Online-Based Local Government Image Typology:
A Case Study on Jakarta Provincial Government Official YouTube Videos

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The Jakarta Provincial Government utilizes the YouTube channel to interact with citizens and enhance transparency. The purpose of this study is to explore online perceptions of local government image perceived by online audiences through the YouTube platform. The concepts of organizational image and credibility in the political image are adapted to analyze online public perceptions on the Jakarta Provincial Government image. Using the video summarization approach on Three hundred and forty-six official YouTube videos, which were uploaded from 1 March 2016 to 31 May 2016, and content analysis of Eight thousand two hundred and thirty-seven comments, this study shows both political and bureaucratic image emerge concurrently in the Jakarta Provincial Government case. The typology model is proposed to describe and explain the four image variations that occurred in the case study. Practical recommendations are suggested to manage YouTube channel as one of the social media used in the local government context.

Keywords: Local Government Social Media, YouTube, Political Image, Bureaucratic Image

Introduction

The central discussion of this study is the use of YouTube by local government and its role to shape local government image. It investigates citizen perceptions on Jakarta Provincial Government image generated from the YouTube platform. The online perception refers public opinion to the Jakarta Provincial Government by YouTube viewers drawing from its official YouTube video channel. Further, it also addresses a typology model of online-based local government image which helps to classify image construction resulted by social media. Citizen perceptions of government image are important since there is a potential to manage reputation (Wæraas and Byrkjeflot, 2012) by strategic use of communication (Gilad, Maor, and Bloom, 2013) which engenders public trust and social assets (Sobaci, 2015).

The notion of image is widely used in communication and marketing studies, while, in the field of public administration, the image is associated with the reputation concept (Rho, Yun, and Lee,

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2015). For the purpose of this study, government image as a conception consisting of political and bureaucratic dimensions is used as the central idea to aid the analysis of local government image. Referring from the mentioned idea, this study defines local government image as external stakeholders' perception to Jakarta Provincial Government which can be elaborated into bureaucratic image and political image. Bureaucratic image emphasis on perception and opinion to bureaucracy which can be analyzed from four dimensions (Carpenter, 2010b): performative, moral, technical, and legal-procedural perspectives emanating from the online audience. While the political image is focused on the governor and vice governor as elected officials. it can be interpreted from three dimensions of credibility as the source of the political image (Mccroskey and Teven, 1999): competence, trustworthiness, and political will. Both are generated from many comments posted by YouTube viewers as online audiences since they observe Jakarta Provincial Government through its Official YouTube videos.

In Indonesia, the study of government social media is still excavated and there are many issues need to be uncovered (Anshori, Maurits, and Sulistyorini, 2014). An inquiry remains whether the comments posted by YouTube viewers have meaningful interpretations as a reflection of their perceived opinions on Jakarta Provincial Government. To tackle this inquiry, first, I categorized uploaded videos based on video content and analyzed comments toward political image and bureaucratic image in each video category. The next step is to illuminate the possible occurrence on government image generated by the YouTube platform in the local government context by proposing a typology model.

This study claims political and bureaucratic image occurred concurrently with their variations in shaping Jakarta Provincial Government image. Starting from above claim, I propose the online-based typology of local government image that can classify the variation of image constructions in the local government setting. The contribution of this study is to provide a conceptual framework which allows public managers employ it in their reputational-based management and public communication strategy.

The Official YouTube Video: An overview

The decision of elected Jakarta Governor, Basuki Tjahaja Purnama, known as Ahok to upload Jakarta Provincial Government activities into government official's YouTube account to enhance transparency has reaped some controversies. For the first time in the history, Jakarta Provincial Government activities can be seen and commented by millions of people in social media. The YouTube platform might seem an uncommon way to be used on governmental area. As one of the Google-based derivative services, the YouTube is aimed to gain profit from advertising activities and commercial means. Thus, it is commonly recognized that most of the contents in YouTube are associated with music, celebrities, and entertainment, yet only small portions show political issues and governmental contents (Fuchs, 2014). However, Jakarta Provincial Government Official YouTube Channel was stealing attentions on video sharing activities. Reading on https://socialblade.com/youtube/user/pemprovdki accessed on 5 May 2016, there are Four

thousand and eighty uploaded videos with One hundred nineteen thousand, five hundred and fifteen subscribers, and Twenty-eight million fifty-five thousand nine hundred and eighty-five viewers and this will keep increasing in numbers. The enormous enthusiasms from internet users reflect that citizen want to see what is happening inside the government. It indicates what Meijer et al (2012) called as 'getting citizen interested' as the sign of the social media acceptance in public sector.

Literature Review

Existing Studies on Local Government Social Media

The use of social media in government has reshaped the relationship between government and citizen (Meijer et al., 2012) and becomes one of the major trends in e-government research (Criado, Sandoval-Almazan, and Gil-Garcia, 2013). Its interactivity, easy access, and user content-based information have turned the 'passive-static' government website to 'dynamic-interactive' web-based governance. This phenomenon has emerged not only in developed countries but also in developing countries (Hanna and Qiang, 2009) and spread from national government to local level (Sobaci, 2015).

Many scholars have argued that the implementation of social media may improve efficiency in the public sector which denotes to the retrenchment of communication cost and paperwork. The use of social media-mediated communication has reduced the budget for filling and paper-based archives. In more promising arguments, Landsbergen (2010) believed that it will meet the expectation of bureaucratic efficiency, improved communications within bureaucracies, among bureaucracies, and stakeholders, cheaper, faster and more effective communications. In addition, users can easily access from convenience devices like tablet, laptop, and mobile phones and provide the more visible social connections (Kaplan and Haenlein, 2010). This platform of interaction provides a simple and more economical way of communication between government and citizens. In democratic views, it generates more open, social, communicative, interactive, and user-centered version of e-government and significantly associated with transparency in governance (Mergel, 2012; Song and Lee, 2015). It also improves citizen engagement in policy making and public service deliveries.

Like two faces of one coin, local government social media also generates risks which can be considered in the context of threats. Some studies have noted barriers such as leadership, lack of resources, privacy, security, public records management, perceptions, social inclusion, and administrative matters which embedded to its contextual factors (Bertot, Jaeger, and Hansen, 2012; Dadashzadeh, 2010; Meijer et al., 2012). Resources which manifested in the terms of technology, human resource management, and time are the main issues influencing the adoption of local government social media. At the legal issues, law and regulation in the certain jurisdiction cannot guarantee to face the complexity of social media nature. Other factors in security and social media content cannot be neglected in the local government social media due to the nature of user-content

producers. In regards to the comprehensive information exchanges, Bannister and Connolly (2011) warned social media can produce the problem of comprehension where typical citizens may not understand public sector processes or may not be familiar in sufficient depth with the subject matter. This is due to insufficient expertise from lay people which potentially generates misinterpretation.

Informed both benefits and risks of local government social media provide the wide acumens of its implementation in the day-to-day public sector operation. Aside of that, the challenge must be considered for those adopted social media as strategic communication means. Mergel (2012) identified some challenges of government social media including but not limited to the transparency concern. She offers the concept of radical transparency which designates each step of government agencies from formulation to final output are expected to be transparent and accessible to the public. Albeit social media is highly biased and potentially misused to game public opinion polling (Lin, Bagrow, and Lazer, 2011). Radical transparency creates tension between the public's expectation and government's challenges to create truly open access to its operations and decision-making processes persist.

Many studies focused on the interaction between citizens and local government via social media with special attentions to the adoption and policy, transparency issues, citizen engagement phenomena, and other technical themes, but none of them emphasis on public perception to government image through the understanding of interaction contents. The area of study can be presented in the table below.

Table 1 Local Government Social Media: Area of Study

Focus of study	Means of Social media	Region	Representative References
Adoption/practice/policy	Various	US	Mergel (2016)
	Various	US	Bertot, Jaeger, and Hansen (2012)
	Various	Sweden	Larsson (2013)
	Various	International	Mainka et al (2014)
	Facebook	Israel	Lev-On and Steinfield (2015)
Transparency	Various	US	Song and Lee (2015)
	Various	EU	Bonsón et al (2012)
	Various	Spain	Gandía, Marrahí, and Huguet (2016)

	YouTube	Indonesia	(Chatfield and Brajawidagda, 2013)
Citizen engagement	Twitter	UK	Panagiotopoulos, Bigdeli, and Sams, (2014)
	Various	UK	Ellison and Hardey (2014)
	Twitter	US	Zavattaro et al (2015)
	Facebook	US	Hand and Ching (2011)
	Various	US	Kavanaugh et al (2012)
Risk/critical management	Twitter	Japan	Kaigo (2012)
Technical Issues	Various	UK	Moss et al (2015)

Source: arranged by Author

Publications on local government social media have heavily focused on social media adoption and policy, the role of social media used by local government to improve transparency as well as corruption reduction, public participation and civic engagement, emergency/disaster management, and technical concerns. However, limited studies have focused on the discourse of citizen perceptions on the image of local government.

Government Image

To bridge the dialogue between local government social media and image construction, the concept of organizational image is used as a guiding concept. Some scholars use the terms of image and reputation interchangeability (Barnett, Jermier, and Lafferty, 2006; Rho, Yun, and Lee, 2015). Whilst, others tend to use the terms of reputation (Carpenter and Krause, 2012; Carpenter, 2010a, 2010b; Maor, 2011). However, this study uses 'image' instead of 'reputation' since reputation has extensively relied on historical-long terms process and mission-based combined (Carpenter and Krause, 2012), while image relatively comes from short terms-based and known as the effort of image construction (Gioia, Schultz, and Corley, 2000).

Reputation is symbolic and un-formalized in nature but can be analyzed with some dimensions. The four dimension of organizational reputation (Carpenter, 2010b: 46-47) is applied as a framework for analysis. Firstly, performative dimension that expresses its audiences' judgment based on performance. The questions regarding this aspect include "Can the agency do the job? Can it execute charges on its responsibility in a manner that is interpreted as competent and perhaps efficient?" (Carpenter and Krause, 2012: 27). Secondly, moral reputation is one of the most expectation standards to be achieved by public organization. This dimension associated with public service ethics such as integrity, accountability, honesty, and other ethical issues. Thirdly, technical reputation emphasis on expertise and administrative capacity embedded in public organization.

The notion of skill, analytic capacity, scientific, methodological robustness and mechanical capability lay under the concept of technical reputation. Lastly, legal-procedural reputation relays to the appropriateness of the administrative process within organization. Rules, norms, laws, procedures, decision-making process are some keywords highlighted in this dimension.

On the other aspect, the concept of political image designates to the source of credibility (Zuydam, 2014). A Person or politician who has credibility likely fulfill the promises and commitments in which citizen put the trust because of his/her informed track records or experiences. From the political communication studies, McCroskey and Teven, (1999) identified three primary dimensions of credibility that radiate political image: competence, trustworthiness, and goodwill or political will. Thus, in this case study, we can analyze interpretative meaning on political image through credibility dimensions by scrutinizing the interaction and its context on YouTube platform activities.

Data and Methods

Drawing from the distinctiveness case of Jakarta Provincial Government Official YouTube videos, choosing case study as a research strategy is the most suitable. By doing the documentary technique as data collection approach and content analysis as a method, it allows the interpretation of content or meaning emanated from viewers' comments. Language that expressed in written document is used to assign meaning to subjects, events, and people (van Thiel, 2014: 108). Following the definition from Krippendorff (2013:24) that "Content analysis is a research technique for making replicable and valid inferences from texts (or other meaningful matters) to the context of their use". The understanding of video content is beneficial to interpret the comments posted in this study.

Set of data were observed from uploaded videos and viewer's comments on Jakarta Provincial Government's Official YouTube channel provided on the internet: https://www.youtube.com/channel/UCtzb3VE6W0-ZZErpS60733Q. There were 346 uploaded official videos and 8237 comments had been coded in total. They were drawn from three-month periods of uploaded videos from 1 March to 31 May 2016. These videos are categorized based on their contents which reflect the different activities by the governor, vice governor, and civil servants in Jakarta Provincial Government. In detail, there were 114 videos categorized as a ceremony or public speech, 103 videos classified as High Official Meeting, 40 videos on hosting visit, 68 videos exhibit public grievance handling and interview, and 18 Videos recorded on-site visit. In addition, 3 videos on governor's personal event were uploaded in the Jakarta Provincial Government official YouTube Channel.

To re-check the categorization, chosen videos were analyzed by video content analysis which offers a new perspective and more systematic way in the audio-visual content interpretation. Adapted from Li, et al (2006) video abstraction was applied as the main technique to abstract video contents. The process of summarization was aided by NVivo 11 to identify some key frames. There

were the beginning parts labeled with B, the middle labeled with M, and ending labeled with E (Li et al., 2006:81). By doing this, it helped to improve the level of reliability to convince accuracy and consistency of data.

To investigate viewers' comments as perceived local government image, a set of criteria was enacted. First, comments are 5 days since the uploaded videos date as the fast timeline of video uploading within 1 or 2 day periods. Second, those directly related to the videos were analyzed and coded based on theoretical framework either bureaucratic image or political image, and are designated clearly to whom. If the comments refer to time-played, the minutes and second were reviewed from the videos. Third, reply comments were not included unless they directly pinpoint the video content. Lastly, for double post comments, the previous one was coded and the latter was ignored to avoid duplications.

For interpretation, semantic content analysis was applied to classify signs and meanings. Specifically, referred from Krippendorff (2013: 50), the analysis was conducted in the amalgamation of both designation and sign-vehicle analysis. Designation analysis denotes to the frequency with which certain object (persons, things, groups, or concepts) are referred as subject-matters analysis. While the sign-vehicle analysis inhabits psychophysical properties of the signs like most words emerge in the text. To identify the dimension from both bureaucratic image and political image, the keywords and their association were referred from thesaurus.

Table 2 Associated Words based on Conceptual Dimension

Keywords	Associated words English-Indonesia Translation
Bureaucratic Image	
Performative /performance	achievement, act, conduct, work, administration, attainment, completion, consummation, discharge, enforcement, execution, exploit, feat, fruition, fulfilment, pursuance, realization (*prestasi, tindakan, perilaku, kerja, administrasi, pencapaian, penyeselesaian, penyempurnaan, penegakan, eksekusi, mengeksploitasi, hasil, pemenuhan, pengejaran, realisasi*)
Moral	moralistic, noble, principled, proper, righteous, elevated, good, innocent, kosher, meet, right, square, straight, upright, worthy (*moralistik, mulia, berprinsip, tepat, benar, tinggi, baik, polos, halal, bertemu, tepat, tepat ukuran, lurus, tegak, layak*)
Technical	high-tech, industrial, mechanical, professional, scholarly, scientific, special, specialized, technological, vocational (*teknologi tinggi, industri, mekanik, profesional, ilmiah, ilmiah, spesial, khusus, teknologi, kejuruan*)

Legal-Procedural	constitutional, contractual, fair, juridical, lawful, legitimate, proper, statutory, valid, action, agenda, conduct, form, measure, methods, move, operation, plan, policy, practice, proceeding, program, scheme, step, strategy, transaction (*konstitusional, kontrak, adil, yuridis, halal, sah, tepat, hukum, berlaku, tindakan, agenda, perilaku, bentuk, ukuran, metode, langkah, operasi, rencana, kebijakan, praktik, melanjutkan, program, skema, langkah, strategi, transaksi*)
Political Image	
Competence	appropriateness, capability, competency, capacity, expertise, fitness, know-how, proficiency, qualification, savvy, skill, suitability (*kesesuaian, kemampuan, kompetensi, kapasitas, keahlian, kebugaran, pengetahuan, kemampuan, kualifikasi, cerdas, keterampilan, kesesuaia*n)
Trustworthiness/trust	confidence, expectation, faith, hope, assurance, certainty, certitude, conviction, credence, credit, dependence, reliance, stock, store, sureness (*keyakinan, harapan, iman, harapan, jaminan, kepastian, kepastian, keyakinan, kepercayaan, kredit, ketergantungan, ketergantungan, saham, kepastian*)
Political will/goodwill/will	Philanthropy, altruism, attitude, character, decision, desire, determination, discipline, feeling, inclination, intention, mind, passion, power, resolution, resolve, wish (*Filantropi, altruisme, sikap, karakter, keputusan, keinginan, tekad, disiplin, perasaan, kecenderungan, niat, pikiran, semangat, kekuatan, resolusi, mengatasi, keinginan*)

For data management and analysis, this study was aided by NVivo 11 as a Computer Assisted Software to analyze qualitative-text data. Firstly, the sources were drawn from Jakarta Provincial Government Official YouTube channel using N captured which can snapshot and import the videos and their comments directly to NVivo internal Source. Secondly, the Nodes was constructed based on theoretical framework aimed to interpret and answer the research questions. The Nodes for comments analysis contain four major Nodes: bureaucratic image which distinguished positive and negative image, political image which differentiate positive and negative to governor, also positive and negative to vice governor.

Table 3. Criteria for Coding

SENTIMENTS	SCOPE
Positive	Positive comments or praise or support to politicians or bureaucracy or both
Negative	Negative comment or mock or oppose or satirize either to politicians or bureaucracy or both
Neutral	Comments relevant with video content but indicated no opinion of sentiments made or have no tendency neither to bureaucracy nor politician
Unrelated	No relation to uploaded videos content meaning that there is no opinion relevant to the videos

The Neutral sentiment need to be included when the comments are in relation to video content but have no opinion or no tendency neither to bureaucracy nor politicians. Lastly, unrelated comment was coded when the comments showed no relation to content within uploaded videos. The query analysis and hierarchy chart processing from NVivo 11 were conducted to capture the pattern of the comments on Jakarta Provincial Government image. Cross-tabulate query and hierarchy chart processing were used to analyze the content coded by Nodes, so it identified number of references being matched between Sources and Nodes or vice versa.

Findings

The Online Perception

As noted in the methodological section, videos were categorized as ceremony or public speech, high official meeting, hosting visit, public grievance handling and interview, site visit, personal event. In general, comments posted by YouTube viewers tend to perceive positive image to the governor and relatively negative sentiment to the vice governor and civil servant bureaucratic image. Nonetheless, variations occurred in different types of video categories. Thus, the result of comment analysis will be presented by each category to show diverse image construction from the viewer perceptions. Although unrelated and neutral comments are empirically found in the result, they are not specifically addressing local government image in the sense of positive or negative sentiment perception either to politicians or civil servants since the comments are not related or have no opinion to uploaded videos. However, these comments had another meaning in regards to engagement issues.

The description of comments which were coded per category can be seen in *appendices*. Overview of all videos described eight themes on YouTube viewer comments. Three objects of perception are governor, vice governor, and civil servants splitting into two sentiments named positive and negative perceptions. While two other patterns refer to unrelated and neutral perception that have no opinion or the opinion are related neither to politicians nor civil servants. This figure can summarize the comments' interpretation from all video categories.

Figure 1. Overview all video comments

Data retrieved from N-Vivo Hierarchy chart processing and cross tabulation analysis
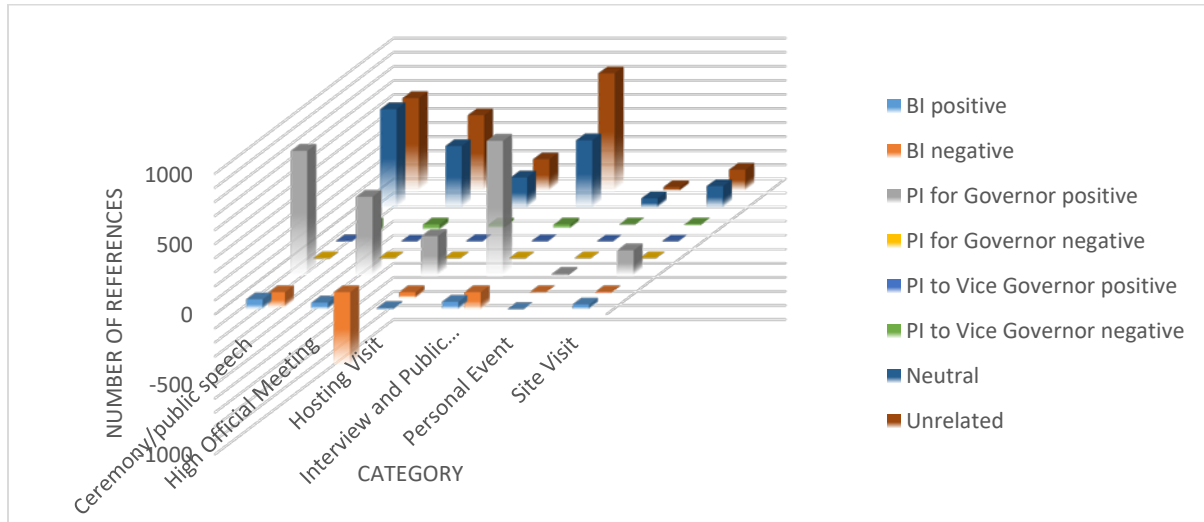
	Bureaucratic Image		Political image (gov)		Political image (vice gov)		Neutral	Unrelated
	positive	negative	positive	negative	positive	negative		
Ceremony/public speech	70	-108	884	-2	1	-86	699	658
High Official Meeting	46	-518	558	0	0	-38	437	536
Hosting Visit	8	-41	278	0	3	-22	214	223
Interview and Public Grievance	52	-123	956	-1	2	-27	478	834
Personal Event	0	-1	9	0	0	0	65	26
Site Visit	33	-4	177	0	0	-4	152	149
	209	**-795**	**2862**	**-3**	**6**	**-177**	**2045**	**2426**

In regards to local government image, of the categories included ceremony or public speeches, high official meeting, home visit, and interview and public grievance handling demonstrate the asymmetric nexus between governor political image and civil servants bureaucratic image. Distinguished to the governor-civil servant relation on government image, the symmetric arrangement between vice governor political image and civil servant bureaucratic image shows negative sentiments. Personal event category shows mostly on the positive political image to the
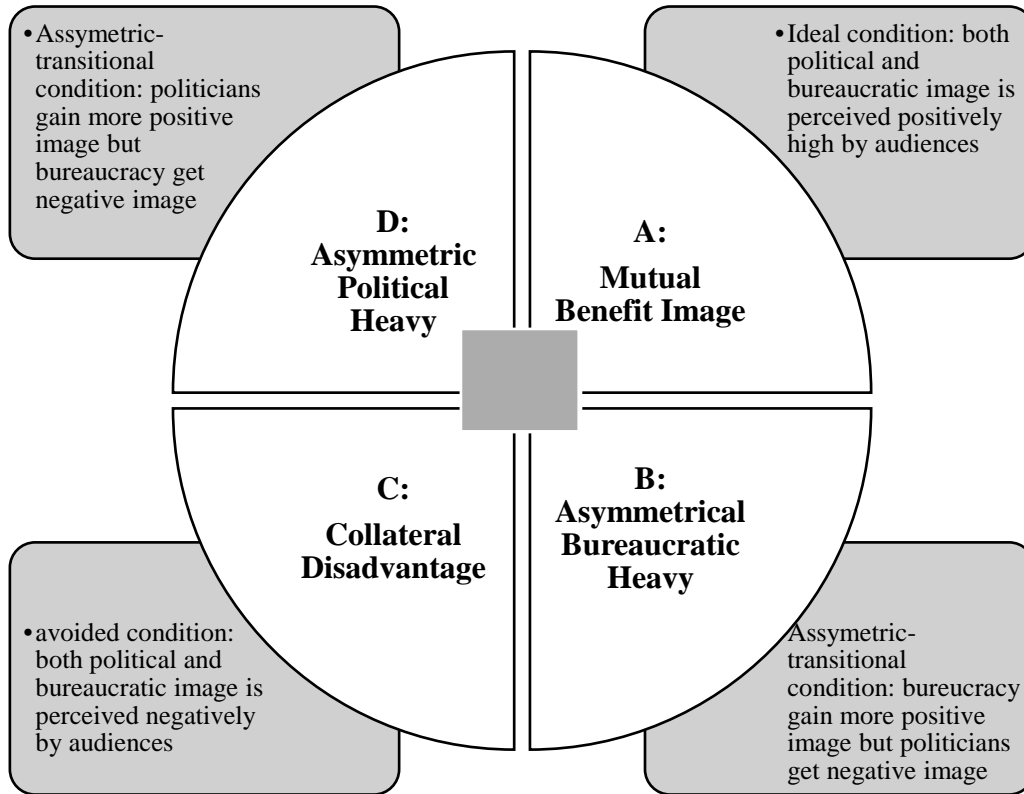
governor because he is standing alone as a central actor on these videos. While site visit category relatively proves the coherent pattern to both political and bureaucratic image that are relatively viewed positively by audiences.

Developing Typology Model

In this study, we have investigated online perception on Jakarta Provincial Government image generated from YouTube comments. To explicate the finding, a typology model was proposed based on the core concepts in this study. The model is built from the notion of political image and bureaucratic image as two main conceptual approaches in defining local government image. Putting both together in Cartesian diagram whereas political image positioned in the y-axis and bureaucratic image in x-axis produces a conceptual model to distinguish and give the label to all possible image variations. The y-axis denotes to the degree to which online audience perceived politicians in positive or negative opinion. Positive perception will be dotted in the positive axis and negative perception will be placed in the negative spot. The more positive perception, the upper position will it get in the y-axis coordinates. By contrast, the more negative sentiment obtained by politicians, the lower position will it be.

The bureaucratic image is threatened as x-axis paralleled from left to right. The left side indicates negative perception marked by negative numbers in x-axis notation until zero points as neutral notation. Contrary to that, positive image to bureaucracy is indicated by the positive notation on the right side from zero points. The more positive perception, it will go to the right position. However, nothing is absolute in the real-life setting meaning that the perception is not always saying in the extreme sentiment of positive and negative at all, rather, a sort of dispersion perceptions will likely occur. Thus, the assessment of this typology can be rated with the degree of high or low valuation or relative comparison in each entity. The visual model can be envisaged in the four quadrants of local government image below.

Figure 2. Local Government Image Typology

- Assymetric-transitional condition: politicians gain more positive image but bureaucracy get negative image

D: Asymmetric Political Heavy

- Ideal condition: both political and bureaucratic image is perceived positively high by audiences

A: Mutual Benefit Image

C: Collateral Disadvantage

B: Asymmetrical Bureaucratic Heavy

- avoided condition: both political and bureaucratic image is perceived negatively by audiences

Assymetric-transitional condition: bureucracy gain more positive image but politicians get negative image

Each quadrant points the area generated from both x and y-axis from the political and bureaucratic image. This model explains that each of the areas has a particular meaning on how audiences perceive local government via YouTube channel and help to understand local government image in the broader concept.

The first typology is named mutual benefit image which is located in A quadrant. It lays at the meeting point of the positive political image and positive bureaucratic image. The A quadrant is the ideal condition where both elected officials and appointed officials are assessed in a high profile by audiences. Referring from the case of Jakarta Provincial Government image, the empirical finding in the site visit videos category represent this type of image where governor and bureaucracy are perceived to be positive by YouTube viewers. This quadrant is likely to be achieved when elected official and civil servants are synergized in conducting public responsibility. Credible actors and well-presented performance tend to make a high contribution to image construction. They are often evidently presented in the information that shows the outcome-based performance of public sector as the proof achievement in public service deliveries.

The second typology is called asymmetrical bureaucratic heavy which is sited in B quadrant. This area is the meeting point between positive bureaucratic image and negative political image. B quadrant denotes to the asymmetrical perception between elected officials/politicians and bureaucracy. It means that civil servants are perceived in a good image and can perform well, but politicians are obtaining bad images from audiences. The comments on site visit video category to bureaucracy and Jakarta's vice governor are some of the representation of this phenomenon. In that videos, bureaucracy is relatively getting positive comments compared with vice governor.

The next typology is in the meeting point of the negative political image and negative bureaucratic image. It is marked as C area in the left down side of the Cartesian diagram. This is indeed considered to be avoided status where both elected officials and civil servants get the negative image from audiences. Throw-back to the case study, the ceremony and public speech, high official meeting, hosting visit, and interview and public grievance handling video comments showed the negative image of vice-governor and bureaucracy. The last typology is asymmetric political heavy. It designates to the positive image of elected officials but negative image on civil servants. This type is indicated by left-upper meeting point of coordinates in the D area.

Beside of 'typologizing', this model will aid local governments to scan their image as a standing point to decide a further strategy on strategic communication to enhance image and reputation through social media. Thus, this model suggests that government image in the B, C, D quadrant should move to A quadrant as an ideal condition where both elected officials and civil servants obtain the positive image. The mutual benefit image is widely believed to be the symbolization of performed local government and signalized huge trust from the citizens. In the discussion of public management reform, I argue that both B and D should be considered as a transitional position where both politicians and civil servants can introspect to do better in their roles and improve their performance to reach A quadrant. As a transition, they should not happen in long periods, otherwise, it will shed the citizen's trust and influence their confidence (Bannister and Connolly, 2011; Hansen, Christensen, and Flyverbom, 2015). The C quadrant will pass through B or D trajectory before arrived in A quadrant depending on who pioneering the reform. If the reform is pioneered by politicians, it will through to D. However, the trajectory will go through B if the bureaucracy is the prominent actor of the reform. There is also possibility that C will go straight to the A area if both elected officials and bureaucracy are highly committed and collaborated in administrative reform. In the broader context, this model can be applied to gauge public organizations in which politicians and civil servant involved together as actors of reform.

Discussions

An Alternative Framework for Assessing Government Image

This study corroborates with Carpenter (2010b) who argued that public perception will shape image and reputation to the public organizations. He stated, "The action of government entities, especially the more visible and controversial ones, will feed back the reputations that empower

and constrain them" (p.35). To some extent, the result of this study shows a different angle of public organization image by presenting both political images to the politicians as elected officials and bureaucratic image to civil servants as appointed officials in one frame of image. This finding demonstrates dissimilarities with perceived organizational image focused on the single entity like brands as well as products in private sector (Gilpin, 2010), political candidacy (Dimitrova and Bystrom, 2013) or regulatory agency (Carpenter and Krause, 2012; Maor, 2010, 2011). Recent research on public organization image and reputation which focused on government agency deals with regulatory power such as Carpenter (2010b); Gilad, Maor, and Bloom, (2013) and Maor (2010; 2011) discussed the image and reputational power of government agency as one entity. This means that the image perceived by the external audience is addressed to the organization as a single element of the entire organization. Whereas the result of this study establishes dual image entails political image to elected officials and bureaucratic image to civil servants as professional officers.

Different types of public organization and contextual political system yield varied perceived images and implications toward organizations. For instance, Carpenter (2010b:491) argued that bureaucratic reputations in the government agency as a political asset can improve public support, enhance autonomy and discretion from elected officials, protect the agency from political attack, and recruit as well as retain valued employees. However, antithetical outcome found in Jakarta Provincial Government's case due to its confronting image between governor and civil servants emerge in the non-agency-type of public organization. Thus, the political asset of bureaucracy is not always achieved, especially when bureaucracy is perceived to be negative while governor as elected official obtains positive perception. This condition will diminish public support for bureaucracy and civil servants.

Accordingly, the typology model being proposed in this study has important implications to describe and explain the phenomena of image construction in local government generated by online perception. In a different perspective, it offers an alternative framework to assess and evaluate citizen perception to the public organization where elected officials and appointed officials are perceived differently in one organizational entity. The model aids public organizations to scan their perceived image from their audiences so they can cultivate strategic communication policy to improve their image perception. Thus, the central contribution of this study is to provide a conceptual framework and scanning instrument of local government image which allows public managers employ it in their reputational-based management and public communication strategy.

The vital message of the image and reputational power is "look at the audience, and look at the threats" (Carpenter, 2010b: 832). Managing reputation and image in government matters since the image produced by audiences' perception and judgment over time will shape reputation and affluence not only the power, autonomy, and legitimacy (Carpenter and Krause, 2012) but also protective shield from organization's opponent (Hood, 2002;2011 Yesilkagit, 2012). As one of strategic communication means that shape image construction from online audiences, government social media incredibly related with reputational management. Thus, preserving online reputations as social assets are very beneficial to maintain citizen trust to the government (Sobaci, 2015:15). It also affirms to Wæraas and Byrkjeflot (2012) who argued that public organizations which inherited political nature may have more constraints on their reputation management strategies.

This will notice public managers considering the use of social media on government public relation policy in the effort of improving transparency as well as citizen engagement to achieve citizen trust.

Toward Radical Transparency

One of the most challenging issues in the government social media is the phenomena called radical transparency. This notion was initiated by Mergel (2012) to define the condition whereas all decision-making processes are made public through the transparent process within government. It shows entire process in policy-making from formulation to final output are transparent and accessible to the public. There is still little evidence that governments open their 'black box' process or 'behind the door' to public as Heald (2006) called it as process transparency that uncover the operational aspects of government process. The high official meeting videos in this study is an example of Heald's process transparency which potentially closes to Mergel's radical transparency. In this case study, the public can conduct surveillance to public policy-making and monitor the decisions made by officials by watching them on YouTube channel.

In the other facet, social media-based transparency has not been regarded without opponents. Particularly, the argument that social media use is sometimes biased and misused for political interest (Lin et al., 2011). Thus, there is a possibility that social media as a channel of interactions for government with the public may be placed as blame game arena. This is because today's knowledge society and blame culture that foster the concern of government reputational risk (Gilad, Maor, and Bloom, 2013; Maor, 2015). Whether the YouTube channel, in which politician or public manager search for shield by blaming other is still unknown. In the sense of radical transparency, further theoretical debates need to be linked with blame game theory (Hood, 2011) to uncover the disputes of social media bias in achieving transparency and accountability.

Conclusions

The motivation of this study is to investigate online perception on local government image embodied by viewer comments posted in Jakarta Provincial Government YouTube official videos. It also aims to develop a typology model of local government image to ease the elucidation of the local government image. This study is based on a data set of 346 official YouTube videos which were uploaded from 1 March 2016 to 31 May 2016 and 8237 coded comments. It shows that online perception on Jakarta Provincial Government image presents in both political and bureaucratic dimensions. The political image and bureaucratic image are emerged concurrently in one organizational entity. It also configures variations on local government image that can be described in a typology model.

The model contains four different types of local government image based on the degree of sentiment perception to political image and bureaucratic image. The first type is mutual benefit image which shows both political and bureaucratic image are highly perceived positively by public.

The second type of image is called asymmetrical bureaucratic heavy when bureaucracy perceive positively while the politician is viewed negatively by citizens. By contrast to second image type, the third type called asymmetric political heavy which indicated by positive image for the politician and negative image for bureaucracy. The last type is collateral disadvantage when both politician and bureaucracy are negatively viewed by public audiences. Four types of local government image existed in the case study context. The model helps public managers to scan the position of image as the standing point to maintain strategic communication in government public relation and reputational management.

In regards to the pragmatic aspect, the online-based typology model of local government image has promised some potentials. The model is assumed as an incisive framework to be utilized on assessing image to other types of public organizations in which politically lead by politicians. Also, it can be employed to any government levels and any means of media used as reputational management basis and citizen interaction mechanisms. Further, this case study confirms that Jakarta government is on the track toward radical transparency where the public can inspect the operational aspects of local government through the official YouTube videos uploaded by OCIPR (Office of Communication, Information, and Public Relation).

Limitations of the Study

This study does have some limitations that need to be noted. Firstly, the finding of this study is limited to online perception and took place in non-agency-typed of public organizations in developing country. Thus, it cannot be generalized in any administrative contexts. However, it enhances our understanding of online-based government image emanated from social media platform in the local context which distinguished from recent studies on organizational image and reputation on regulatory agencies in developed countries. Secondly, it only examines local government image from YouTube viewers as the single-online audience on the internet, not in real fields. Albeit it embodies from public virtual space, however, this image will affluence the real world since the fact of what Gilpin (2010:269) called 'blurring boundary' between traditional and new media where traditional media as now days often take the source from new media included social media (Robinson, 2007). Thirdly, this study omitted from the phenomena of 'cyber troops' who are exploited to lead public opinion by attacking their opponents for political benefits. In Indonesia, cyber troops are widely obvious, especially in public election momentum. Lastly, it has limitation in time frame and resources which affect the depth of investigation restricted to three-month durations of uploaded videos. Thus, it only captures the condition at mentioned time, yet it could not analyze the trends and changes in image perceptions across time to understand the role of YouTube platform in image construction.

Future Research Agenda

As an explorative research, this study is only the beginning step in studying local government image derived from social media as strategic use of communication. Thus, it has thrown up many inquiries in need further investigations. Three different trajectories can be projected for future research directions. First, further research is needed to determine the role of YouTube in shaping local government image across time by investigating trends via longitudinal study using sophisticated statistical tools. By scrutinizing the pattern of image construction from the beginning of YouTube-based interaction initiative until recent updates, we can understand the impacts and dynamics of YouTube on local government image building. Second, it is very valuable to disclose and make sense how and why image construction builds from the social media platform. Therefore, contributing factors on online image construction need to be studied to obtain comprehensive explanation on local government image emanated from social media. Third, studying from internal perspective will be an advantage to uncover motives and impacts of YouTube based-interaction, especially the use of social media communication linked with blame game theory and its impact on politicians and bureaucracy, civil servant behaviors, and public service motivation.

Practical Recommendation

These findings suggest some practical implications to Jakarta Provincial Government, especially for OCIPR to manage its YouTube channel and other social media in general, as the medium of interaction to citizens. Firstly, since the social media is designed for interactive communication, transparency, public participation and engagement, thus, providing responses to viewers' comment and questions is not a bad option if their questions are appropriate and answerable. Recently, there are no official responses to viewers' comments that may cause a 'wild ball' information. This will potentially generate misinterpretation, even public bullying, and the problem of comprehension. If the YouTube channel is aimed at disseminating information only, and yet public engagement, it is better to switch off the comment facility on the channel to avoid misinterpretation, biased information, and misused for any vested interests. Secondly, personal event contents from the governor, the vice governor, or civil servants' videos are better not to be uploaded since the channel is officially owned by Jakarta Provincial Government and restricted for official use only. The reflective result shows that personal event videos mostly generate irrelevant comments from online audiences.

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