



Creative Industry Governance: A Case Study of the Riau Islands Province

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Abstract

This research aims to analyze the creative industry governance strategy in making the Riau Islands Province an export outlet for Indonesia's creative economy. This study uses a qualitative approach with descriptive-analytical methods through literature studies and policy analysis. Research data were obtained from national policy documents, government reports, the Central Statistics Agency (BPS), scientific publications, and various documents related to creative economy development. This study uses a Sub-Regional Development perspective to explain how geographical advantages and strategic area development can be utilized to strengthen the position of the Riau Islands in regional and international economic networks. The results show that the creative industry governance strategy in the Riau Islands is implemented through the development of three strategic areas with complementary functions, namely Gurindam 12 Tanjungpinang as an education center and strengthening of creative human resources, Lobam Bintan as an industrial area and downstreaming of creative products, and Harbour Bay Batam as a showcase area and international market connectivity. The integration of these three areas forms a creative industry value chain ranging from capacity development and production to promotion and marketing. However, challenges remain in the form of institutional coordination, strengthening the capacity of creative actors, protecting intellectual property, and optimizing global market access. Therefore, it is necessary to strengthen governance based on collaboration between actors and cross-sectoral policies to increase the competitiveness of the Riau Islands' creative industry in a sustainable manner.

Keywords: Creative Industry Governance, Sub-Regional Development, Strategic Areas, Creative Economy, Riau Islands.

Abstrak

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Abstrak Penelitian ini bertujuan untuk menganalisis strategi tata kelola industri kreatif dalam menjadikan Provinsi Kepulauan Riau sebagai outlet ekspor ekonomi kreatif Indonesia. Penelitian ini menggunakan pendekatan kualitatif dengan metode deskriptif-analitis melalui studi pustaka dan analisis kebijakan. Data penelitian diperoleh dari dokumen kebijakan nasional, laporan pemerintah, Badan Pusat Statistik (BPS), publikasi ilmiah, serta berbagai dokumen terkait pengembangan ekonomi kreatif. Penelitian ini menggunakan perspektif Sub-Regional Development untuk menjelaskan bagaimana keunggulan geografis dan pembangunan kawasan strategis dapat dimanfaatkan dalam memperkuat posisi Kepulauan Riau dalam jaringan ekonomi regional dan internasional. Hasil penelitian menunjukkan bahwa strategi tata kelola industri kreatif di Kepulauan Riau diimplementasikan melalui pengembangan tiga kawasan strategis yang memiliki fungsi saling melengkapi, yaitu Gurindam 12 Tanjungpinang sebagai pusat edukasi dan penguatan sumber daya manusia kreatif, Lobam Bintan sebagai kawasan industri dan hilirisasi produk kreatif, serta Harbour Bay Batam sebagai kawasan etalase dan konektivitas pasar internasional. Integrasi ketiga kawasan tersebut membentuk rantai nilai industri kreatif mulai dari pengembangan kapasitas, produksi, hingga promosi dan pemasaran. Namun, masih terdapat tantangan berupa koordinasi kelembagaan, penguatan kapasitas pelaku kreatif, perlindungan kekayaan intelektual, dan optimalisasi akses pasar global. Oleh karena itu, diperlukan penguatan tata kelola berbasis kolaborasi antaraktor dan kebijakan lintas sektor untuk meningkatkan daya saing industri kreatif Kepulauan Riau secara berkelanjutan.

Kata kunci: Tata Kelola Industri Kreatif, Sub-Regional Development, Kawasan Strategis, Ekonomi Kreatif, Kepulauan Riau.

Introduction

The creative economy is an integration of culture, technology, and social innovation, focused on developing creative human resources to improve economic well-being. This approach highlights the crucial role of creativity as an asset in sustainable development (Niemets, 2025). Globally, the creative economy is one of the fastest-growing sectors, contributing more than 3% to global Gross Domestic Product (GDP) and employing more than 50 million people. This sector's growth is driven by digitalization, cross-sector innovation (such as music, film, and design), and increasing international collaboration within the creative value chain (United Nations, 2024). Exports are a key indicator of the success of creative economy development. Export activities not only serve as a means of increasing national revenues from international markets but also demonstrate a country's ability to create creative products that are accepted and competitive globally.

Global trade in the creative economy sector now focuses not only on physical goods, such as fashion, crafts, and design, but also encompasses technology-based creative services, such as software, film, music, animation, digital games, and various other digital services (Bintoro, 2022). The National Creative Economy Master Plan positions the creative economy as a strategic sector developed through creative economic development principles that emphasize the importance of strengthening an integrated creative ecosystem through improving the quality of human resources, creating added economic value, developing industry and infrastructure, strengthening regional communities, collaborating between actors, and increasing the competitiveness of creative works so they can compete at the national and global levels (President, 2026). The implementation of this

policy is then elaborated more operationally through the Strategic Plan of the Ministry of Creative Economy. In this regard, the government, through its national creative economy development policy, seeks to strengthen the governance of this sector by improving regulations, policies, and creative economy institutions in various regions (Minister of Creative Economy, 2025).

One strategic step taken was to establish 15 priority provinces for creative economy development, including the Riau Islands. The distribution of priority provinces from western to eastern Indonesia demonstrates that creative economy development is geared toward equitable growth by leveraging the potential of each region, including cultural aspects, creative human resources, and opportunities for global market expansion. In terms of regional development, the Riau Islands' strategic advantages provide the region with significant potential for growth. Through its role as a link between regional creative products and the global market, the Riau Islands can play a vital role in expanding international market reach. This regional development not only benefits local economic growth but also supports the increased competitiveness of Indonesia's creative economy. This aligns with the increasing contribution of the creative economy sector to national exports (Putri & Siladjaja, 2021).

In 2022, export value reached US\$19.06 million, contributing 0.46% to national creative economy exports. Then, in 2023, export value decreased to US\$8.14 million, in line with slowing global demand and the unrecovered international trade situation. However, in 2024, export value increased significantly to US\$32.66 million, with the contribution to national creative economy exports increasing to 1.56%. (BPS, 2024). It can be seen that the contribution of regional exports to national creative economy exports has experienced dynamics from year to year. It is identified that the governance of creative economy development has resulted in varying contributions to national exports. The increasing growth of the creative economy sector does not fully reflect the achievement of optimal sector development. This is due to various challenges, such as the suboptimal strengthening of the intellectual property ecosystem, limited access to funding, ineffective institutional capacity, low competitiveness of creative human resources, and weak supply chain integration to support the sustainability of the creative industry. To achieve this, comprehensive steps are needed to strengthen the creative economy ecosystem so that this sector can make a sustainable contribution (President, 2026).

Geographical advantages, national policy support, and opportunities created through international trade connectivity provide significant potential for the Riau Islands Province to strengthen creative industry product exports and develop as an export outlet for Indonesia's creative economy. Achieving this role requires a governance strategy capable of integrating these various potentials into an effective and sustainable policy. This study seeks to analyze how the creative industry governance strategy in the Riau Islands Province can optimize the national policy direction established through the National Creative Economy Master Plan. This study aims to analyze the creative industry governance strategy in making the Riau Islands Province an export outlet for Indonesia's creative economy.

Research Method

The data collection technique in this study was conducted through library research, a method that utilizes various written and digital sources to obtain information relevant to the research topic. This technique was used to obtain secondary data to support a comparative analysis of synergistic factors in the implementation of national policies through the development of export-based areas.

Furthermore, all data was systematically analyzed to produce a comprehensive understanding of the creative industry governance strategy in realizing the Riau Islands as an export outlet for Indonesia's creative economy (Tarnoki, 2019).

In this study, the data or documents used include internal sources from local governments, such as BPS (Statistics Indonesia), and external sources, such as scientific journal articles, national policy documents, and reports from international institutions. Official reports from international institutions provide an overview of the development of the creative economy globally. Then, scientific journals discuss theories, models, and empirical studies regarding the synergy between the government, creative communities, and business actors. Then, national and regional policy and regulatory documents relevant to the development of the creative economy sector in Indonesia, particularly in border regions such as the Riau Islands. Also, official government data and credible mass media articles support the research to complement the latest information and describe practical dynamics in the field.

The data analysis technique used in this study was qualitative descriptive analysis using the Miles and Huberman (1994) model. This analysis aims to interpret the secondary data collected to provide a comprehensive understanding of the conditions, factors, and policies influencing the Riau Islands' strategy to become an export outlet for Indonesia's creative economy. Data analysis was conducted through three main stages as outlined by Miles & Huberman: data reduction, data display, and conclusion drawing and verification

Result And Discussion

Implementation of National Policy in Developing Creative Industry Governance in Riau Islands Province

The development of the creative industry in the Riau Islands Province is part of the implementation of national policies aimed at strengthening economic competitiveness based on creativity, innovation, and intellectual property. This policy positions the creative economy not only as a supporting sector for national economic growth but also as an instrument of economic transformation capable of increasing added value, creating jobs, expanding exports, and strengthening Indonesia's cultural identity in the global market (My, 2023). This development direction is outlined in various national policy documents, namely the National Creative Economy Master Plan and the Strategic Plan of the Ministry of Creative Economy, which serve as references for the central and regional governments in developing an integrated creative industry ecosystem.

Achieving successful creative industry development requires an integrated strategy involving government policies, strengthening the business ecosystem, increasing human resource capacity, and expanding market access to drive national economic growth. The National Creative Economy Master Plan positions the creative economy as a strategic sector developed through a collaborative approach involving the government, business, academia, communities, media, and financial institutions (President, 2026). This approach aims to build a creative economy ecosystem that is oriented not only toward increasing the number of business actors but also toward strengthening the value chain, from idea generation, talent development, production, commercialization, and expanding international market access. Thus, creative economy development is directed toward

producing globally competitive products through the utilization of intellectual property and innovation as the primary sources of economic value creation.

The designation of the Riau Islands as one of the priority provinces for national creative economy development demonstrates recognition of this region's potential. From a sub-regional development perspective, geographic proximity is a key factor in fostering inter-regional cooperation, enabling more intensive economic interaction than in regions with greater geographical distances. Conceptually, the development of the Riau Islands is linked to the characteristics of sub-regional cooperation in Southeast Asia, which positions border areas as

strategic development areas. Sub-regionalism views regional integration not only through regional institutions such as ASEAN, but also through more specific collaboration between regions with complementary interests and economic potential. In this context, the Riau Islands enjoy a strategic position because they are located within an economic environment connected to regional growth centers, particularly Singapore and Malaysia. This proximity provides opportunities for the Riau Islands to develop leading sectors based on connectivity, trade, tourism, and creative industries with an international market orientation.

Based on the analysis, the implementation of national policies in the Riau Islands is not carried out uniformly across the region, but is translated into a region-based development strategy. This approach aims to ensure that each region has a different but complementary function according to its potential. The three main locations that are crucial points of this research were selected from three regional or area pillars that align with the position of Riau Islands as a priority province for the national creative economy and Indonesia's international gateway. This research focuses on how creative industry governance is implemented through the three main pillars of creative economy development in the Riau Islands Province: Harbour Bay Batam as a showcase pillar, Gurindam 12 Tanjungpinang as an education pillar, and Lobam Bintan as an industry pillar.

The first stage in the implementation of this policy begins with human resource development through the Gurindam 12 Tanjungpinang Area. Research results show that creativity is the main capital in the creative industry, so that increasing the capacity of business actors, creative communities, artists, and entrepreneurs is the foundation before a product can be produced and marketed. Therefore, various training programs, business incubation, strengthening creative communities, entrepreneurship development, and preservation of Malay culture are aimed at producing human resources who have the ability to innovate and create products with economic value. This stage shows that policy implementation is not directly directed at exports, but begins with building human capacity as the main source of creativity.

The implementation of this educational function demonstrates that the government is not only focused on increasing the number of entrepreneurs but also on improving the quality of creative human resources. This capacity building is the first step in building a creative industry ecosystem, as innovation, creativity, business management, and adaptation to technological developments are key factors determining the competitiveness of creative products in both national and international markets. The Riau Islands Provincial Government is implementing the Intellectual Property Facilitation Program (FasKI) as part of the implementation of the education pillar. This program includes assistance with the registration of copyrights, trademarks, industrial designs, and other forms of intellectual property protection for creative economy actors.

Overall, 79 creative economy actors received IPR facilitation. Based on the data, the culinary subsector dominated, with 59 actors, or 74.7% of the total recipients. This dominance indicates that the culinary subsector is the most active in obtaining intellectual property protection, whether in the form of trademarks, copyrights, or other forms of protection. The high number of facilitation recipients in the culinary subsector also reflects the substantial economic potential and the high awareness of business actors regarding the importance of legal protection for their creative products (DISPAR, 2025).

These findings also demonstrate that IPR facilitation is a crucial instrument in implementing creative industry development policies in the Riau Islands Province. Protection of creative works not only increases legal certainty for businesses but also strengthens product competitiveness when marketed nationally and internationally. Policy implementation is no longer solely focused on increasing the number of businesses but also on improving business quality through strengthening

legality, product identity, and innovation protection. Therefore, increasing the scope of IPR facilitation across various subsectors will support the creation of a more sustainable creative industry ecosystem while strengthening the Riau Islands' position as an export outlet for Indonesia's creative economy.

Following the human resource development process, policy implementation continues with strengthening production capacity through the Lobam Industrial Estate in Bintan Regency. Research shows that the creativity generated by creative industry players requires the support of production facilities, investment, technology, and infrastructure to produce products of the quality and quantity needed by the market. Therefore, Lobam is positioned not only as a manufacturing industrial area but also as a center for downstream creative product processing, connecting ideas and innovations into marketable products. This stage demonstrates that the production process connects the creativity generated by human resources with the needs of national and international markets.

The total export value of creative products was recorded US\$32.65 million in 2024. This increase indicates a recovery and strengthening of the export performance of the Riau Islands' creative industry in 2024. It was identified that the governance of creative economy development has resulted in varying contributions to national exports (BPS, 2024). The Lobam Industrial Estate serves as a downstream hub, enabling creative economy products to be produced more efficiently, meeting quality standards, and with greater production capacity. With the support of industrial infrastructure, creative economy actors no longer produce products solely on a micro- scale but are now connected to a more organized production system. The increase in export value by 2024 indicates the beginning of a relationship between the development of creative human resources and strengthening national industrial capacity.

The next stage is the promotion and expansion of international market access through Harbour Bay Batam as a showcase area. The research results show that Harbour Bay has a strategic position because it is one of the main entry points for international tourists from Singapore and Malaysia. This position is utilized as a promotional medium for creative industry products through exhibitions, festivals, cultural promotions, and trade activities that bring together local products with international consumers. In other words, Harbour Bay functions not only as an international port, but also as a commercial space that introduces creative products from the Riau Islands to the global market. The placement of Harbour Bay in the final stage of implementation indicates that international promotion is carried out after the product has achieved adequate quality, identity, and production capacity.

Based on data on the number of international passengers passing through Harbour Bay Port in Batam in 2024, there were 1,492,038 passengers. All months of that year recorded passenger numbers above 110,000, with a relatively stable seasonal pattern, particularly during the mid-year and year-end holiday periods. The balance between arriving and departing passengers has also improved, indicating the port's operational stability following the post-pandemic recovery process. This increase indicates that Harbour Bay is returning to its function as one of the main international gateways in the Riau Islands Province following the reopening of international travel (BPS, 2024). The higher mobility of international tourists entering the Riau Islands, the greater the opportunity for local governments and creative industry players to introduce local products through various promotional activities, exhibitions, cultural festivals, creative economy bazaars, and direct marketing activities to international consumers. Therefore, international mobility data shows that Harbour Bay has increasing potential to serve as a showcase in supporting the marketing of Riau Islands' creative products.

Integration of the Development of Three Strategic Areas to Make the Riau Islands an Export Outlet for the Creative Economy in Indonesia

The research results show that the relationship between Gurindam 12, Lobam, and Harbour Bay forms an interconnected creative industry value chain. Gurindam 12 generates human resources and creative ideas, Lobam transforms these ideas into products through production and downstream processes, while Harbour Bay serves as a commercialization space and a link between creative products and international markets. This integration demonstrates that the success of creative industry development is not determined by the success of a single region, but by the ability to connect all stages of value creation sustainably. Thus, the implementation of national policies in the Riau Islands forms a system that integrates talent development, industry, and trade within a single development ecosystem.

The research findings align with the concept of the creative economy proposed by John Howkins, who states that economic value in the creative industry is generated through a series of processes that begin with ideas, then develop into innovation, followed by production, commercialization, and finally resulting in exports. In the context of this research, Gurindam 12 plays a role in the idea creation and innovation stage through the development of creative human resources. Lobam represents the production and downstream stages, while Harbour Bay carries out the commercialization and international market expansion functions. Thus, the integration of the three regions reflects the real implementation of the value creation cycle in the creative economy (Howkins, 2001).

Meanwhile, the Sub-Regional Development perspective emphasizes that regional development aims not only to increase local economic activity but also to create new growth centers that are connected to regional and international economic networks. In the context of the Riau Islands, the geographical advantage as a border region directly adjacent to Singapore and Malaysia is utilized to build an export-oriented creative industry system. The integration between educational areas, industrial areas, and showcase areas shows that the border region is no longer viewed as a peripheral area, but is developing into a creative economy trade and export hub that connects local products with international markets. Research on the development of border regions also shows that the integration of regional functions and strengthening connectivity are key factors in increasing regional competitiveness.

It is understandable that the governance of creative economy development in the Riau Islands Province has shown an increasingly structured direction through the implementation of three strategic regional pillars: education, industry, and showcase. These three pillars not only serve as instruments for developing the creative economy subsector but also serve as a means of integrating regional potential, government policies, and strengthening the competitiveness of creative products in national and international markets. The designation of the Riau Islands as one of the priority provinces for creative economy development further strengthens this region's position as a strategic region, expected to make the Riau Islands an export outlet for Indonesia's creative economy.

Conclusion

Based on the results of research and discussion regarding the implementation of national policies for developing the creative industry in the Riau Islands Province, it can be concluded that the creative industry governance strategy is implemented through the implementation of national policies manifested in the development of three strategic areas, namely the Gurindam 12 Tanjungpinang Area as an educational pillar, the Lobam Industrial Area in Bintan Regency as an

industrial pillar, and Harbour Bay Batam as an international showcase pillar. Policy implementation is not carried out partially in each area, but rather builds links between human resource development, production processes, and expanding international market access. These three areas have different functions, but are interconnected in forming the creative industry value chain.

The research results show that the Gurindam 12 Area serves as an initial stage in policy implementation through the development of creative human resource capacity. Various coaching, training, business mentoring programs, and Intellectual Property Rights (IPR) facilitation are government efforts to improve the quality of creative industry players. Furthermore, the Lobam Industrial Area functions as a production and downstream center that connects creativity into products that have added value and meet market standards. Once the product is ready for market, Harbour Bay Batam functions as an international showcase that leverages the Riau Islands' strategic position as a border region to expand promotion and trade access to global markets, particularly Singapore and Malaysia.

In this study, Gurindam 12 represents the stages of idea and innovation development, Lobam carries out production and downstream functions, while Harbour Bay serves as a commercialization space towards the international market. Furthermore, the research findings also strengthen the Sub-Regional Development perspective, which explains that border regions can develop into centers of economic growth if they are able to integrate human resources, industrial capacity, and regional trade connectivity. The strategic position of the Riau Islands, which directly borders Singapore and Malaysia, is a comparative advantage that supports the transformation of the region as a hub or export outlet for Indonesia's creative economy.

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