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Political Communication Dynamics and Their Impact on the Effectiveness of Creative Economy Based Poverty Alleviation Policies

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ABSTRACT: *Creative economy based poverty alleviation policies have become a strategic instrument for many developing regions, yet their effectiveness is often undermined not by policy design but by how it is communicated. This study examines how political communication dynamics influence these policies' effectiveness. Using a sequential explanatory mixed-methods design, quantitative data were collected from 96 creative-economy actors and policy implementers via questionnaire, followed by in-depth interviews with 12 key informants: local government communicators, community leaders, and creative-economy entrepreneurs. The quantitative phase measured the relationship between message framing, communicator credibility, media channel choice, and policy-recipient participation on perceived program effectiveness, while the qualitative phase elaborated the underlying mechanisms. Findings indicate that message framing and communicator credibility are the two most decisive dimensions of political communication determining whether these policies are understood, trusted, and adopted by intended beneficiaries. Ambiguous or overly technocratic framing produced confusion and low uptake among micro and small creative enterprises, whereas locally embedded communicators using participatory and dialogic channels substantially increased policy acceptance and behavioral compliance. The study contributes a communication-centered explanation for implementation gaps often overlooked in economics-oriented poverty studies, offering practical recommendations for governments seeking to strengthen the communicative infrastructure of pro-poor creative-economy programs.*
Keywords: *Political Communication; Policy Effectiveness; Creative Economy; Poverty Alleviation; Communicator Credibility*

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I. INTRODUCTION

Poverty remains one of the most persistent structural problems confronting developing countries, and Indonesia is no exception. Successive administrations have sought to reduce poverty through a combination of social assistance, community empowerment, and micro, small, and medium enterprise (MSME) development, with the creative economy increasingly positioned as a strategic vehicle for inclusive growth because it draws on local creativity, culture, and craftsmanship rather than capital-intensive industry (Sinaga, 2022). Handicrafts, culinary products, digital content, fashion, and tourism-related micro-enterprises are widely regarded as accessible entry points for low-income households to generate income, and national and regional governments have accordingly issued a wide range of regulations, grant schemes, training programs, and digital-marketing assistance intended to formalize and scale these creative-economy activities among the poor.

However, a policy that is well designed on paper does not automatically translate into effective implementation on the ground. A growing body of research in public administration and communication studies argues that the success or failure of a policy is frequently determined less by its substantive content than by how that content is communicated to the people who are expected to comply with, participate in, or benefit from it (Cairney & Kwiatkowski, 2017). Communication is not a neutral conduit that simply transmits policy information from government to citizens; rather, it actively shapes how a policy is understood, evaluated, and acted upon (Crozier, 2007). This is particularly true in the domain of poverty alleviation, where target beneficiaries often have limited formal education, uneven access to digital media, and pre-existing distrust toward government programs, making the communicative dimension of policy delivery at least as consequential as its budgetary or regulatory dimension.

Political communication research offers several theoretical lenses through which this dynamic can be understood. Framing theory suggests that the way an issue or program is selectively presented, emphasized, and contextualized shapes the interpretations and attitudes that audiences form toward it (Entman, 1993). Because framing determines which aspects of a policy are made salient and which are downplayed, it directly affects whether beneficiaries perceive a creative-economy program as a genuine economic opportunity, a bureaucratic obligation, or an empty political gesture (Chong & Druckman, 2007). Agenda-setting theory complements this perspective by explaining how sustained media and government attention to an issue elevates its perceived importance in the public mind, thereby influencing whether a poverty alleviation program is treated as a policy priority worth engaging with or as a peripheral initiative that can be safely ignored (McCombs & Shaw, 1972). More recent integrative approaches to political

communication further argue that framing, agenda-setting, and priming operate simultaneously and interact with the credibility of the communicating actor, the design of the message, and the channel through which it is delivered, producing compounded effects on public understanding and behavior (D'Angelo, 2012).

Trust constitutes an additional, closely related variable. Government communications can either build or erode public trust depending on whether they are perceived as transparent, competent, and genuinely responsive to community needs, and low trust has repeatedly been shown to suppress public willingness to accept or act upon a policy message regardless of its technical merit (Alon-Barkat, 2020). This problem is compounded in linguistically and culturally diverse regions, where government communications that are not adapted to local languages, idioms, and communication preferences risk excluding precisely the marginalized groups that poverty alleviation programs are meant to reach (Grey & Severin, 2022). A systematic review of experimental and survey evidence on the communication of policy effectiveness further shows that public support for a government program is highly sensitive to how outcome information is framed and disseminated, with poorly communicated effectiveness evidence producing weaker public backing even when the underlying policy performs well (Reynolds et al., 2020).

Within the Indonesian context, poverty is widely recognized as a complex and multidimensional phenomenon that cannot be reduced to income deprivation alone, but also encompasses limited access to education, health services, and productive assets (Sinaga, 2022). Urban poverty in particular is closely intertwined with informal-sector unemployment and underemployment, which creative-economy-based livelihoods are often proposed to absorb (Faturohim et al., 2023). Community-based creative-economy interventions, such as fisherfolk empowerment programs built around local craft and processed-food industries, have shown promise in raising household income where they are implemented with strong community participation and networked support among government, business, and civil-society actors (Idrus et al., 2023). Yet the persistent gap between the ambition of these programs and their uneven results on the ground suggests that structural and financial constraints are not the only barriers; communicative failures in how these programs are introduced, explained, and sustained within target communities plausibly constitute an equally important but comparatively understudied obstacle.

It is also important to recognize that political communication in this context is not confined to formal government announcements. Political communication encompasses the broader web of message construction, media selection, and audience response through which political and administrative actors seek to shape public understanding of, and behavior toward, collective issues (Crozier, 2007). In grassroots poverty alleviation settings, this web includes village

facilitators repeating and translating official messages into local idioms, cooperative leaders vouching for or questioning a program's legitimacy, and peer entrepreneurs sharing informal accounts of their own experience with a scheme. Each of these actors and channels can reinforce, dilute, or even contradict the government's original framing, meaning that the effectiveness of a poverty alleviation policy is ultimately co-produced through a layered communication process rather than determined solely by the content of the initial policy announcement.

Despite the substantial literature on both political communication effectiveness and creative-economy-based poverty alleviation as separate fields of inquiry, comparatively little empirical research has directly examined how specific dimensions of political communication, namely message framing, communicator credibility, channel selection, and beneficiary participation, jointly influence the perceived and actual effectiveness of creative economy based poverty alleviation policies at the local level. Most poverty studies emphasize economic and structural determinants, while most political communication studies focus on electoral campaigns, health communication, or general public policy advocacy rather than the specific institutional setting of pro-poor creative-economy programs (Kondolele et al., 2025). This study addresses that gap by asking two interrelated research questions: first, how does message framing shape the way creative-economy actors interpret and respond to poverty alleviation policies; and second, to what extent do communicator credibility and media-channel choice determine the practical effectiveness of these policies as perceived by their intended beneficiaries. By answering these questions, this study contributes a communication-centered explanation of policy implementation gaps that complements the predominantly economic framing of existing poverty alleviation research, and it offers evidence based recommendations for strengthening the communicative architecture of pro poor creative economy governance.

II. METHOD

This study employed a sequential explanatory mixed-methods design, in which quantitative data are collected and analyzed first, followed by a qualitative phase intended to elaborate, contextualize, and explain the quantitative findings in greater depth (Ivankova et al., 2006). This design was selected because the research problem required both a generalizable measurement of the relationships among political communication variables and policy effectiveness, and a nuanced, contextual understanding of the mechanisms underlying those statistical relationships as experienced by creative-economy actors and local government communicators.

The research was conducted in a regency-level creative-economy development area that has been designated as a priority location for community-based, creative-economy poverty alleviation programs. This location was purposively selected because it hosts an active local government

communication unit responsible for disseminating information about creative-economy assistance schemes, alongside a substantial population of micro and small creative enterprises operating in the handicraft, culinary, and creative-tourism sub-sectors.

In the quantitative phase, a structured questionnaire was distributed to 96 respondents selected through purposive sampling, comprising micro and small creative-economy business actors who were registered beneficiaries or prospective beneficiaries of local poverty alleviation programs, as well as village- and sub-district-level facilitators involved in disseminating information about these programs. The questionnaire operationalized four independent variables, namely message framing, communicator credibility, media channel effectiveness, and beneficiary participation, and one dependent variable, namely perceived policy effectiveness, each measured using a five-point Likert scale adapted from established political communication and public policy implementation instruments. Prior to full distribution, the instrument was piloted with 15 respondents outside the main sample to assess validity and reliability; all items achieved a Pearson product-moment validity coefficient above 0.30 and the overall instrument achieved a Cronbach's alpha of 0.86, indicating acceptable internal consistency. Quantitative data were analyzed using descriptive statistics, multiple linear regression, and simultaneous (F-test) and partial (t-test) significance testing to determine the individual and combined contribution of the four communication variables to perceived policy effectiveness.

In the qualitative phase, semi-structured in-depth interviews were conducted with 12 key informants selected through a combination of purposive and snowball sampling, consisting of three local government public-communication officers, four creative-economy community leaders, and five creative-economy entrepreneurs who had directly experienced the poverty alleviation program under study. Interviews explored how respondents interpreted policy messages, how they evaluated the credibility of government communicators, which communication channels they trusted and used most, and what barriers or facilitators shaped their engagement with the program. Interview data were transcribed verbatim, coded thematically, and triangulated against the quantitative results, official program documents, and field observations of program-socialization events to strengthen the credibility and dependability of the qualitative findings. This integration of quantitative measurement with qualitative elaboration allowed the study not only to establish whether political communication variables were statistically associated with policy effectiveness, but also to explain, in the words of the actors themselves, why and how these associations occurred.

Several methodological safeguards were applied to strengthen the trustworthiness of the findings. Data source triangulation was achieved by cross-checking respondent and informant accounts against official program socialization materials and documented attendance records

from program outreach events. Member checking was conducted with four key informants, who reviewed preliminary interview summaries to confirm that their views had been accurately represented. As with most purposively sampled, single-location studies, the findings should be interpreted as analytically generalizable to conceptually similar creative-economy poverty alleviation settings rather than as statistically representative of all Indonesian regions; this limitation is addressed further in the concluding section.

III. RESULT AND DISCUSSION

The combined quantitative and qualitative findings of this study converge on two central patterns that most directly answer the research questions posed above. The following discussion is therefore organized around these two focal points rather than around every variable examined, in order to concentrate the analysis on the mechanisms that most strongly explain the effectiveness of creative economy based poverty alleviation policy communication.

Message Framing as the Primary Determinant of Policy Comprehension and Uptake

The regression analysis indicated that message framing was the strongest predictor of perceived policy effectiveness among the four communication variables tested, with a standardized beta coefficient of 0.46 and a significance level of $p < 0.01$, explaining approximately 34 percent of the variance in perceived effectiveness on its own before the other variables were introduced into the model. This finding is consistent with framing theory's core proposition that the selective emphasis embedded in a communicated message shapes the interpretive frame through which audiences understand a policy's purpose, relevance, and personal implications (Entman, 1993). When a poverty alleviation program is framed primarily in bureaucratic or administrative language, emphasizing procedural requirements, eligibility documentation, and compliance deadlines, creative-economy actors in this study tended to interpret it as a government obligation rather than an economic opportunity, which measurably reduced their willingness to participate.

Qualitative interviews illuminated the mechanism behind this quantitative pattern. Several creative-economy entrepreneurs explained that early socialization materials for the local creative-economy assistance scheme were saturated with technical terms such as "verification," "cluster classification," and "disbursement mechanism," which they found alienating and difficult to relate to their daily economic concerns. One handicraft producer described feeling that the program "sounded like it was designed for someone else," despite being squarely within the target group the policy intended to reach. This experience mirrors the broader theoretical claim that framing operates through problem definition and treatment recommendation (Entman, 1993); when the "problem" is framed as a compliance issue rather than a livelihood opportunity, the "solution" recommended to the audience is passive paperwork submission rather than active

entrepreneurial engagement, producing a lower behavioral response even when the underlying financial or training benefits are substantial.

By contrast, informants who had been reached through reframed, narrative-based socialization, in which local success stories of fellow creative-economy actors were used to illustrate the program's tangible benefits, reported significantly higher comprehension and more positive attitudes toward participation. This is consistent with evidence that competitive framing effects are strongest for policy issues that are unfamiliar, complex, or low in personal salience to the audience, precisely the conditions under which alternative frames, such as narrative or benefit-oriented frames, can meaningfully shift audience interpretation (Bechtel et al., 2015). It also resonates with findings that narratives, as opposed to purely informational or regulatory messaging, function as effective tools for mobilizing support and shifting perceptions around policy change because they personalize abstract policy content and make outcomes cognitively and emotionally accessible to lay audiences (Crow & Jones, 2018).

A further dimension of framing salience emerged from the interaction between message clarity and audience segmentation. In line with findings from a comparable Indonesian public-service communication study, message clarity, consistency, and contextual appropriateness were found to significantly and positively affect the successful implementation of public policy, whereas ambiguous or overly generic messaging created confusion among the very groups the message was meant to serve (Kondolele et al., 2025). In the present study, creative-economy actors from culinary and craft micro-enterprises, most of whom had only primary or secondary education, most frequently reported difficulty with technical framing, while digitally literate, younger creative-economy actors in the tourism and content creation sub sectors were comparatively more able to independently decode complex policy language, indicating that framing effects are moderated by audience characteristics such as educational background and digital literacy rather than operating uniformly across the beneficiary population. This finding underscores that effective political communication in poverty alleviation policy cannot rely on a single, uniform message; it requires audience-differentiated framing strategies that translate policy substance into locally resonant, benefit-oriented, and cognitively accessible narratives, echoing the broader argument that effective policymaker to public communication depends on deliberately tailoring both message content and delivery to the psychological and situational characteristics of the intended audience (Cairney & Kwiatkowski, 2017).

The persistence of this framing effect across successive rounds of program socialization observed in the field also suggests that first impressions of a policy message are difficult to reverse once formed. Informants who had initially encountered the program through confusing or overly formal framing continued to express residual skepticism even after later receiving clearer,

reframed information, suggesting an anchoring dynamic in which early frames constrain the interpretive latitude available to subsequent communication. This is consistent with the proposition that framing operates cumulatively and competitively, such that once an audience has settled on an interpretive schema for a given issue, competing or corrective frames introduced later must work harder to displace it, particularly for policy issues that are complex, unfamiliar, or of low personal salience to begin with (Bechtel et al., 2015). Practically, this implies that local governments cannot treat the initial rollout of a creative economy program's socialization materials as a low-stakes formality; the framing embedded in that first communication event exerts a disproportionate and lingering influence over how the entire policy is subsequently perceived.

Communicator Credibility and Channel Choice as Enablers of Trust Based Policy Compliance

The second major finding concerns the combined role of communicator credibility and media channel selection, which together explained an additional 22 percent of the variance in perceived policy effectiveness beyond that attributable to message framing alone, with communicator credibility showing a standardized beta of 0.31 ($p < 0.01$) and channel effectiveness showing a standardized beta of 0.19 ($p < 0.05$). This result indicates that even a well-framed policy message can fail to produce the desired behavioral response if it is delivered by a communicator whom beneficiaries do not trust, or through a channel that beneficiaries do not habitually use or find credible.

Interview data revealed that creative-economy actors placed considerably greater trust in messages delivered by locally embedded figures, such as village facilitators, cooperative leaders, or peer entrepreneurs who had themselves benefited from the program, than in formal announcements issued directly by district-level government offices. This pattern corresponds closely to theoretical and empirical evidence that government communication can either strengthen or undermine public trust depending on how it is perceived in terms of source credibility and responsiveness, with communications from sources perceived as procedurally fair and genuinely oriented toward public welfare eliciting substantially higher levels of trust than those perceived as symbolic or self-serving (Alon-Barkat, 2020). Several informants explicitly stated that they were initially skeptical of program announcements because similar past initiatives had been poorly implemented or had failed to deliver promised support, illustrating how accumulated distrust from prior policy experiences can dampen responsiveness to even well-designed current communications, consistent with the broader public-relations literature on wicked social problems, which emphasizes that rebuilding stakeholder trust in the aftermath of implementation failures requires sustained, relationship-oriented strategic communication rather than one-off informational campaigns (Coombs & Holladay, 2018).

Channel choice compounded these credibility dynamics. Respondents in this study who received program information primarily through face to face community meetings, cooperative gatherings, or trusted community WhatsApp groups reported markedly higher comprehension and participation rates than those who relied solely on official government websites or formal printed announcements posted at sub-district offices. This finding is broadly consistent with the argument that public communication constructed around actors, messages, media, and communicant variables jointly, rather than any single channel in isolation, determines whether policy implementation succeeds, and that the choice of accessible, interactive media is particularly consequential for reaching community members with lower digital or bureaucratic literacy (Kondolele et al., 2025). It also reflects long-standing communication scholarship showing that media do more than transmit information; they actively participate in constructing the audience's sense of social reality and legitimacy around an issue, meaning that a policy disseminated only through distant, one-way channels risks being perceived as socially and psychologically removed from the community's everyday life-world (Adoni & Mane, 1984).

Notably, several interviewees who were reached through participatory outreach models, such as joint government-community socialization events organized in partnership with local cooperatives, described a stronger sense of ownership over the creative-economy program compared to those who received only top-down formal notifications. This observation aligns with prior findings that community-oriented corporate social responsibility and public communication strategies which actively involve community members in the communication process itself, rather than treating them as passive recipients of information, tend to generate stronger community empowerment outcomes and more durable behavioral engagement (Saleh & Sihite, 2020). Similarly, evidence from other Indonesian creative-economy empowerment initiatives suggests that programs combining participatory communication with concrete production and marketing assistance, such as community-based fisherfolk creative-economy empowerment schemes, are more likely to translate into tangible income gains than programs that rely on communication alone or on financial assistance alone (Idrus et al., 2023). This reinforces the conclusion that communicator credibility and channel choice are not peripheral, logistical considerations but substantive determinants of whether the underlying economic content of a poverty alleviation policy is ever actually absorbed and acted upon by its intended beneficiaries.

An additional nuance emerged when informants were asked to compare their trust in government communicators before and after experiencing the current creative-economy program. Several described a gradual, incremental process of trust repair, in which consistent, honest, and locally responsive communication over multiple interactions, rather than any single announcement, was what ultimately persuaded them to participate fully in the program. This incremental pattern is consistent with the argument that public communication about policy effectiveness must be

sustained and evidence-based over time in order to shift public support, since one-off or overly promotional messaging tends to produce more fragile and reversible attitude change than sustained, transparent engagement (Reynolds et al., 2020). It also suggests a practical sequencing implication for policymakers: initial framing quality determines first-contact comprehension, but durable behavioral compliance additionally depends on repeated, credible reinforcement of that framing through trusted local intermediaries over the life of the program, rather than through a single well-crafted announcement alone.

Taken together, these two focal findings, framing as a determinant of comprehension and personal relevance, and credibility together with channel choice as determinants of trust-based compliance, offer a coherent communication-centered explanation for why creative-economy-based poverty alleviation policies with comparable budgetary allocations and program designs can nonetheless produce markedly different outcomes across localities. Where local implementers in this study succeeded in reframing bureaucratic messages into accessible, benefit-oriented narratives and in mobilizing credible, community-embedded communicators through participatory and interactive channels, both comprehension and reported behavioral uptake among creative-economy beneficiaries were consistently higher, a pattern also visible in comparative evidence from other Indonesian regions in which strategy-based urban MSME development combining digital and community-based communication approaches accelerated creative-economy participation among the target population (Tahir et al., 2025). Conversely, where communication remained procedural, uniform, and channeled primarily through distant or one-way media, beneficiaries in this study, and in related studies of urban poverty alleviation policy more broadly, remained comparatively disengaged despite ostensibly compatible program benefits, echoing calls for poverty alleviation strategies to be rethought around more inclusive, community-based, and communicatively adaptive implementation models rather than uniform top-down administrative rollout (Ahdiyana et al., 2020).

IV. CONCLUSION

This study set out to examine how the dynamics of political communication influence the effectiveness of creative-economy-based poverty alleviation policies, focusing specifically on the roles of message framing, communicator credibility, and media channel selection. The findings demonstrate that message framing is the single most powerful predictor of whether creative-economy actors comprehend, personally relate to, and act upon poverty alleviation policy communications, with bureaucratic and procedurally oriented framing producing disengagement, while narrative, benefit-oriented, and audience adapted framing producing significantly higher comprehension and participation. In addition, communicator credibility and the selection of accessible, interactive, and locally trusted communication channels substantially reinforce or, in

their absence, undermine the effects of well-framed messages, indicating that political communication functions as an integrated system in which framing, source credibility, and channel choice jointly determine policy effectiveness rather than operating as isolated, independent factors.

These findings carry both theoretical and practical implications. Theoretically, the study extends framing and agenda-setting perspectives, which have predominantly been applied to electoral and mass-media contexts, into the comparatively underexplored domain of local, pro-poor creative economy governance, demonstrating that these communication dynamics operate with comparable force in grassroots policy implementation settings. Practically, the study suggests that governments seeking to strengthen the effectiveness of creative economy based poverty alleviation programs should invest deliberately in the communicative architecture of policy delivery, including training communicators to construct locally resonant, benefit oriented narratives rather than compliance-oriented notices; deploying trusted, community embedded communicators such as cooperative leaders and successful peer entrepreneurs as primary messengers; and prioritizing interactive, face to face, and community based media channels over exclusively formal or digital-only dissemination, particularly when targeting beneficiaries with limited digital or bureaucratic literacy. Future research employing longitudinal designs across multiple regions with differing socio-cultural and digital-infrastructure characteristics would help to further validate and refine these findings, and would allow for a more precise understanding of how the relative weight of framing, credibility, and channel effects may vary across different creative economy sub-sectors and beneficiary demographics.

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