LOCAL GOVERNMENT CAPABILITY IN SUSTAINABLE TOURISM DEVELOPMENT

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ABSTRACT

The existence of problems related to the government's lack of capability to develop tourist attractions has caused a drastic decline in the number of visitors to the Artificial Lake tourist attraction and requires policy improvements by all stakeholders. This research aims to determine the capabilities of the Culture and Tourism Department in developing the Artificial Lake tourist attraction in Pekanbaru City. This research uses a qualitative research method with a descriptive approach, where data collection procedures include interviews and documentation. Meanwhile, the data analysis technique uses Nvivo 12 Plus software as a qualitative research tool that can analyze data with critical combinations using the crosstab query analysis feature. The findings of this research indicate that the Pekanbaru City Culture and Tourism Office has a work program in the knowledge and skills dimension, but the existing work program is not specifically directed at the process of developing the Artificial Lake tourist attraction. Then, from the technical system dimension, the Culture and Tourism Service currently does not have adequate standard operating procedures (SOP) and information systems for the development of the Artificial Lake tourist attraction. Next, in the managerial system dimension, the Culture and Tourism Service has collaborated with PT. Pekanbaru Development Facilities, but the budgeted program planning has not yet been implemented, and there has been no further coordination for the development of the Artificial Lake tourist attraction. Furthermore, the absence of a specific motto vision, and mission for Artificial Lake tourism in the development process has shown a lack of seriousness and capability of the local government in the dimensions of values and norms regarding the Artificial Lake tourist attraction development project. Based on these conditions, this study contributes to encouraging the improvement of local government capabilities in systematically managing sustainable tourism development in each core capability dimension.

Keyword: Capabilities, local government, development, tourist object, sustainable

INTRODUCTION

Currently, the potential in the tourism sector is quite prospective and always interesting to study, because apart from being a producer of economic growth (Rambulangi & Batara, 2021; Yusril Hidayat et al., 2019), the tourism sector is also believed to have the opportunity to become a driver of growth other development sectors, such as plantations, agriculture, trade, industry, and others (Khan et al., 2020; Purnawansyah et al., 2020; Roslina et al., 2022).

In the current trend of natural resource development, the tourism sector is always discussed and believed to be a source of global income and job growth (Manzoor et al., 2019; Khan et al., 2020; Streimikiene et al., 2021). In the process, over the last two decades, researchers and policy-makers in the government sector have paid great attention to the term "sustainable tourism" (Rej et al., 2022; Streimikiene et al., 2021). However, even though tourism can stimulate economic growth, there are also concerns regarding negative environmental impacts, such as tourism activities by tourists which have the potential to damage the ecosystem in various ways and variants (Baloch et al., 2023; Dolnicar, 2020; Sigala, 2020).

According to research by Mashur & Zulkarnaini (2022), there are four determining factors in developing a coastal ecotourism strategy, namely the creation of new jobs, increasing tourist visits, tourism promotion aimed at specific market targets, and mitigating abrasion disasters through mangrove planting activities and building breakwaters. Then, according to research by Khikmawati & Hardjati (2022), tourism development that can attract the attention of visitors can be achieved by maximizing the use of various tourism components. In addition, research by Chamalinda & Rohma (2023) underlines the importance of local governments making maximum efforts and implementing strategies to maximize and boost local original income. This was also expressed by Aprilia & Prathama (2023) study which stated that obstacles in the tourism development process related to land ownership and human resource capabilities must be overcome consistently. Therefore, capability is a crucial aspect that must be continuously improved in every government agency.

Fundamentally, capability always refers to the skills of governments organizations, and institutions to adapt and establish the necessary prerequisites to quickly maintain competitive advantage (Hanida et al., 2021; Leonard-Barton, 1992; Rusli et al., 2022). According to Leonard-Barton in re-search by Rafi et al., (2021), there are four (4) dimensions of core capabilities that local govern-ments should have, namely: *First*, the

dimensions of knowledge and skills which are crucial characteristics for government organizations in carrying out their activities and must be supported by sufficient human resources, has extensive experience, and can carry out its duties and obligations effectively. *Second,* the technical system dimension refers to the attitudes of individuals and groups in an organization that is supported by information system design and standard operating procedures. *Third,* the managerial system dimension refers to the public sector incentive structure that encourages innovative activities and produces new information for government organizations. *Fourth,* the dimensions of values and norms refer to the capability of governments and organizations to produce longterm public knowledge content through systematic management strategies that produce new branding that is known and memorable in the public space.

Based on the development of the literature review above, it can be seen that research relating to local government capabilities in sustainably developing tourism objects has never been carried out and is very limited to the context of development strategies, contributions to the tourism economic sector, and community empowerment in tourism management. However, this research has a novel aspect in exploring the extent of local government capabilities in efforts to develop tourism objects sustainably based on the concept of core capabilities. Thus, it is believed that this research can be an important reference and design regarding capability aspects that need to be improved by local governments in efforts to develop the tourism sector sustainably.

In the process, local government policies in the tourism development sector play a very important role in supporting the success of national tourism development, where the development of these tourist attractions will be able to make a huge contribution if managed professionally by the local government (Amrulloh et al., 2022; Simamora et al., 2016). Then, Law Number 10 of 2009 concerning Tourism in Article 1 Paragraph 3 emphasizes that tourism includes various tourist activities that are supported by various facilities and services provided by the society, business world, and government. Apart from that, in the classification of government affairs based on Article 11 paragraph 1 of Law Number 3 of 2014 concerning Regional Government, it is explained that the tourism sector is one of the selected government affairs which must be managed well. Thus, it can be seen that the government is included as the main actor in the governance and development of tourist attractions (Rachmandani, 2020).

In the context of this research, the Pekanbaru City Government has issued Pekanbaru City Re-gional Regulation Number 1 of 2021 concerning the Pekanbaru City Regional Tourism Development Master Plan for 2021-2036. Then, through the Regulation of the Mayor of Pekanbaru, Riau Province Number 167 of 2018 concerning the Position, Organizational Structure, Duties, and Functions and Work Procedures of the Pekanbaru City Culture and Tourism Service, it is also explained that tourism development is one of the efforts carried out by the Regional Government which is delegated to the Culture and Office Pekanbaru City Tourism.

One of the tourist attractions in Pekanbaru City is the Artificial Lake Tourist Destination which is located in Rumbai Pesisir District, Pekanbaru Municipality. According to history, this lake was originally just an irrigation dam that channeled water to the plantations and fields of residents living around it. However, as time went by, the artificial lake became a tourist destination in the city of Pekanbaru, where the artificial lake was the venue for the National Rowing Championships in 2010 and the National Rowing Sports Week (PON) in 2012 was also held in Artificial Lake. Looking at this history, the Lake Tourism Object has great potential to be developed to increase Pekanbaru City's Original Regional Income, but in reality, the current condition of the Artificial Lake, which is an asset of the Pekanbaru City Government, is very poorly maintained and has not been managed optimally (Haluanriau.co, 2024).

In the process, the governance of the development of the Artificial Lake tourist attraction still has several problems as seen in Figure 1 below:

Source: Data processed by researchers, 2024.
Figure 1. Problems in the Governance of Artificial Lake Tourist Destinations in Pekanbaru City

In Figure 1, it can be seen that the management of the development of the Artificial Lake tourist attraction in Pekanbaru City is still facing various problems, namely: *First,* there has been a drastic decline in the number of visitors from 2019-2022, where the total number of visitors ranged from 97,176 people in 2019, 63,470 people in 2020, 2,225 people in 2021, and continues to decline with

2,219 visitors in 2022. *Second*, lack of promotion of the Artificial Lake tourist attraction, where the website page (Smarttour-ism.pekanbaru.go.id) as an information system that aims to promote tourist attractions in Pekan-baru City cannot be used to search for information regarding the Artificial Lake tourist destination. However, on the other hand, information about other tourist attractions in Pekanbaru City, such as the Alam Mayang Re-reation Park and Okura Flower Park, can still be accessed on this website page. *Third,* the environmental conditions are unclean and the facilities are inadequate, where in the process many visitors feel disappointed be-cause many of the facilities are inadequate and not well maintained and are not suitable for use by tourists, resulting in discomfort for visitors to the Artificial Lake tourist attraction (Haluanriau.co, 2024; Riaupos.co, 2019).

Based on these problems, this research is important to carry out because the regional government's capabilities should be better when they want to increase local original income through developing the tourism sector. However, conditions and phenomena related to the lack of local government capability in managing the development of the Artificial Lake tourist attraction have shown gaps that must be corrected by each stakeholder to provide social and welfare impacts for the community. Therefore, an important aim of this research is to analyze and explore the local government's capability to develop a sustainable Artificial Lake tourist attraction in Pekanbaru City, Riau Province.

METHODS

This research uses a qualitative research approach (Busetto et al., 2020), with the main reason being its philosophical basis which does not only focus on what is visible but also investigates the holistic meaning and substance of an event to provide a detailed picture of a phenomenon. The data used in this research is a combination of primary and secondary data, where primary data was obtained from interviews with key informants such as the Head of the General Sub Division and the Head of the Tourist Attraction Development Section, PT. Development of Facilities in Pekan-baru and Tourists. Meanwhile, secondary data was collected from various sources, including books, government websites, online news media, and related academic journals. This research then focuses on collecting information regarding the local government's capability to develop the Artificial Lake tourist attraction in Pekanbaru City through research instruments which include inter-view guides with credible informants and sup-porting documents.

Furthermore, the data analysis technique in this research uses Nvivo 12 Plus software through the crosstab query analysis feature to explain informants' perceptions of concepts and variables and visualize data in crucial combinations (O'neill et al., 2018; Woolf & Silver, 2018). In the process, this research data analysis was carried out in two stages, namely: *First,* data analysis using the cros-stab query analysis feature to find the percentage of concepts (nodes) and informant perceptions (cases) based on variables and data visualization in the context of the research in the want to answer. *Second,* conclude and interpret the pri-mary and secondary data that has been analyzed.

To ensure the validity and reliability of the data, the data collection and analysis procedures in this study were combined with triangulation technique approaches such as source triangulation using archival records, interview scripts, online news media, websites, and literature studies. In addition, the type of theory triangulation technique was also used to analyze the validity of the results from the perspective of the theory of government capability and sustainable tourism development in order to reduce the potential for bias arising from the use of a source and theory and to answer the research questions posed (Monique et al., 2020). Therefore, this article explains the capabilities of the local government in the governance of the sustainable development of the Artificial Lake tourist attraction in Pekanbaru City, Riau Pro-vince.

RESULTS AND DISCUSSION
Knowledge and Skills Dimensions

Fundamentally, the knowledge and skills dimension is an aspect of knowledge that is considered the most basic and is important for government organizations in carrying out their duties. This must be supported by adequate human resources, who have extensive experience and can carry out their duties and responsibilities well. Apart from that, specific techniques and scientific understanding are things that every government agency must have to achieve the vision and mission that has been set (Leonard-Barton, 1992; Rafi et al., 2021).

Based on the interview results which have been analyzed using the crosstab query feature in Figure 2, it can be seen that each informant has varying perceptions of the government's capabilities in developing the Pekanbaru City Artificial Lake tourist attraction in the dimensions of know-ledge and skills:
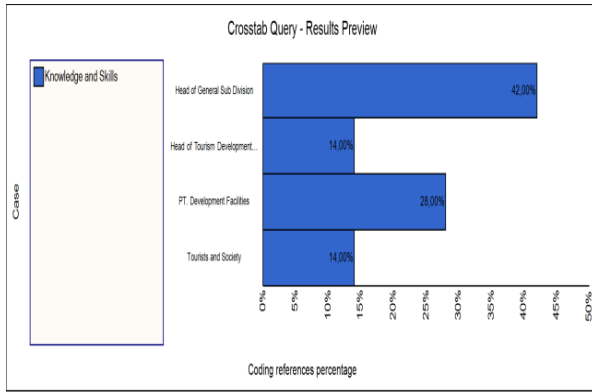
Source: Crosstab Query Analysis Using Nvivo 12 Plus Software, 2024.

Figure 2. Informant Perceptions on the Knowledge and Skills Dimensions

In Figure 2, it can be seen that in the knowledge and skills dimension based on informants' perceptions, the Head of the General Sub-Section is the most dominant actor (42.00%) highlighting the government's capability to develop the Artificial Lake tourist attraction, followed by PT. Pekanbaru Development Facilities (28.00%), as well as the Head of the Tourist Attraction Development Section and Society who had the same percentage (14.00%). If explored in more detail, the Head of the General Subdivision (Government Actors) explained that the Pekanbaru City Culture and Tourism Office had developed a program to support the knowledge and skills of the apparatus, including a program to increase the capacity of apparatus resources and technical guidance on implementing regulations. However, in its implementtation, only three officials from the Pekanbaru City Culture and Tourism Office participated in implementing the program. Apart from that, the program to increase the knowledge and skills of each government apparatus at the Pekanbaru City Culture and Tourism Office was not specifically designed to provide a specific understanding of the development of the Artificial Lake tourist attraction. On the contrary, this program is only implemented to provide education and understanding about culture and tourist attractions in Pekanbaru in general.
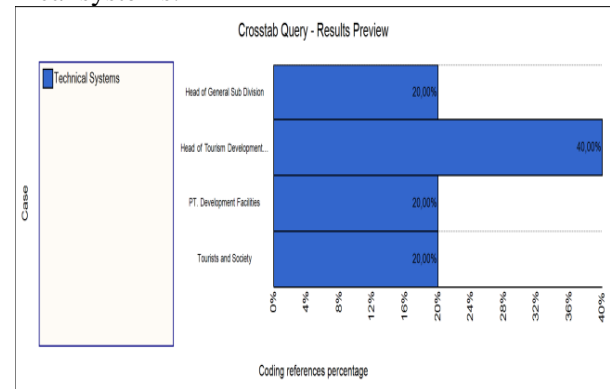
This was then supported by the arguments of other informants such as PT. Pekanbaru Development Facilities (Private Actor), Head of the Tourist Attraction Development Section (Government Actor), and Tourists (Community Actor) stated that the Artificial Lake tourist attraction has existed for a long time and is popular. However, as time goes by, activities that were previously held such as the 2010 National Championship and 2012 National Sports Week are gradually no longer being held at the Artificial Lake tourist attraction. Then, 2022 will be the year with the lowest number of tourists (2,219 people) due to the lack of

innovation in building the Artificial Lake tourist attraction and the COVID-19 pan-demic.

Technical Systems Dimensions

Technical Systems can be interpreted as personal or group attitudes formed by information systems and procedures in government institutions and organizations. Technical systems have two crucial indicators, namely information and procedures. This includes information systems that are available and controlled, standard operating procedures (SOP), and marketing or promotion processes (Rusli et al., 2022).

Based on the interview results which have been analyzed using the crosstab query feature in Figure 3, it can be seen that each informant has varying perceptions of the government's capabilities in developing the Pekanbaru City Artificial Lake tourist attraction in the dimensions of technical systems:

Source: Crosstab Query Analysis Using Nvivo 12 Plus Software, 2024.

Figure 3. Informant Perceptions on the Technical Systems Dimensions

In Figure 3, it can be seen that in the technical systems dimension based on informants' perceptions, the Head of the Tourist Attraction Development Section is the most dominant actor (40.00%) highlighting the government's capability in developing the Artificial Lake tourist attraction, followed by the Head of the General Sub-Section, PT. Pekanbaru Development Facilities and Tourists have the same percentage (20.00%). If explored in more detail, the Head of the Tourist Attraction Development Section (Government Actor) stated that currently, the Pekanbaru City Culture and Tourism Office does not yet have Standard Operating Procedures (SOP) such as methods or rules designed as a form of handling productivity problems in developing Lake tourist attractions artificial. Meanwhile, regarding the aspect of information system availability, the Pekanbaru City Culture and Tourism Office has launched the website *smarttourism.pekanbaru. go.id* which aims to develop Pekanbaru City to-urist attractions sustainably. However, the process still has weaknesses because the information system related

to the Artificial Lake tourist attract-tion cannot be found on the website search page.

Not only that, other informants (Head of General Subdivision, PT. Sarana Pembangunan Pekanbaru and Artificial Lake Tourists) also explained that although the Pekanbaru City Culture and Tourism Office has utilized other media such as YouTube and Instagram, in reality, these two social media still do not exist the published content of the tourist attraction "Artificial Lake". This happens because there is no certainty about the activities and programs that will be carried out for Artificial Lake tourism in the future.

Based on this, it can be seen that the commitment and capability of the Pekanbaru City Culture and Tourism Office in creating branding for the Artificial Lake tourist attraction still has complexities and problems that need to be sought for alternative improvements, especially in the technical systems dimension. The lack of public enthusiasm for visiting the Pekanbaru City Artificial Lake tourist attraction cannot essentially be attributed to the main reason such as the lack of a tourism management budget, but the tendency of the government to lack capability has reflected the local government's lack of innovation in efforts to develop the Artificial Lake tourist attraction sustainably.

Managerial Systems Dimensions

In essence, the Managerial system has two indicators, namely how to create knowledge and how to control knowledge. This is related to the formation of knowledge and habits of controlling knowledge, which can be done by interacting with other aspects and sectors to produce new knowledge and achieve targeted goals.

Based on the interview results which have been analyzed using the crosstab query feature in Figure 4, it can be seen that each informant has varying perceptions of the government's capabilities in developing the Pekanbaru City Artificial Lake tourist attraction in the dimensions of managerial systems:
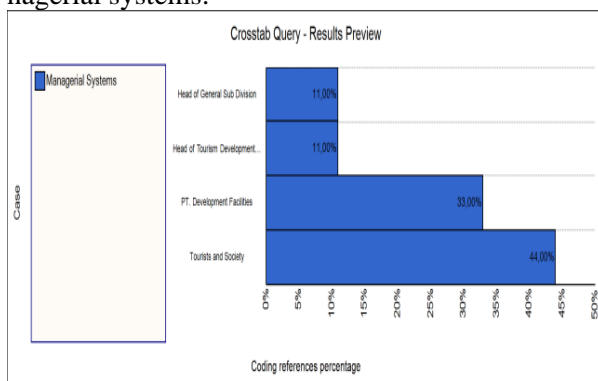
Source: Crosstab Query Analysis Using Nvivo 12 Plus Software, 2024.

Figure 4. Informant Perceptions on the Managerial Systems Dimensions

In Figure 4, it can be seen that in the managerial systems dimension based on informants' perceptions, tourists and the community are the most dominant actors (44.00%) highlighting the government's capability to develop the Artificial Lake tourist attraction, followed by PT. Pekanbaru Development Facilities (33.33%), Head of General Subdivision, and Head of Tourist Attraction Development Section have the same percentage (11.00%). If explored in more detail, tourists and the public emphasize their arguments regarding the condition of the Artificial Lake tourist facilities which can no longer be used, the lack of visitors, and the absence of collaboration with the private sector apart from (PT. Pekanbaru Deve-lopment Facilities) and the community such as (Small and medium enterprises) has emphasized that local government capabilities in the man-agerial system aspect are still very problematic and complex.

In the process, this was also explained further by other informants (Pekanbaru Development Facilities, Head of the General Sub Division and Head of the Tourist Attraction Development Sec-tion) who stated that the Pekanbaru City Culture and Tourism Office had built a collaboration with PT. Pekanbaru Development Facilities has been developing the Artificial Lake tourist attraction since 1991, where the planned work program related to the development of the Artificial Lake tourist attraction includes: arts festivals and camping activities or family gatherings, but in reality, it has not been able to be implemented due to lack of coordination between parties and only relying on obstacles as reasons especially in the conditions of the Covid-19 pandemic.

This condition then has an impact on the emergence of a feeling of discomfort for every visitor when they are at the Artificial Lake and makes visitors hesitate to visit the Artificial Lake tourist attraction repeatedly and does not make the Artificial Lake tourist attraction the main choice for tourists to visit. This of course reflects that the Department of Culture and Tourism has not been able to achieve its stated goals due to the lack of capability in the managerial systems dimension.

Value and Norms Dimensions

Essentially, values and norms play an important role in overcoming problems inside and outside government organizations. This dimension has three indicators, namely: content and structure of knowledge, means of collecting knowledge, and controlling knowledge.

Based on the interview results which have been analyzed using the crosstab query feature in Figure 5, it can be seen that each informant has varying perceptions of the government's capabilities in developing the Pekanbaru City Artificial Lake tourist attraction in the dimensions of value and norms:
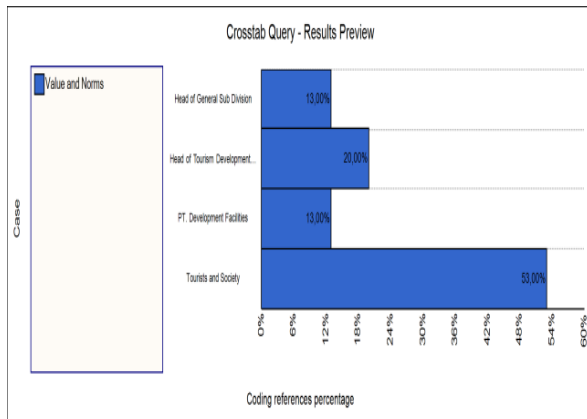
Source: *Crosstab Query Analysis Using Nvivo 12 Plus Software, 2024.*

Figure 5. Informant Perceptions on the Value and Norms Dimensions

In Figure 5, it can be seen that in the dimensions of values and norms based on informants' perceptions, tourists and the community are also the most dominant actors (53.00%) who highlight the government's ability to develop the Artificial Lake tourist attraction, followed by the Head of the Tourist Attraction Development Section (20 .00%), Head of General and PT Sub Division. Pekanbaru Development Facility which has the same percentage (13.00%). If examined more deeply, Tourists and the Community highlight indicators regarding the content of the knowledge structure which is not working well because in practice there is no clear delegation of tasks and there is overlap between the Culture and Tourism Service (Government Actor) and the PT. Pe-kanbaru Development Facilities (Private Actor).

Then, the Head of the Tourist Attraction Development Section also stated that the indicators for gathering knowledge from government organization employees had also not been implemented well, where the organization employees who handle tourism development at the Pekanbaru City Artificial Lake tourist attraction currently do not have a specific vision and mission and do not have concrete goal orientation. Apart from that, the Head of General Sub-Division and PT. The Pekanbaru Development Facility also illustrates that monitoring of employee knowledge within the Pekanbaru City Culture and Tourism Office is still not comprehensive in accordance with the organizaion's management hierarchy and is not yet able to optimally carry out its main tasks and functions for sustainable development in the tour-ism sector because there is no report on the per-formance results of developing tourist attractions Artificial Lake.

Essentially, the factors that hinder the Pe-kanbaru City regional government in improving core capabilities in sustainable tourism development governance are the absence of clear political will in efforts to accelerate the strengthening of human resource capabilities in the tourism sector, inadequate supporting infrastructure for tourism objects, branding and marketing of tourism objects that have not been running well, and the absence of inclusive cooperation in tourism governance between the government, community, business world, media, and universities in Pekanbaru City. In order to achieve a popular and sustainable tourism destination, the process must be supported by stable political will and adequate infrastructure based on the uniqueness of its func-tion and historical aspects (Hrushka et al., 2021). In addition, according to the study by Causevic & Lynch (2013), the tourism sector is considered a strategic area for a more collaborative approach. It can help reconciliation between various stake-holders and the community so that the adminis-tration and governance of political stability in the tourism industry in the process needs to be improved and must be adaptive because it currently fails to achieve collaboration between the community and stakeholders who are divided and hinder social and economic recovery. In addition to making destinations more competitive, adaptive tourism destination initiatives must be considered and based on a sustainable paradigm to generate public benefits for local communities (Cavalheiro et al., 2020).

Substantially, the results of this research are supported by the findings of Denicolai et al., (2010) which explain that network initiatives must be strengthened and still pay attention to various dimensions of organizational capabilities in efforts to develop tourism sustainably. The findings of this research also encourage increased awareness of the government and related stakeholders and illustrate the importance of strengthening local go-vernment capabilities as well as adding literature that is useful for each stakeholder in reform-lating policies in regional tourism governance.

However, this research is still limited and needs to be expanded because it only analyzes the arguments of key informants regarding local government capabilities in developing the tourism sector in 2022 and does not represent them comprehensively. Therefore, we suggest further research regarding designs for strengthening local government capabilities in the sustainable development of the tourism sector.

CONCLUSION

Substantively, based on the results of the exploration that has been carried out, this study found that the capability of the local government through the Pekanbaru City Culture and Tourism Office to develop the Artificial Lake tourist attraction sustainably requires improvement in each dimension of core capability. This is based on the fact related to the complexity of the

implementation of the work program that has been prepared and is influenced by the factor of not yet finding a clear and systematic cooperation plan pattern for each actor, such as the government, private sector, and also the community.

Therefore, in order to be able to develop tourism objects sustainably at a practical level, the government, as the leading actor, must improve its capabilities by accelerating the determination of standard operating procedures (S.O.P.) specifically for artificial lake tourist attractions and renovating the facilities and information systems of the Artificial Lake tourist attraction better by partnering with technology and information system experts. In addition, the planning of the Artificial Lake tourist attraction development program must be supported by the availability of a budget. It must begin to be adjusted to an adaptive vision and mission and a unique motto that is charac-teristic of Artificial Lake tourism so that it has a more significant impact while continuing to stre-ngthen network initiatives between stakeholders so that it can provide social impacts and welfare for local communities through the tourism sector.

The implications of the findings and analysis of this study relate to crucial efforts to continue to encourage the improvement of local government capabilities in managing sustainable tourism development structurally in every dimension of core capabilities for the Pekanbaru City Culture and Tourism Office.

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