

Evaluation of the Implementation of the Creative Economy Program in Makassar through Analysis of Regulatory Documents and White Papers

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Abstract : This study aims to evaluate the implementation of creative economy programs in Makassar City through a systematic review of local government regulations and official reports. The background of this study rests on the strategic role of the creative economy as a driver of innovation-based, cultural, and technology-oriented economic growth, as emphasized in national policy documents such as the Medium-Term National Development Plan (RPJMN) and the directives of the Creative Economy Agency (Bekraf) prior to its integration into the Ministry of Tourism and Creative Economy. At the local level, the Makassar City Government has demonstrated its commitment through several regulations and programs implemented by related agencies such as the Department of Tourism and the Department of Cooperatives and SMEs. This research employs a qualitative approach with content analysis of policy documents, including regional regulations, the 2021–2026 Regional Development Plan (RPJMD), strategic plans (Renstra) of local agencies, performance accountability reports (LKjIP), and program budget realization reports from the last five years. The analysis focuses on policy objectives, alignment between planning and implementation, performance indicators, budget realization, and implementation challenges. The results indicate that, although a supportive regulatory and policy framework exists, the implementation of creative economy programs in Makassar remains suboptimal. Key obstacles include weak cross-sector coordination, limited budget allocation for creative subsectors, the absence of a comprehensive mapping of all 17 creative economy subsectors, and inadequate performance indicators to measure real impacts. Moreover, limited involvement of local creative actors in policy formulation and evaluation constrains policy effectiveness.

Keywords: creative economy, public policy, implementation, local government, Makassar

Abstrak: Penelitian ini bertujuan untuk mengevaluasi implementasi program ekonomi kreatif di Kota Makassar melalui analisis sistematis terhadap berbagai dokumen regulasi dan laporan resmi pemerintah daerah. Latar belakang studi didasarkan pada peran strategis ekonomi kreatif sebagai penggerak pertumbuhan ekonomi berbasis inovasi, budaya, dan teknologi lokal, sebagaimana diarahkan dalam dokumen nasional seperti RPJMN dan kebijakan Bekraf sebelum integrasinya ke Kementerian Pariwisata dan Ekonomi Kreatif. Di tingkat lokal, Pemerintah Kota Makassar telah menunjukkan komitmen melalui penerbitan sejumlah regulasi dan pelaksanaan program oleh perangkat daerah terkait. Penelitian ini menggunakan pendekatan kualitatif dengan metode analisis isi terhadap dokumen peraturan, RPJMD 2021–2026, Renstra OPD, LKjIP, serta laporan realisasi anggaran program ekonomi kreatif selama lima tahun terakhir. Analisis difokuskan pada kesesuaian antara perencanaan dan pelaksanaan program, indikator kinerja, realisasi anggaran, serta tantangan implementasi. Hasil penelitian menunjukkan bahwa meskipun terdapat kerangka regulasi dan kebijakan yang

mendukung, implementasi program ekonomi kreatif di Makassar belum optimal. Hambatan utama meliputi lemahnya koordinasi lintas sektor, rendahnya alokasi anggaran khusus untuk subsektor ekonomi kreatif, belum adanya pemetaan komprehensif terhadap potensi 17 subsektor, serta keterbatasan indikator kinerja yang dapat mengukur dampak nyata program. Selain itu, partisipasi pelaku ekonomi kreatif lokal dalam perumusan hingga evaluasi program masih minim, sehingga efektivitas kebijakan belum sepenuhnya tercapai.

Kata kunci: ekonomi kreatif, kebijakan publik, implementasi, pemerintah daerah, Makassar

INTRODUCTION

In recent decades, the world has entered a new economic era characterized by the dominant role of ideas, creativity, and innovation as the main resources in economic value creation. This change encourages the birth of the concept of the creative economy, which is an approach to economic development that relies on the strength of ideas, culture, human talent, and the use of technology. The creative economy is considered to be able to make a significant contribution to economic growth, job creation, and strengthening the cultural identity of a nation.

In Indonesia, the creative economy began to gain strategic attention since the mid-2000s, marked by the inclusion of this sector in national planning documents and the establishment of special institutions such as the Creative Economy Agency (Bekraf) in 2015 (which is now merged into the Ministry of Tourism and Creative Economy). The central government has also identified 17 subsectors in the creative economy that are considered to have the potential to be the driving force for development, such as culinary, fashion, crafts, applications, music, and film. This approach has become an alternative model of economic development that is inclusive, sustainable, and based on local potential.

As a metropolitan city and the center of growth in eastern Indonesia, Makassar has a very rich social and cultural capital for the development of the creative economy. The city not only has a creative community that grows organically, but is also supported by the rich local culture of Bugis-Makassar, a growing information technology base, and the growing interest of the younger generation in creative entrepreneurship. In line with the direction of national development, the Makassar City Government has begun to include creative economy programs in planning documents such as the RPJMD and the Regional Apparatus Strategic Plan. Various initiatives such as training of creative actors, art and cultural festivals, the provision of co-working spaces, and the promotion of local products are part of the implementation of this policy. However, the effectiveness of the implementation of creative economy programs at the regional level often faces various structural and operational challenges. Previous research and field reports show a number of problems, such as weak coordination across Regional Apparatus Organizations (OPD), overlapping programs, lack of measurable performance indicators, and limited budget allocation. In addition, consistency between the policies designed and their implementation on the ground is still a big question. Often the programs listed in the planning document are not optimally realized, or are not well reflected in the government accountability report.

It is in this context that the analysis of regulatory documents and official reports is an important method to evaluate how creative economy programs are actually implemented. By analyzing the RPJMD, Mayor Regulations, OPD Strategic Plan, Performance Reports (LKjIP), and budget realization, researchers can assess the extent to which the policy is translated into real action and what obstacles are faced during its implementation. This approach is not only evaluative, but can also provide a systematic picture of vertical and horizontal consistency in multisectoral public policies such as the creative economy.

This evaluation is increasingly important considering the urgency of strengthening the creative economy sector after the COVID-19 pandemic, where many creative business actors are affected and need responsive and data-driven policies. In addition, the results of the

evaluation can also be the basis for recommendations for future decision-making, in order to strengthen a sustainable and inclusive local creative economy ecosystem in Makassar City.

With this background, this research was conducted to evaluate In contrast to previous studies that focused mainly on community-based creative economy development or regional creative clusters, this research emphasizes the policy evaluation dimension through a document analysis approach. This perspective enables a more objective assessment of how creative economy policies are formulated, implemented, and reported by local governments. Therefore, this study provides a novel empirical contribution by highlighting the policy–practice gap in Makassar’s creative economy governance, which has not been systematically explored before. The implementation of the creative economy program in Makassar City through an in-depth analysis of official documents representing the policy, implementation, and reporting of the program, so that the suitability between the plan and the realization can be known, as well as the challenges and opportunities for improvement in the future.

The creative economy has become one of the leading sectors in national and regional development, along with the shift in the paradigm of global economic development from one based on natural resources to an economy based on knowledge, creativity, and innovation. In Indonesia, the concept of the creative economy was first officially introduced in the National Medium-Term Development Plan (RPJMN) and was strengthened through the establishment of the Creative Economy Agency (Bekraf) in 2015. Since then, the creative economy has not only been seen as a new economic sector, but also as a development strategy that is inclusive, based on local potential, and able to create jobs and improve people's welfare.

The city of Makassar, as one of the centers of economic growth in eastern Indonesia, has also begun to adopt creative economy development policies in regional development planning documents. This is reflected in the Makassar City RPJMD, Regional Regulations, and the Strategic Plan (Renstra) of the regional apparatus which lists programs related to the creative economy. The local government has developed various programs and activities that support the growth of local creative economy actors, such as entrepreneurship training, facilitation of creative product promotion, and the provision of public creative spaces. This support includes several subsectors that are considered potential, including culinary, fashion, crafts, music, and digital applications. However, despite the existence of regulations and institutional commitments, the implementation of creative economy policies at the regional level often faces various challenges. Previous studies have shown that there is a gap between policy formulation and implementation, especially in terms of inter-agency coordination, program continuity, budget limitations, and lack of measurable performance indicators. In Makassar City itself, the success of the implementation of the creative economy program still needs to be studied in depth to assess the extent to which the policy has been implemented effectively and efficiently in accordance with the plan.

Therefore, this study was conducted to evaluate the implementation of the creative economy program in Makassar City by using a document analysis approach to local government regulations and official reports. The focus of the evaluation is directed at the alignment between the policies set out in the planning document and the actual reporting that reflects the implementation of the program in the field. By evaluating these documents, it is hoped that a comprehensive picture can be obtained regarding the achievements, obstacles, and potential improvements in the implementation of creative economy policies in Makassar City.

This research is important not only as an academic contribution to the public policy evaluation literature, but also as a practical input for regional stakeholders to strengthen the governance of creative economy programs. The findings of this study are expected to help identify areas that need improvement, strengthen the basis for data-driven decision-making, and encourage the development of a more directed, inclusive, and sustainable creative economy ecosystem in Makassar City.

LITERATURE REVIEW

This literature review was prepared to provide a theoretical and conceptual basis in supporting the study on the evaluation of the implementation of the creative economy program in Makassar City. There are three main themes discussed: (1) Creative Economy Concept, (2) Public Policy Implementation, (3) Policy Evaluation.

Creative Economy Concept

Creative economy refers to economic activities that rely on individual creativity, skills, and talents to create added value and employment through the exploitation of intellectual property (Howkins, 2001). In Indonesia, the concept of the creative economy has been officially adopted through the National Medium-Term Development Plan (RPJMN) document since 2005, and strengthened with the establishment of the Creative Economy Agency (Bekraf) in 2015.

According to the Ministry of Tourism and Creative Economy (2020), there are 17 creative economy subsectors which include: culinary, fashion, crafts, architecture, visual communication design, product design, film, animation, video, photography, music, performing arts, publishing, advertising, television and radio, applications, interactive games, and research and development.

The characteristics of the creative economy are:

- a. Based on the ideas and creativity of individuals or groups
- b. Relying on intellectual property
- c. Innovative and adaptive to technology
- d. Has a high potential for economic and social contribution

The creative economy is seen as able to be an alternative economic driver, especially in urban areas, by utilizing the potential of local culture and technology to create business opportunities and improve people's welfare (UNCTAD, 2010; Florida, 2002).

Public Policy Implementation

Public policy implementation refers to the process of implementing policy decisions into concrete actions by implementing actors. According to the implementation theory of Van Meter and Van Horn (1975), the success of implementation is influenced by six main variables:

- a. Size and purpose of the policy
- b. Available resources
- c. Characteristics and capacity of the implementer
- d. Communication between implementing organizations
- e. Social, economic, and political environment
- f. Disposition or attitude of the implementer to the policy

In the context of the creative economy, the implementation of regional policies is often hampered by weak cross-sector coordination, low technical understanding of the character of the creative economy, and the absence of an adequate supporting ecosystem (Yustika, 2016). This has an impact on the mismatch between planning and program realization.

Policy Evaluation

Policy evaluation is a systematic process to assess the success or failure of a public policy in achieving the goals that have been set (Dunn, 2018). Evaluation serves to:

- a. Measuring policy effectiveness
- b. Provide feedback information for policy improvements
- c. Provides the basis for subsequent decision-making

Some of the approaches to policy evaluation include:

- a. Formative evaluation: evaluating policy processes and implementation
- b. Summative evaluation: evaluating policy outcomes and impacts

In the context of this article, the evaluation focuses on the implementation of creative economy policies through a formative approach, which is to examine the extent to which

policies are implemented according to the plan contained in regulatory documents and official reports. Several previous studies have shown variations in the implementation of the creative economy in various regions. Hidayat (2021) researched the city of Bandung and found that the fashion and culinary sub-sector experienced significant growth thanks to the support of regulations and creative festivals, but faced challenges in the digital marketing aspect. Meanwhile, Rahmawati (2022) in her research in Yogyakarta emphasized the importance of the involvement of the creative community in program formulation so that policy implementation is more on target. Another study by Santoso (2020) in Surabaya shows that the success of the implementation of the creative economy program is greatly influenced by the support of the city government in providing creative hubs and creative business incubators.

RESEARCH METHODS

This study uses a descriptive qualitative approach with a document analysis method. The main data sources are in the form of laws and regulations related to the creative economy, regional policy documents and strategic plans, as well as official government reports, especially from the Tourism and Creative Economy Office and the Makassar City Bappeda. Supporting data was obtained from scientific articles, previous research reports, and official media publications.

Data Source

The data source used in this study is secondary data, in the form of written documents from local government agencies of Makassar City and other related institutions.

The types of documents analyzed include:

- a. Planning and Policy Documents: (1) Regional Medium-Term Development Plan (RPJMD) of Makassar City 2021–2026, (2) Strategic Plan of the Tourism Office, Cooperative & SME Office, and other relevant agencies (3) Regional Regulations and Mayor's Regulations related to the creative economy
- b. Implementation and Reporting Documents: (1) Government Agency Performance Report (LKjIP) (2) Annual internal evaluation document of the creative economy program (3) APBD realization report for the creative economy program (4) Report on creative activities/subsectors (e.g. training, festivals, creative MSME assistance).

Data Collection Techniques

Data collection techniques are carried out through:

- a. Documentation Study, which is the collection of official documents from: (1) Makassar City government website (bappeda.makassarkota.go.id, (2) makassarkota.go.id), (3) related OPD websites, such as the Tourism Office (4) Cooperative Office, regional library or policy archive and direct request to the agency if the document has not been published
- b. Limited Interviews (if required), conducted to officials/technical staff from the relevant agencies to obtain clarification on the content of the document or respond to findings that arise in the document analysis. Interviews are supportive, not the primary source of data.

Data Analysis

This study uses content analysis to systematically evaluate the content of documents. The analysis steps include:

- a. Data reduction: Selecting parts of the document that are relevant to the research objectives, such as performance indicators, program objectives, budgets, and implementation results.
- b. Thematic Coding: Categorize information in specific themes, such as: Creative economy policy objectives, Implementation of programs/subsectors, Budget allocation and realization, Results and evaluations and implementation challenges

- c. Data Interpretation: Interpret the coding results to find out: Consistency between planning and execution, Consistency between documents, Weaknesses and potential implementation improvements
- d. Document Triangulation: Compare the contents of different documents (RPJMD, Strategic Plan, LKjIP, and budget realization report) to test the consistency and integrity of the data.

Validity and reliability

To maintain the validity and reliability of the data, techniques are used: source triangulation, confirmation with academic literature, audit trail, and expert judgement from public policy and creative economy experts.

Research Limitations

This research is limited to official documents that are published or available until 2024. In addition, evaluation is not carried out at the micro level (actors or individual implementers), but at the level of policy and institutional implementation. The results of the study are descriptive-evaluative, not quantitative generalizations.

RESULTS AND DISCUSSION

The results of this study reveal that while the Makassar City Government has established a regulatory framework for creative economy development, the effectiveness of its implementation remains limited due to gaps in coordination, resource allocation, and regulatory clarity. A thematic analysis of the findings identifies several interrelated causal patterns between regulatory design, program implementation, and policy outcomes.

1. Regulatory Framework and Policy Coherence

The existing regional regulations and strategic planning documents position the creative economy as a key pillar of local economic development. However, these regulations are still broad and lack operational guidelines, particularly concerning incentive mechanisms, intellectual property protection, and inter-sectoral collaboration frameworks.

This regulatory vagueness becomes a causal factor behind weak implementation. When policy instruments are not translated into measurable indicators and clear implementation procedures, local agencies tend to interpret and execute programs inconsistently. This finding aligns with the policy design and implementation theory of Mazmanian and Sabatier (1983), which states that unclear policy content often leads to fragmented execution and limited outcomes.

2. Program Planning and Stakeholder Engagement

The planning documents show alignment with Makassar's potential creative subsectors—culinary, fashion, and crafts. Nevertheless, the lack of structured involvement from creative communities during program formulation has weakened the relevance of planned activities. As a result, programs tend to reflect bureaucratic perspectives rather than community-driven innovation needs. The limited participation at the planning stage thus becomes a mediating factor that reduces ownership and sustainability of program outcomes. According to Howlett and Ramesh (2003), participatory planning enhances the policy's adaptability to local contexts; its absence leads to top-down programs that fail to nurture creative ecosystems.

3. Implementation Dynamics and Institutional Coordination

Implementation analysis shows that activities such as entrepreneurship training and creative festivals demonstrate intersectoral efforts. However, the lack of budget continuity and institutional coordination has turned these efforts into short-term, event-based interventions rather than long-term ecosystem building.

This indicates a cause-effect relationship where regulatory fragmentation—manifested in overlapping mandates among local agencies—results in inefficiency and duplication of programs. As OECD (2021) notes, policy coherence across institutions is essential for sustainable creative economy governance.

4. Program Achievements and Policy Outcomes

The achievements reported in official documents mainly emphasize output indicators (e.g., number of events, participants, or trainings) without strong evidence of outcomes such as job creation or income growth. This imbalance between outputs and outcomes reflects the implementation gap—a condition where bureaucratic success does not translate into socio-economic impact.

In analytical terms, the dominance of activity-based reporting is a consequence of limited performance evaluation mechanisms and weak data integration among agencies. Strengthening monitoring systems with outcome-based indicators is therefore necessary to measure real economic contributions.

5. Structural Challenges and Causal Linkages

Budget constraints, limited human resources, and weak monitoring are not isolated issues; rather, they represent a systemic consequence of inadequate institutional design and coordination. The lack of integrated policy instruments—both vertically (between planning and execution) and horizontally (across agencies)—creates structural bottlenecks that hinder effective creative economy governance.

Hence, improving regulatory clarity, strengthening institutional coordination, and increasing community participation should be prioritized to ensure a coherent and sustainable policy cycle.

6. Thematic Synthesis and Theoretical Implications

Thematically, this study identifies three dominant causal themes shaping the policy outcome in Makassar's creative economy:

1. Regulatory Coherence → Implementation Consistency: Weak alignment between legal frameworks and operational plans causes inconsistent execution.
2. Stakeholder Participation → Program Relevance: Limited inclusion of creative communities results in less adaptive and less impactful programs.
3. Institutional Coordination → Policy Effectiveness: Fragmented inter-agency mechanisms undermine long-term ecosystem development.

These findings reinforce the argument that the success of creative economy policies is not solely dependent on innovation activities but on the systemic alignment of regulations, planning, and institutional execution (Dunn, 2018; OECD, 2021).

DISCUSSION

The findings of this study demonstrate that the implementation of the creative economy program in Makassar City, while supported by an adequate regulatory foundation, still faces challenges in achieving effective execution. To provide a deeper analytical understanding, the discussion is linked to the theoretical frameworks of Van Meter & Van Horn (1975) and Mazmanian & Sabatier (1983), both of which emphasize the determinants of successful policy implementation.

1. Linking Findings with the Van Meter & Van Horn Model

According to Van Meter and Van Horn (1975), policy implementation success depends on six key variables: policy standards and objectives, resources, inter-organizational communication, characteristics of implementing agencies, socio-economic conditions, and the disposition of implementers.

The findings from Makassar align with this model in several ways.

- First, the policy standards and objectives for creative economy development are broad and lack measurable indicators, leading to varied interpretations by implementing agencies. This weakens the translation of goals into actionable programs.
- Second, resource limitations—especially in budget and human capital—emerge as a direct cause of program discontinuity.

- Third, inter-agency communication and coordination remain suboptimal, reflected in overlapping activities and lack of monitoring integration between Dinas Pariwisata, Dinas Perindustrian, and Dinas Koperasi.

Finally, the disposition of implementers, or bureaucratic attitude, still tends to focus on fulfilling procedural targets rather than fostering long-term innovation ecosystems.

Thus, the empirical evidence reinforces Van Meter & Van Horn's argument that weak clarity of standards and limited coordination are key obstacles in achieving policy outcomes.

2. Applying Mazmanian & Sabatier's Framework

The top-down approach of Mazmanian and Sabatier (1983) highlights three essential factors in policy implementation:

- (1) the tractability of the problem,
- (2) the ability of statutes to structure implementation, and
- (3) the non-statutory variables affecting implementation, such as political support and institutional commitment.

In Makassar's case, the creative economy policy represents a complex and multi-sectoral problem, making it less tractable. The regulatory framework, while formally comprehensive, lacks operational structure—particularly in defining authority distribution, monitoring mechanisms, and evaluation indicators. This confirms the second element of Mazmanian & Sabatier's theory, where limited structuring capacity leads to inconsistent implementation.

Non-statutory variables also play a crucial role. The study found that political and institutional commitment is uneven across agencies. Some programs gain strong support due to their visibility (e.g., creative festivals), while others related to capacity building receive less attention. This dynamic supports Mazmanian & Sabatier's assertion that political support and bureaucratic incentives determine implementation success as much as the quality of the policy design itself.

3. Integrating Empirical Themes with Theoretical Perspectives

The empirical findings can thus be synthesized through these theoretical lenses into three causal mechanisms:

- a. Regulatory Ambiguity → Weak Policy Standards (Van Meter & Van Horn): Lack of specific regulatory direction results in varied interpretations across implementing agencies.
- b. Institutional Fragmentation → Limited Implementation Structure (Mazmanian & Sabatier): Overlapping mandates and absence of a clear coordination body weaken structural consistency.
- c. Political and Bureaucratic Incentives → Selective Implementation (Both Theories): Short-term, event-based activities are favored due to their visibility and political returns, rather than long-term ecosystem development.
- d. These causal mechanisms explain why the policy implementation in Makassar is more output-oriented than outcome-oriented—a symptom of policy incoherence and limited structural design.

4. Theoretical and Practical Implications

From a theoretical standpoint, this study contributes to the refinement of policy implementation theory in decentralized governance contexts. It demonstrates that even with supportive legal frameworks, weak institutional alignment and inconsistent bureaucratic commitment can constrain policy realization.

Practically, this implies that future creative economy governance must emphasize:

- the formulation of clear and measurable standards,
- the establishment of integrated inter-agency coordination mechanisms, and
- the enhancement of monitoring systems focusing on long-term outcomes rather than short-term outputs.

These findings reinforce the relevance of the classical implementation models while also suggesting the need for a hybrid approach—combining top-down regulatory structuring with bottom-up community participation to ensure adaptive and sustainable policy performance.

CONCLUSION

This study concludes that the implementation of the creative economy program in Makassar City has been supported by a sufficient regulatory and institutional foundation, but the effectiveness of its execution remains limited. The results show a gap between regulatory intent and practical outcomes, where policy implementation tends to emphasize procedural outputs rather than measurable socio-economic impacts. The analysis using the frameworks of Van Meter & Van Horn (1975) and Mazmanian & Sabatier (1983) indicates that unclear policy standards, limited resources, weak coordination among agencies, and inconsistent bureaucratic commitment are the main factors constraining successful implementation. Strengthening institutional collaboration, ensuring clear performance indicators, and increasing the involvement of creative communities are therefore critical to improving program sustainability and policy coherence in the future. However, this research has several limitations that should be acknowledged.

First, the analysis was based primarily on document review, which, while useful for understanding formal policy frameworks, does not capture the informal practices and dynamics of implementation among field actors. Second, the study did not include quantitative performance data or stakeholder interviews, which could have provided a more comprehensive understanding of causal mechanisms and policy impacts. Third, the study focused only on Makassar City, limiting the generalizability of findings to other regional contexts in Indonesia with different administrative and socio-economic conditions.

Therefore, future research should consider adopting mixed methods by combining document analysis with field observations and in-depth interviews to capture both the formal and informal dimensions of creative economy governance. Further comparative studies between Makassar and other creative cities in Indonesia (such as Bandung, Yogyakarta, or Denpasar) would also enrich the understanding of how regulatory design, institutional structure, and community participation interact in different local settings. Such research can contribute to developing a context-sensitive implementation model for creative economy policy at the regional level, bridging the gap between regulation and practice.

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