTok, while (Hilal & Salsabila, 2021) and (Ramadhan & Putri, 2021) highlight the importance of audiovisual trends, hashtags, and cultural relevance in driving interaction. In the public sector, (Era Purike & Barakbah, 2022) and (Wulandari & Nurlaela, 2021) argue that informal, platform-native communication styles can increase trust and public responsiveness. International studies further emphasize that successful public institutions on TikTok tend to adopt localized narratives and participatory formats to resonate with digital natives (Montoya & Flores, 2021). Nevertheless, most existing research remains either descriptive or sector-specific, focusing on commercial or governmental contexts without systematically addressing public broadcasting institutions and their unique normative mandates.

This study addresses this gap by examining how a public service broadcaster—TVRI Nasional—strategically develops and implements TikTok content to enhance audience engagement while maintaining its public mission. Unlike prior studies that emphasize virality or promotional effectiveness, this research integrates STP and AISAS within a public communication framework and analyzes four distinct content categories—entertainment, educational, promotional, and conversational—using empirical engagement data from TVRI's official TikTok account. Furthermore, drawing on practice-based research through the researcher's direct involvement in content production, this study proposes the Public Service Algorithmic Engagement Model (PS-AEM) to conceptualize engagement as an interaction between algorithmic visibility, institutional trust formation, and civic-cultural resonance. By doing so, this research contributes theoretically to digital communication scholarship and practically to the strategic revitalization of public broadcasting in the platform era.

LITERATURE REVIEW

The theoretical foundation of this study is grounded in the broader discourse on platformization and algorithm-mediated public communication, which examines how digital platforms reorganize the conditions under which institutions engage with publics. (van Dijck et al., 2018)conceptualize platformization as a structural transformation in which platform logics—datafication, commodification, and algorithmic selection—reshape public value production, compelling public institutions to renegotiate their roles within commercially governed digital ecosystems. Within this perspective, TikTok has become a distinctive object of inquiry due to its recommendation-driven architecture, participatory cultural logics, and dominance among younger demographics (Abidin, 2023; Kaye et al., 2022). Prior research shows that TikTok's For You Page functions as a visibility gatekeeper whose ranking criteria privilege audiovisual intensity, trend compatibility, and early engagement signals rather than

institutional authority or informational depth, reflecting what (Bucher, 2018) describes as the "programmed sociality" of algorithmic media and what (Cotter, 2019). conceptualizes as the "visibility game" negotiated between actors and platform systems. Empirical work by (Su et al., 2020) on short-form video engagement further demonstrates that authentic, platform-native, and emotionally resonant content significantly outperforms formal or promotional messaging in capturing user attention within seconds. Collectively, these studies establish that engagement on TikTok is not a linear outcome of message quality alone but a negotiated process shaped by algorithmic affordances, which forms the theoretical entry point for examining how TVRI Nasional, as a public service broadcaster, navigates algorithmic visibility within a platformized media environment.

Complementing the platform-studies perspective, this study draws upon two strategic communication frameworks that are widely applied in digital content practice: Segmentation, Targeting, and Positioning (STP) and Attention, Interest, Search, Action, Share (AISAS). The STP framework, originally developed within marketing management, has been adapted in Indonesian digital marketing scholarship as a means of identifying audience clusters, tailoring thematic content, and positioning messages within competitive communication environments (Rismawati et al., 2019). Its relevance for TikTok content strategy lies in its capacity to clarify which audience segments a public institution seeks to reach and how institutional messages can be repositioned to align with platform-native symbolic codes. Parallel to this, the AISAS model proposed by (Sugiyama & Andree, 2011) extends classical advertising funnels (e.g., AIDA) by incorporating search and share behaviors that are characteristic of interactive digital audiences, reflecting the bidirectional and networked nature of contemporary media consumption. Subsequent Indonesian research has operationalized AISAS to examine digital audience journeys on social media, emphasizing the role of shareability and participatory amplification in determining content performance (Novita & Saputra, 2021). Empirical applications on TikTok further confirm the framework's explanatory value: (Ramadhan & Putri, 2021) demonstrate how a culinary account leveraged attention-grabbing audiovisual hooks and shareable formats to convert viewers into active participants, while (Hilal & Salsabila, 2021) show that SMEs employing AISAS-aligned tactics—such as trend-adopting visuals, interactive captions, and culturally resonant hashtags—achieved measurable engagement uplift. Yet, as this body of literature remains largely commercial in orientation, it leaves open the question of how STP and AISAS operate when the communicating actor is a public service broadcaster subject to normative public mandates rather than market-driven objectives—a gap this study addresses through the TVRI Nasional case.

A third strand of literature concerns public service broadcasting and the conditions under which institutional trust and cultural legitimacy are constructed in social media environments. Studies on public-sector communication indicate that government and public institution use of social media frequently remains one-directional and information-dissemination oriented rather than dialogic, limiting relational engagement particularly with younger users (Meijer & Torenvlied, 2016; Mergel, 2013) (Kent & Taylor, 2016) argue that legitimacy in digital public communication is cultivated not through persuasion alone but through dialogic and relational practices that treat audiences as interlocutors rather than passive targets—a principle echoed in organizational identity research emphasizing the

importance of authenticity and value consistency in sustaining public trust (Fieseler et al., 2015). These relational dynamics are further enriched by cultural and affective approaches to media: (Couldry, 2012) frames media engagement as a site of symbolic recognition in which institutional messages are interpreted through audiences' lived cultural experience, while (Papacharissi, 2015) theorizes "affective publics" as networked communities bound by shared emotional resonance and narrative storytelling. Within the Indonesian context, recent studies on public-sector use of TikTok have begun to emerge: (Era Purike & Barakbah, 2022) find that informal, platform-native communication styles enhance public attitudes toward government information, and (Wulandari & Nurlaela, 2021) show that storytelling and trending-format adoption by government agencies strengthen institutional visibility and public responsiveness. Nevertheless, existing research on Indonesian public service broadcasters such as TVRI remains largely descriptive, often documenting brand perception gaps (Fikri et al., 2020) or general digital rebranding efforts without systematically integrating the algorithmic, institutional, and cultural dimensions of engagement. This literature gap motivates the present study's integration of STP and AISAS with platform studies and public communication theory, culminating in the Public Service Algorithmic Engagement Model (PS-AEM), which conceptualizes engagement as a layered interaction among algorithmic visibility, institutional trust formation, and civic–cultural resonance.

METHODOLOGY

This research project, conducted during a 6-month observation at TVRI Nasional, investigates how content strategy on TikTok can be designed and implemented to increase audience engagement. The researchers role as a content creator and copywriter, developed and produced TikTok content across various formats—entertainment, educational, promotional, and conversational—using structured planning tools such as editorial plans, insight tracking, and content pillar frameworks. The content was then evaluated based on engagement metrics such as likes, comments, shares, and favourites.

This research adopts a qualitative-descriptive approach supported by case study methods, focusing on the strategic development of TikTok content at TVRI Nasional. The study was conducted during six-month (February–July 2024) in the New Media Content Division of TVRI, where the researcher was directly involved as a Social Media Content Creator and Copywriter. The research is contextualized within the institutional efforts of TVRI to reposition its brand and improve digital engagement through TikTok. By utilizing direct observation, the researcher documented the process of content ideation, editorial planning, production, and post-publishing evaluation—capturing the practical realities of managing content in a public media setting (Anggraini, 2020b; Hasanah, 2019).

To support the content development process, the researcher applied two strategic marketing frameworks: STP (Segmentation, Targeting, Positioning) and AISAS (Attention, Interest, Search, Action, Share). These frameworks were employed to guide audience analysis, define content goals, and shape the execution of videos that resonate with TikTok users—particularly Gen Z and millennial segments. The Digital Content Strategy was further structured through the creation of an editorial plan, content pillar classification

(entertainment, educational, promotional, conversational), and alignment with trending TikTok formats and behaviours. This structured content development process was supported by references to works such as (Su et al., 2020), who emphasized platform-specific strategy and user behaviour mapping for optimized audience engagement.

ANALYSIS AND DISCUSSION

The findings of this study indicate that TikTok functions as a critical site of algorithm-mediated engagement for TVRI Nasional, reshaping how the institution reaches and interacts with younger audiences. Across the six-month observation period, content published on TVRI's official TikTok account demonstrated measurable variation in engagement performance depending on content type, format, and narrative style. Quantitative indicators such as views, likes, comments, shares, and favourites consistently showed that TikTok enabled TVRI to extend its reach beyond traditional broadcast audiences, particularly among Generation Z and young millennials. This finding confirms that TikTok is not merely an auxiliary platform for content redistribution, but a primary engagement environment where institutional visibility is governed by algorithmic recommendation systems rather than broadcast schedules or brand legacy.

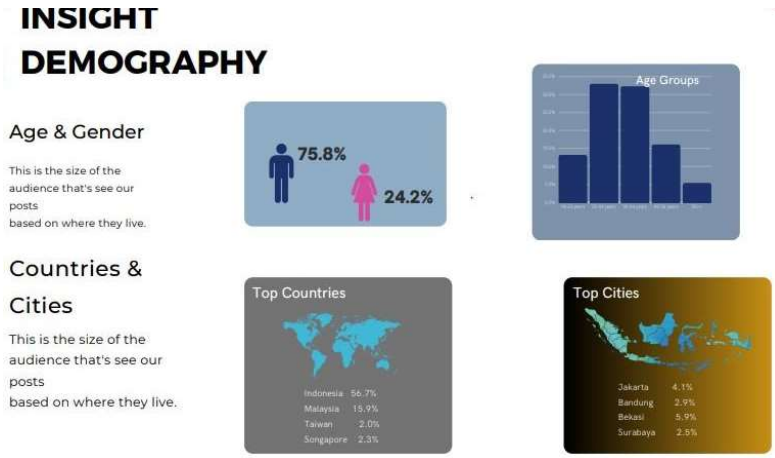


Fig. 1 The Insight Demography of TVRI

A closer examination of engagement metrics reveals that **promotional content** achieved the highest levels of visibility and interaction. Videos repurposed from television programs—when edited using platform-native techniques such as fast-paced cuts, trending audio, and dynamic captions—generated substantially higher view counts and interaction rates compared to other content categories. These results indicate that algorithmic visibility on TikTok is strongly influenced by audiovisual intensity and familiarity, particularly when institutional content is reframed to match platform conventions. Importantly, this suggests that legacy broadcast content can remain relevant in digital spaces when translated into short-form, visually engaging narratives, challenging the assumption that public broadcasters must abandon traditional programming to succeed on social media.

In contrast, **entertainment content**—including challenges, humor-driven narratives, and socially relatable scenarios—consistently performed well in terms of likes and shares, although not always surpassing promotional content in absolute reach. The success of entertainment formats highlights the importance of emotional relatability and cultural proximity in

capturing audience attention. These videos often drew on everyday experiences, economic realities, or popular trends, allowing audiences to recognize themselves within the content. From a findings perspective, this pattern demonstrates that engagement on TikTok is not solely a function of institutional authority, but is closely tied to the platform's affective economy, where resonance and immediacy play central roles in sustaining interaction.

By comparison, **educational content** showed lower levels of virality but exhibited distinct patterns of deeper engagement. While educational videos attracted fewer views and shares, they generated relatively higher proportions of favourites and longer viewing durations. This suggests that audiences who engaged with educational content perceived it as valuable and worth revisiting, even if it was less likely to circulate widely. These findings are particularly significant for a public service broadcaster, as they indicate that educational objectives can still be fulfilled within TikTok's attention-driven environment, albeit through different engagement logics. Rather than competing directly with entertainment content for virality, educational videos appear to operate within a slower, value-oriented mode of engagement.

Similarly, **conversational content**, such as Q&A formats, behind-the-scenes footage, and informal interactions with TVRI staff, produced mixed engagement outcomes. Several conversational videos achieved high view counts, suggesting strong algorithmic exposure; however, these did not always translate into proportional increases in comments or shares. This disparity indicates that visibility does not automatically lead to participatory interaction. Nevertheless, observational data show that conversational content contributed to a perceptible shift in how audiences perceived TVRI's institutional persona, presenting it as more approachable and humanized. From a findings standpoint, this highlights a distinction between measurable interaction and symbolic engagement, where the latter may influence trust and institutional image without immediate behavioural expression.

Taken together, these findings reveal that engagement on TikTok operates through **multiple, coexisting logics** rather than a single metric-driven hierarchy. Promotional and entertainment content primarily function to enhance algorithmic visibility and initial attention, while educational and conversational content contribute to trust formation, perceived relevance, and long-term audience connection. This layered pattern of engagement directly informs the transition to the Discussion section, where these empirical observations are interpreted through the **Public Service Algorithmic Engagement Model (PS-AEM)**. The findings demonstrate that for public service broadcasters, effective digital engagement is not reducible to virality alone, but emerges from the strategic balancing of algorithmic affordances, institutional values, and cultural resonance within platformized media environments.

An additional pattern observed across the six-month period concerns the **temporal dynamics of engagement**. Engagement metrics indicate that promotional and entertainment content tended to accumulate interactions rapidly within the first hours after publication, whereas educational and conversational content often exhibited slower but more sustained engagement over time. While this temporal variation does not establish differential effectiveness, it suggests that different content types may align with distinct rhythms of audience attention on TikTok. Observational notes further indicate that posts aligned with

trending topics or sounds were more likely to experience early surges in visibility, whereas content emphasizing informational or reflective themes attracted interaction beyond the initial exposure window. This temporal distinction highlights that engagement on TikTok is not only a matter of quantity but also of timing and persistence, which is particularly relevant for public service broadcasters seeking both reach and relevance.

Another salient finding relates to the **relationship between institutional voice and audience response**. Across content categories, posts that employed a more informal tone, platform-native language, and visual storytelling appeared to receive more consistent interaction than those adhering closely to traditional broadcast communication styles. However, this pattern did not imply that institutional authority was diminished; rather, observational data suggest that audiences responded more readily when institutional messages were reframed through culturally familiar and conversational formats. This indicates that institutional legitimacy on TikTok may be negotiated through stylistic adaptation rather than formal authority alone. Importantly, this negotiation was observed without evidence of reputational backlash or reduced credibility, suggesting that public service identity can coexist with platform-native communication practices. This finding provides a critical empirical basis for the subsequent Discussion, where the balance between algorithmic adaptation, institutional trust, and cultural resonance is examined in greater theoretical depth.

Algorithmic Visibility as the First Layer of Public Engagement

The findings indicate that algorithmic visibility constitutes the initial layer through which public service content gains access to audiences on TikTok. Across the six-month observation period, promotional and entertainment content consistently recorded higher views and early interaction metrics compared to educational and conversational formats. This pattern was particularly evident in videos employing platform-native aesthetics such as rapid visual pacing, trending audio, and dynamic captions. While these metrics do not imply causal effectiveness, their recurrence suggests a strong association between content alignment with platform affordances and algorithmic exposure.

This observation is consistent with prior research demonstrating that TikTok's recommendation system privileges audiovisual intensity, familiarity, and trend alignment over institutional authority or informational depth (Abidin, 2023; Kaye et al., 2022). Studies on algorithmic platforms emphasize that visibility is governed by engagement signals and content format compatibility rather than organizational credibility (Bucher, 2018; Cotter, 2019). For public service broadcasters, this represents a structural shift in the conditions of public communication, where institutional messages must first pass through algorithmic filters to enter users' attention streams.

Importantly, these findings suggest that algorithmic visibility functions as a gateway rather than an endpoint of engagement. As argued by (van Dijck et al., 2018) platformization reorganizes public communication by prioritizing circulation mechanisms over normative value. Within this context, algorithmic visibility becomes a necessary precondition for engagement, but it does not guarantee trust, participation, or long-term relevance. This

empirical insight positions algorithmic visibility as the entry layer of the proposed Public Service Algorithmic Engagement Model (PS-AEM).

Table 1. Algorithmic Visibility Patterns Across TVRI Content Categories

Algorithmic Visibility Patterns Across TVRI Content Categories				
Content Category	**Dominant Metrics Observed**	**Platform Characteristic Used**	**Observational Pattern**	**Analytical Impression**
Promotional	High views, Likes, shares	Trending audio, fast cuts	Frequent FYP exposure	Strong algorithmic visibility
Entertainment	Moderate–high likes, shares	Humor, challenges	Rapid early interaction	Affective attention capture
Educational	Lower views, fewer shares	Narrative visuals	Slower exposure	Limited algorithmic priority
Conversational	Variable views, low depth	Q&A, BTS	Exposure without response	Visibility ≠ participation

Institutional Trust Formation Beyond Virality Metrics

A second category of findings concerns engagement patterns associated with institutional trust formation. Educational and conversational content, despite lower overall visibility, consistently demonstrated higher proportions of favourites and longer viewing durations. These metrics suggest selective and deliberate engagement, indicating that audiences who interacted with such content perceived it as valuable or meaningful. Similar patterns have been observed in studies of public sector social media communication, where informational content tends to generate fewer interactions but stronger indicators of trust and credibility (Meijer & Torenvlied, 2016; Mergel, 2013).

Field observations further indicate that conversational content—such as behind-the-scenes narratives and informal Q&A formats—contributed to a perceived humanization of TVRI as an institution. While this perceptual shift cannot be directly inferred from engagement metrics alone, it aligns with research on institutional transparency and relational communication, which suggests that informal, dialogic formats enhance public trust even in the absence of high interaction volume (Era Purike & Barakbah, 2022; Kent & Taylor, 2016) Research on government TikTok accounts indicates that the use of informal language, storytelling, and trending formats increases visibility and public trust on the platform (Wulandari & Nurlaela, 2021).

These findings reinforce the argument that virality-oriented metrics are insufficient indicators of public communication effectiveness. As (Fieseler et al., 2015) note, trust-oriented engagement often unfolds through repeated exposure and value consistency rather than

immediate popularity. Accordingly, institutional trust formation is conceptualized in PS-AEM as a parallel process that develops alongside—but independently from—algorithmic visibility.

Table 2. Trust-Oriented Engagement Indicator

Content Category	Engagement Indicators	Interaction Tempo	Observed Audience Behaviour	Trust Interpretation
Educational	High favourite retention	Slow, sustained	Content saved	Informational credibility
Conversational	Moderate views	Gradual	Institutional recognition	Humanization
Entertainment	High likes	Immediate	Affective response	Limited trust signal
Promotional	High exposure	Rapid	Awareness-driven	Visibility-focused

Civic–Cultural Resonance and the Negotiation of Public Identity

The third set of findings highlights the role of civic–cultural resonance in shaping engagement with public service content. Content drawing on everyday social realities, local narratives, folklore, and national identity elicited affective responses from audiences, even when overall interaction metrics varied. Such resonance reflects what (Couldry, 2012)describes as symbolic recognition, where audiences identify institutional messages as part of their lived cultural experience.

Observational data indicate that culturally grounded content enabled TVRI to negotiate its public identity within TikTok's informal and participatory environment. Rather than undermining institutional authority, this cultural anchoring appeared to strengthen perceived relevance and legitimacy. Similar findings have been reported in studies on digital public storytelling, which argue that cultural proximity enhances emotional engagement and institutional acceptance (Harahap & Nasution, 2022; Papacharissi, 2015).

These findings suggest that public engagement on TikTok is not solely driven by informational clarity or entertainment value, but by the extent to which content resonates with shared cultural meanings. Within PS-AEM, civic–cultural resonance functions as the stabilizing dimension that anchors algorithmic visibility and trust formation in socially meaningful contexts.

Table 3. Civic–Cultural Resonance Indicator

Content Theme	Cultural Reference	Audience Response	Engagement Characteristic	Interpretive Role
Social challenges	Everyday realities	Likes, shares	Emotional immediacy	Cultural proximity
Folklore	National heritage	Saves, reflection	Meaning-oriented	Cultural legitimacy
BTS narratives	Institutional stories	Recognition	Identity negotiation	Symbolic trust

Content Theme	Cultural Reference	Audience Response	Engagement Characteristic	Interpretive Role
Trend humor	Popular culture	Rapid reaction	Short-term resonance	Entry engagement

The researchers did comparative transformation illustrated in Table 4 demonstrates that TVRI Nasional's TikTok strategy represents a **systemic reorientation rather than a tactical adjustment**. Prior to strategy implementation, TikTok content largely reflected broadcast-era communication logic—irregular posting, one-directional messaging, and minimal adaptation to platform affordances. This configuration aligns with earlier findings that public broadcasters often struggle to translate institutional authority into digital relevance, particularly among younger audiences accustomed to participatory media environments (Fikri et al., 2020; Maulida & Pramudiono, 2020).

Table 4. Strategic Transformation of TikTok Content at TVRI Nasional

Strategic Dimension	Before Strategy Implementation	After Strategy Implementation	Analytical Significance
Content Planning	Irregular posting; no cle categorization; we thematic coherence	Structured editorial plan with four content categories (entertainment, educational, promotional, conversational)	Enables systematic alignment between institutional goals and platform logic
Audience Targeting	Generic mass-audience orientation; limited attention to TikTok demographics	STP framework applied to Gen Z and Millennials with culturally relevant themes	Shifts communication from broadcast logic to audience-centric engagement
Visual Style & Format	Repurposed TV clips with minimal adaptation	TikTok-native formats (jump cuts, kinetic captions, memes, trending audio)	Increases compatibility with algorithmic visibility mechanisms
Call-to-Action (CTA)	Rare or passive; limited interaction cues	Integrated CTAs ("Comment below,"	Encourages transition from passive viewing to

Strategic Dimension	Before Strategy Implementation	After Strategy Implementation	Analytical Significance
		"Follow for more," "Share")	participatory engagement
Content Types	Predominantly one-directional promotional content	Diversified into four strategic categories	Supports layered engagement rather than single-metric success
Use of Trends	Delayed or minimal adoption of trends	Active use of trending sounds, hashtags, challenge formats	Enhances algorithmic discoverability and topical relevance
Performance Monitoring	No structured evaluation of engagement	AISAS model applied to track attention–share cycles	Enables reflexive content optimization
Institutional Image	Perceived as outdated and rigid	Repositioned as modern, relatable, and youth-friendly	Indicates symbolic transformation beyond metrics
Brand Perception	Disconnected from digital culture	Seen as adaptive and participatory by Gen Z	Signals trust and cultural resonance

Following strategy implementation, the introduction of a structured editorial plan and content categorization enabled TVRI to operate within TikTok's algorithmic and cultural ecosystem more effectively. The diversification into entertainment, educational, promotional, and conversational content did not merely expand output variety but facilitated **layered engagement**, where different formats activated different audience responses. This finding supports existing research indicating that platform engagement is multidimensional and cannot be reduced to virality metrics alone (Kaye et al., 2022; Kusumaningtyas & Pratama, 2022). The application of the STP framework further shifted TVRI's orientation from mass broadcasting toward audience-specific communication. By explicitly targeting Gen Z and millennial users and aligning content with culturally familiar narratives, TVRI repositioned itself within the symbolic universe of TikTok users. This supports prior studies showing that digital natives respond more positively to institutional communication that adopts platform-native language and cultural codes without abandoning informational value (Abidin, 2023; Harahap & Nasution, 2022).

Visual and stylistic adaptation played a central role in enhancing algorithmic visibility. The use of jump cuts, memes, kinetic captions, and trending audio increased compatibility with TikTok's recommendation system, which prioritizes affective immediacy and audiovisual intensity (Bucher, 2018; Cotter, 2019). Importantly, this adaptation did not replace institutional content but translated it, reinforcing the idea that public service messages can coexist with platform-native aesthetics when strategically reframed.

The integration of explicit calls-to-action marked a shift from passive information delivery to participatory engagement. While CTAs did not guarantee interaction, their consistent inclusion encouraged audience response and sharing, aligning with dialogic communication principles in public sector social media use (Kent & Taylor, 2016; Mergel, 2013). This change illustrates how engagement emerges not solely from content appeal but from interaction cues embedded within communicative design.

Finally, the observed transformation in institutional image and brand perception indicates that TikTok engagement operates at a symbolic level beyond measurable metrics. Through conversational and behind-the-scenes content, TVRI was increasingly perceived as approachable and relevant, particularly by Gen Z audiences. This aligns with scholarship emphasizing that trust and legitimacy in digital public communication are constructed through relational and cultural resonance rather than visibility alone (Couldry, 2012; Era Purike & Barakbah, 2022)

Public Service Algorithmic Engagement Model (PS-AEM)

The Public Service Algorithmic Engagement Model (PS-AEM) is proposed as an analytical framework to explain how public service institutions engage audiences within algorithm-driven social media environments. Rather than conceptualizing engagement as a linear outcome of content performance, PS-AEM frames engagement as a negotiated and layered process shaped by the interaction between platform affordances, institutional communication practices, and cultural meaning. This model emerges inductively from empirical findings at TVRI Nasional and responds to limitations in existing digital engagement models that prioritize commercial visibility or transactional metrics over public value and institutional legitimacy.

The first dimension of PS-AEM, algorithmic visibility, represents the entry point through which public service content gains access to audience attention. In algorithmically curated platforms such as TikTok, visibility is governed by recommendation systems that prioritize audiovisual intensity, trend compatibility, and early interaction signals. PS-AEM does not treat algorithmic visibility as an indicator of communicative success, but as a necessary condition for exposure. For public institutions, this dimension underscores the need to translate institutional messages into platform-native formats without assuming that public authority alone guarantees reach or relevance.

The second dimension, institutional trust formation, captures engagement processes that develop beyond immediate visibility. Empirical observations show that educational and conversational content, while less viral, foster selective and sustained forms of engagement associated with credibility, transparency, and relational proximity. PS-AEM conceptualizes trust formation as a parallel process that unfolds through consistency, dialogic cues, and perceived institutional sincerity. This dimension challenges the dominance of virality-based evaluation by emphasizing that trust-oriented engagement is often slower, less visible, and inadequately represented by conventional metrics.

The third dimension, **civic–cultural resonance**, highlights the role of shared cultural narratives and everyday relevance in stabilizing public engagement. Content that draws on local identities, folklore, social realities, and institutional human stories enables public service messages to resonate emotionally with audiences. Within PS-AEM, civic–cultural resonance functions as an anchoring mechanism that situates algorithmic visibility and trust formation within meaningful social contexts. This dimension emphasizes that engagement becomes sustainable when audiences recognize public institutions as culturally proximate and socially relevant actors rather than distant authorities.

Together, these three dimensions converge toward sustainable public engagement, understood as a form of engagement that balances reach, legitimacy, and cultural meaning over time. PS-AEM does not prescribe a sequential pathway or causal hierarchy; instead, it conceptualizes engagement as a dynamic interplay among algorithmic systems, institutional values, and cultural interpretation. By integrating empirical observation with public communication theory, PS-AEM offers a transferable analytical lens for understanding how public service institutions can navigate platformized media environments while maintaining their public mandate.

The Public Service Algorithmic Engagement Model (PS-AEM) is theoretically positioned as a complementary and context-sensitive extension of established strategic communication frameworks such as STP (Segmentation, Targeting, Positioning) and AISAS (Attention, Interest, Search, Action, Share). While STP provides a foundational logic for identifying and addressing audience segments and AISAS offers a behavioral map of audience interaction within digital environments, both frameworks originate from marketing and consumer behavior traditions that prioritize efficiency, persuasion, and conversion. PS-AEM diverges from these premises by reframing engagement within the normative and institutional context of public service communication. Rather than treating audience behavior as a linear funnel or market outcome, PS-AEM conceptualizes engagement as a layered process shaped by algorithmic visibility, institutional trust formation, and civic–cultural resonance. In this sense, STP and AISAS operate as operational tools that inform content planning and tactical execution, whereas PS-AEM functions as an interpretive framework that explains how public engagement emerges, stabilizes, and acquires social meaning within platformized media environments. By foregrounding public value, legitimacy, and cultural anchoring, PS-AEM extends existing models beyond commercial logic and contributes a theoretically grounded lens for analyzing public service communication in algorithm-driven platforms.

Table 5. Comparative Framework: STP, AISAS, and PS-AEM

Dimension	STP (Segmentation–Targeting–Positioning)	AISAS (Attention–Interest–Search–Action–Share)	PS-AEM (Public Service Algorithmic Engagement Model)
Theoretical Origin	Marketing strategy and consumer segmentation	Advertising and digital consumer behavior	Public communication, platform studies, and media sociology
Primary Analytical Focus	Identifying and addressing market segments	Mapping audience behavioral response to content	Explaining how public engagement emerges in algorithm-driven platforms

Dimension	STP (Segmentation–Targeting–Positioning)	AISAS (Attention–Interest–Search–Action–Share)	PS-AEM (Public Service Algorithmic Engagement Model)
Core Objective	Efficient targeting and brand positioning	Stimulating interaction and conversion	Sustaining public engagement, legitimacy, and relevance
Underlying Logic	Market efficiency and differentiation	Linear or cyclical behavioral flow	Layered, non-linear engagement ecology
View of Audience	Consumers grouped by characteristics	Active users responding to stimuli	Citizens and publics negotiating meaning
Role of Platform Algorithm	Implicit or external	Facilitates attention and sharing	Central structuring force of visibility
Temporal Orientation	Campaign-based	Short- to medium-term interaction cycles	Long-term institutional engagement
Key Dimensions	Segment fit, message relevance	Attention, interaction, amplification	Algorithmic visibility, institutional trust, civic–cultural resonance
Engagement Measurement	Reach, recall, brand awareness	Clicks, likes, shares, conversions	Visibility, trust indicators, cultural resonance
Normative Orientation	Commercial and persuasive	Commercial–behavioral	Public value and institutional legitimacy
Applicability to Public Institutions	Limited without adaptation	Partially applicable	Specifically designed for public service communication
Treatment of Culture	Background variable	Contextual factor	Core analytical dimension
Causality Assumption	High (strategy → outcome)	Moderate (stimulus → response)	Low (interpretive, non-causal)
Analytical Level	Tactical–strategic	Tactical–behavioral	Interpretive–theoretical

Dimension	STP (Segmentation–Targeting–Positioning)	AISAS (Attention–Interest–Search–Action–Share)	PS-AEM (Public Service Algorithmic Engagement Model)
Contribution Type	Operational planning tool	Behavioral mapping framework	Conceptual model grounded in empirical practice
Role in This Study	Guides audience segmentation and content positioning	Structures content planning and evaluation	Explains and synthesizes empirical engagement patterns

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his study demonstrates that TikTok functions not merely as a supplementary distribution channel for public broadcasters, but as a primary arena of algorithm-mediated public engagement. Through an in-depth case study of TVRI Nasional, the research shows that audience engagement on TikTok cannot be adequately understood through virality metrics alone. Instead, engagement emerges through layered processes shaped by platform algorithms, institutional communication practices, and cultural resonance. Empirical findings reveal that promotional and entertainment content are closely associated with algorithmic visibility and early audience exposure, while educational and conversational formats contribute to slower, trust-oriented engagement characterized by content saving, sustained viewing, and symbolic recognition. These patterns highlight the limitations of linear engagement models when applied to public service communication and underscore the need to distinguish between visibility, interaction, and legitimacy.

In response to these findings, this study proposes the Public Service Algorithmic Engagement Model (PS-AEM) as an interpretive framework that integrates three interdependent dimensions: algorithmic visibility, institutional trust formation, and civic–cultural resonance. PS-AEM reframes engagement as a negotiated and non-linear process, enabling public institutions to balance platform demands with public value and cultural meaning.Theoretically, this research extends existing models such as STP and AISAS by situating them within a public communication context rather than a commercial one. Practically, it offers strategic insights for public service broadcasters seeking to remain relevant among digitally native audiences without compromising institutional integrity. While the findings are context-specific to TVRI Nasional, the PS-AEM framework provides a transferable analytical lens for future studies on public engagement in platformized media environments.

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