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COLLABORATIVE GOVERNANCE IN SUSTAINABLE CREATIVE ECONOMY DEVELOPMENT: A CASE STUDY OF THE CREATIVE INDUSTRY IN BOGOR CITY

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Abstract: This study aims to analyze the implementation of collaborative governance in fostering sustainable creative economy development in Bogor City, Indonesia, identify the factors influencing the effectiveness of collaboration among stakeholders, and formulate an Adaptive Collaborative Governance model based on the Pentahelix approach. The study employed a mixed-methods approach using a case study design. Quantitative data were collected from 174 respondents, proportionally selected from creative economy practitioners, while qualitative data were obtained through in-depth interviews with 30 purposively selected informants representing local government, academia, creative industry businesses, community organizations, and the media as key Pentahelix stakeholders. Data collection techniques included surveys, observations, document analysis, focus group discussions, and in-depth interviews. Data were analyzed using descriptive statistics, the Miles and Huberman interactive model, thematic analysis supported by NVivo software, and triangulation of data sources and methods to enhance the validity of the findings. The results indicate that the success of sustainable creative economy development is determined by collaborative leadership, active stakeholder participation, mutual trust, institutional capacity, and shared commitment. The major challenges include weak cross-sectoral coordination, limited human resources, low certification rates, and suboptimal digital marketing practices. This study proposes an Adaptive Collaborative Governance model based on the Pentahelix framework as its primary conceptual contribution. The limitation of this study lies in its geographical focus on Bogor City; therefore, future research is recommended to conduct comparative studies across different regions to examine the generalizability of the proposed model.

***Keywords**: Collaborative Governance; Sustainable Creative Economy; Pentahelix; Creative Industry; Bogor City.*

INTRODUCTION

The development of a sustainable creative economy has increasingly attracted attention as a strategic approach to strengthening regional economic resilience amid the rapidly evolving global economic landscape (Jażdżewska & Żerek, 2024). Unlike conventional economic sectors that primarily rely on the exploitation of natural resources, the creative economy is driven by creativity, innovation, knowledge, technology, and cultural values as the principal sources of value creation (Ahmad & Yahaya, 2025). These characteristics enable the creative economy not only to contribute to income generation and employment creation but also to reinforce local cultural identity and enhance regional competitiveness (Paul, 2023).

The success of creative economy development is determined not merely by the economic potential of a particular region but, more importantly, by the capacity of governments and other stakeholders to establish governance systems that are effective, participatory, and collaborative (Moldicz, 2025). In practice, many regions in Indonesia continue to face persistent challenges, including weak cross-sectoral coordination, limited integration of development programs, and inadequate synergy among development actors (Aparicio et al., 2025). Consequently, creative economy policies and programs are often implemented in a fragmented and overlapping manner, reducing their ability to generate sustainable impacts (Kabeya, 2025). These conditions constitute the primary problem addressed in this study and highlight the importance of collaborative governance as a governance mechanism capable of integrating the interests, resources, and capacities of multiple stakeholders.

From an international perspective, the creative economy has emerged as one of the principal pillars of the knowledge-based economy (Mohsin & Zulkarnaini, 2025). Rapid advances in digital technology, industrial transformation, and the growing demand for innovation-driven products and services have encouraged many countries to position the creative sector as a new engine of economic growth (Rahmah et al., 2024). Moreover, the Sustainable Development Goals (SDGs) recognize the creative economy as an important instrument for promoting inclusive economic growth, decent work, innovation, social inclusion, and cultural preservation (Martin et al., 2021). Consequently, many countries have shifted from traditional bureaucratic approaches toward multi-stakeholder collaboration involving governments, the private sector, higher education institutions, communities, the media, and civil society organizations (Sanz-Sanz, 2022). This paradigm shift demonstrates that creative economy development should not be assessed solely in terms of economic growth but also by its capacity to establish a sustainable innovation ecosystem through adaptive and collaborative governance.

In Indonesia, the creative economy has become one of the national development priorities because of its growing contribution to Gross Domestic Product (GDP), employment generation, export performance, and national competitiveness (Qu et al., 2022). Various creative subsectors including culinary arts, fashion, crafts, design, film, music, animation, digital applications, and performing arts have experienced substantial growth alongside the expansion of digital technology and innovation-driven entrepreneurship (Sonora, 2021). The Indonesian government has introduced a range of policies aimed at strengthening the creative economy ecosystem through human resource development, improved access to financing, institutional strengthening, business digitalization, and market expansion (Ullah et al., 2021). Nevertheless, the implementation of these policies continues to encounter several challenges, including disparities in institutional capacity across regions, limited competencies among creative entrepreneurs, insufficient professional and business certification, weak inter-agency coordination, and the underutilization of digital technologies as instruments for business development (Tavana et al., 2022). These challenges indicate that sustainable creative economy development requires a governance model capable of effectively integrating all development actors.

Bogor City represents one of Indonesia's regions with considerable potential for creative economy development (Latip & Othman, 2021). Its cultural diversity, vibrant micro, small, and medium-sized enterprises (MSMEs), expanding tourism sector, and strategic location within the Greater Jakarta metropolitan area (Jabodetabek) provide significant opportunities for the city to develop as a regional creative economy hub (La et al., 2021). Various creative subsectors including culinary businesses, fashion, crafts, photography, visual communication design, performing arts, and the meetings, incentives, conventions, and exhibitions (MICE) industry have shown continuous growth (Muradovna, 2025). The Bogor City Government has also identified the creative economy as a regional development priority by implementing programs focused on business empowerment, promotional facilitation, business incubation, entrepreneurship development, and partnership networking (Wani, 2024). Despite these efforts, the city's considerable potential has not yet been fully translated into sustainable economic competitiveness because policy implementation and stakeholder coordination continue to face substantial challenges.

Empirical evidence from the preliminary study indicates that creative economy development in Bogor City continues to encounter several fundamental issues. Inter-agency coordination remains insufficiently integrated, resulting in fragmented program implementation and limited policy synergy. Furthermore, the quality of human resources among creative economy practitioners varies considerably, particularly regarding innovation capability, business management, digital literacy, and networking skills. Collaboration among government institutions, academia, businesses, communities, and the media has not yet been institutionalized in a sustainable manner, thereby limiting the development of a robust innovation ecosystem. Additional challenges include the low level of professional and business certification, which constrains market access and product competitiveness. Moreover, digital marketing practices remain underdeveloped, restricting opportunities for expansion into both domestic and international markets. These findings suggest that the successful development of the creative economy cannot rely solely on government intervention but requires a collaborative governance framework capable of strengthening coordination, enhancing institutional capacity, fostering mutual trust, and integrating all development stakeholders in a sustainable manner.

Studies on collaborative governance have developed substantially within the public administration literature as an approach capable of enhancing the effectiveness of governance through the active involvement of multiple stakeholders. Ansell and Gash (2008) define collaborative governance as a public decision-making process that brings together governmental and non-governmental actors in a shared forum through face-to-face dialogue, trust building, commitment to the collaborative process, and consensus-oriented decision-making to address public issues. This perspective was subsequently refined by Emerson, Nabatchi, and Balogh (2012) through the concept of the Collaborative Governance Regime (CGR), which emphasizes that successful collaboration is shaped by three interrelated dimensions: *principled engagement*, *shared motivation*, and *capacity for joint action*. These dimensions suggest that effective collaboration depends not only on the participation of multiple actors but also on the quality of their interactions, institutional capacity, and their collective ability to establish shared goals that advance the public interest.

Within the context of creative economy development, previous studies have consistently demonstrated that multi-stakeholder collaboration strengthens entrepreneurial capacity, expands market access, promotes innovation, and accelerates digital transformation (Thianghlima et al., 2025). Rosyadi and colleagues argue that collaboration among government agencies, higher education institutions, business actors, communities, and the media fosters a more adaptive creative economy ecosystem by enhancing business mentoring, encouraging product innovation, and improving the competitiveness of micro, small, and medium-sized enterprises (MSMEs). Likewise, Wahyudin emphasizes that the effectiveness of collaborative governance largely depends on collaborative leadership capable of integrating diverse interests, facilitating cross-sectoral coordination, and strengthening institutional networks. Collectively, these findings provide a strong theoretical foundation for understanding that sustainable creative economy development requires effective synergy among multiple stakeholders as a prerequisite for long-term development.

Despite these advances, a review of the existing literature reveals several limitations in studies examining collaborative governance within the creative economy sector. Most previous research has primarily focused on describing collaborative arrangements, identifying the respective roles of stakeholders, or evaluating policy implementation in specific contexts (Soltakhmadova, 2024). However, these studies have not comprehensively explained how collaborative dynamics contribute to the development of adaptive governance capable of responding to changing economic conditions, rapid technological advancement, and the increasing complexity of stakeholder relationships. Furthermore, the interrelationships among collaborative leadership, institutional capacity, digital transformation, business certification, and the sustainability of the creative economy have rarely been examined within an integrated conceptual framework. Consequently, there remains significant scope for developing a governance model that not only explains collaborative processes but also captures the adaptive mechanisms through which stakeholders collectively build a sustainable creative economy ecosystem.

Based on these considerations, this study identifies two major research gaps. First, previous studies have generally conceptualized collaborative governance primarily as a mechanism for inter-organizational coordination, while insufficient attention has been given to its adaptive capacity in responding to dynamic strategic environments. Second, limited research has integrated the Pentahelix approach with the dimensions of collaborative leadership, institutional capacity, innovation, digital transformation, and sustainable creative economy development into a single conceptual model applicable to the urban context of Indonesia. As a result, current understanding of the determinants of successful collaboration in creative economy development remains fragmented and has yet to produce a comprehensive analytical framework capable of explaining collaborative governance in a holistic manner.

Building upon these research gaps, this study proposes a novel Pentahelix-based Adaptive Collaborative Governance Model. The proposed model positions the government as the primary facilitator of collaboration while emphasizing the active participation of academia, business

actors, communities, and the media in fostering an adaptive creative economy ecosystem. Unlike conventional collaborative governance models that primarily emphasize inter-organizational coordination, the proposed framework incorporates an adaptive dimension through the strengthening of collaborative leadership, trust building, institutional capacity enhancement, digital technology utilization, competency certification, and collaborative learning mechanisms. The integration of these dimensions is expected to produce a governance model that is more responsive to changing economic environments, technological advancements, and the evolving needs of creative industry stakeholders.

Accordingly, this study aims to analyze the implementation of collaborative governance in promoting sustainable creative economy development in Bogor City, identify the factors influencing the effectiveness of stakeholder collaboration, and formulate a Pentahelix-based **Adaptive** Collaborative Governance Model as a new conceptual framework. From a theoretical perspective, this study is expected to enrich the public administration literature, particularly in the field of collaborative governance for creative economy development. Practically, the findings are intended to provide valuable insights for local governments and other stakeholders in designing policies that are more integrated, participatory, and sustainability-oriented.

This study is subject to several limitations. First, the research was conducted exclusively in Bogor City; therefore, the diverse social, economic, institutional, and cultural characteristics of other regions were not incorporated into the analysis. Second, the study focuses specifically on the implementation of collaborative governance within the creative economy sector and does not examine the applicability of the proposed model to other development sectors. Future research is therefore encouraged to undertake comparative studies across multiple cities or provinces, empirically validate the Adaptive Collaborative Governance Model using quantitative or mixed-methods approaches with broader geographical coverage, and further investigate the influence of digital transformation, artificial intelligence (AI), and institutional innovation on the effectiveness of collaborative governance in sustainable creative economy development. Such efforts would facilitate the assessment of the model's generalizability while contributing to its refinement as a collaborative governance framework applicable to creative economy development across diverse regional contexts in Indonesia.

METHODOLOGY

This study employed a mixed-methods approach using an explanatory case study design to develop a comprehensive understanding of the implementation of collaborative governance in promoting sustainable creative economy development in Bogor City, Indonesia (Anderson, 2021). This approach was selected because the phenomenon of stakeholder collaboration cannot be adequately explained through either quantitative or qualitative data alone (Chatzitheodoridis et al., 2025). Quantitative data provide an overview of the levels of participation, perceptions, and behavioral tendencies of creative economy practitioners regarding the effectiveness of collaborative governance, whereas qualitative data enable an in-depth exploration of inter-stakeholder relationships, decision-making processes, coordination mechanisms, and the factors that facilitate or constrain collaborative implementation. The

integration of these two approaches provides a more comprehensive understanding by allowing statistical findings to be interpreted through the experiences, perspectives, and practices observed in the field. Consequently, the mixed-methods approach not only enhances the depth of analysis but also strengthens the validity of the findings through the complementary use of quantitative and qualitative evidence.

The study was conducted in Bogor City, West Java Province, Indonesia, considering that the city has emerged as one of the country's rapidly growing creative economy hubs. Bogor City possesses characteristics that make it particularly suitable for this research, including the expansion of various creative economy subsectors such as culinary arts, fashion, crafts, visual communication design, photography, performing arts, and the digital economy. The growth of these subsectors has been supported by the presence of micro, small, and medium-sized enterprises (MSMEs), higher education institutions, creative communities, and local government policies that identify the creative economy as a regional development priority. Despite its considerable potential, Bogor City continues to face several challenges, including inadequate cross-sectoral coordination, limited human resource capacity, low levels of business and professional certification, and insufficient collaboration among Pentahelix stakeholders. These characteristics make Bogor City an appropriate and representative setting for examining the effectiveness of collaborative governance in supporting sustainable creative economy development.

The study population comprised active creative economy practitioners representing various creative subsectors in Bogor City. Quantitative data were collected from 174 respondents, who were selected using proportionate sampling to ensure proportional representation of each creative economy subsector according to its population characteristics. The respondents consisted of 58 culinary entrepreneurs, 28 fashion entrepreneurs, 24 craft entrepreneurs, 18 practitioners in visual communication and product design, 14 photography and videography practitioners, 12 performing arts practitioners, 10 digital application and software development entrepreneurs, and 10 respondents from other creative subsectors, including publishing, music, film, animation, and advertising. This composition reflects the relative distribution of creative economy subsectors in Bogor City and adequately represents the diversity of creative business actors included in the study.

To complement and enrich the quantitative findings, the study also involved 30 key informants selected through purposive sampling based on their knowledge, professional experience, and direct involvement in creative economy development (Fazri et al., 2024). The informants included eight representatives from local government agencies, six representatives from creative economy development institutions, five academics, seven creative industry entrepreneurs, and four representatives from community organizations and the media. This composition represents the Pentahelix stakeholders and provides diverse perspectives on collaborative processes, communication patterns, coordination mechanisms, and the challenges encountered in promoting sustainable creative economy development in Bogor City.

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Data Collection Methods

Data were collected through surveys, in-depth interviews, field observations, document analysis, and focus group discussions (FGDs) to obtain comprehensive evidence regarding the implementation of collaborative governance in promoting sustainable creative economy development in Bogor City. Quantitative data were gathered through a survey of 174 respondents, who were selected using proportionate sampling from various creative economy subsectors to ensure that each subsector was represented proportionally according to its population characteristics. This sample size was considered sufficient to capture the perceptions of creative economy practitioners regarding the effectiveness of collaborative governance while providing balanced representation across the diverse creative economy subsectors in Bogor City.

Qualitative data were collected through in-depth interviews with 30 key informants selected using purposive sampling based on their knowledge, professional experience, authority, and direct involvement in the formulation and implementation of creative economy development policies. The number of informants was determined based on the principle of data saturation, whereby data collection was concluded once additional interviews no longer generated new themes or substantive information. The informants comprised eight representatives from local government agencies, six representatives from creative economy development institutions, five academics, seven creative industry entrepreneurs, and four representatives from community organizations and the media, collectively representing the Pentahelix stakeholders.

The survey was designed to identify respondents' perceptions and general trends regarding the effectiveness of collaborative governance. In-depth interviews were conducted to explore stakeholders' experiences and the dynamics of inter-organizational collaboration in greater depth. Field observations were undertaken to examine collaborative activities and interactions within their natural settings, while document analysis was used to review relevant policy documents, strategic plans, and official reports related to creative economy development. In addition, focus group discussions (FGDs) were conducted to confirm, enrich, and validate the findings obtained from the surveys and interviews. The integration of these multiple data collection techniques enabled a more comprehensive understanding of the implementation of collaborative governance in supporting sustainable creative economy development in Bogor City while enhancing the credibility and trustworthiness of the research findings through methodological triangulation.

Data Analysis Techniques

Data analysis in this study employed a mixed-methods approach, integrating quantitative and qualitative analyses to provide a comprehensive understanding of the implementation of collaborative governance in promoting sustainable creative economy development in Bogor City. Quantitative data collected from 174 respondents were analyzed using descriptive statistics to describe respondents' demographic characteristics, response distributions, mean scores, percentages, and overall perceptions regarding the effectiveness of stakeholder collaboration.

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Prior to analysis, the dataset underwent data cleaning and data coding, followed by assessments of the validity and reliability of the research instrument. Instrument validity was evaluated using the item–total correlation, while reliability was assessed using Cronbach's alpha coefficient to ensure the accuracy and internal consistency of the measurement instrument.

Qualitative data obtained from in-depth interviews, field observations, focus group discussions (FGDs), and document analysis were analyzed using the interactive model of Miles and Huberman, which consists of three iterative stages: data reduction, data display, and conclusion drawing and verification (Kolesnyak & Polyanskaya, 2022). This analytical process was further supported by thematic analysis using NVivo software to facilitate data coding, category development, theme identification, and the mapping of relationships among key concepts related to collaborative leadership, stakeholder participation, trust building, institutional capacity, coordination, business and professional certification, and digital transformation.

The credibility and trustworthiness of the findings were enhanced through source triangulation, methodological triangulation, and data triangulation (Sagynbayeva et al., 2021). Finally, the quantitative and qualitative findings were integrated using a convergent mixed-methods approach, enabling the complementary interpretation of statistical results and qualitative evidence (Sinha, 2025). This integrated analysis served as the basis for developing the proposed Pentahelix-based Adaptive Collaborative Governance Model, which is intended to strengthen collaborative governance practices in supporting sustainable creative economy development at the local government level.

Result and Discussion

Result: Implementation of Collaborative Governance for Sustainable Creative Economy Development

The findings indicate that the implementation of collaborative governance in promoting sustainable creative economy development in Bogor City has shown encouraging progress through the active involvement of stakeholders representing the Pentahelix framework, namely government, academia, business, community organizations, and the media. This collaboration has been manifested through the formulation of joint programs, capacity-building initiatives for creative economy practitioners, product promotion facilitation, the organization of creative events, and the strengthening of inter-organizational networks. The findings further reveal that the local government primarily serves as the facilitator of collaborative processes by creating institutional spaces for stakeholder engagement, while academia contributes to human capital development through education, training, and mentoring. Meanwhile, business actors function as the primary drivers of innovation, communities strengthen social participation and collective engagement, and the media enhance information dissemination and the promotion of creative economy products.

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These findings are consistent with the Collaborative Governance framework proposed by Ansell and Gash (2008), which identifies face-to-face dialogue, trust building, commitment to the collaborative process, and shared understanding as the fundamental prerequisites for successful collaboration. In the context of Bogor City, stakeholder dialogue has facilitated the development of more open and constructive collaborative relationships, although the intensity of collaboration varies across different creative economy subsectors. The findings also support the integrative framework developed by Emerson, Nabatchi, and Balogh (2012), which emphasizes that successful collaborative governance is driven by three interrelated dimensions: principled engagement, shared motivation, and capacity for joint action. These dimensions are reflected in various creative economy development programs jointly implemented by the local government, creative economy institutions, and community organizations.

Despite these positive developments, the effectiveness of collaborative governance has not yet reached its full potential. Evidence from the in-depth interviews indicates that cross-sectoral coordination remains fragmented, inter-agency communication mechanisms have not been institutionalized on a continuous basis, and program integration among stakeholders continues to rely heavily on the individual initiatives of participating institutions. As a consequence, the substantial potential of the creative economy has not been fully realized, particularly in relation to product innovation, business and professional certification, access to financing, and digital marketing. These findings suggest that the implementation of collaborative governance in Bogor City requires a more adaptive collaborative institutional framework capable of fostering sustained stakeholder synergy and strengthening the long-term competitiveness of the creative economy.

Table 1. Implementation of Collaborative Governance in Sustainable Creative Economy Development

Aspect Analyzed	Research Findings	Implications
Collaborative Leadership	The local government serves as a facilitator by connecting Pentahelix stakeholders through coordination, program facilitation, and policy formulation.	Enhances synergy among stakeholders in sustainable creative economy development.
Stakeholder Participation	Government, academia, business actors, communities, and the media have participated in various creative economy development programs; however, the level of participation remains uneven across stakeholders.	Greater engagement from all stakeholders is required to improve the effectiveness of collaboration.
Trust Building	Cooperative relationships have been established through communication and coordination forums, although they have not yet been sustained consistently.	Strengthening mutual trust is essential to ensure the sustainability of collaborative initiatives.

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Aspect Analyzed	Research Findings	Implications
Institutional Capacity	Institutional support is available, but cross-organizational coordination remains suboptimal.	Strengthening collaborative institutional capacity is necessary to achieve more integrated program implementation.
Human Resource Development	Various training and mentoring programs have been implemented; however, the competencies of creative entrepreneurs remain uneven.	Enhancing human resource capacity should become a strategic priority for sustainable creative economy development.
Certification	A considerable proportion of creative entrepreneurs have not yet obtained business or professional competency certification.	Certification is essential for improving competitiveness and expanding market access.
Digital Marketing	The utilization of digital media and online platforms has not yet been fully optimized by all creative entrepreneurs.	Digital transformation should be strengthened to expand market reach and enhance competitiveness.
Collaborative Outcomes	Collaboration has contributed to stronger networks, increased product promotion, greater innovation, and new business opportunities; however, its impact remains uneven across creative economy subsectors.	A more adaptive and sustainable collaborative governance model is required.
Key Findings	The success of sustainable creative economy development is influenced by collaborative leadership, active stakeholder participation, trust, institutional capacity, and shared commitment.	These findings provide the foundation for developing the proposed Pentahelix-based Adaptive Collaborative Governance Model.

Source: Field Research, 2026.

Based on the findings presented in Table 1, the implementation of collaborative governance in sustainable creative economy development in Bogor City demonstrates that collaboration among stakeholders has generated positive outcomes, although its overall effectiveness continues to face several challenges. The local government has played a central role as a facilitator by connecting Pentahelix stakeholders through policy formulation, program coordination, and the facilitation of various creative economy development initiatives. The active involvement of government agencies, academia, business actors, community organizations, and the media has contributed to stronger collaborative networks, enhanced product promotion, increased innovation, and the creation of new business opportunities. Nevertheless, stakeholder participation remains uneven and is constrained by limited cross-sectoral coordination, disparities in human resource capacity, low levels of business and professional certification, and the suboptimal utilization of digital marketing technologies.

The findings further demonstrate that the success of sustainable creative economy development is strongly influenced by collaborative leadership, mutual trust among stakeholders, institutional capacity, active stakeholder participation, and shared commitment. These factors constitute the fundamental pillars of effective collaborative governance and collectively determine the sustainability of collaborative initiatives. Accordingly, the empirical findings provide a robust foundation for the development of the proposed Pentahelix-based Adaptive Collaborative Governance Model, which is designed as a more adaptive, integrated, and sustainability-oriented governance framework for strengthening sustainable creative economy development.

Descriptive Analysis of Quantitative and Qualitative Data

The findings of the study indicate that the mixed methods approach provides a more comprehensive understanding of the implementation of collaborative governance in the development of a sustainable creative economy in Bogor City. Based on the survey results involving 174 respondents from various creative economy subsectors, it was found that the level of participation of creative economy actors in various collaborative programs facilitated by the local government was categorized as relatively good, although the intensity of involvement varied across subsectors.

Business actors in the culinary, fashion, and craft subsectors tended to demonstrate higher levels of participation because they more frequently received assistance, training, product promotion support, and access to various business development activities. In contrast, actors in the photography, performing arts, digital application, and other creative subsectors perceived that opportunities for collaboration, access to business networks, and policy support were not yet fully distributed evenly.

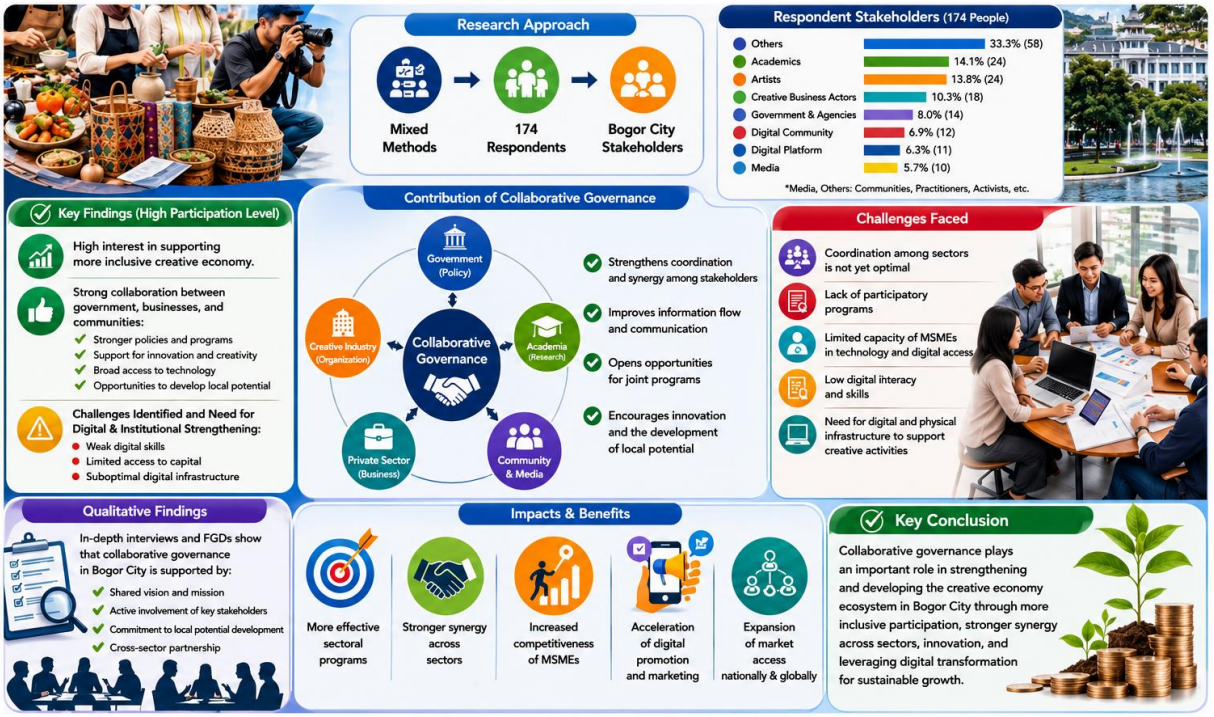
The research findings also revealed that the majority of respondents perceived collaborative governance as having made a positive contribution to strengthening communication among stakeholders, improving access to information, and expanding partnership opportunities between local governments, business actors, academics, communities, and media organizations. Nevertheless, the effectiveness of collaboration has not yet reached its optimal level due to several challenges, including weak cross-sectoral coordination, differences in program priorities among organizations, limited human resource capacity, low ownership of business certifications and competencies, and the suboptimal utilization of digital technology as a means of promoting and marketing creative products. These conditions have resulted in collaborative programs not yet providing equal benefits to all creative economy actors.

The results of interviews, observations, and focus group discussions further reinforced the quantitative findings by demonstrating that the success of creative economy development in Bogor City is strongly influenced by the quality of collaborative leadership, the level of trust among actors, shared commitment, and institutional capacity in building sustainable synergy. These findings indicate that strengthening coordination,

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integrating cross-sectoral programs, improving the competencies of business actors, and optimizing the role of Pentahelix actors are essential prerequisites for establishing a more adaptive collaborative governance system. Based on the overall research findings, it can be concluded that the success of sustainable creative economy development is not solely determined by the economic potential of the region, but also by the ability of all stakeholders to establish inclusive, consistent, and goal-oriented collaboration.

3.1. Explanation of Quantitative Research:
Collaborative Governance Data: Development of a Sustainable Creative Economy in Bogor City

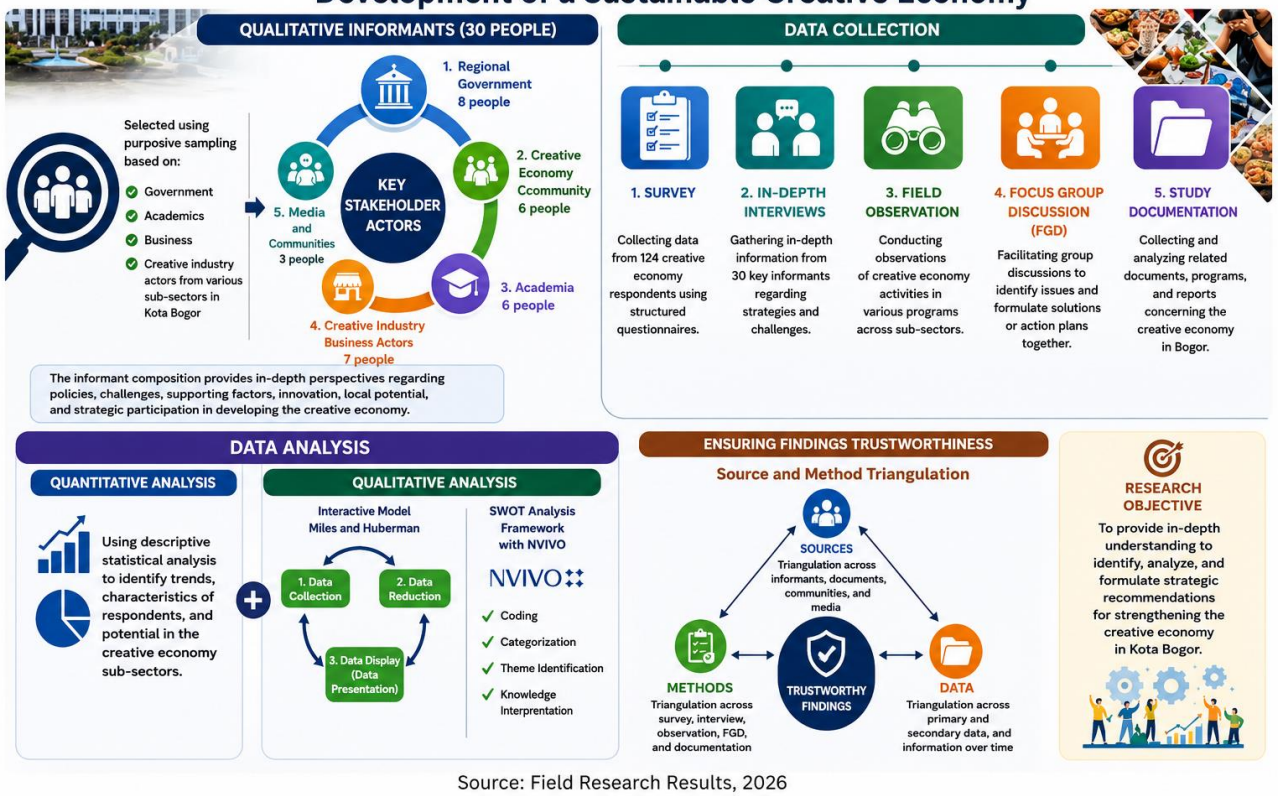


Source: Field Research Results, 2026

The in-depth exploration of the survey results was conducted through a qualitative approach involving 30 informants selected using purposive sampling techniques based on their knowledge, experience, competence, and direct involvement in the development of the creative economy in Bogor City. The informants consisted of eight representatives from the local government, six representatives from creative economy development institutions, five academics, seven creative industry practitioners, and four representatives from communities and media organizations representing the Pentahelix actors. This composition provided a comprehensive perspective on communication patterns, coordination mechanisms, decision-making processes, and the level of participation among stakeholders. Data collection was carried out through surveys, in-depth interviews, field observations, focus group discussions (FGDs), and documentation studies of creative economy development policies and programs. Quantitative data were analyzed using descriptive statistics, while qualitative data were analyzed through the Miles and Huberman interactive model supported by thematic analysis using NVivo. The credibility of the findings was strengthened through source and method triangulation.

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Figure 3.2 Results of Qualitative Research and Comprehensive Analysis: Development of a Sustainable Creative Economy



Source: Field Research Results, 2026

The Sustainable Pentahelix-Based Model serves as a conceptual framework to strengthen sustainable creative economy development at the local government level. This model complements the collaborative governance theories developed by Ansell and Gash (2008) as well as Emerson, Nabatchi, and Balogh (2012) by emphasizing the importance of collaborative adaptability in responding to environmental changes, digital transformation, and the evolving needs of creative economy actors. The model is built upon five main dimensions, namely collaborative leadership, stakeholder trust, institutional capacity, active participation of Pentahelix actors, and shared commitment as the foundation of effective governance.

This study also identified four major challenges affecting the success of collaboration, including weak cross-sectoral coordination, limited human resource capacity, low levels of business actor competency certification, and suboptimal digital marketing practices. Based on these findings, the proposed model positions institutional adaptation, human resource capacity building, digital transformation, and the development of Pentahelix networks as strategic mechanisms to enhance collaborative effectiveness.

The scientific contribution of this research lies in the development of an adaptive, dynamic, and sustainability-oriented collaborative governance model, which can serve as both a conceptual and practical reference for local governments in formulating creative economy development policies that are more inclusive, innovative, and sustainable.

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Figure 3.3. New Findings (Novelty):
Adaptive Collaborative Governance Model for Sustainability



Source: Field Research Results, 2026

Based on Figure, this study generates a new finding (novelty) in the form of the Sustainable Pentahelix-Based Adaptive Collaborative Governance Model as a conceptual framework for sustainable creative economy development in Bogor City. This model extends the concept of collaborative governance by positioning adaptive capacity as a key element in responding to environmental changes, digital technological advancements, and the evolving needs of creative economy actors.

The research findings demonstrate that the effectiveness of collaboration is established through five main dimensions: collaborative leadership, stakeholder trust, institutional capacity, active participation of Pentahelix actors, and shared commitment. Furthermore, the study identifies four major inhibiting factors, namely weak cross-sectoral coordination, limited human resource capacity, low levels of business actor competency certification, and the suboptimal utilization of digital marketing.

Based on these findings, the proposed model offers an adaptive mechanism through collaborative learning, institutional innovation, strengthening digital transformation, improving human resource competencies, and continuous policy adjustment. The scientific contribution of this model lies in expanding collaborative governance theory from a process-oriented approach toward an adaptive, dynamic, and sustainability-oriented approach, thereby providing an explanation of how Pentahelix actor synergies can continuously develop in response to strategic environmental changes.

Practically, this model provides guidance for local governments in designing creative economy policies that are more integrated, inclusive, innovative, and sustainable. Furthermore, it can serve as a reference framework for implementation and further testing in other regions with different creative economy characteristics.

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Discussion: Implementation of Collaborative Governance in Sustainable Creative Economy Development in Bogor City

The findings of this study indicate that the implementation of collaborative governance in sustainable creative economy development in Bogor City has established a relatively effective collaboration pattern through the involvement of local government, academics, business actors, communities, and media as Pentahelix actors. The local government acts as a facilitator by initiating various empowerment programs, training activities, promotional initiatives, and coordination forums among stakeholders. This condition is consistent with the concept of Collaborative Governance proposed by Ansell and Gash (2008), which emphasizes the importance of face-to-face dialogue, trust building, shared commitment, and consensus-based decision-making. Furthermore, the research findings reinforce the concept of the Collaborative Governance Regime proposed by Emerson, Nabatchi, and Balogh (2012), which explains that the effectiveness of collaboration is determined by actor involvement, shared motivation, and institutional capacity in implementing collective action.

However, the research results reveal that the effectiveness of collaboration has not yet reached its optimal level (Prasada, 2022). The main obstacles identified include weak cross-sectoral coordination, unequal levels of participation across creative economy subsectors, limited human resource competencies, low ownership of business and competency certifications, and the suboptimal utilization of digital technology as a means of marketing and network development.

Compared with previous studies that generally emphasize the role of individual actors, this research demonstrates that the success of collaborative governance is strongly influenced by the ability of all stakeholders to adapt to environmental changes, strengthen institutional capacity, and establish more inclusive and sustainable collaboration across all creative economy subsectors (Zvavahera & Chigora, 2023).

Adaptive Pentahelix-Based Collaborative Governance Model as an Innovation for Sustainable Creative Economy Governance

The findings of this study indicate that the implementation of collaborative governance in sustainable creative economy development in Bogor City has involved Pentahelix actors, namely local government, academics, business actors, communities, and media organizations. Based on a survey of 174 respondents and in-depth interviews with 30 informants, the local government plays a role as a facilitator through policy formulation, training programs, product promotion, and the establishment of cross-sectoral coordination forums. This collaboration is perceived to improve access to information, expand business networks, and encourage innovation, particularly in the culinary, fashion, and craft subsectors. Nevertheless, the level of engagement among subsectors remains uneven, as actors in photography, performing arts, digital applications, and other creative fields still face limitations in terms of assistance, coordination, and access to development programs.

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The research findings demonstrate that the effectiveness of collaborative governance is strongly influenced by collaborative leadership, stakeholder trust, active participation, and institutional capacity in integrating the interests of various actors (Vesely & Amaris, 2025). These results support the theory of Ansell and Gash (2008), which emphasizes the importance of dialogue, trust building, and shared commitment, while also strengthening the concept of the Collaborative Governance Regime proposed by Emerson, Nabatchi, and Balogh (2012), which highlights principled engagement, shared motivation, and capacity for joint action.

However, field research also identified several challenges, including weak cross-sectoral coordination, limited human resource competencies, low ownership of business and competency certifications, and the suboptimal utilization of digital technology. These findings indicate that the success of creative economy development does not solely depend on the presence of Pentahelix actors, but also on the ability to establish adaptive collaboration, strengthen institutional capacity, and integrate digital innovation sustainably so that development benefits can be distributed more inclusively and equitably.

CONCLUSION

This study demonstrates that the implementation of collaborative governance in sustainable creative economy development in Bogor City has been carried out through the involvement of Pentahelix actors consisting of local government, academics, business actors, communities, and media organizations. Based on the quantitative analysis of 174 respondents, supported by qualitative findings from 30 informants, it can be concluded that the effectiveness of collaborative governance is not solely determined by the presence of various actors, but primarily by the quality of interaction, the ability to adapt to environmental changes, and institutional capacity in managing collaboration sustainably. The research findings reveal that collaborative leadership serves as a key driver capable of strengthening coordination, facilitating communication, and aligning the interests of various actors, thereby enabling creative economy development programs to be implemented in a more structured and targeted manner.

The results also confirm that stakeholder trust, active participation, institutional capacity, and shared commitment are the main determinants of successful collaborative governance. The higher the level of trust and participation among actors, the more effective the processes of decision-making, information exchange, resource sharing, and implementation of creative economy development programs become. Conversely, weak coordination among organizations, limited human resource quality, low ownership of business and competency certifications, and the suboptimal utilization of digital technology remain significant barriers that reduce collaboration effectiveness. These conditions have resulted in the benefits of development programs not yet being experienced evenly across all creative economy subsectors.

The primary scientific contribution of this study lies in the development of the Sustainable Pentahelix-Based Adaptive Collaborative Governance Model. This model expands the concept of collaborative governance, which previously emphasized dialogue and consensus-building processes, into an adaptive framework that places institutional learning capacity, policy innovation, digital transformation, human resource competency strengthening, and collaborative networks as essential elements for maintaining sustainable creative economy development. Therefore, the success of collaboration is not merely understood as the achievement of agreements among actors, but also as the ability of all stakeholders to continuously adjust collaborative strategies in response to social, economic, technological, and policy dynamics.

This research also addresses a gap in public administration literature, particularly regarding the implementation of collaborative governance in Indonesia's creative economy sector. Unlike previous studies that generally focus on identifying the roles of individual actors, this study integrates institutional adaptation, collaborative leadership, digital transformation, and Pentahelix capacity strengthening into an interconnected conceptual model. Consequently, the resulting model not only contributes to theoretical development but also provides an implementation framework that can be utilized by local governments in formulating more inclusive, innovative, and sustainable creative economy policies.

Nevertheless, this study has limitations because it was conducted only within the context of Bogor City; therefore, the social, institutional, and economic characteristics of other regions were not included in the analysis. In addition, the study employed a case study design, meaning that the generalization of findings should be approached cautiously. However, the combination of mixed methods, data triangulation, and the integration of quantitative and qualitative analyses produced findings with a high level of credibility. Overall, this study confirms that the success of sustainable creative economy development depends not only on regional economic potential but, more importantly, on the ability to establish adaptive and responsive collaborative governance capable of strengthening the synergy among all Pentahelix actors.

Based on the research findings, several recommendations are proposed for local governments. First, it is necessary to strengthen collaborative governance mechanisms through the establishment of a more structured, sustainable, and partnership-based cross-sectoral coordination system. The Pentahelix collaboration forum should not merely function as a consultation platform but also serve as a collective space for formulating policies, designing programs, monitoring implementation, and periodically evaluating creative economy development outcomes. Strengthening collaborative leadership should become a priority, as leadership capable of building trust, resolving conflicts, and integrating the interests of various actors has been proven to be a crucial factor in successful collaboration.

Second, improving human resource capacity should become a strategic agenda. Local governments, together with universities, training institutions, professional associations, and industry actors, need to expand competency development programs, professional certification, business mentoring, digital literacy, and creative product innovation initiatives. These efforts will enhance the competitiveness of creative economy actors while strengthening their ability to utilize digital technology for production, promotion, marketing, and business network development.

From an institutional perspective, integration of programs among government agencies is required to prevent policy overlap and program fragmentation. The development of a creative economy roadmap involving all Pentahelix actors can serve as an instrument to align objectives, performance indicators, and role distribution among institutions. Furthermore, collaborative digital platforms should be developed as media for information sharing, program coordination, product promotion, and knowledge exchange, enabling more effective communication among stakeholders.

For academics, the findings of this study can serve as a foundation for developing research on adaptive collaborative governance in other development sectors, such as tourism, micro, small, and medium enterprises (MSMEs), regional innovation, and digital transformation in government. The proposed Sustainable Pentahelix-Based Adaptive Collaborative Governance Model requires further empirical testing through advanced quantitative approaches, such as Structural Equation Modeling (SEM), as well as comparative studies across different cities and provinces in Indonesia. Cross-regional testing will provide insights into the consistency of the model while strengthening the external validity of the proposed theoretical framework.

Future research is also recommended to expand the scope of variables by incorporating dimensions such as digital innovation, artificial intelligence (AI), circular economy, institutional resilience, and environmental sustainability so that the developed model becomes increasingly relevant to future creative economy development dynamics. A longitudinal approach is also important to examine long-term changes in collaboration patterns and to understand how institutional adaptation processes evolve over time.

Practically, the results of this study are expected to serve as a reference for local governments in designing creative economy policies that are more participatory, adaptive, and sustainability-oriented. Meanwhile, for communities, business actors, academics, and media organizations, the proposed model can serve as a guideline for strengthening synergy, expanding collaborative networks, and creating a creative economy ecosystem capable of improving regional competitiveness, community welfare, and sustainable development at both local and national levels.

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