Dynamic Governance in City Branding : Case Study of Tabebuya in Bojonegoro Regency

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Abstract. *The "Sakura Bojonegoro" phenomenon represents the organic formation of a city identity through community participation in the digital space. This study aims to analyse how the tabebuya planting program—originally an ecological policy of the Public Works and Housing Agency (PKP Cipta Karya) and the Environment Agency transformed into a city identity through the production and distribution of visual content on Instagram and TikTok. Kavaratzis' (2004) city branding theoretical framework and Neo and Chen's (2007) concept of dynamic governance are used to understand the dynamics of city communication and the government's ability to respond to rapid social change. This study employed a qualitative method with a case study design and a phenomenological approach. Data were obtained through in-depth interviews, observations, and social media documentation, then analysed using NVivo 12 Pro. The results show that the "Sakura Bojonegoro" identity was formed through tertiary communication dominated by citizen creativity without direct government intervention. The government was in a reactive position and lacked the governance readiness to manage the spontaneously developing digital narrative. These findings emphasise the need for an adaptive city branding approach and more responsive governance capabilities in addressing the formation of a city identity that grows from community initiatives.*

INTRODUCTION

This study examines how the government is no longer fully responsible for shaping the identity of cities in the digital age, as understood in the framework of city branding according to Kavaratzis (2004) and. The classic method considers the government as the main party in creating and disseminating the image of the city through organised campaigns, without any prior policy basis and without management readiness to control this pace. However, this trend has changed significantly as a result of advances in digital technology. Now, the public can independently create and disseminate visual narratives about their urban space through social media, resulting in a natural and spontaneous process of city identity formation (Marwick, 2015). A prominent example is the "Sakura Bojonegoro" phenomenon, where a tabebuya planting program, initially carried out

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solely for ecological purposes by the Cipta Karya PKP Office and the Environment Office, became a viral city identity thanks to community participation in sharing their photos on Instagram and TikTok. In situations like this, local governments face a new situation where city identity is built from the bottom up. There is no direct control, previous policy framework, or governance in place to control this speed (Saleh, 2016). Therefore, this phenomenon shows that it is very important to create a more adaptive and participatory approach to city branding to enable governments to adapt to current digital changes without losing authenticity, which is a key component of the organic identity of a community (Ramadhani & Indradjati, 2023).

This study integrates two complementary theoretical frameworks: the theory of city branding by Kavaratzis (2004) and the theory of dynamic governance by Neo & Chen (2007). The first theoretical framework explains that three forms of communication shape the image of a city: primary communication, which includes the physical actions and policies of the city; secondary communication, which includes the overall image of the city; and tertiary communication, which also includes the overall image of the city. Within this structure, the government should ideally be able to regulate these three levels of communication to produce a harmonious image of the city (Gomez et al., 2018) . However, this framework is insufficient to explain situations in which urban identity is formed through tertiary communication that arises spontaneously without the support of formal government communication, as in the case of the viral phenomenon "Sakura Bojonegoro." Therefore, Neo and Chen's (2007) theory of dynamic governance is essential for understanding how governments should respond to rapid social change. This theory emphasises that governments must have the ability to think ahead, rethink, and think through, which means they must be able to anticipate change, reevaluate existing methods, and learn from experience (Saleh, 2016). This perspective offers the view that governments do not always have to control the entire process of city identity formation; instead, they must be able to identify, understand, and integrate phenomena that emerge organically from society without eliminating their spontaneity and authenticity (Ariwibowo & Prasetyo, 2023). By combining these two theories, a more in-depth analysis can be conducted. Kavaratzis explains how tabebuya changed from a greening policy to a viral story on social media, while Neo and Chen help us understand how well the Bojonegoro government was able to handle and strategically utilise the phenomenon.

Studies on city branding continue to evolve, but there is still little research on the phenomenon of city identity formation originating from community activities on social media(Fauzi, 2023). City identities formed from viral community content are rarely discussed in depth because most studies still place the government as the main actor in designing branding strategies through planned campaigns and formal promotions (Muslimah, 2021). Kavaratzis' (2004) framework also does not fully explain how governments deal with situations where tertiary communication precedes and dominates the city's image without official government communication, as seen in the viral case of "Sakura Bojonegoro". Furthermore, there is still little research on how non-branding policies, such as ecological greening programs, can become city brands through visual

mediation on social media. However, Marwick (2015)states that visual sharing culture is an important part of popular identity formation. In addition, the literature has not yet combined perspectives on city branding with the idea of dynamic governance proposed by Neo and Chen (2007), especially regarding how governments can adapt to organic phenomena. Conversely, the role played by platforms such as TikTok and Instagram in shaping public perceptions of city identity has not been adequately considered. This indicates that further research is needed to understand how viral social phenomena can shape city identity and how governments can build adaptive governance capabilities to manage this potential in a sustainable manner.

This study attempts to answer how the phenomenon of planting tabebuya trees can transform into the identity of the city of "Sakura Bojonegoro" through community initiatives and enthusiasm for creating and disseminating visual content on social media, and how the government dynamically responds to this phenomenon.

This novel research finds several important elements that enhance our understanding of how city identity is formed in the digital world. First, this study combines Kavaratzis' (2004) city branding theory with Neo and Chen's (2007) concept of dynamic governance to understand the phenomenon of how community creativity on social media shapes city identity. This method offers a new perspective that city branding does not only depend on government planning and control; it also depends on the government's ability to adapt, understand social dynamics, and incorporate organic phenomena into public policy (Creswell & Poth, 2018). Second, this study emphasises the fact that the city's identity emerged from the transformation of a greening program into a viral phenomenon such as "Sakura Bojonegoro" on Instagram and TikTok. This is a mechanism that is rarely discussed in the literature because of its direct leap from physical policy to viral narrative without any government promotion as an intermediary (Gomez et al., 2018). Third, this study focuses on the role of visual sharing platforms such as Instagram and TikTok as digital public spaces where Bojonegoro residents create, discuss, and disseminate visual stories about their city. This study aims to increase understanding of how visual sharing practices contribute to the formation of city identity. Fourth, this study uses phenomenological methods to explore people's subjective experiences when interacting with tabebuya flowers. This provides a better understanding of how residents' personal meanings become viral collective identities.

METHODS

This research uses a qualitative method with a case study design to deeply understand the complex phenomenon of how tabebuya tree planting can transform into the city identity "Sakura Bojonegoro" through community initiatives on social media. According to Sugiyono (2019), qualitative methods are research methods used to examine the conditions of natural objects where the researcher is the key instrument, with a focus on in-depth understanding of social phenomena from the perspective of participants. This approach was chosen because the research aims to explore subjective meanings and social processes that cannot be measured numerically, specifically how residents' personal experiences when interacting with tabebuya flowers develop into a viral collective identity (Fauzi, 2023).

According to Yin (2018), a single case study was used in this research design. This is an empirical research strategy that examines contemporary phenomena within a real-world context, particularly in cases where the distinction between phenomenon and context is unclear. Bojonegoro is a unique example where an ecological greening program organically transformed into a city brand without prior government preparation. Furthermore, this study employed a phenomenological approach; according to Creswell (2015), this is a qualitative research approach that focuses on a person's lived experience with a particular phenomenon. The goal of this approach is to explain the meaning of this experience in general(Hakim & Zauhar, 2020). To understand how individual experiences of Bojonegoro residents interacting with tabebuya flowers developed into a collective identity that went viral on social media, a phenomenological approach was used.

In this qualitative study, data analysis was conducted using NVivo 12 Pro, a Computer-Assisted Qualitative Data Analysis Software (CAQDAS). Tarumingkeng (2024) stated that NVivo 12 Pro is a qualitative data analysis tool that enables researchers to organise and analyse complex data effectively and systematically. This study used NVivo 12 Pro to facilitate coding, theme categorisation, and pattern recognition from interview data, observations, and social media content documentation (Creswell & Poth, 2018). Researchers were able to conduct a comprehensive analysis of visual narratives shared on Instagram and TikTok. The program also facilitated triangulation of data from multiple sources to ensure the validity of the research findings (Hanna & Rowley, 2019). Using NVivo 12 Pro's features, researchers were able to trace how key concepts—such as community participation, government response, and the formation of city identity—were related to each other in a more structured and transparent manner. This increased the validity and credibility of the overall research findings (Aprianto et al., 2023).

(Ziana, 2024) This study was conducted in Bojonegoro Regency, East Java, and focused on locations where tabebuya trees are planted: Jalan Panglima Sudirman, Jalan MH Thamrin, Jalan Mastrip, and Jalan Diponegoro. Ten informants were selected using purposive sampling based on their level of involvement and knowledge of Sakura Bojonegoro. The informants included representatives from the Public Works and Housing Agency (Pusat Cipta Karya), which initiated the reforestation program; representatives from the Environment Agency, which assisted with the planting techniques; representatives from the Culture and Tourism Agency, which oversaw the city's branding potential; and members of the public actively capturing and sharing moments of the tabebuya blooming on social media platforms like Instagram and TikTok, as well as those with both positive and negative views on the program. This diversity of informants was crucial to gaining a comprehensive understanding of the phenomenon from the perspectives of the various parties involved (Ariwibowo & Prasetyo, 2023).

Three data collection methods were used: in-depth semi-structured interviews to explore informants' experiences, perceptions, and meanings of the tabebuya phenomenon(Stevens, 2019) ; participant observation to track community activities at the tabebuya sites and their behaviour on

social media; and documentation in the form of photos, videos, government regulations, and social media content that became part of the viral narrative (Arifin, 2019). Next, coding and thematic analysis were conducted on all collected data in NVivo 12 Pro (Tarumingkeng, 2024). This process involved the use of a phenomenological analysis model with a horizontalization stage. This process was carried out to identify important statements from informants, divide statements into meaningful themes using NVivo's node and coding features, and organize them to create important descriptions of informants' experiences using NVivo's node and coding features(Sevin, 2020). Data validity was ensured through source triangulation by comparing data from various informants; method triangulation using interviews, observations, and documentation; and member checking triangulation by ensuring that informants understand the results of their interpretations to ensure they are correct (Stevens, 2019). In this process, the use of NVivo 12 Pro not only improves the efficiency of analysis but also increases the transparency of the research process. This allows for a clear audit trail from raw data to the final research findings (Neo & Chen, 2007).

RESULTS AND DISCUSSION

The analysis in this study is based on two main conceptual frameworks for measuring program effectiveness. First, this study explores the elements of Dynamic Governance through five critical dimensions or indicators, namely:Thinking Ahead: Measuring the extent to which local governments can anticipate future challenges and opportunities through environmental policies (Zheng & Zhang, 2020).

1. Thinking Across: Evaluating the ability of institutions to learn and implement best practices from other regions.
2. Thinking Again: Assessing the capacity to review and improve policies on an ongoing basis.
3. Adaptive Policy Making: The flexibility of the policy-making process to respond to social and environmental changes.
4. Institutional Learning: The process of internalizing new knowledge as part of continuous organizational improvement.

Second, the research results also analyze the contribution of these initiatives to strengthening City Branding by referring to the following indicators (Vuignier, 2018) :

1 City Identity: The uniqueness of the physical and visual characteristics that are distinctive to the region.
2 Strategic Communication: The effectiveness of communication patterns in disseminating positive values of the region to the public.
3 Public Involvement: The extent of community involvement and active participation in supporting program sustainability.

4   City Image & Attraction: The visual impact on the formation of the city's image and its attractiveness to tourists and investors.

The analysis begins with the indicators of the Dynamic Governance dimension.

adding	aesthetics	continuity	guarantee	observe	proposal	public	pule
	central	corridors	implement	planting	road	simultaneously	spaces
now	continue	enhance	locations	progresses	selecting	strategic	tabebuya

Figure 1. Tree Map of Thingking Ahead

Source: Nvivo 12 Pro data processing

Analysis of the Thinking Ahead indicator through NVivo 12 Pro Tree Map visualization shows that the Bojonegoro Regency Government's policy in the Tabebuya program focuses on proactive escalation and regulatory integration. The dominance of the "Adding Now" category reflects the government's anticipatory measures, replacing Tabebuya trees, which are susceptible to stem disease, with Pule trees, which have greater ecological resistance, to mitigate future environmental risks. Visually, the priority given to the "Aesthetics" and "Center" clusters in strategic areas confirms the long-term vision of strengthening the city's identity (city branding) through an iconic green landscape. All of these efforts are substantially incorporated into the Regional Spatial Plan (RTRW) document to meet the legally required Green Open Space (RTH) quota. The sustainability of this program is iterative and institutionalized, with periodic evaluations of plant condition and public response serving as the central database for policy-making in the following planning year, reflecting adaptive and visionary environmental governance.

carried	communication	major	significant
collaborated	coordination	obstacles	simple

Figure 2. Tree Map of Thingking Across

Source: Nvivo 12 Pro data processing

Based on the results of the Tree Map visualization in NVivo 12 Pro, the Thinking Across indicator for the management of the Tabebuya program in Bojonegoro Regency shows a relatively balanced theme structure, indicating that each element of collaboration has equal urgency in policy implementation. The research findings show that the keywords "Communication" and "Coordination" are the main pillars in this dimension. Data verification from interviews with the Public Works and Public Housing Agency (PKP Cipta Karya) revealed that the established collaboration pattern was categorized as "simple but effective communication." This synergy is realized through a clear mandate: PKP Cipta Karya is responsible for the initial planting phase, while the Environmental Agency (DLH) is responsible for periodic maintenance. This efficient coordination minimizes bureaucratic obstacles, enabling field policy implementation to run in sync without overlapping authorities.

Furthermore, the visualization of the themes "Carried" and "Collaborated" in the Tree Map reflects how this program is run collectively by the relevant government agencies. However, the data shows that collaboration is still internal within the bureaucracy (intra-government) and does not yet involve the active participation of the private sector or the community in the planning stage. This aligns with the findings on the themes of "Major" and "Significant Obstacles," which indicate that there are no major obstacles to cross-sectoral synergy. The absence of significant barriers is due to a shared institutional vision to support Bojonegoro's city branding and to fulfill Green Open Space (RTH) quotas in accordance with the Regional Spatial Plan (RTRW). Thus, the Thinking Across dimension in this case reflects the success of functional-bureaucratic coordination in maintaining program stability despite environmental challenges in the field.

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relevant	agencies	communicatio	discuss	evaluations	lower	number		planting	
					pollution	reduced	simple	tabebuya	
	area	cooling	dust	immediately					
absorption									
	authorities	decidedto	effect	improved	reduce	replace	temperature	trees	
aesthetics									

Figure 3. Tree Map of Thingking Again

The results of data processing in NVivo 12 Pro for the Thinking Again indicator show that the evaluation of the Tabebuya program policy in Bojonegoro Regency focuses on three dominant themes: "Relevant," "Absorption," and "Aesthetic." The presence of the word "Relevant" among the most prominent elements reflects the government's efforts to ensure this program remains in line with regional needs. Based on interviews with the Environmental Agency (DLH), the relevance of this was tested by re-evaluating the aesthetic function of the city (Aesthetic) against the ecological capacity of plants to absorb pollutants (Absorption). Field findings reveal self-criticism of the policy;. However, Tabebuya successfully created a strong visual image of "Sakura Bojonegoro," the government recognized the ecological limitations and the biological vulnerability of these plants to stem disease. This awareness triggered a learning government process, in which the government began to reduce the proportion of Tabebuya and shift its focus to Pule trees, which are considered to have carbon absorption and environmental resilience that are more relevant for long-term sustainability.

In addition, the emergence of the themes "Agencies," "Authorities," and "Area" in the Tree Map indicates that this rethinking process involves formal authorities through a clear division of work areas. The results of interviews with the Cipta Karya PKP Office confirm that the evaluation mechanism does not stop at identifying problems, but continues with adjustments to planting strategies in strategic areas such as main road corridors and public spaces. Inter-agency communication is an important tool for translating evaluation results into program improvements. This shows that the Bojonegoro Regency Government has the flexibility to respond to field dynamics, with crop failure or functional unsuitability immediately followed by the substitution of ecologically superior varieties. Thus, the Thinking Again dimension in this governance is not merely an administrative routine, but a reflective cycle that integrates field data to strengthen the mandate of the Regional Spatial Plan (RTRW) and the fulfillment of quality Green Open Spaces (RTH).


Figure 4. Tree Map of Adaptive Policy Making

Based on NVivo 12 Pro data processing, the Adaptive Policy Making indicator in the governance of the Tabebuya program in Bojonegoro Regency is reflected in a policy structure responsive to environmental dynamics. The Tree Map visualization shows the dominance of keywords such as "Evaluation," "Analysis," "Conducted," and "Adaptive," indicating that the decision-making cycle is grounded in empirical field findings. Referring to the results of interviews with the Environmental Agency (DLH), the periodic evaluation process ("Evaluation") is the primary instrument for measuring the program's effectiveness. The monitoring results are then followed up with an in-depth problem analysis ("Analysis"), particularly regarding the biological constraints of Tabebuya trees that are susceptible to stem disease. The steps taken ("Conducted"), such as problem surveys and plant vulnerability identification, serve as a basis for the government to flexibly adjust its strategy to ensure the program's sustainability in the future.

The adaptive nature of this policy is reflected in the government's courage to change policy direction based on facts on the ground. The Cipta Karya PKP Agency explained that when evaluation results showed a decline in the health of Tabebuya trees at several strategic points, the government immediately took preventive action by adding or replacing them with Pule varieties that are more resistant. The ability to integrate field data into operational plans ensures the policy remains relevant to its original development objectives: strengthening the city's aesthetics while fulfilling its ecological function. Thus, the systematic evaluation mechanism and continuous problematic analysis ensure that public space management in Bojonegoro remains aligned with the Green Open Space (RTH) targets set in the Regional Spatial Plan (RTRW), without being trapped in rigid policy commitments.
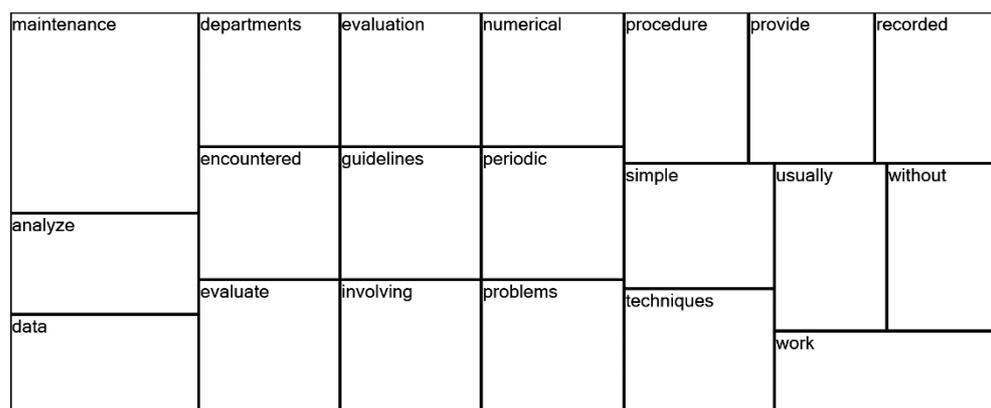
Figure 5. Tree Map of Institutional Learning

Source: Nvivo 12 Pro data processing

Analysis of the Institutional Learning indicator in the Tabebuya program in Bojonegoro Regency shows that institutional capacity has been strengthened through a structured learning cycle. Based on Tree Map visualization using NVivo 12 Pro, the themes "Maintenance," "Analyzed," and "Data" emerged as the most dominant elements, indicating that organizational learning focuses on the technical aspects of maintenance and field information processing. Interviews with the Environmental Agency (DLH) confirmed that maintenance activities are not

merely technical routines, but rather a means of collecting field data. Any obstacles encountered during the maintenance period, such as the biological vulnerability of plants to stem disease, are systematically recorded for later analysis to evaluate the overall effectiveness of the program. This process shows that the institution does not rely solely on the initial plan but actively draws on field practices to improve policy quality in the following period.

Furthermore, the use of data as a basis for institutional learning is validated by the Cipta Karya PKP Office, which emphasizes the importance of numerical documentation on the number and distribution of trees as a decision-making tool. Data synchronization between the PKP Office's planting phase and the DLH's maintenance phase creates a functional cross-agency learning ecosystem. Through a problem survey mechanism and an analysis of maintenance obstacles, the local government can precisely identify the causes of plant growth failure. This proves that Institutional Learning has been internalized into the working procedures of regional agencies, where every analyzed piece of information serves as a basis for improving operational strategies in accordance with the mandate of the Regional Spatial Plan (RTRW) and the Green Open Space (RTH) targets. Thus, the institution's ability to convert field experience into organizational knowledge is key to maintaining the sustainability of Bojonegoro's city branding.

The following section presents the analysis of indicators under the City Branding dimension.


Figure 6. Tree Map of City Identity

Source: Nvivo 12 Pro data processing

Analysis of the City Image indicator in the Tabebuya planting program in Bojonegoro Regency shows a strong transformation in visual perception in the eyes of the public. Based on the Tree Map visualization processed through NVivo 12 Pro, the dominant themes that emerged include "See," "Reflect," "Unique," "Beautiful," "Visible," and "Characteristics." The emergence of the words "See," "Visible," and "Beautiful" reflects that the main strength of this city's image lies in its aesthetic visibility, which can be directly observed by the community in public spaces. This finding was validated through interviews with the community, who consistently stated that the blooming of Tabebuya flowers provides a beautiful visual impression and "refreshes" the appearance of the main road corridor. Although the Department of Culture and Tourism stated that this program was initially an ecological policy and not for tourism purposes, the visual appeal it

spontaneously generated has shaped Bojonegoro's image as a more modern, beautiful, and aesthetically appealing city.

Furthermore, the use of the terms "Unique," "Characteristics," and "Reflect" in the Tree Map shows the public's efforts to define a new identity for Bojonegoro. Interview data reveal that, for the community, Tabebuya offers unique features that did not previously exist in this region, thereby fostering a sense of local pride. However, there is critical reflection from the community who see that this beauty tends to adopt a foreign atmosphere, such as spring in Japan, rather than reflecting the original cultural values of Bojonegoro. Nevertheless, the "Sakura Bojonegoro" phenomenon is still accepted as a representation of regional progress that can put itself on par with other big cities through the development of green infrastructure. Thus, the City Image that has formed is the result of a combination of the government's physical planning policies and the community's appreciation, positioning Tabebuya as a prominent new visual icon in Bojonegoro Regency.
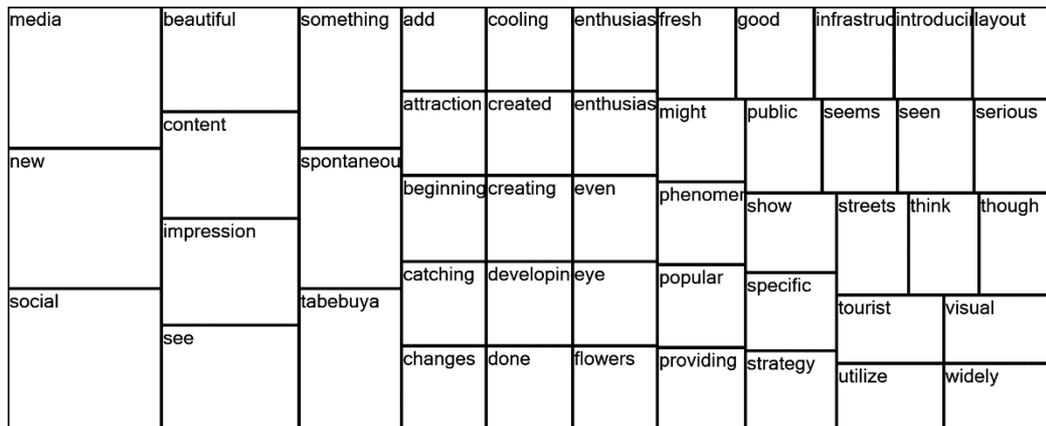

Figure 7. Tree Map of Strategic Communication

Source: Nvivo 12 Pro data processing

Analysis of Strategic Communication indicators shows that the success of the Tabebuya program in Bojonegoro Regency was dominated by organic communication mechanisms rather than formal government strategies. Based on the Tree Map visualization through NVivo 12 Pro, the dominant themes that emerged included "Social," "Media," "Content," "New," "Beautiful," "Impression," and "See." The dominance of the words "Social," "Media," and "Content" confirms that digital platforms are the main channels in shaping public perception. These findings align with interviews with the Culture and Tourism Office, which revealed that the local government lacks a specific promotional strategy to make Tabebuya a tourist attraction. However, the visual beauty of the blooming flowers creates a new impression ("New Impression") that encourages people to spontaneously produce creative content after seeing ('See') the beauty ("Beautiful") of these trees along the main road corridor.

This phenomenon indicates the strong role of tertiary communication, in which narratives about "Sakura Bojonegoro" are formed through the massive distribution of content by residents without institutional guidance. Interviews with the community confirm that their enthusiasm for uploading moments of Tabebuya blossoming stems from a desire to showcase the city's transformation into a more beautiful, attractive place. Clear evidence of this communication pattern can be seen in the massive number of short video uploads on the TikTok platform that have gone viral.
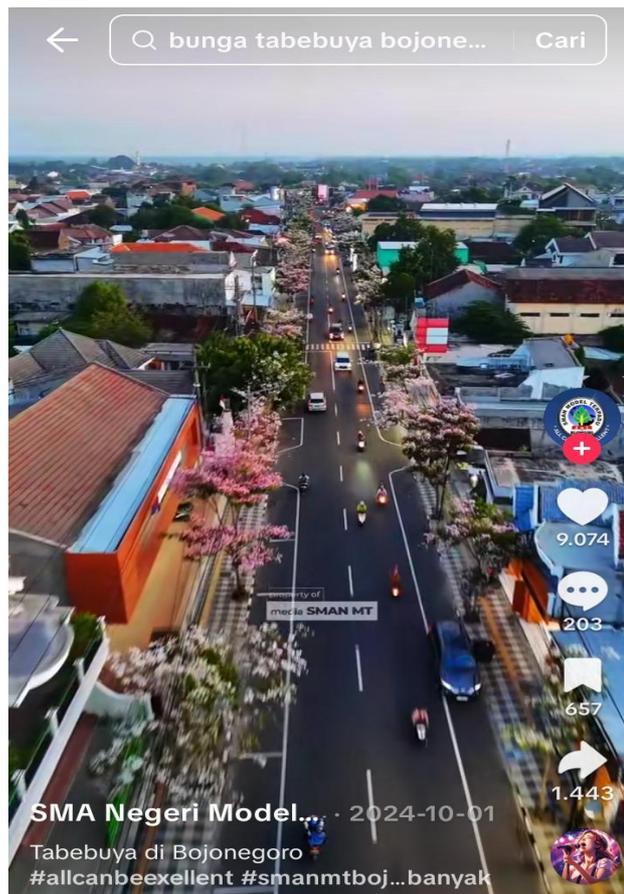
Figure 8. Viral Social Media Posts about Tabebuya in Bojonegoro

Source : tiktok @smanmt_bojonegoro (2024)

This viral post shows that Bojonegoro's city identity is primarily formed through tertiary communication, with residents spontaneously sharing aesthetic visuals of Tabebuya flowers. The popularity of this post (with 170,000 views and 9,074 likes) reinforces the public perception of "Sakura Bojonegoro." This shows that the city's identity is driven more by community creativity than by official government branding.

happy	see	beautiful	content	exist	moment	nice	options
		city	creating	lived	phenomenon	social	still
	something	cityscape	enthusiastic	many	pleased	temporary	unfortunately
new	area	community	execution	media	short	thorough	uploading

Figure 9. Tree Map of Public Involvement

Source: Nvivo 12 Pro data processing

Analysis of the Public Involvement indicator in the Tabebuya program in Bojonegoro Regency shows a high level of affective and participatory public involvement in the digital space. Based on the Tree Map visualization processed through NVivo 12 Pro, the dominant themes that emerged included "Happy," "New," "Something," "Area," "Beautiful," "Cityscape," and "Community." The dominance of the words "Happy" and "Beautiful" reflects the community's positive emotional response to changes in the cityscape brought about by the planting of these trees. These findings were validated through interviews with community members, who stated that this phenomenon added a fresh element to the area's visual identity. Public involvement is evident not only in joy but also in the spontaneous sense of belonging that has emerged. The community feels proud that their residential area now has a visual appeal that puts Bojonegoro on par with other major cities.

Furthermore, the synergy between public perception and government policy shows that public involvement in this program is organic. The Department of Culture and Tourism revealed that although the government did not structure public participation, the community's enthusiasm for preserving beauty and documenting the moment when the flowers bloom is a tangible form of support for the program's success. Community interview data confirm that their involvement manifests in appreciative actions, such as refraining from damaging plants and voluntarily spreading positive narratives on social media. This shows that the Development of aesthetic green infrastructure has successfully stimulated active community involvement in supporting the ideals of sustainable Development and the fulfillment of Green Open Spaces (RTH). Thus, the Public Involvement indicator in this study confirms that the success of a city branding program greatly depends on the extent to which the community feels part of the positive changes in their environment.

contributes	city	see	advantag	cheapest	create	events	introduc	introduc	lively	local	moment
	created	social	already	combined	cultural	feel	opportuni	promotic	quite	reached	seen
			attraction	communi	culture	festival	organized	short	spontar	study	sufficie
content	media	able	bit	contribute	easiest	governm	period	significant			
		addition	blooming	contributi	especially	highlight	platform	significant	tabebu	upload	viral
aspects	phenomenor	additional	capitalize	contributi	event	increase	point	specificall	take	way	yes

Figure 10. Tree Map of City Image and Attraction

Source: Nvivo 12 Pro data processing

Analysis of the City Image and Attraction indicators in the Tabebuya program in Bojonegoro Regency shows that the city's appeal is formed through the convergence of physical planning and public documentation. Based on the Tree Map visualization processed through NVivo 12 Pro, the dominant themes that emerged included "Contributes," "Content," "Aspects," "City," "Created," "Media," "Phenomenon," "See," and "Social." The dominance of the words "Contributes" and "City" reflects the strong perception that Tabebuya's existence makes a real contribution to changes in the city's aesthetics. This is supported by interviews with the community, who stated that the visual aspect ("Aspects") of the blooming flowers created the "Sakura Bojonegoro" phenomenon ('Phenomenon'), which was interesting to see ("See"). Although the Department of Culture and Tourism stated that this program was not specifically designed as a tourist destination, the streetscape's beauty automatically enhances the city's visual appeal in the eyes of residents and visitors alike.

Furthermore, the connection among the themes "Content," "Created," "Social," and "Media" indicates that the appeal of Bojonegoro City currently depends heavily on the community's digital reproduction. Interview data reveal that the community actively creates ("Created") creative content ("Content") on social media ("Social Media") whenever the Tabebuya flowers bloom. This spontaneous documentation activity is the primary driver that expands the city's image to the point of going viral, even without formal promotional support from the local government. This phenomenon indicates that City Attraction no longer stems solely from static physical objects, but from collectively shared visual experiences. Thus, Bojonegoro's image as a beautiful and modern city has been successfully shaped through the synergy between the government's green infrastructure policies and the public's creative participation in exposing the city's new characteristics in the digital space.

The findings of this study show that the transformation of the Tabebuya program in Bojonegoro Regency is not merely an aesthetic success but a manifestation of adaptive yet still reactive governance interactions. In the Dynamic Governance dimension, findings regarding the Thinking Ahead and Thinking Again indicators were confirmed through a shift in technical policy from planting Tabebuya to Pule trees. Based on interview data from the Environmental Agency (DLH), institutional reflection followed an analysis of Tabebuya's biological vulnerability, which is susceptible to stem disease and has a low ecological shade function. This aligns with the theory of Neo and Chen (2007), which emphasizes that a dynamic government must continue learning (institutional learning) and be willing to revise ongoing policies. However, the significance of this study lies in the dichotomy between the bureaucracy's functional objectives and the community's visual reception. The government operates in the technical realm of fulfilling Green Open Space (RTH) requirements, while the community constructs "Sakura Bojonegoro" as a city identity based on temporal aesthetic experiences.

The viral TikTok phenomenon of Tabebuya, as shown in the research results, reveals an anomaly within the Strategic Communication framework proposed by Kavaratzis (2004). Theoretically, the city's image should be built through primary communication (physical policy) and secondary communication (formal promotion). However, in Bojonegoro, the formation of City Image is dominated by tertiary communication, driven organically by residents. An unexpected finding is the Culture and Tourism Office's passive stance, which did not project this program for tourism branding needs from the outset. The implication is that the branding power of "Sakura Bojonegoro" depends entirely on the community's (Public Involvement) affective participation in producing digital content. This proves that in the era of information disruption, the government's authority to control the region's narrative has shifted intointo the hands of the digital community. The success of City Branding in this case did not arise from a structured (top-down) communication design, but from visual stimuli that successfully triggered spontaneous local pride.

Although it has a positive impact on regional visibility, this research also highlights fundamental challenges related to identity Authenticity. There are critical findings from the community's perspective: Tabebuya does not reflect the original cultural characteristics of Bojonegoro, but instead imitates the spring atmosphere in Japan. Theoretically, this indicates the risk of a "void of meaning" where a city has a beautiful image but lacks strong sociocultural roots. The policy implication for the Bojonegoro Regency Government is the need to integrate Adaptive Policy Making with aspects of local wisdom. Dynamic governance should not only focus on ecological effectiveness but must also be able to transform viral visual appeal into an institutionalized creative economic instrument. Moving forward, the integration of community digital narratives and more structured government promotion strategies is an absolute requirement so that Bojonegoro's visual identity is not merely seasonal but becomes a sustainable regional character.

CONCLUSIONS

This study concludes that the articulation of the Tabebuya program in Bojonegoro Regency represents an accidental branding phenomenon triggered by the convergence of ecological policies and public digital participation. Fundamental findings show that the capacity for dynamic governance of local governments, manifested through technical adaptation and institutional learning, still operates within an administrative-functional scope and has not been fully integrated with a coherent city brand communication strategy. The "Sakura Bojonegoro" identity did not arise from a systematically designed primary communication scenario. Still, it emerged as a tertiary communication product determined by the spontaneous creativity of the community on digital platforms. This confirms a shift in authority in the construction of regional image, where public aesthetic perceptions can transcend formal bureaucratic narratives.

Acknowledgment *(Optional)*

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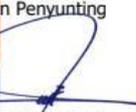*(Letter of Acceptance)*
No.002/PJIA/I/2026

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Menyatakan bahwa artikel tersebut **telah diproses** sesuai Prosedur Penulisan di Publik (Jurnal Ilmu Administrasi) Program Studi Ilmu Administrasi Publik Universitas Muhammadiyah Gorontalo **dan akan diterbitkan pada** Volume 15 Nomor 1 (Juni) Tahun 2026. Demikian surat keterangan ini dibuat dan harap dipergunakan dengan sebaik-baiknya.

*Corresponding Author

Ketua Dewan Penyunting

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Kontak atau email editor OJS : firyalakbar@umgo.ac.id

Judul Penelitian : Dynamic Governance in City Branding : Case Study of Tabebuya in Bojonegoro Regency

Nama Dosen Pembimbing : Ana Kumalasari, S.A.P, M.A.P. , Dra. Ida Swasanti , M.M, M,Si.

Nama OJS : Publik (Jurnal Ilmu Administrasi)

Alamat OJS : https://journal.umgo.ac.id/index.php/Publik/index

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