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STRATEGIC DIRECTIONS FOR DEVELOPING SMART TOURISM: A POLICY FRAMEWORK BY THE MINISTRY OF TOURISM AND CREATIVE ECONOMY

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Abstract

As the epicenter of Indonesia's government and economy, Jakarta is expected to spearhead the growth of the tourism industry. To meet this expectation in the context of the fourth industrial revolution and the era of digitalization, Jakarta's tourism sector must be bolstered by various ICT applications. These applications are crucial for enhancing both the city's tourism competitiveness and the visitor experience. The concept of a "Smart Tourism City" has gained traction as a means to achieve these objectives. This concept focuses on smart tourist governance in terms of attractiveness, accessibility, readiness for digitalization, sustainability, and fostering partnerships. This study aims to explore national strategies through interviews with four key informants from the Ministry of Tourism and Creative Economy. The results indicate that the ministry has adopted three primary strategies. First, they are developing strategies and a policy framework for the integration of technology into the tourism sector. This involves creating guidelines and regulations to support digital transformation within tourism services and operations. Second, the ministry emphasizes the importance of collaboration with various stakeholders, including government bodies, private sector entities, local communities, and international partners, to create a supportive ecosystem for smart tourism initiatives. Lastly, the ministry focuses on establishing and utilizing digital infrastructure in tourist destinations. This includes deploying high-speed internet, digital payment systems, and other smart technologies to enhance the tourist experience. By implementing these strategies, Jakarta aims to lead as a smart tourism city, leveraging technology to boost its tourism industry while ensuring sustainability and an improved experience for visitors.

Keywords: *collaboration, ICT, smart tourism, smart destinations, urban tourism*



INTRODUCTION

As the hub of regional and national economic activity, Jakarta aspires to lead the development of industries supporting Indonesia's economic growth, including tourism. According to Bank Indonesia, tourism contributed 4.5% to the national GDP in 2022, generating a total foreign exchange income of US\$ 4.26 billion. However, the city's tourism industry requires support from various ICT applications to adapt to the digital era, aiming to boost visit frequency and enhance the visitor experience. The term "smart tourism city" encapsulates these goals, drawing from the concepts of "smart tourism" and "smart city." A smart tourism city focuses on city tourism governance with key elements such as destinations, attractions, accommodations, and transportation, where digitalization enhances the experience without compromising environmental preservation. This approach aims to improve urban tourism, increase destination competitiveness, and result in more efficient resource management (Rahmat et al., 2021).

Transforming Jakarta into a smart tourism city requires gradual and systematic development across various tourism sectors. Compared to other global cities, Jakarta still has progress to make in implementing smart tourism (Widodo et al., 2021). Given the advanced development of the global tourism industry, Indonesia, especially Jakarta as its economic center, needs to catch up to become more competitive as a high-value tourism destination. Implementing the smart tourism concept will foster urban growth, enhance visitor experiences, improve public welfare, and boost the efficiency of the smart business ecosystem, leading to competitive sustainability (Hanum et al., 2020).

Smart tourism is a topic that has not been thoroughly explored in Jakarta, despite its importance in Indonesia's smart city framework. Jakarta is not only the nation's smartest metropolis but also a popular urban destination. Prior research has primarily concentrated on evaluating Jakarta as a smart city, with a particular emphasis on the implementation of smart city applications, smart mobility, smart governance, and smart people (Mahesa et al., 2019; Mutiara et al., 2017; Sangaji et al., 2021; Supangkat et al., 2020; Zhu and Alamsyah, 2022). Currently, research on the implementation of smart tourism in Jakarta has focused solely on the use of ICT within certain tourist sites and organizations (Levyta et al., 2022; Lily Anita et al., 2021; Widodo and Dasiah, 2021). Consistent with previous studies conducted in other countries, it has been shown that only a small number of studies have examined the role of tourism in smart cities (Gretzel and Koo, 2021; Ivars-Baidal et al., 2023). Hence, it necessitates the utilization of cross-disciplinary research approaches to obtain the essential insights for establishing connections between the domains of smart cities and smart tourism (Gretzel and Koo, 2021).

Supporting Jakarta as a smart tourism city involves numerous stakeholders, with significant participation from the central government to develop relevant policies and implement smart tourism elements in collaboration with local governments. The Ministry of Tourism and Creative Economy (Kemenparekraf), which oversees tourism and creative economy activities, is a key stakeholder whose insights are crucial. This study aims to examine the policy direction of Kemenparekraf for developing tourism destinations, particularly in urban areas, towards smart tourism cities. The research will provide recommendations to local authorities and other stakeholders to progressively develop smart tourism cities in Indonesia.



Smart Tourism Destination

The concept of a smart tourism destination, or smart destination, was developed to apply the smart city idea to tourist attractions. Given the vast amount of tourism information and the heavy reliance on ICTs, it is unsurprising that smart city principles are applied to tourism. Smart tourism is heavily supported by smart city concepts, involving the application and integration of ICT and resource management by stakeholders, such as destinations, to achieve sustainable development and improve quality of life. However, the focus of each differs: smart destinations place greater emphasis on tourists compared to smart cities (Gretzel and Koo, 2021; Ortega and Malcolm, 2020). Thus, by integrating all stakeholders to create a sustainable destination in terms of economy, environment, and social structure, the data collected and analyzed within a smart destination framework aims to enhance the visitor experience.

Recent research indicates that despite the origins and characteristics of smart cities and smart destinations, there is often a gap between local-scale smart city and tourism initiatives. Several authors (Akbar et al., 2024; Chung et al., 2021; Gretzel and Koo, 2021; Soares et al., 2021) advocate for the Smart Tourism City concept to manage the blend of work, play, and mobility activities in urban environments. According to these authors, the principles of a smart tourism city merge those of a smart city and a smart destination. A "smart tourism city" is defined as "an innovative tourist destination that guarantees sustainable development, facilitates and enhances visitors' interaction with experiences at the destination, and improves residents' quality of life" (Lee et al., 2020, p.2). Figure 1 shows the smart tourism framework, which illustrates how these principles come together to create a cohesive and integrated approach to urban tourism and city management.

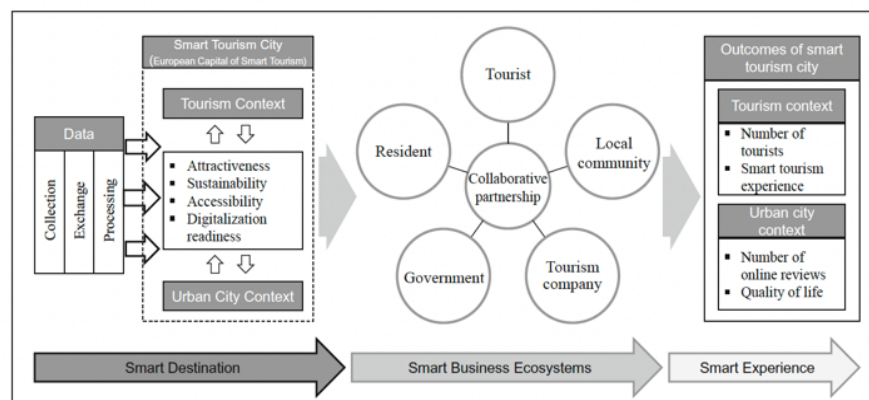


Figure 1. Smart Tourism Framework

Source: Chung et al., 2021

As shown in Figure 1, Chung et al. (2021) updated Gretzel et al.'s (2015) smart tourism framework, identifying three elements of smart tourist cities: smart destination, smart experience, and smart business. Smart destinations enhance tourists' communication and engagement opportunities in urban settings, fostering closer connections with city residents, local businesses, government, and attractions. Reflecting the smartness component in city management (Albino et al. 2015), the aim of smart destinations is to integrate tourism stakeholders, providing easy access to tourist information, attractions, packages, transportation, and amenities (Hunter 2021; Buhalis and Amaranggana 2015).

The second element, smart business, is a dynamic ecosystem of interconnected businesses where diverse participants collaborate to share and co-create tourism resources (Lee et al. 2020). Considering all aspects, it is evident that smart cities offer residents access to resources, mobility, and a sustainable standard of living. These integrated smart environments also facilitate tourism, enhancing the tourist experience. Consequently, smart destinations and the business ecosystem form the foundation of smart experiences, which current ICTs have enhanced for both tourists and residents.

The remainder of the paper is structured as follows. The methodology outlines our two data collection approaches: interviews and literature reviews. The findings section presents the development of strategies and policy frameworks regarding the use of ICT in tourism conceptualized or implemented by the Ministry of Tourism and Creative Economy, highlighting the progress of collaboration and cooperation with stakeholders, and examines the development and use of digital infrastructure in tourist destinations. The conclusion summarizes key findings, highlights theoretical and practical contributions, and proposes avenues for future research.

METHODOLOGY

The information used for the main points of the discussion in this study was collected using a qualitative methodology. The authors report the study findings based on fieldwork reports, opinions, and data analysis. In-depth interviews were the primary data collection method, conducted from February to May 2023. A purposive sampling was used for selecting respondents. In this case, the informants were selected based on their skill, knowledge, and experience in the appropriate subject matter. The authors interviewed four key informants, namely:

1. Senior Policy Analyst of Thematic Tourism and Governance Materials from the Directorate of Destination Development 1 of the Deputy of Destination and Infrastructure Development at the Ministry of Tourism and Creative Economy
2. Director of Destination Governance of the Deputy of Destination and Infrastructure Development at the Ministry of Tourism and Creative Economy
3. Junior Policy Analyst from the Directorate of Destination Governance of the Deputy of Destination and Infrastructure Development at the Ministry of Tourism and Creative Economy
4. Coordinator of the Tourism Crisis Management of the Directorate of Destination Governance of the Deputy of Destination and Infrastructure Development at the Ministry of Tourism and Creative Economy

The collection and analysis of secondary data were also carried out and sourced from presentation documents by an additional informant from the Ministry of Tourism and Creative Economy, who serves as a Senior Policy Analyst from the Directorate of Destination Governance under the Deputy of Destination and Infrastructure Development. Lastly, in order to analyze the data, we employed methods commonly used for this type of study, such as repeatedly reading the material and coding it to identify recurring patterns. Using the software Atlas.ti 8, we coded all interview-related digital data (audio and video files) and created transcriptions. During the coding process, significant phrases and words



were categorized and grouped based on their similarities, leading to the identification of major themes for each group.

FINDINGS AND DISCUSSION

Developing Strategies and Policy Framework Regarding the Use of ICT in Tourism

The rise of the Industrial Revolution 5.0, characterized by easy access to information through digital media, compels Indonesia, still in the Industrial Revolution 4.0, to accelerate its tourism sector development to accommodate the digital cultural shift. The national government has tasked the Ministry of Tourism and Creative Economy with creating a strategy to harmonize media and digital infrastructure within the tourism sector. The Ministry's digital tourism strategy primarily supports the application of information technology in tourist destinations to create quality, digitized tourism experiences. This strategy is outlined in two policy directions in the Ministry's 2020-2024 Strategic Plan: promoting tourism marketing through strategic partnerships and encouraging innovation and technology adoption to support tourism and creative economies.

The first policy-related strategy involves using technology, especially digital marketing, to comprehensively promote Indonesian tourist destinations. With generations Y and Z being "always connected travelers," the Ministry collaborates with content creators, influencers, and filmmakers across various media (paid, owned, social media, endorsements) to enhance tourism awareness and increase visitor numbers. Utilizing films as a promotional tool for tourism endeavors is anticipated to yield multifaceted benefits, including heightened public awareness, amplified destination popularity, and a surge in tourist footfall to associated travel destinations. The utilization of cinematic mediums as a conduit for showcasing tourist attractions and cultural experiences not only captivates audiences but also imbues them with a sense of intrigue and curiosity, thereby stimulating their interest in exploring these destinations firsthand.

Meanwhile, strategies pertaining to the second policy aim to optimize the effective and efficient utilization of cutting-edge technology. The primary objective of this approach is to leverage ICT as a facilitator in promoting destinations, ensuring seamless integration of all components and stakeholders within the tourism ecosystem, including accommodations, transportation services, attractions, ancillary facilities, and other amenities, with tourists. The envisioned outcomes are envisioned to be realized through the application of big data analysis and artificial intelligence, which will enable the Ministry of Tourism and Creative Economy to gain a holistic understanding of travel patterns, expenditure behaviors, and various other pertinent data delineating the characteristics of tourists in Indonesia. Consequently, the systematic collection and interpretation of big data will be conducted incrementally to inform the formulation of future public policies concerning marketing strategies. These policies are aimed at enhancing the perception and commercial value of Indonesian tourism among tourists, while also ensuring the adaptability of Indonesian tourism activities to emerging trends and societal shifts precipitated by the aftermath of the COVID-19 pandemic.

The strategies and policy framework concerning the use of ICT within Indonesia's tourism sector, whether still in the conceptualization phase or already in execution by the Ministry of Tourism and Creative Economy (Kemenparekraf), are poised to adeptly address and actualize the national tourism targets delineated within the Ministry's Strategic



Plan Document (Renstra) 2020-2024. These national tourism targets encompass five main development aspects: contributions to national and regional GDP, tourism foreign exchange earnings, employment, competitiveness index, and the number of foreign and domestic tourists. To realize these targets, a sophisticated decision support system (DSS) is deployed, integrating three discerning analytical methodologies: assessment of tourism destination service capacities, evaluation of tourism's competitive edge and sustainability, and scrutiny of tourism's economic valuations. Ultimately, these three analytical methods will culminate in policies based on a decision support system that is expected to realize improvements in the quality of tourism services, an increase in the quantity of tourism services, an increase in the number of destinations, an increase in tourist length of stay, an increase in tourism competitiveness between regions, and an increase in tourist spending.

Collaboration and Cooperation with Stakeholders

In the strategic pursuit of developing digitized tourist destinations across Indonesia and ensuring the realization of high-quality tourism experiences on a national scale, thorough collaboration and cooperation with diverse stakeholders, spanning government entities, state-owned enterprises, private corporations, and academia, are diligently undertaken. The Ministry of Tourism and Creative Economy endeavors to forge alliances with strategic partners hailing from various backgrounds to enhance operational efficiency in both financial and technical realms, while also valuing their perspectives in the decision-making processes to foster an inclusive travel milieu. Here are examples of collaboration and cooperation endeavors with various stakeholders that have been either planned or implemented by the Ministry of Tourism and Creative Economy:

Collaboration with Public Sector

Joint efforts with the Ministry of Communications and Informatics (Kominfo) spearhead the development of ICT infrastructure in five Super Priority Destinations (DSP) and tourist villages across Indonesia, aimed at establishing comprehensive signal coverage to bolster digital tourism trends. Additionally, collaboration extends to service development for priority tourist destinations, remote locales with prevalent connectivity gaps, and tourist villages situated far from technology hubs.

Complementing these efforts, the Ministry of Tourism and Creative Economy is adopting smart management practices by developing a big data tourism portal at bigdata.kemeparakraf.go.id, which will be accessible to policymakers across all sectors and ministries, as well as the general public seeking comprehensive and precise tourism data. This portal is a collaborative effort between the Electronic-Based Government System (SPBE), the Ministry of Tourism and Creative Economy, and Satu Data Indonesia, governed by presidential and ministry regulations. To enhance data diversity, automated data collection through scraping, crawling, and API integration from third-party platforms is being employed.

In addition to the big data tourism portal, the Ministry has launched the Tourism Village Network System (Jadesta) and the National Tourism Information System (Sisparnas) to support big data in tourism. Jadesta is an information system for the distribution of Tourism Villages with profiles and indicators based on self-assessments from managers. It covers main objectives such as profiling, classification, the Ministry's support, collaboration, and digital villages. Meanwhile, Sisparnas is expected to serve as a



digital data processing technology to support monitoring national tourism development, providing easy, fast, real-time, and up-to-date information. The data sources are self-inputted, creating a collaboration between destination managers, the tourism industry, and Provincial/District/City Tourism Authorities.

Further enhancing data accuracy, the implementation of Mobile Positioning Data (MPD) for tourism in Indonesia involves collaboration for calculating tourists in Cross-Border Areas with the Central Statistics Agency (BPS) and Telkomsel as the data provider. BPS uses Mobile Positioning Data (MPD) to count foreign tourist visits that do not go through immigration checkpoints. This strategy has been in place since 2016, with the mission of improving the quality of tourism statistics, enhancing government budget efficiency, and producing results in the form of mapping and assessing potential development areas.

To support these initiatives, cooperative ventures and coordination with the Tourism and Creative Economy Office (Disparekraf) in each region serve as the executive arm for the creation of localized websites or tourism applications (e.g., the JAKI application for Jakarta tourism). These efforts are accompanied by ongoing monitoring and evaluations to ensure periodic ICT maintenance and advancement for enhanced destination accessibility.

Lastly, intra-organizational collaboration within the Ministry of Tourism and Creative Economy and strategic partners aims to furnish preventive and remedial media centers. This is exemplified by the establishment of the Tourist Information Center (TIC) by the Labuan Bajo Tourism Authority on the occasion of the ASEAN Summit in Labuan Bajo, demonstrating a commitment to providing timely and effective information to tourists.

Collaboration with Private Sector

Collaboration and partnership initiatives with state-owned enterprises are exemplified by endeavors undertaken in Taman Mini Indonesia Indah (TMII) alongside InJourney. These initiatives aim to enhance tourism infrastructure and services, showcasing the synergy between government and state-owned entities in promoting tourism development. Building on this foundation, collaborative efforts with Telkomsel are focused on devising specialized media platforms that foster connectivity and enable visitor management between tourist destinations in Indonesia. This collaboration aims to streamline communication and provide seamless experiences for tourists through advanced digital solutions.

To further these efforts, there are ongoing initiatives to address financial and technical aspects of developing or rejuvenating digital infrastructure in tourist destinations. These involve private companies and start-ups such as Telkomsel and Grab, highlighting the role of the private sector in enhancing tourism infrastructure and services.

In pursuit of electronic-based smart marketing, the Ministry of Tourism and Creative Economy launched the indonesia.travel website. This platform provides comprehensive tourism information, including details on destinations, attractions, event calendars, travel guides, articles, and promotional news. The Ministry collaborates with Jejak.in to introduce a system for calculating and balancing carbon footprints, known as carbon offset, through a carbon calculator on the website.



Additionally, collaborative efforts with PT. Esensi Solusi Buana supports the digital transformation of MSMEs and prepares business owners for Industry 4.0, enabling them to compete globally. This is achieved through the Supply Chain Program for the digitalization of Tourism Villages and enhancing financial literacy for business actors, particularly MSMEs in Indonesia. These initiatives underscore the importance of empowering local businesses in the digital age.

In fostering resilience against tourism disasters, collaborative frameworks have been established with various authorities from academia and research institutes, including the National Agency for Disaster Countermeasure (BNPB), the National Search and Rescue Agency (Basarnas), the Disaster Risk Reduction Center (DRRC) at the University of Indonesia, and academic institutions from leading global universities, such as Kobe University in Japan. These collaborative efforts encompass initiatives related to profiling tourist destinations and the preparation of training modules and Resilient Tourism Guidelines. Through these partnerships, the focus is on enhancing the resilience and safety of tourist destinations, ensuring that both local communities and visitors are better prepared and protected in the event of disasters.

Development and Use of Digital Infrastructure in Tourist Destinations

In the age of digitalization within Industry 4.0, a pivotal element in enticing tourists and amplifying the significance of tourism in the economy lies in the integration of "smart" technologies across tourism management domains. Emphasis is also placed on the accessibility and comprehensiveness of information, with digitalization serving as a facilitator for seamless data collection and interpretation. In alignment with this, the formulation of a policy framework centered on the imperative development and utilization of digital infrastructure technology 4.0 to enhance tourists' experiences when visiting diverse destinations across Indonesia is advocated. Below are instances of strategies that have been either planned or implemented by the Ministry of Tourism and Creative Economy.

The utilization of digital technologies stemming from external innovations has made advanced tools readily accessible to all. Websites offering virtual guided tours and services like Google Translate are prime examples of how these innovations can enhance the tourism experience, providing travelers with convenient and immersive options. Building on these innovations, the integration of digital information systems is transforming the visitor experience. Automated ticket purchases via QR Codes help mitigate wait times, while the launch of travel-enhancing apps, particularly those offering virtual guided tours focusing on cultural and historical aspects, enriches the travel experience by making it more seamless and informative.

To support these digital advancements, there is a concerted effort to enhance both the quantity and quality of internet networks, including Wi-Fi and internet signals, across various destinations and tourist villages. This initiative aims to ensure robust internet connectivity services, aligning with the digitalization needs of modern tourism. Collaboration with stakeholders in the digital industry, such as Telkomsel, plays a crucial role in achieving these goals.

Telkomsel's role in Mobile Positioning Data (MPD) involves collecting and processing anonymized mobile data, which helps track the number of tourists entering various regions without passing through traditional immigration checkpoints. This data is



then analyzed to generate insights on tourist behavior, including their travel patterns, duration of stay, and frequently visited locations. By utilizing its advanced data analytics capabilities, Telkomsel ensures the data's reliability and accuracy, which is essential for the Central Statistics Agency (BPS) to produce high-quality tourism statistics.

Further augmenting the digital transformation of tourism, advanced technologies such as VR/AR are being deployed in tourist destinations to enhance inclusivity in the travel experience. For instance, at the Candi Borobudur tourist site, VR/AR technologies provide enriched experiences. Additionally, sensors for crowd monitoring in select regions and destinations, along with chatbot functionalities on regional tourism websites, help manage and improve visitor experiences through real-time data and interactive support.

CONCLUSION

This study aims to examine the policy orientation of the Ministry of Tourism and Creative Economy in creating tourism destinations, with a specific focus on the transformation of metropolitan regions into smart tourism cities. The research indicates that the Ministry, under the supervision of the Deputy for Destination and Infrastructure Development, has undertaken the task of creating, designing, and executing policies to promote the growth of Smart Tourism Cities in Indonesia by using technology. The Ministry utilizes a primary approach that entails broad engagement with a wide range of stakeholders. The Ministry's objective is to improve effectiveness, take into account the viewpoints of both domestic and foreign visitors when making decisions to promote an all-encompassing travel experience, and employ big data to gather and evaluate many facets of the tourism industry.

This study provides valuable insights into the ways in which technology progress and cooperation among stakeholders may foster the growth of smart tourism towns. It offers valuable information on how to successfully implement regulations that may be used as a blueprint for other areas seeking to improve their tourist infrastructure. The report provides useful insights into how the Ministry's strategic approach may be used to integrate technology and data analytics, resulting in improved tourism management and more engaging and efficient visitor experiences.

To further investigate, it is recommended to examine the enduring effects of these policies on the economics of local areas and the overall well-being of communities. In addition, conducting comparison research across other places that have implemented comparable smart tourism plans might offer a more comprehensive comprehension of optimal approaches and possible challenges. Additional investigation might also concentrate on the function of future technologies, such as artificial intelligence and the Internet of Things, in augmenting smart tourism city projects. Furthermore, conducting an analysis of tourists' happiness and behavioral modifications arising from smart tourism advancements will provide useful insights for the ongoing enhancement of these policies.



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