
Intervention of the Co-Working Space Program in Shaping the Creative Economy Sector in Bandung City: A Case Study in Gedebage and Batununggal Districts

Muhammad Fachry Lubis¹, Nunung Nurwati², Wahyu Gunawan³

Abstract:

This research aims to examine the strategic actions among actors by focusing on the sources of political, economic, and normative authority, as well as the values and beliefs mobilized in the process of establishing, implementing, and sustaining the Co-Working Space (CWS) program in Bandung City, given that entrepreneurship indicators have not yet reached an excellent level. The study employs a case study approach involving two districts: Gedebage, identified as the area with the lowest entrepreneurship indicators, and Batununggal, known for actively designing creative economy empowerment activities. A qualitative method was applied, with data collected through purposive sampling of the involved stakeholders, and analyzed using NVivo 14 software to identify the main themes and the relationships between them. The findings reveal that strategic actions among actors face challenges such as budget constraints, unsustainable leadership transitions, the habitual provision of monetary incentives to the community, and sectoral egos among government agencies that disrupt program stability, thereby hindering support for actors outside the government structure. Both districts encounter similar problems, but their responses and outcomes differ. Gedebage has experienced setbacks due to suboptimal collaboration and program outcomes, while Batununggal has demonstrated progress through transformational leadership and successful program implementation. Therefore, recommendations to maintain program stability include diversifying participation tactics beyond monetary incentives in other programs, designing synergistic roles among government agencies focused on the creative economy, and encouraging companies in each district to collaborate with local CWS programs to prevent the impact from becoming exclusive or overly dependent on regional conditions.

Keywords: *Strategic Action Fields Framework; Creative Economy; Bandung City; Co-Working Space; and Program*

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1. Introduction

The development of a creative ecosystem is a key factor in ensuring the sustainability of the creative economy by adapting to local contexts such as culture, infrastructure, and policies in each region (Bakalli, 2015). Analysis must consider spatial, temporal, and organizational factors in production. In this regard, Bakalli (2015) proposes a partnership-based approach at three levels. At the macro level, the government and public institutions play a role in policy-making and financial support. The meso level

¹ Universitas Padjadjaran, Indonesia. muhammadfachry105@gmail.com

² Universitas Padjadjaran, Indonesia.

³ Universitas Padjadjaran, Indonesia.

emphasizes the importance of networks between the private sector, training, and entrepreneurial education. Meanwhile, the micro level focuses on product development, marketing, and the engagement of communities and individuals to foster creativity. These levels are interconnected and contribute to the sustainability of the creative ecosystem.

In Indonesia, the development of creative cities has become a strategy to promote the creative economy as a vital part of the national economy (Andjelicus, 2023). The creative economy has gained public interest and created substantial employment. In 2022, it absorbed 23.98 million workers, marking an increase from 21.9 million in 2021, which reflects a growth of approximately 9.49% (Rizaty, 2023).

This growing public interest is partly due to the development of the creative economy in Bandung, recognized as Indonesia's first Creative City, having joined the UNESCO Creative Cities Network in 2015 (Aritenang, 2015). This recognition has inspired other cities to pursue similar creative economy initiatives. In 2021, there were 21 creative cities or districts across Indonesia, and by 2024, the number had increased to 74, according to the data available on the website *katakreatif.kemenparekraf.go.id*.

As Indonesia's first city to be recognized as part of UNESCO's Creative Cities Network in 2015, Bandung holds a significant historical legacy of creative community movements, heritage buildings, and a diverse creative economy (Aritenang, 2015; Yujin, 2017). These aspects are advantageous in the context of tourism, which supports the creative economy through the branding of historical sites and various tourism activities, thereby attracting more visitors to the city (Tresna et al., 2019). However, sustainable conditions are essential to ensure that the creative economy positively impacts the community. Several studies have explored the sustainability of the creative economy in Bandung, focusing on policies, inter-party relations, and the conditions of creative economy actors.

In terms of policy, Herawaty et al. (2018) analyzed the potential and weaknesses of creative economy policies in Bandung. Their study highlights that the city's young population and adequate education system provide a favorable environment for creativity, but government collaboration is needed for marketing and preventing plagiarism. Another study by Raharja et al. (2020) identifies three key policies in Bandung to develop the creative industry and economy: public space development, infrastructure, and patents at the macro level; raw material distribution through backward and forward linkages at the institutional level; and financial management based on IT and production equipment assistance at the company level. However, these policies are still insufficient and need further development to support the skill enhancement of creative economy actors in improving product quality. The two studies emphasize the potential of policies but also highlight the need for improved strategies to further advance the creative economy.

However, the potential and policies must be accompanied by collaboration between the municipal government and other parties, which falls under the domain of inter-party relations. Zultaqawa et al. (2019) focused on the Bandung Creative City Forum

and the city government, finding that collaboration has not been optimal due to insufficient monitoring of human resource quality, making proposals and recommendations difficult to integrate. Similarly, Nur et al. (2021) examined the process of strategic policy formulation, control, and sanctions imposed on social entities. They found that although several programs had been implemented, city officials were unable to stabilize the programs, partly due to the lack of integration between government departments.

These two studies, situated at the meso level, suggest that the collaboration between the municipal government and creative communities remains suboptimal, primarily due to human resource capacity limitations in understanding and developing strategies for the creative economy.

Regarding the conditions of creative economy actors, Satari et al. (2018) identified the state of actors across 30 districts in Bandung, focusing on the product market ecosystem, product materials, and production units. Their findings highlight several issues, including the lack of workforce regeneration, low wages, the normalization of imitative production, and limited product innovation. Alexandri et al. (2020) conducted a SWOT analysis of creative economy actors, particularly SMEs, in Bandung's 30 districts. They concluded that a holistic and sustainable approach is needed, given the constraints on revenue, workforce regeneration, and profits faced by SMEs.

Thus, despite the city's rich history and achievements, previous research on policies, inter-party relations, and the condition of creative economy actors indicates that the title of a "creative city" has not yet translated into substantial support or improvements for the creative economy in Bandung. This conclusion is further corroborated by the 2023 Bandung Creative City Index Report from the Department of Culture and Tourism, which evaluates the city based on 10 indicators as follows:

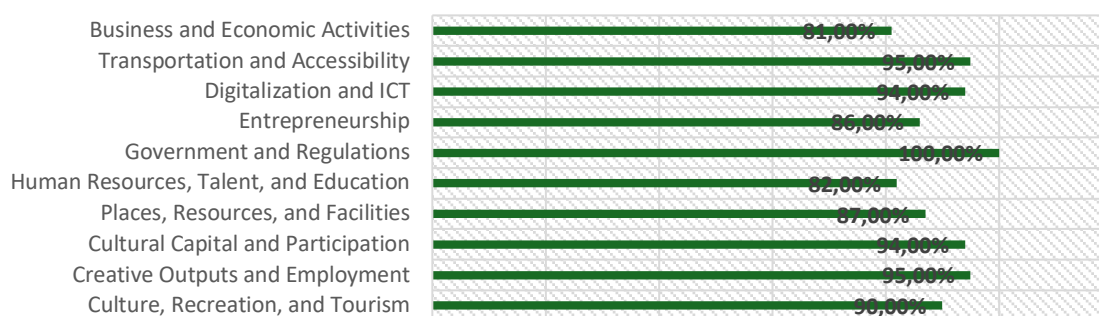


Figure 1. Creative City Indicators of Bandung City 2023

Source: 2023 Disbudpar Creative City Assessment in Bandung City

The above statistics reflect the creative city indicators assessment across 30 districts in Bandung. One of the conclusions drawn is that the entrepreneurship indicators—covering innovation levels among creative economy actors, availability of business incubators, market reach, and business legality—have not yet reached an excellent level in any district (Disbudpar, 2023). In fact, Gedebage District has recorded the

lowest entrepreneurship indicators. Therefore, efforts are needed to improve these indicators to foster the development of the creative economy.

In response to this situation, the Department of Culture and Tourism of Bandung City launched the Co-Working Space (CWS) program in 2019, focusing on business incubation and enhancing the skills of creative economy actors and the general public across 30 districts (Patrokomala, 2022). This program aims to develop the skills, marketing abilities, and other competencies needed by creative economy actors through activities organized by CWS managers at the district level.

This initiative aligns indirectly with the findings of Bron (Bron, 2022), who analyzed the impact of municipal government strategies, focusing on existing policies related to industrial and tourism center development. The study found that direct policies—such as training, workshops, and financial subsidies—had a positive impact on creative economy actors, compared to indirect or intermediary policies, such as festivals, which increased bankruptcy risks. Therefore, it is essential to further examine the Co-Working Space program in Bandung.

Aswin et al. (2022) conducted the first study of the CWS program through the lens of collaborative governance. Their research revealed that the program facilitated collaboration among stakeholders to develop the creative economy in Bandung. However, the program's expectations were not fully met due to challenges such as the low participation of the productive-age population, dependency on corporate social responsibility (CSR) funding, and limited space for activities. While this study provided a theoretical understanding of the program's expectations and challenges, it did not delve into the program's stability or instability based on the strategic actions of actors at different levels. The involvement of actors at the macro, meso, and micro levels plays a critical role in determining the program's success.

Thus, this study aims to describe the intervention processes of the Co-Working Space program through strategic actions involved in shaping, implementing, and sustaining the program and its outcomes at the district level. Based on secondary data from the 2023 Bandung Creative City Indicators Report, two districts were selected: Gedebage, with the lowest entrepreneurship indicators, and Batununggal, an area actively organizing creative economy activities through the CWS program (Open Interview, 2024). These two districts are critical for this case study due to their differing conditions during the program's implementation.

This research offers new insights and advances sociological knowledge by analyzing actor interactions at different levels in program implementation. Additionally, it contributes to the creative economy field by focusing on program stability processes that are essential for the sustainable development of the creative economy through the initiatives carried out.

2. Theoretical Background

Strategic Action Fields Framework

Fligstein and McAdam (2011) explain that Strategic Action Fields (SAF) are arenas formed through a social construction process based on three key elements. First, individuals within an SAF are identified by subjective criteria such as identity, interests, and actor positions, which can lead to either competition or cooperation. Second, the boundaries of each SAF are dynamic, depending on how the situation is defined and the stakes perceived by the actors. Third, an SAF can evolve or change as a result of shared understandings that develop over time among actors. These three fundamental components rely on the social skills and embeddedness of the actors involved in a particular issue.

Fligstein and McAdam's SAF theory primarily focuses on the drivers of change within social systems rather than policy implementation. Moulton and Sandfort extended this theory to analyze policy implementation, arguing that one or more SAFs surrounding a policy can influence its stability or instability (Moulton & Sandfort, 2017)

When analyzing the implementation of a policy or program, Moulton and Sandfort (2017) emphasize the importance of identifying the issues at stake and understanding the roles of various actors in the field. This is because actions taken in response to a policy or program will vary. Therefore, in the Strategic Action Fields Framework (SAFF), the analysis of policy or program implementation focuses not only on policy issues but also on the roles of individual or collective actors surrounding the policy, which influence the intervention's change or stability (Moulton & Sandfort, 2017).

Using SAF theory to analyze policy implementation, Moulton and Sandfort (2017) propose the following steps. First, define the intervention, including the process of change (causal logic), coordination methods, and expected impacts on external targets. Next, apply the framework to identify three categories that drive change or stability: sources of authority, social skills, and exogenous shocks. Thus, the research focuses on collective actions that lead to change within the system and among the targeted groups of the policy intervention (Moulton & Sandfort, 2017).

The complexity of implementation analysis arises from the fact that SAFs do not operate in isolation but are interconnected. Each actor and collective actor functions within different fields, with varying power, resources, and interpretations (Moulton & Sandfort, 2017). This explanation indicates that multiple fields surrounding a policy intervention are involved. Moulton and Sandfort (2017) adopt a multilevel system perspective. Their framework highlights that policy interventions are influenced by decisions made at various strategic levels, with each level functioning as an SAF that possesses distinct power, roles, and interpretations. They distinguish between the policy field, organizational field, and frontline level, which is closest to the policy target (Moulton & Sandfort, 2017).

The implementation process involves the crucial role of both formal and informal rules, as well as resources, that regulate interactions between actors. However, rules and resources are ineffective without the support of authority that holds legitimacy in the eyes of those carrying out orders (Fligstein, 2013). In the SAF framework proposed by Moulton and Sandfort (2017), actors' social skills play a pivotal role in activating, resolving, and interpreting signals from various sources of authority to create collective understanding and action related to policy interventions.

Moulton and Sandfort (2017) identify four sources of authority within policy implementation systems:

1. **Political Authority:** Defines what is legally valid, establishes mandatory procedures, regulates legal responsibilities, and determines hierarchical governance relationships. This authority involves negotiations with government bodies and is subject to legislative oversight and administrative regulations.
2. **Economic Authority:** Arises from competition and dependence on market mechanisms, coordinating actions through contracts and performance criteria. It creates incentives tied to specific processes or outcomes.
3. **Normative Authority:** Based on professional expertise, such as codes of ethics or industry standards, creating binding expectations during implementation—often conveyed through white papers or training programs.
4. **Value and Belief Authority:** Reduces uncertainty by providing cognitive frameworks rooted in shared understanding and past experiences.

Political and economic authority tend to be formal, whereas normative authority, as well as value and belief authority, are more informal. Therefore, analyzing the Co-Working Space (CWS) program intervention through the strategic actions of shaping, implementing, and sustaining the program—along with its outcomes—through the four sources of authority of the involved actors becomes essential to identifying conditions of stability and instability.

3. Methodology

This research was conducted in Bandung City, focusing on two districts—Gedebage and Batununggal—as case studies to examine the intervention process of the Co-Working Space (CWS) program using data from 2019–2023. A qualitative method was employed to describe and analyze the social and cultural phenomena that occurred (Hardani et al., 2020). This study is classified as a case study. According to Creswell (2016), a case study is an exploratory process of a system related to multiple cases that involves in-depth data collection from various information sources based on a specific context. This research strategy investigates a program, event, activity, or individual within a defined space and time frame.

The data sources were obtained from informants selected through purposive sampling. The informants were individuals with involvement in, understanding of, and knowledge about the processes of shaping, implementing, and sustaining the CWS program, specifically in Gedebage and Batununggal. They include representatives

from the Department of Culture and Tourism, The Local Enablers, the Head of Economic Development in each district, and the Head of the local Co-Working Space.

A semi-structured interview guide was used as the primary instrument for conducting interviews. Data collection techniques included observation, in-depth interviews, and literature review. Informants were asked to respond to questions related to political, economic, normative, and value-based authority as experienced during their involvement in the CWS program. The questions were organized into three thematic areas (1) the formation of the Co-Working Space, (2) social processes in achieving program objectives, and (3) outcomes of the formation and social processes within the Co-Working Space program.

Six interviews were recorded using a digital recorder until data saturation was reached, supported by secondary data. The recordings were then transcribed according to the questions asked, followed by data reduction, data presentation, and conclusion drawing and verification (Miles et al., 2014). After data reduction, the results were analyzed and presented using NVivo 14 software, aiming to identify, categorize, and interpret themes based on the interview transcripts to reveal the connections within the processed data. The data analysis process using NVivo 14 included:

1. **Transcription of interview data** based on audio recordings to ensure accuracy and reflect the actual flow of the discussion through data reduction.
2. **Exporting data** from the data reduction process into NVivo 14 for analysis.
3. **Coding data** in accordance with the research questions to identify patterns and extract meaningful insights.
4. **Project maps** were utilized to present key themes and relationships between concepts, allowing for the exploration and organization of data, development of ideas and research decisions, identification of patterns and explanations, and visualization of relationships among data. This research employed the chart document coding and hierarchy chart features.
5. **Main nodes** were created by collecting responses from all sources, highlighting common themes and perspectives related to the discussion to identify potential solutions, policy recommendations, and areas for improvement for future research.
6. **Literature analysis** served as a tool to validate the interview findings. Comparing the research findings with existing literature strengthens the credibility and generalizability of the research conclusions. This involved referencing relevant academic sources.

4. Empirical Findings/Result

Concept of the Co-Working Space Program

The Co-Working Space program (CWS) was initiated based on the political promise of the Mayor of Bandung, as outlined in the Regional Medium-Term Development Plan (RPJMD) for 2018-2023. The initiation of the CWS program was carried out by the Department of Culture and Tourism (Disbudpar) of Bandung City, which established cooperation with parties outside the government structure, specifically

The Local Enablers (hereinafter referred to as TLE), a community empowerment organization responsible for designing and implementing the CWS program.

The collaboration between Disbudpar and TLE was triggered by TLE's relationship with the Bandung Creative City Forum (BCCF), which subsequently connected them with the Head of the Creative Economy Division of Disbudpar in 2019. Additionally, Disbudpar's selection process for collaborating with various parties submitting proposals directed them to TLE, as the concept they offered aligned with the available budget.

The concept proposed by TLE was based on observations of the community conditions in Bandung, which revealed a lack of understanding of the creative economy subsector. TLE believed that human development was key to success and should be prioritized over physical development, which is often neglected and unsustainable. Ultimately, this belief convinced Disbudpar of the importance of focusing on human quality.

The budget managed primarily aimed to maximize the organization of training and coaching in each sub-district, covering expenses for resource persons, mentors, and coordinators. It was hoped that this funding would lead to the establishment of CWS management in each sub-district, enabling them to independently and sustainably carry out activities to develop the creative economy sector within their areas.



Figure 2. Implementation Flow of the Co-Working Space Program

Source: 2023 TLE Documentation

After the cooperation was established, the division of roles took place, with Disbudpar acting as the initiator managing the program budget, while TLE played the role of program CWS concept designer and provider of resource persons for each sub-district. Additionally, TLE designed a selection concept for mentors and coordinators to assist in development and coordination within each sub-district.

The CWS program commenced in 2019 with activities titled “Initiation and Activation Roadshow for CWS,” based on a learning module covering topics such as business planning, food product preparation and processing, local product marketing, product development, and human resource management. This activity was conducted in 30 sub-districts to raise awareness and prepare each sub-district to implement the CWS program sustainably.

In 2020, the activities resumed with a focus on optimizing the CWS program through the delivery of material. The materials covered three main themes with two topics each:

- **People Mindset:** Formulating business goals and vision; and sustainable business concepts.
- **Creative Products:** Understanding consumer perspectives in business development and marketing techniques with valuable content.
- **Business and Organization:** Financial management for MSMEs and marketing techniques with valuable content.

This material design aimed to create a shared space that elevates local identity, strengthens community bonds, creates a healthy environment, supports learning, and builds networks. It was hoped that this would strengthen the community and maintain the sustainability of the CWS Program as a priority for the Mayor of Bandung.

In 2021, mentors and coordinators were appointed in each sub-district to ensure understanding and implementation of learning content tailored to the needs and contexts of the creative economy actors in each sub-district. This activity was conducted both offline and online, with materials covering the formation and training of CWS management, fundamental skills, collaborative and higher-order thinking skills, product and production leverage, business and marketing improvement + hackathon, management productivity skills, content design and delivery, HR management, pitching, and graduation.

In 2022, an assessment was conducted for 10 sub-districts in Bandung City to evaluate the acceleration of creative economy actors through the CWS program. This assessment focused on three main objectives: product, team, and finance. In the final year, 2023, the goal was for each CWS in the sub-districts to be independent in maintaining program sustainability with activities tailored to their respective regional contexts.

After 2023, in accordance with the RPJMD 2018-2023, Disbudpar did not conduct any further activities related to the CWS program, prioritizing the strengthening of CWS management in 2023. Strengthening the CWS management involved regional roles, particularly from the sub-district level, which was responsible for forming and supervising the CWS management. The sub-districts, through the Economic Development Division, played a crucial role as they were directly involved from the early stages of forming and approving the CWS management decree by the sub-district head. Furthermore, they could assist the CWS management in designing program sustainability through activities aligned with the established vision and mission, including providing logistical support and supervision.

NVivo Analysis

Formation and Implementation Process of the Co-Working Space Program

The analysis process using NVivo 14 will be conducted in stages, starting from the social implementation process to the results of the CWS program. The NVivo analysis utilizes two main features: Chart Document Coding (CDC) and Hierarchy Chart (HC). However, the data visualization presented here only includes the results of CDC.

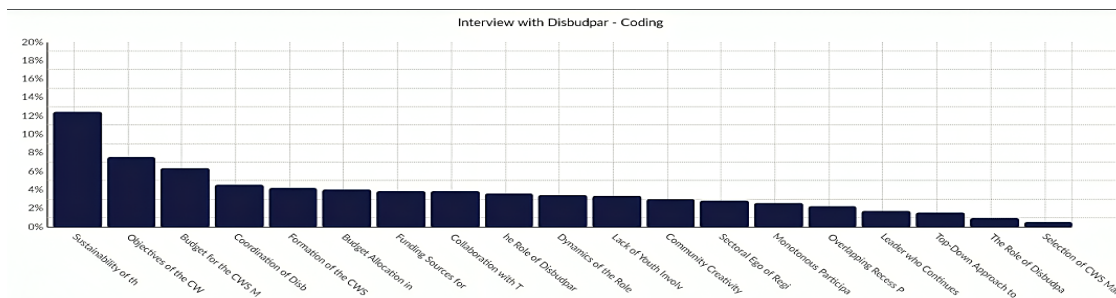


Figure 3. Results of Chart Document Coding From Disbudpar

Source: 2024 processed original data

The results of the CDC from interviews with Disbudpar predominantly focus on the sustainability of the CWS program, and based on the HC, this discussion relates to the authority of values and beliefs that are also connected to other authorities. The CWS program has been implemented in 30 sub-districts; however, its execution has faced instability, raising questions about its sustainability. The instability is caused by several factors, including the habits and mindsets of the community, which are more focused on material aspects when participating in training, leading to a lack of diversity among participants in each sub-district, as well as the difficulty of collaboration resulting from sectoral egos among departments. This hinders the mobilization of values and beliefs within the CWS Program, which aims to serve as a platform for collaboration.

Therefore, the sustainability of the CWS Program remains in question, although some sub-districts have been assessed as successful due to the establishment of management decrees and the implementation of material delivery. However, the actualization of the CWS Program's goals in several sub-districts has not yet been optimally achieved.

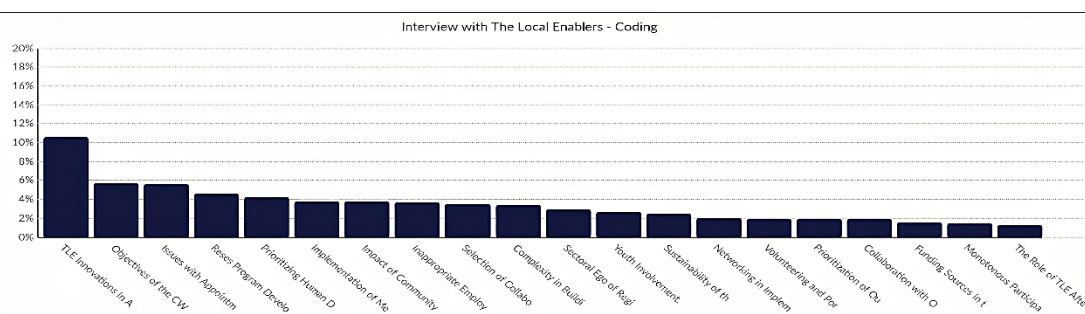


Figure 4. Results of Chart Document Coding From The Local Enablers

Source: 2024 processed original data

The results of the CDC are dominated by discussions regarding TLE's innovation in providing assistance in each sub-district. This represents a normative authority driven by the values and beliefs regarding the benefits of the CWS program's success, which prioritizes outcomes and maintains TLE's credibility. This innovation involves the implementation of psychological testing as a form of rejection against unqualified "favored" individuals becoming assistants and coordinators, which disrupts the stability of the program.

Additionally, the beliefs held by TLE also encourage collaborative efforts with the relevant governmental agencies (OPD) and increase the budget sourced from TLE for the success of the CWS program. However, without the support of political authority, these efforts are challenging to achieve. The only success noted was the resolution of the issue of favored individuals, thanks to the support of individuals within Disbudpar, while other efforts, such as collaboration with OPD, were not realized due to sectoral egos and changes in leadership accompanied by political party affiliations, which were perceived as obstacles.

Results of the Formation and Process of the Co-Working Space Program in the Sub-Districts

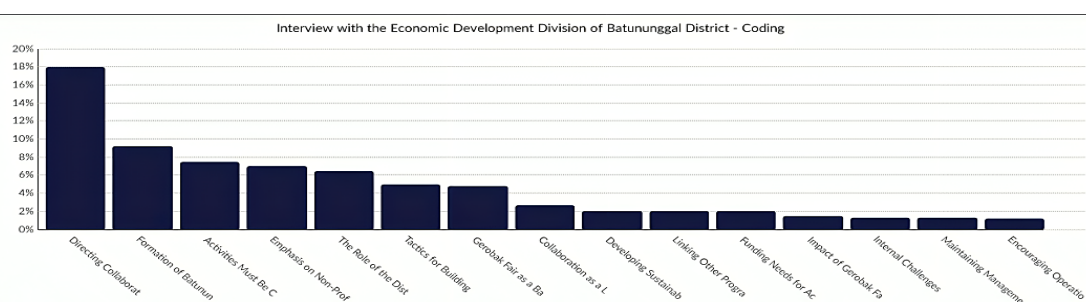


Figure 5. Results of Chart Document Coding From Economic Development Division of Batununggal District

Source: 2024 processed original data

The discussions with the Economic Development Sector of Batununggal Sub-District emphasized the theme of directing cooperation among CWS managers, which dominated as a normative authority. This dominance in the discussion is rooted in the role of managing the administration of the managers through conversations about establishing a vision and mission, affirming to the managers that CWS is not profit-driven, motivating the organization of activities, and collaborating to provide references to cooperating parties.

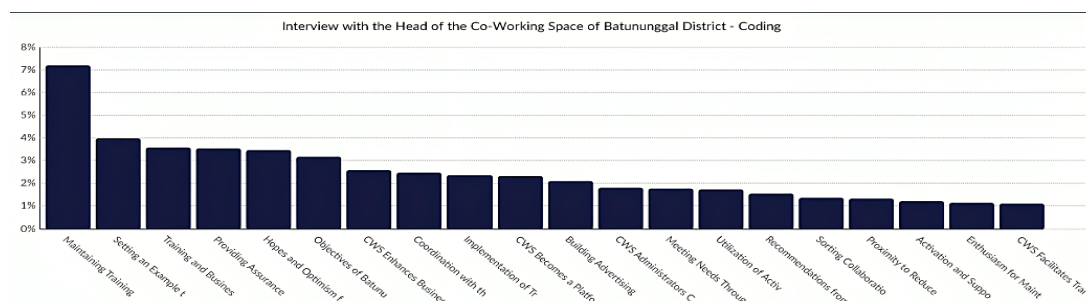


Figure 6. Results of Chart Document Coding From Head of Co-Working Space of Batununggal District

Source: 2024 processed original data

The results of discussions with the Economic Development Sector of Batununggal Sub-District are related to the outcomes of conversations with the CWS managers of Batununggal Sub-District. The discussion with the Chairperson of CWS Batununggal

highlighted the theme of maintaining training routines as the dominant authority of values and beliefs. This emphasis is rooted in the Chairperson's initiative to lead by example, aiming to boost the enthusiasm of other managers, hold regular meetings, and actualize the outcomes of the activation training. Furthermore, good coordination with the sub-district authorities strengthens the development process of CWS in Batununggal.

Ultimately, impacts are felt such as improved skills among entrepreneurs, CWS serving as a platform for collaboration among skilled workers and businesses, and CWS facilitating community mobility to participate in training. These impacts encourage the sustainability of CWS in Batununggal to conduct more regular activities.

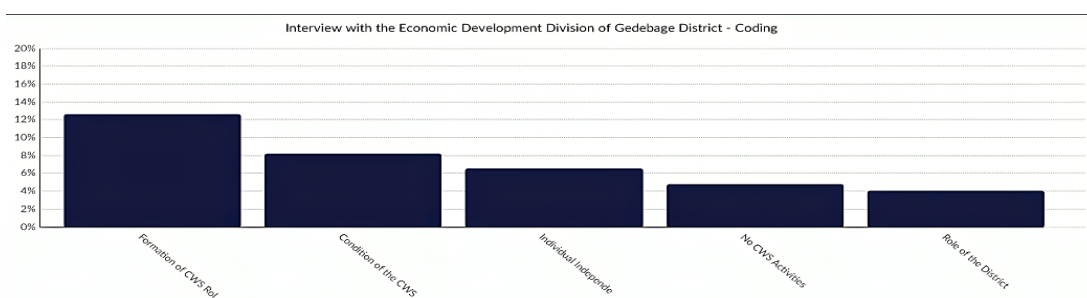


Figure 7. Results of Chart Document Coding From Economic Development Division of Gedebage District
Source: 2024 processed original data

The results of the discussion with the Economic Development Sector of Gedebage Sub-District highlight the establishment of the role of CWS as the main topic of authority. This discussion covers the role of CWS managers in organizing bazaar activities, coordinating local creative economy players to participate in various events, and reporting the outcomes of the activities that have been conducted. The formation of this role seems to be influenced by the lack of proactivity among CWS managers, who primarily communicate through social media, as well as the push for independence in organizing activities.

The Economic Development Sector believes that without activities, CWS managers tend to remain inactive, leading to a limited role that heavily depends on the initiatives of the CWS managers. As facilitators, the role of the Economic Development Sector cannot function effectively if CWS managers do not take steps to organize activities.

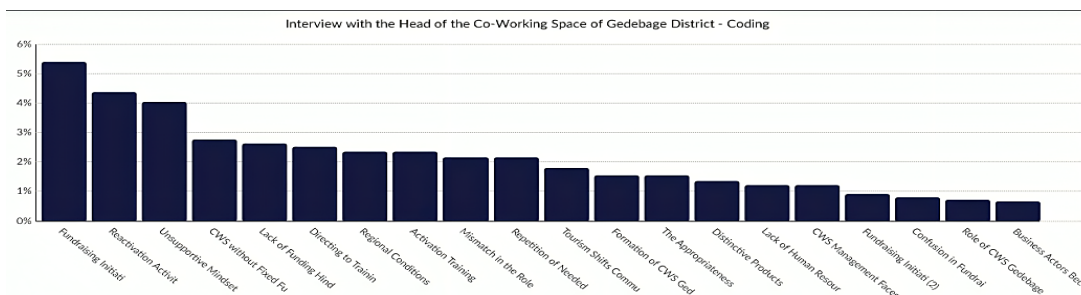


Figure 8. Results of Chart Document Coding From Head of Co-Working Space of Gedebage District

Source: 2024 processed original data

The results of the discussion based on the CDC with the CWS managers in Gedebage Sub-District indicate that the initiative to raise funds through the sale of Telor Asin Rempah (a local specialty product from Gedebage) dominates as a normative authority. However, this initiative has faced several issues that led to its discontinuation, resulting in the CWS managers' roles becoming misaligned with the objectives of the CWS program after 2023.

These problems arose because the CWS managers expected material profits, whereas the program only provided capital in the form of expertise. As a result, the number of managers decreased, local involvement diminished, product development for sales became challenging, and sustainable collaboration was difficult to establish. These obstacles led to the managers' roles becoming misaligned, where instead of organizing training and meeting the needs of the 17 subsectors, they merely waited for other activities and assisted the sub-district's events.

Previously, the CWS in Gedebage had organized several training sessions funded by their sales. However, over time, as obstacles increased, they experienced a misalignment in the roles of CWS managers in achieving the objectives of the CWS program.

5. Discussion

This research explores the intervention process of the co-working space program in Bandung City, which includes the processes of forming, implementing, and sustaining the program carried out by the involved actors aimed at enhancing support for creative economy practitioners. The series of analyses regarding strategic actions based on political, economic, normative authorities, values, and beliefs are sourced from both internal and external aspects of each actor involved. These are organized into main themes: program potential, program stability inconsistency, community participation, and exclusive success.

The first data analysis indicates that the CWS program has been implemented in 30 sub-districts, emphasizing the urgency of support for creative economy practitioners, such as skills and marketing, through activities that are suitable for the conditions and

needs of each region. This aligns with the perspective of Raharja et al. (2020), stating that Bandung City needs to develop policies as the three policies applied have not touched upon skill development, which is one of the six indicators of the creative industry.

Moreover, the CWS program concept leads to sustainable development by emphasizing the empowerment of the creative economy in accordance with the regional conditions, supported by the formation of sub-district level organizations to serve as cooperation platforms and design activities. This is similar to the views of Manioudis et al. (2023), as applying sustainable development for the creative economy requires identifying local needs, mobilizing efforts from each local actor, and periodic monitoring by the involved parties. Therefore, organizational learning (Anjaningrum et al., 2024) is needed, such as the formation of sub-district level management in the CWS program. Additionally, this aligns with Pauw and Chan (2018), as strengthening the adaptation of creative economy actors requires collaboration from all parties. Thus, the concept of the CWS program has the potential to lead Bandung City towards a sustainable creative economy.

However, the second data analysis reveals that the implementation of the CWS program faces instability, marked by sectoral egoism both internally and externally among agencies, as well as leadership changes accompanied by party affiliations that tend not to continue program commitments, thus hindering collaboration and program stability. The phenomenon causing this instability is also found in other programs in Indonesia, which impacts the development of program success (Akbar et al., 2022; Matitah et al., 2021; Rosyadi et al., 2022). However, this research finds that when cooperation occurs with social actors outside the government structure, who tend to face no instability pressure, these social actors encounter obstacles in realizing innovations as efforts to maintain the stability of the CWS program.

Although collaboration or the realization of innovation occurs, it is contingent upon specific individuals, and relationships must be established beforehand rather than continuing commitments based solely on program objectives. As a result, efforts to stabilize the CWS program heavily depend on the support of leaders, as relying solely on external parties outside the government limits the available resources, which will not be sufficient to reach all 30 sub-districts. Consequently, there is an overlap in the activities of creative economic development and an uneven progression of CWS management at the sub-district level, as these efforts have relied solely on the activities of the Department of Culture and Tourism up to 2023 and regional roles. This has led to varying levels of program stability across different sub-districts.

Previous studies by Zultaqawa et al. (2019) and Nur et al. (2021) can agree that the minimal collaboration and suboptimal creative economy strategies in Bandung City are caused by the capacity issues and lack of integration among agencies. However, this research adds that sectoral egoism and leadership

changes accompanied by party affiliations also contribute to the hindered development of actor capacity in stabilizing programs and policies. Thus, this study emphasizes that although Bron (2022) stated that skill empowerment policies for creative economy actors in Bandung City could reduce bankruptcy, this success depends on the conditions and stipulations regarding the dynamics of the actors involved in the design and implementation of related programs.

Additionally, these findings align with other research, such as Diaz Torres et al. (2024), which indicates that plans indeed can trigger action, but without political will at other scales, the certainty of implementation will not occur and remain stable. Specifically, there are three components that can form political will: the perceived importance of networks, coalitions, and multi-sector collaboration for system improvement or change (Kania & Kramer, 2011; Warner & Zhang, 2023).

Furthermore, the third data analysis regarding community participation in the CWS program found that the less than optimal development of community participation is due to the habit of expecting material compensation, such as pocket money after participating in a program, which contributes to the instability of the CWS program. This is because the CWS program only provides skills training as a form of participation, unlike other programs such as the Reses program that provides financial incentives.

Consequently, participants in the activities tend to be homogeneous and do not increase in number, potentially disrupting the formation and development of CWS management at the sub-district level. This is in line with Calcagno (2018) research, which explains that it takes a considerable amount of time to change habits. The weak communal bonds are partly due to the persistence of old habits that do not align with the current conditions.

The fourth data analysis regarding the implementation of the CWS program in two sub-districts, Batununggal and Gedebage, reveals that although both face similar challenges in building independent and active management and enhancing community participation, the results achieved are different. Gedebage experienced a setback as the expected resources from product sales did not develop, leading to a loss of shared values. Consequently, collaboration with the sub-district government became less optimal, indicated by the lack of active routines among the management, minimal activity planning, and weak cooperation. As a result, the platform for developing creative economy actors could not progress in the area, relying solely on activities outside the CWS program or the sub-district.

In contrast, Batununggal has made progress due to transformational leadership that motivates members, enhances skills, and creates a supportive environment for creativity and innovation, backed by good coordination from the sub-district government. Consequently, the CWS has contributed to improving entrepreneurs' skills, becoming a collaborative platform for skilled workers and businesses, and facilitating community mobility to participate in training. These three aspects serve as the foundation for the program's sustainability. However, the challenges faced have not entirely disappeared.

These findings align with Kolehmainen et al. (2017), which states that disharmony in achieving community or organizational goals is due to a lack of support for shared values. To maintain shared values, a certain leadership style is necessary. Transformational leadership, which involves empowering members, building commitment, developing skills and beliefs, and creating an innovative climate, is key to addressing these challenges (Ardi et al., 2022; Jannah et al., 2021).

Based on these findings, the perspective of Aswin et al. (2022) agrees that the challenge of dependency on CSR funding occurs within the CWS program. However, this research finds that transformational leadership styles have the potential to respond to these challenges. Since attracting CSR funds or other income requires trust, beliefs, and benefits, the involvement of all parties is necessary to build this situation (Fazlagić & Skikiewicz, 2019).

Overall, although CWS aims to support creative economy actors and strengthen the ecosystem for the creative economy, the impacts produced are uneven depending on regional conditions, political support, and leadership in each sub-district. Areas with a supportive ecosystem will attract interest from other parties to collaborate, optimizing activities, while underdeveloped areas will struggle to gain collaborative support.

These findings are relevant to several studies that also utilize the Strategic Action Fields Framework (SAFF). For instance, Normann et al. (2022) emphasize that alignment among parties through policies, actors, and organizational strategies is necessary to develop industries. Singh et al. (2022) explain the importance of building consensus and mutual respect as a foundation for collaboration, while Coleman (2022) asserts that leadership should involve the ability to connect, interpret, and mobilize in response to policies.

Thus, although the creative economy can increase income, it also has the potential to heighten income distribution disparities because social networks tend to gravitate toward regions that generate high income (Boğa & Topcu,

2020), as evidenced by the differences between the two research locations. There needs to be reflective interaction, such as observing, assessing, and adapting beyond mere contextual adjustments to effectively confront uncertainties during transformation (Thiel, 2017). Therefore, the challenge of sustainability for the CWS Program is to design and develop outcomes that are not exclusive and ensure that success can occur across all regions under varying conditions.

6. Conclusions

This research aims to examine the strategic actions involved in forming, implementing, and sustaining the CWS program intervention and its outcomes in two sub-districts. The findings indicate the impact of interactions involving various social actors and their authorities. Despite being implemented in 30 sub-districts, the program faces various challenges that affect its stability and sustainability, such as budget constraints, inconsistent political support, unsustainable leadership changes, sectoral egos, and a materialistic mindset among the community. These barriers hinder collaboration among Regional Government Organizations (OPDs) and limit the development of program stability by social actors outside the government structure collaborating. The differences in outcomes between Gedebage and Batununggal demonstrate that although both face similar challenges in building independent and active management, they yield different results. This disparity emphasizes the importance of environmental support and leadership in influencing program outcomes at macro, meso, and micro levels. Overall, while the CWS aims to support creative economy actors and strengthen the creative ecosystem, the impacts produced are uneven, depending on local conditions, political support, and leadership in each sub-district. Therefore, the challenge of creating inclusive outcomes is a sustainability challenge for the program, allowing for more optimal impacts on creative economy actors in Bandung.

Based on the conclusions drawn, several recommendations are made to maintain the stability of the CWS program and other programs: creating tactical variations to enhance community participation in program activities, beyond merely offering cash incentives, so that the community focuses on the substance of the activities. Additionally, for every involved actor, following Wirutomo's (2022) perspective, a culture of synergy should be implemented to prioritize commitment to shared values in achieving common goals, avoiding compromises that tend to yield win-lose rather than win-win solutions. This can be illustrated when one program is disrupted, such as the CWS program, in which all parties must agree to reassess the design and implementation of development at the regional level in specific areas. Thus, local governments are advised to strengthen collaboration and synchronize individual capacities with the programs being implemented, encouraging obligations for larger entrepreneurs or others in each sub-district to collaborate and build CWS in their local areas. Sub-districts must also enhance their commitment to maintaining CWS sustainability by understanding the context of the CWS program, while CWS managers need to strengthen their internal structure with a focus on increasing

community participation. All parties should pay attention to and strive for efforts that emphasize the process of forming a synergistic culture.

Moreover, this research has limitations, such as focusing only on two sub-districts, a lack of expansion of informants to include other agencies responding to programs outside their fields, and not obtaining data that includes creative economy actors. Future research is recommended to (1) broaden the scope of studies and explore factors influencing program stability in the context of inter-agency responses to programs outside their respective fields, (2) investigate how transformational leadership can occur within local government environments, (3) examine how actors affiliated with political parties act in program or policy stability, and (4) longitudinally assess the impact of training from the results of the CWS program.

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