Forina Lestari
Urban and Regional Planning Department, Institut Technology of Indonesia, Indonesia

Melasutra Md Dali
Department of Urban and Regional Planning, Faculty of Built Environment University Malaya, Selangor, Malaysia (email: melasutr@um.edu.my)

Norbani Che-Ha
Department of Management. Faculty of Business and Economics University Malaya, Selangor, Malaysia

Lestari, Forina born in Sukabumi on May 29, 1984. She completed her bachelor's degree in the Department of Urban and Regional Planning, Bandung Institute of Technology, in 2006. Then, she continued her Master's Program In Housing at The University Sains Malaysia and finished in 2008. Her interest in the urban world led her to a series of work experiences in several ministries such as Bappenas, Ministry of Housing, Ministry of Home Affairs, Ministry of Public Works and Experts in Commission V of the DPR RI. She is currently completing a Doctorate program at the Built Environment Faculty, University of Malaya. She is working as a lecturer in the Urban and Regional Planning, Indonesian Institute of Technology, Serpong.

Dali, Melasutra Md is a Registered Town Planner under the Town Planner Act (Act 538) and a member of the Malaysian Association of Social Impact Assessment. She has 30 years of experience at the University of Malaya as a lecturer at the Faculty of Arts and Social Sciences and is currently in the Faculty of Built Environment. Her teaching subjects are urban land use planning, social planning, planning theory, and recreational planning. She has carried out collaborative research with the Nippon Foundation under the preview of Asean University Network- Disability and Public Policy on research related to the inclusivity learning environment.

The Importance of A Multistakeholder Perspective in Mapping Stakeholders' Roles Toward City Branding Implementation

Abstract

This study aims to examine the perception of multi-stakeholder in implementing city branding programs and how they can collaborate across actors to support the implementation of city branding. The importance of stakeholders in implementing city branding has been widely discussed. However, the relationship between multi-stakeholder tourism is still under-explored. Therefore, this study emphasises the importance of multi-stakeholder perceptions in determining how each stakeholder can influence campaign implementation. This study uses a qualitative method by conducting in-depth interviews with relevant stakeholders: the government, the private sector, destination management staff, tourism associations, academics, and the general public. Using the Jakarta branding campaign, Enjoy Jakarta, this study finds that several crucial factors influence the Enjoy Jakarta campaign. These factors are stakeholder collaboration, departmental coordination, public management, attraction, promotion and accessibility. This study proposes stakeholders' role mapping in improving the implementation of Enjoy Jakarta programs.

Keyword:

Governance; city branding; multi-stakeholder perspective; Jakarta; Indonesia

Introduction

This study focuses on stakeholder collaboration in city branding implementation. Various studies have shown that the success of city branding depends not only on slogans and logos but also on stakeholder collaboration and participation (Thelander & Säwe, 2015) (Moilanen, 2015). Successful city branding needs to be built

The inclusive learning environment study was further extended for the Ministry of Higher Education, Malaysia. She has published in books, book chapters, and journals and has been involved in consultation works related to urban planning issues, sustainable development planning, and social impact assessment studies. She has supervised many PhD students in the field of sustainable urban governance and planning.

Che-Ha, Norbani is a lecturer in the Department of Management Faculty of Business and Economics, University of Malaya, Malaysia. She is also a member of the Malaysian Association of Public Accounting (MACPA), Advisory Board, 1998 to 1999, (National) Malaysia Institute of Marketing, Active Member, 2009, (University) University of Malaya, Advisor, 2014 to 2016, (University) Emerald Group Publishing Limited (Marketing Intelligent and Planning), Reviewer, 2014 to 2014, (International) Faculty of Business and Accountancy, University of Malaya, Reviewer, 2014 to 2014, (National) UiTM, Editorial Review Board, 2016 to 2017, (National). Her research interest includes Entrepreneurship; Small and Medium Enterprises Marketing (Marketing Capabilities, Branding & Services, Consumer Behavior). Currently, she is a Deputy Director of Research at Universiti Malaya.

on a consensus among city authorities and stakeholders about the city's identity and core values (Ahn, Kim, & Lee, 2016). The actors in city branding range from local and national governments, non-governmental organisations, individual actors, corporations, and mass media possess specific interests and agendas (Peters & Pierre, 2012). Various actors' asymmetric power and information impact their decision-making process (Moscardo, 2011). Therefore, the government plays a vital role in ensuring equal access to decision-making (Agyeiwaah, McKercher, & Suntikul, 2017). While various researchers have stressed the importance of stakeholder involvement in ensuring the long-term success of city branding (Eshuis et al., 2018; Khirfan & Momani, 2013), stakeholder involvement in city branding has not received enough attention (Acharya, 2016).

Rossi (2004) defines stakeholders as "any group or individual who can affect or be affected by the achievement of an organisation's objective" (p. 25). Stakeholders, be it a group or an individual, could influence an organisation's goals. Stakeholders in city branding can be divided into two: internal stakeholders (inside the city) and external stakeholders (outside the city). In city branding, internal stakeholders are those who are resided in the city, for example, municipal government, private sector (small, medium, and large entrepreneurs), academicians, artists, and residents. But external stakeholders, such as the provincial government, potential investors, visitors, and foreign tourists, reside outside the city. Nevertheless, each city possesses unique socio-cultural characteristics potentially influencing the variety of its relevant stakeholders. Tourism marketers must identify and communicate with these stakeholders throughout the tourism marketing plan development, even if the stakeholders do not wish to be directly involved (Kolb, 2017).

Formulated city branding must also be implemented to avoid city branding becoming an empty tagline. The stakeholders' role is vital in the implementation since each stakeholder may possess different perceptions and expectations (Merrilees, Abimbola, Miller, & Herington, 2012). Subaqin et al. (2020) give several steps in the implementation, including 1) communicating city branding to all relevant stakeholders. This is an attempt to involve the residents and relevant stakeholders in implementing the goal of city branding; 2) Changing the attitude of both bureaucrats and people according to what will be achieved by city branding. Improving public service holds an essential role in materialising the tagline/slogan in the city branding. Branding quality is improved whenever constant communication between government and stakeholders is maintained, mainly through strong partnership (Islam, Ruhanen, & Ritchie, 2018). City branding success is achieved whenever the slogan and logo under city branding are perceived positively by the

audience. This perception materialises in tourist visits and investments.

Further, M Kavaratzis (2012) also argued that the investment to promote stakeholder involvement is supposed to be higher than the investment in communicating slogans and logos. This is because, as Joslin and Müller (2016) observed, there is a strong relationship between multi-stakeholder involvement and the achievement of public policy. One reason is that fostering multi-stakeholder involvement and innovation may emerge, improving the project's quality, as observed by Leonidou, Christofi, Vrontis, and Thrassou (2020). In the end, city branding is more a coordinated process than a managed activity (Hankinson, 2010). Palmer & Adrian (in Morgan, 2000) noted that tourist destination areas are one of the most challenging "products" to be marketed due to the many stakeholders involved and managed. It is acknowledged that tourism in city branding has also depended upon tourism governance.

While governance is also pivotal in tourism (Pulido-Fernández & Pulido-Fernández, 2018), this matter has only received little attention in the tourism literature (Bichler, 2019). As a part of tourism governance, stakeholder collaboration needs to be explored (Bramwell & Lane, 2011). Stakeholder collaboration is key to tourism development, potentially enabling or facilitating the emergence of transformative innovation (Budeanu, Miller, Moscardo, & Ooi, 2016). Tourism governance's increasing role has been due to its role in resolving the conflict between different interests and addressing the uncertainty that emerges from the varied internal and external agencies and organisations that impact the tourist destination's functioning. The government plays a pivotal role in developing strategies and policies (Eshuis & Klijn, 2012) because it provides a standard, agreed-upon purpose for tourism (Jamal & Camargo, 2018). The local government has a comprehensive range

of power and responsibilities, enabling them to initiate collaboration with multiple stakeholders (Moscardo, 2011).

In some countries, tourism is affected by weak governance structures with little cooperation and collaboration between stakeholders (e.g., government, private and NGO; local, regional, national and international) (Islam, Ruhanen, & Ritchie, 2018). Tourism governance could be the key to encouraging collective action to promote sustainable tourism policy, but how it should be implemented requires more in-depth exploration (Schroeder, 2015).

The importance and complexities of multi-stakeholder viewpoints and interests in the tourist setting are highlighted in this study. (McCabe et al., 2012a) observe that research on collaboration in tourism branding has been sparse. Exploring inter-sectoral and inter-stakeholder collaboration is vital, as these activities may lead to product innovation in tourism. Bramwell and Sharman (1999) stated that stakeholder collaboration is a component of governance, and it is critical to examine how and in what ways governance influences city branding.

Jakarta is chosen as the case study because it is the national capital and was the first city to implement city branding in Indonesia. The tagline "Enjoy Jakarta" has been branded to increase tourism since 2005. Data, however, reveals that Jakarta's tourism industry has grown at a somewhat stagnant pace (Statistics of Indonesia, 2005-2017). However, the data showed that the number of tourist visits to Jakarta from 2007 to 2018 had been relatively stagnant. Compared to the national figure, the number of tourist visits to Jakarta remained around 25% from 2007-2018 (Figure 1), despite many programs developed and implemented under the Enjoy Jakarta campaign.

Given this highlight, it is presumed that programs developed for the city branding campaign (Enjoy Jakarta) had not successfully improved the tourism sector's performance.

Figure 1.
Number of Tourist Visits 2007-2018

Source: Author'Analysis, 2018 (adapted from Indonesian Statistics)

An exploration of how Enjoy Jakarta has been implemented is required to clarify this further. In particular, exploring stakeholders' perceptions of city branding program implementation is crucial in assessing the success of the tourism branding campaign (Beritelli, 2011). Therefore, this study aims to examine the perception of multi-stakeholder in the implementation of 'Enjoy Jakarta' programs and how they can collaborate across actors to support the implementation of 'Enjoy Jakarta' programs.

The following section explains the research method used to collect and analyse the data. The next part, the third section, provides discussion and analysis. Finally, the fourth section outlines the concluding remarks and recommendations.

Methods

This paper assesses multi-stakeholder perceptions and roles that can influence tourism branding programs within the scope of Jakarta, Indonesia. The case study approach is employed to gain more insight into how tourism programs are implemented in cities. This study specifically seeks to uncover the contributing variables of tourism programs based on tourism stakeholders' opinions. Semi-structured interviews, small

group discussions, and document analysis are all common components of a case study. This study relies heavily on in-depth interviews with various tourism stakeholder groups. In addition, secondary data such as the number of visits, regional income from the tourism sector and other data related to tourism are also obtained from BPS (Indonesian Statistic) and the tourism office to support the analysis.

Semi-structured in-depth interviews are done, with the order of the questions changing as the conversation progresses. The major questions cover stakeholder participation, program implementation, and elements influencing the effectiveness of tourism branding initiatives. A total of 36 interviews were done in 2018 and 2019, representing the state (7), the private sector (8), the administration of tourist destinations (7), academia (4), and the tourism association (4). (6). The purposive and snowball sampling methods are used to choose the respondents. Face-to-face interviews were conducted for between 30 and 60 minutes for each interview.

This study employs a data saturation technique with a "stopping criterion," which states that no additional interviews will be done until no new themes or ideas arise (Schofield et al.,

2018). Most respondents were chosen from the five major groups of interviewees based on their managerial experience at the local and national levels, as well as tourism stakeholders. Therefore, the interviewees are expected to understand the questions well and answer accurately (Saunders, 2003). In the interview session, questions given are: stakeholder's awareness of the program, the importance of Enjoy Jakarta for tourism, how well the program is organized, the extent to which the stakeholder was involved in the program, factors influencing the implementation of the program, stakeholder collaboration quality, and strategies for improving stakeholder collaboration and implementing city branding programs.

NVivo 12 software is used to analyze the data by coding the contributing components (Schofield et al., 2018). The authors evaluated the transcripts in the first stage of the analysis, constantly searching for themes pertinent to the study (Thelander & Säwe, 2015). In this stage, several themes/nodes are identified through open coding: accessibility, attraction, amenities, departmental coordination, leadership and knowledge of government staff, promotion, stakeholder collaboration, and management. In the next stage, selective coding is performed. It is found that "amenities" are not significant. Besides the nodes, coding is also undertaken for the relationship between nodes. Two types of relationships are identified, which are oneway or two-way relationships. This is known as 'data transformation,' in which the information is condensed, clustered, sorted, and linked (Leedy & Ormrod, 2014).

Validation (triangulation) was also performed by conducting a second session of interviews with nine respondents with similar competencies and experiences. This validation procedure aims to test the factors discovered in the first round of interviews and develop improvement strategies. Reliability is assured in the analysis process by involving two parties in the data input and coding stages. Nvivo12

allows the researcher to measure the kappa value to determine whether the data is reliable. A Kappa value over 0.7 means good reliability (Kurande, Waagepetersen, Toft, Prasad, & Medicine, 2013). The value of kappa for data used in this study is 0.807289.

Result and Discussion
Stakeholder collaboration from a multistakeholder perspective

Stakeholder collaboration is the coordination and cooperation among government and non-government parties, such as the private sector, association, academician, destination management, and the public or resident. According to most stakeholders, there has been a lack of stakeholder collaboration in the Implementation of Enjoy Jakarta.

According to the tourism association, the government only invites collaboration when a specific event occurs. The government has held no regular coordination. This follows what was said by one informant:

> "Regarding collaboration between government and associations, it is only incidental when there are activities. Presently, there are no routine activities that accommodate such collaboration. Generally, the government invited us to provide input on the program." (A4, 2019)

The destination management staff and residents also experience a similar phenomenon. The government only invited the destination management staff to compose the event's calendar once a year. On the other hand, residents expect to be more involved in the events held by the government. This is described in these comments:

> "We were only involved during the composition of the event calendar. We were asked for input regarding the project to implement in that particular year. After that, we have never been invited again. During the program implementation, we were

also not involved. We only contact the government when we need to apply for permits to organise a particular event. We think the government was busy with administrative matters." (D1, 2019)

"We expect the government to hold regular bazaar. The bazaar held by the government charges an affordable stall fee; therefore, we may promote and sell our product. Unfortunately, bazaars were frequently held by the private sector, which charged a huge registration fee. We also expect a subsidy for us regarding the bazaar registration fee. (R3, 2019).

According to the academician, stakeholder collaboration is crucial in city branding. However, stakeholder collaboration has been limited due to lack of government capabilities and political will.

"In the partnership governance era, collaboration is a must. However, there has often been a lack of initiative from the government to facilitate such collaboration. It is because of the local government's lack of capabilities or political will. We think the central government needs to provide some incentive to increase the local government's awareness regarding stakeholder collaboration. (E3, 2018)

The lack of collaboration, according to the private sector, has been one of the main reasons for the financial problems in organising events

"We think that there has been a lack of collaboration between parties. Initiatives undertaken by the government were not sufficient. In other countries, some DMOs foster stakeholder collaboration. The absence of DMO in Jakarta depends on government awareness to promote regular collaboration. It is also important to underline that budget constraints could be overcome." (P4b,2018)

Due to the limited collaboration opportunities organised by the government, an informal forum was created in 2018 by the private sector and tourism association. The forum, Jakarta Tourism Forum (JTF), runs almost every month to discuss issues related to tourism. The forum's main agendas are to improve tourism components, namely Attraction, Amenities, and Accessibilities (3A), and strengthen promotion and stakeholders' awareness. Based on the interview, stakeholders from associations and private companies argue that they need a more formal institution such as DMO. This is because JTF does not have access to the decision-making process.

"We have created JTF as a platform for collaboration between different parties. However, we also acknowledge that JTF is only an informal forum. We do not have a direct link to the decision-making process. We need a rather formal forum to influence how a decision is made. Once it is established, JTF may support the forum. It is because JTF could reach more stakeholders informally. It is also important given the dynamic of tourism sectors." (A5,2019)

Interestingly, according to the government, there have been no significant problems in organising stakeholder collaboration. They admit that regular coordination has only been held once a year.

"We invited stakeholders once a year, particularly during the composition of annual programs. We may invite them again occasionally when there is an event. Besides that, stakeholders came to us for permit approval when organising events. Generally, we have been busy with administrative matters, so frequent collaboration would not be possible. Additionally, we also do not have specific guidance on how frequent collaboration should have been done" (G2b,2018)

Further, according to the interview with the government official, to encourage stakeholder collaboration, the DMO was established in 2018. It is

called Badan Promosi Daerah (Tourism Promotion Board), which acts as a non-structural entity inside the government to promote the tourism competitiveness of Jakarta. The government created the board with its regulatory basis under Law 10/2009 on Tourism and Governor Decree 35/2018 on Tourism Promotion Board. The committee coordinates with the Jakarta Tourism Department, and board members consist of representatives from tourism associations, entrepreneurs, academicians, and airlines. But the Tourist Promotion Board is yet to operationalise due to technical reasons. The absence of the board has been affecting the government's support for stakeholder engagement. This inhibits the discussion process and increases the potential conflict among stakeholders, leading to the inability to achieve desired development outcomes.

A detailed explanation of each contributing factor according to every stakeholder's perspective is described in these sections:

Intensifying Stakeholder Collaboration

Given the lack of initiative from the government to hold frequent stakeholder collaboration, the government must realise the benefit of doing it. Therefore, it is recommended that the government map stakeholders according to their perception and expectations of Enjoy Jakarta. By doing this, the government may identify each stakeholder's contribution. Understanding the benefits of this contribution could incentivise the government to get stakeholders to be more involved. It follows what Go and Trunfio (2012) observed through stakeholder empowerment, the quality of the decision-making process could be improved.

Further, in mapping the stakeholders' roles, the government may also understand what kind of possible innovation a particular stakeholder can make (Bevolo & van Stiphout, 2020; Hospers, 2008). Given this recommendation's importance, this study illustrates how stakeholders' role mapping can be done in the following section. Focus is given to six stakeholder types: government, private sector, academician, residents, tourist destination management and tourist association.

1. Government
a) National Government

The role of the national government is considered necessary in boosting local economic growth and tourism development (Hazime, 2011). Since the decentralisation era in Indonesia, tourism responsibilities have shifted to the local

Figure 2.
Contributing Factors on Enjoy Jakarta Program Implementation Based on Multi-Stakeholder Perception
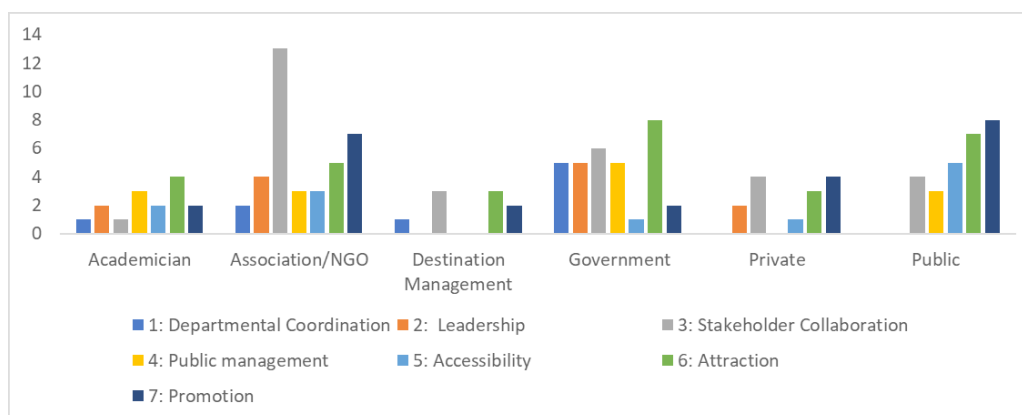
Source: NVivo Analysis, 2019

government. Decentralisation has given the local governments a relatively more significant authority in managing their areas. However, the national government's role must be maintained in outlining the sustainability of tourism development (Kastarlak & Barber, 2011).

National government roles are also crucial in strengthening local planning agencies' roles (Bichler, 2019). According to the previous discussion, sectoral rivalry took place in the implementation of *Enjoy Jakarta*. Local planning agencies should ensure that cross-sectoral programs are undertaken properly in supporting Enjoy Jakarta program. Jakarta Local Planning Agency has been merely compiling sectoral programs. Kraak (2011) observed that coordination between departments is related to institutional capacity. He argues that absent a central capacity to drive priorities and ensure quality control, these structures are still largely limited to monitoring the separate, sometimes contradictory, policy agendas adopted by individual departments (Kraak, 2011).

Another challenge the national government faces are frequent staff rotation impacting the quality of leadership and the government staff's knowledge. This study found many complaints about the detrimental effects of frequent staff rotation, particularly in coordinating ongoing programs. The study participants argued that the sustainability of ongoing programs is at stake, assuming people with authority keep changing within a short time. Additionally, staff rotation sometimes also places someone lacking knowledge in the tourism sector, impeding any progress achieved. Consequently, the new staff needs sufficient training to understand how tourism functions. After all, they will be responsible for researching and guiding other parties (Gunn & Var, 2002). Therefore, the national government should regulate staff rotation, especially placing the right people in the correct position.

b) Local Government

At the local government tiers, two agencies need to be considered. First, the local planning agency coordinated a cross-sectoral program related to Enjoy Jakarta. Second, Jakarta Tourism Department is the only responsible institution for 'Enjoy Jakarta'.

• Local Planning Agency

The regional approach in tourism development has become more critical, given that the knowledge of regional characteristics is on local governments. It is normally planned locally because tourism complexity is challenging to comprehend at the national level (Cooper & Wahab, 2005). In Indonesia, the local government is crucial in the decentralisation era. Consequently, the local government is more directly involved in creative decision-making.

The Local Planning Agency (Bappeda), which coordinates among different sectors (local departments), has not been optimal in performing its task. It is supposed to compile, coordinate, and evaluate sectoral program development. However, it still divides the program sectorally, with the role limited to collecting programs from different sectors. At the same time, the implementation was delegated to each local sectoral agency. According to Ashworth and Kavaratzis (2010), the ideal city branding should be a strategic development tool. It can be achieved only by stipulating the Local Planning Agency as the responsible institution for implementing the 'Enjoy Jakarta' program.

To do the role mentioned above, the Local Planning Agency also needs to enhance its staff's knowledge of city branding. In this study, local government knowledge of city branding has been limited to slogan and logo creation. As de Noronha, Andres Coca-Stefaniak, and Morrison (2017) observed, the lack of knowledge could hamper collaboration between the government and third parties in designing and implementing the program.

- Local Tourism Department

The local Tourism Department is the institution that holds full authority over tourism development. It is also responsible for promoting stakeholder collaboration in the Implementation of Enjoy Jakarta. In achieving this, Government Regulation Number 35/2018 on the Creation of DMO, which the Local Tourism Department drafted, has been stipulated. It is a formal forum comprising non-government stakeholders aiming to improve tourism. Given the critical role of DMO in facilitating cooperation between public authorities and local stakeholders to promote innovation (Hospers, 2008), the Local Tourism Department needs to hasten the process of DMO. DMOs may also take over a leadership role; they need to shape and guide the activities of local stakeholders so they can converge in creating a unique set of strategic objectives (Chiappa, 2013).

Further, as Chiappa (2013) emphasised, the DMO may cultivate its relationship with stakeholders through coordination mechanisms, such as regular communications and meetings, socialisation processes, staff training, interlocking directorates, and selection systems. For this DMO to operate, the local tourism department may also provide supporting funds for the DMO to operate. Incentives, such as special event sponsors, technical assistance grants, and fund allocation for a startup, could also be provided to encourage participation in DMO, as argued by Kastarlak and Barber (2011).

Once the DMO has been running, the Local Tourism Department must continuously evaluate the stakeholder collaboration. With the DMO, more participants are getting involved; communicating with brands becomes more challenging and demanding (Budeanu et al., 2016; Church & Coles, 2006). The evaluation undertaken by the local tourism department shall enable them to appropriately accommodate opinions from particular stakeholders on different cases. Budeanu et al. (2016) observed that the weights of the stakeholder groups need not be equal, although they need to be considered. Therefore, the local tourism department must map the challenges and problems stakeholders face at the management level.
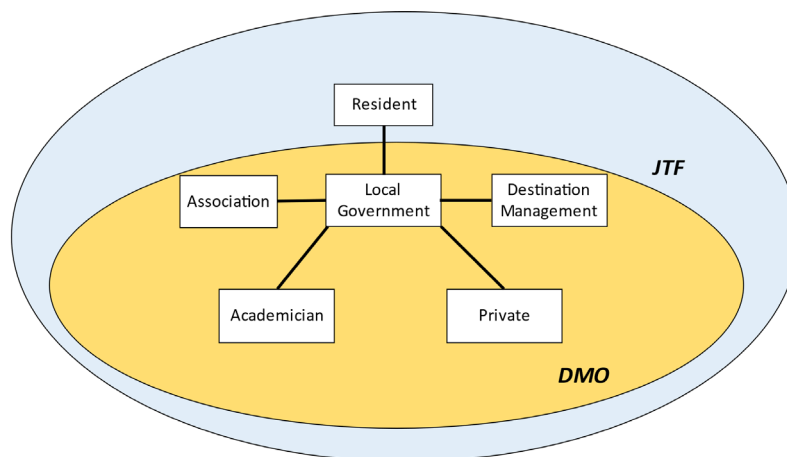
Without DMO, the local tourism department must maintain its relationship with Jakarta Tourism Forum. This is an informal forum; JTF has no authority to execute the program. It can only provide input for the government. However, according to Bakvis & Juillet (2004), informal coordination and cooperation are useful in broadening local government perspectives. Nevertheless, the existence of the currents Jakarta Tourism Forum (JTF) is still necessary. JTF needs to be maintained as an informal forum where each individual from every different group may contribute without being limited by membership, as in the DMO (Figure 3), as observed by Bakvis and Juillet (2004).

In promoting stakeholder collaboration, local tourism department staff and other stakeholders need to strengthen their team and other stakeholders' capacity to participate in DMO. It is because people involved in DMO come from different backgrounds. Therefore, these parties may benefit from regular capacity improvement programs such as training and workshop.

Besides collaboration with non-government stakeholders, the Local tourism department needs to improve coordination with other departments. It is especially in managing tourist destinations where management falls under more than one department. The management of Ddstinations such as museums and zoos is under the Education and Culture Department. On the other hand, promoting tourism in these two destinations falls under the local tourism department. Therefore, the local tourism department must cooperate early to manage this destination area. This is also the case for other relevant local departments.
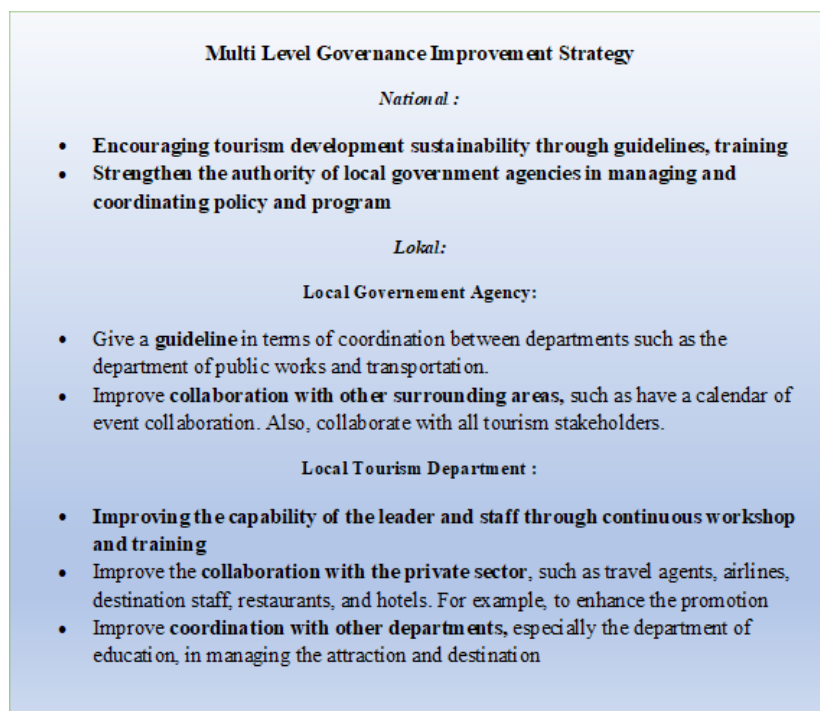
Based on the interview results, there is also a growing concern among participants on

Figure 3.
Enjoy Jakarta Strategic Network of Actors

Source: Author Analysis, 2019

Figure 4.
Improvement Strategies Framework for Government

Multi Level Governance Improvement Strategy

National :

- Encouraging tourism development sustainability through guidelines, training
- Strengthen the authority of local government agencies in managing and coordinating policy and program

Lokal:

Local Governement Agency:

- Give a **guideline** in terms of coordination between departments such as the department of public works and transportation.
- Improve **collaboration with other surrounding areas**, such as have a calendar of event collaboration. Also, collaborate with all tourism stakeholders.

Local Tourism Department :

- **Improving the capability of the leader and staff through continuous workshop and training**
- Improve the **collaboration with the private sector**, such as travel agents, airlines, destination staff, restaurants, and hotels. For example, to enhance the promotion
- Improve **coordination with other departments**, especially the department of education, in managing the attraction and destination

Source: Author Analysis, 2019

how the local tourism department manages the administration of the city branding program. The department should improve the procurement system of the program so it will not consume too much time. The department also needs to provide a regular outcome-based evaluation to the decision-maker. In this way, the decision-maker is expected to accommodate this evaluation besides their preferences.

The expected roles of the local and national governments in implementing city branding are depicted in Figure 4.

2. Private sector

In the city branding campaign, the private sector may provide sponsorship to assist the government in promoting (Avraham, 2008) or supporting particular events (C.-R. Liu, Lin, Wang, & Chen, 2019). DiGaetano and Strom (2003) emphasised that the Public-Private Partnership (PPP) mechanism has become the alternative solution in financing development. This is true in the tourism sector, which encompasses many activities, such as accommodation, attraction, and transportation, mainly operated by the private sector. However, in the case of Enjoy Jakarta, it is interesting that the private sector felt they lacked involvement in the Enjoy Jakarta campaign, which the government also admitted. This is under what is observed in the literature on participation, where participation is easier to advocate than achieve (Amore & Hall, 2016).

From another perspective, it is also observed that regular evaluation of government and private cooperation needs to be done, given the dynamic in development challenge (Anholt, 2007). It could be that a particular collaboration scheme has been outdated due to the change in the economy. For example, the lack of tourism infrastructure in Jakarta may be overcome through the involvement of the private sector. The government budget has been limited, particularly for developing massive public infrastructure. To overcome this, innovation in marketing and financial cooperation and knowledge sharing with the private sector may provide a solution (Carlisle, Kunc, Jones, & Tiffin, 2013). In Mauritius, for example, a set of fiscal incentives is being given to the private sector in investing and assisting the government in building smart cities (Allam & Newman, 2018). This is also the case in China, where the government encourages private sector participation in arranging Shanghai Expo (Chan & Li, 2017). At least three benefits can be gained through the involvement of the private sector (Chiappa, 2013): (1) reducing development costs and potential conflict between relevant stakeholders by promoting cooperation among them; (2) increasing the legitimacy of policies by involving more relevant stakeholders; (3) promote common understanding through frequent coordination and cooperation.

3. Tourist destination management

In undertaking the Enjoy Jakarta campaign, tourist destination management may work with the academician to conduct surveys to measure visitors' satisfaction. These surveys could serve as constructive feedback to improve the performance of tourist destination areas (Michalkó, Irimiás, & Timothy, 2015). Further, tourist destination management may cooperate with residents to promote tourist destination areas on social media, which is becoming common nowadays. In the age of smartphones and social media, tourists' sources of disappointment can instantaneously spread worldwide. Within minutes, millions of fellow travellers can see photos and read negative or positive comments about a destination or service provider on sites such as booking.com and TripAdvisor.

Tourist destination management staff also ensure that, during the visit, tourists experience what they expect from the promotion. If a destination can identify and satisfy the needs and wants of tourists, these tourists will probably make repeat visits and spread positive word-of-mouth publicity. Satisfaction helps create, develop, and maintain favourable publicity and goodwill about a tourist destination or a resort. It also measures how products and services supplied by a destination meet or surpass customer expectations. Plus, customer satisfaction is considered an important performance indicator of a successful business operation (Gnanapala, 2015). This is also the case of Enjoy Jakarta, where the website's usage as a means of interaction with consumers has been taking place for major attractions such as Ancol and TMII. Nevertheless,

the Enjoy Jakarta application has been considered as not sufficiently interactive. However, when these expectations do not meet reality on the ground, tourist may regret their visit (Michalkó, Irimiás, & Timothy, 2015). Ways of foreseeing how disappointment can be generated by tourism entrepreneurs, especially in the social media circle, should be identified and minimised by destination managers (Michalkó et al., 2015). Therefore, the tourist destination management needs to take care of the "expectation–experience–satisfaction–loyalty" of customers. These may influence the reputation of the service providers and destinations in the long term.

4. Academicians

Academicians could provide a research-based suggestion for the government to improve government programs (Carlisle et al., 2013). Academician plays a significant role in developing scientific strategy as the basis of sound policy. Further, given the presence of an academic community, academicians shall be able to foster the interchange of knowledge and progress in development in supporting the government agenda (Leonidou et al., 2020). Academicians could also be the leading partner in the triple-helix scheme involving government and the private sector, such as Silicon Valley (USA). After all, this is where the confluence of a university producing advanced knowledge, venture capitalists providing finance, and innovation networks have created many of the globally-recognised high-tech firms in recent years. At the heart of this triangulation is the transfer of knowledge and knowledge management to promote the diffusion of ideas from universities adding value to the private sector via innovation (Carlisle et al., 2013).

In the case of Enjoy Jakarta, policymakers need academicians to provide clear concepts and a strategic view along with practical tools that would help in evaluating the strength of the brand and its contribution to the place, measuring the

effectiveness of strategic plans and initiatives and training professionals and educating "interested others" (mainly politicians) who rarely have an understanding of place branding. Practitioners can offer scholars a "real", down-to-earth evaluation of their ideas and theories and whether and how they apply in specific circumstances dependent more than anything else on human factors and the political context (Mihalis Kavaratzis, 2015). In this context, it is also essential to develop the capacity of academicians working on city branding issues (Budeanu et al., 2016).

5. Tourist Associations

The association's role in tourism development is vital in negotiating the interests of entrepreneurs with policymakers. In Gambia, for example, The Association of Small Scale Enterprises in Tourism (ASSET) was established in 2000, representing diverse businesses, including eco-tourism, community-based tourism, cultural tourism, volunteer tourism, and domestic and business tourism. The association has promoted access to a broader tourist market than beach enclave tourism. The association aims to compete with large international tour operators and established ground-tour operators, and accessing tourism markets to their advantage is a significant challenge (Budeanu et al., 2016). Taking reflection on the case study, tourism associations in Jakarta, such as PHRI and ASITA, may develop their role to proactively endorse local entrepreneurs, with their uniqueness, to innovate and compete internationally.

However, in the other cases, it is also found that despite stakeholders' involvement, they were occasionally not given the right to alter the decision-making process. This makes collaboration only lip service, hampering the participation of relevant stakeholders in the long term (Farmaki, 2015). Finally, tourism associations may channel constructive input from the member to the government (Soltani et al., 2018). The

other way around, tourism associations may also help the government organise their members to support specific policies (Carlisle et al., 2013).

6. Residents

Resident involvement in the events may contribute by actively promoting the events within a circle of influence (Word of Mouth/WOM) (Insch & Walters, 2018). This also can be done through social media (eWOM), as observed by M Kavaratzis (2012) and (Leonidou et al., 2020). The resident could also volunteer for the events (C.-R. Liu et al., 2019). As observed by Easterling (2004), residents are not merely hosts. Residents are vendors, entertainers and servants. While this is true, many residents within a tourism system are not economically engaged with tourists, but are highly affected by them.

Interestingly, this study records the resident's negative perception of tourism development. The lack of engagement could be because of the lack of information possessed by the residents. It is essential to disseminate information on city branding policy widely and in a rather innovative approach to overcome this inadequate information dissemination results in people feeling powerless and disenfranchised (Sevier, 2002). A more effective communication strategy must be based upon each resident group's unique features (demographic, economic, psychographic, political). Specific information needs and communication patterns must be determined to effectively manage internal marketing campaigns.

By using a multi-stakeholder perspective, this study argues that multi-stakeholders mapping is relevant to comprehending stakeholder genre and anticipating their contributions to the collaboration proposed by the government. Each stakeholder may play a different role as regulators, controllers, partners, passive counterparts, etc. (Miles (2017). Constant evaluation of stakeholder contribution is essential to improve further collaboration (Reypens, Lievens, & Blazevic, 2016).

Discussion

This study found that stakeholders' involvement in Jakarta had been relatively

Figure 5.
Role Mapping of Tourism Stakeholders and Potential Collaboration
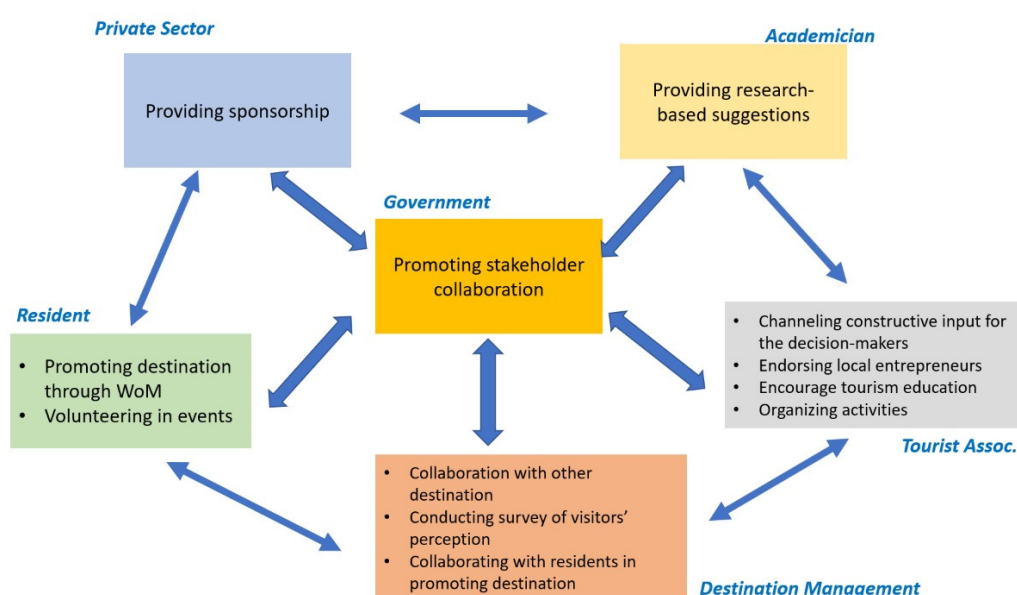
Source: Author Analysis, 2019

limited. Stakeholders are only involved once a year during the annual development planning forum (Musrenbang) in the decision-making process. Other coordination meetings were organized informally by tourism stakeholders through the Jakarta Tourism Forum (JTF). However, this meeting does not influence the decision-making process. This finding is per what Qu (2011) suggested: stakeholders' collaboration needs to be considered in all stages: planning, implementation, and evaluation of policies and programs. Since collaboration only took place in the planning stage, Enjoy Jakarta has never significantly increased tourist visits. Ensuring proper stakeholder collaboration may contribute to the long-term success of city branding (Eshuis et al., 2018; Khirfan & Momani, 2013). On the other hand, lack of participation may result in a lack of citizen trust in the government (da Cruz et al., 2019), which in some places (i.e., Jogjakarta and Surabaya) manifests in the rejection of residents of slogans and logos created by the government (Fortuna, 2014).

This study has cultivated several aspirations from the respondents, indicating that the government has not fully considered their expectations. For example, according to the private sector, the budget limitation that the government has constantly stated was not a big issue. Private sectors would not mind, according to them, financing some of Enjoy Jakarta programs as long as their aspirations are considered. On the other hand, academics felt that their contribution to the Enjoy Jakarta program could be more optimum if they were more frequently involved in discussions. The academicians expect to help the government by researching city branding strategies. This pattern was also observed in the tourism association and residents. The optimum contribution of these two parties has not been met because the tourism association and residents have not been involved frequently in the execution of Enjoy Jakarta programs. Residents, for example,

may be the ambassadors for the Enjoy Jakarta programs for a wider audience.

This study also records different expectations observed in what should be improved in the implementation of Enjoy Jakarta. Most stakeholders agree that promotion and improved accessibilities are crucial, while the government has not fully considered this. According to the literature, governance cannot be separated from cross stakeholders interaction (see A. Lee (2015); Insch and Walters (2018); (Ooi & Pedersen, 2010); Islam et al. (2018); Braun et al. (2014). It is also true for the city branding implementation, where ample studies have shown that multi-stakeholders involvement is beneficial, especially in reducing conflict (Islam et al., 2018). In the case of Enjoy Jakarta, the extent to which stakeholders are involved has been the subject of critique from the private sector, destination management, and the tourism association. They considered that the government has been less active in promoting collaboration. They expect the government to come up with innovative strategies to promote cooperation. This has been the trend of public participation recently. As quoted by Antiroikko, "Another trend is to rely in development policy design and implementation on new forms of governance— especially networking and partnership—and on such progressive ideas as sustainable development and smart growth" (2015). With the recent development of Information and Communication Technology (ICT) and social media, collaboration and coordination can be fostered easily (Paganoni, 2012). The usage of blogs, for example, to disseminate government proposals as an attempt to invite inputs from relevant stakeholders has significant democratic potential.

Additionally, Elander (2002) observes that partnership may be achieved through formal and non-formal interactions. He cited the case of an informal partnership in Atalanta, United States, between city hall and the downtown business

elite. Such cooperation assisted the smoothness of the decision-making process. In Enjoy Jakarta's case, informal forums, such as the Jakarta Tourism Forum, are expected to support formal administrative interaction. From the discussion, stakeholder collaboration is clearly a crucial part of governance, particularly in city branding.

Conclusion

There has been a lack of coordination among stakeholders due to the lack of initiative from the government. According to the literature, good collaboration may bring various benefits during the program's implementation. Interestingly, according to the interview, the government has not realised a problem arranging collaboration with other stakeholders. This is because regular administrative tasks have consumed most of the bureaucrats' time in DKI Jakarta.

In strengthening multi-stakeholder collaboration, the government needs to provide more opportunities for stakeholders to participate in the decision-making process through the formal forum, such as Destination Management Organization (DMO), or non-formal forum, such as Jakarta Tourism Forum (JTF). To achieve this, the government needs to speed up the establishment of DMOs. However, the existing JTF may continue providing input as a non-formal forum.

This study makes several knowledge contributions. First, this study involves more stakeholders. Previous research only focused on the perceptions of particular stakeholders. The involvement of various tourism stakeholders is essential to provide new insights into the tourism sector's role in developing city branding. This research attempts to gauge the factors contributing to implementing city branding programs through new insights among tourism stakeholders, including the government, the private sector, destination management, academics, tourism associations, and residents. It offers various valuable insights for the improvement of program implementation.

This study offers stakeholder mapping to strengthen collaboration in the city branding implementation. As discussed, stakeholder collaboration is the most complained about factor in the implementation of Enjoy Jakarta. According to the non-government stakeholder, this is because of the lack of initiative from the local government. But the government of DKI Jakarta considered that increasing collaboration initiatives would be impossible due to the number of administrative tasks they carried out. Some government staff also think that more stakeholders involved mean more time and cost.

Therefore, to promote stakeholder collaboration, mapping of perception and expectations of stakeholders is also needed. This has been discussed little in the literature. Surprisingly, tourism and city branding literature has highlighted the importance of stakeholder collaboration. However, it is also known that a study on city branding involving multiple stakeholders simultaneously has been rare. This study considers that multi-stakeholder mapping is essential since it would influence the collaboration undertaken.

Nevertheless, this research uses a case study to implement city branding with the qualitative approach. Future research is recommended to explore the effects of city branding on economic growth based on the quantitive approach. In doing so, comparative analysis between cities from a bird's eye view would be beneficial. In addition, measuring how city branding influences city development is also needed to be explored.

Further studies may also need to assess each stakeholder's involvement. This includes observing and analyzing each stakeholder's participation in all phases of participation. Additionally, research with the ethnography method, immersing the researcher in the daily activities of stakeholders, may benefit the further development of city branding. The aim is to understand that each stakeholder may have a

different perception and expectation, determining the contribution of each.

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