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Enhancing Local Government Capacity for Sustainable Tourism Sector Development in Batam City: An Assessment of Human Resources, Management, and Network Cooperation

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Abstract

The purpose of this study is to evaluate the capacity building efforts made by the city government of Batam in the pursuit of nurturing a tourism industry that is sustainable. This study used a descriptive qualitative methodology, conducting semi-structured interviews with four key informants from the Batam City Culture and Tourism Office in order to gather information for the study. According to the findings, the municipal government, and in particular the Department of Culture and Tourism, has experienced major difficulties in meeting the quality and quantity of human resources, as well as in maintaining internal management and establishing collaborative networks. This is especially true in light of the findings. As a direct result of this, the tourism industry in Batam City has been experiencing a period of stagnation as well as a decrease in interest from both domestic and international visitors. At the present day, the primary function of Batam is to act as a transit hub for tourists going to neighboring countries such as Malaysia and Singapore. The administration of potential tourist locations has been made more difficult due to a lack of human resources, which has resulted in a decline in employee performance and hampered operations related to internal management. Because of this, the formation of networks and cooperation with other stakeholders, both locally and regionally, which are important for the development of tourism in Batam City are hampered.

Keywords:

Capacity Building, Local Government, Sustainable Tourism, Batam

Introduction

Capacity building is a step and strategy done by an organization, institution, or agency to develop the ability for job management (Nugraha, 2015). Capacity building is a process that involves developing people, groups, organizations, and communities to increase collective capacity to achieve predetermined goals. Meanwhile, increasing government capacity refers to the process of increasing the capacity of official institutions under the government's auspices to carry out their primary tasks, functions, and objectives, solve problems, and/or run the government system (Djohantini et al., 2021; Mulyani et al., 2020). Capacity building is synonymous with institutional and organizational development because it has the same quality of resources and governance. Resources can include competent human resource members, complete facilities and infrastructure, up-to-date technology, and stable financial management. Meanwhile, management governance encompasses an organization's, institution's, or institution's leadership strategy; program planning governance; and broad network outreach (Soeprapto & Riyadi, 2003).

Increased capacity at an institution can have a direct impact on the quality of public services supplied by the government to the community, such as health, education, social services, and other services that are the government's primary responsibilities (Purnomo, Aditya, et al., 2021; Sulastri et al., 2020). This is consistent with

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the work norms for running public services outlined in Ministerial Decree No. 63 of 2003, which include services and service requirements, skills, correctness, fairness, time certainty, and rates/wages. All these services are essential responsibilities the state places on state civil workers to assure the quality of excellent service and government (good governance and good government) (Kawuryan et al., 2022; Octariani, 2017).

Capacity building by the government is considered minimal in developing a sustainable tourism sector in Batam City because the management of the tourism sector, which focuses on destination development, promotion, and marketing, has not increased significantly, not increasing the number of visits by domestic and foreign tourists. This is seen in Table 1 below:

Table 1. Number of Tourist Visits Entering Batam in 2018-2021

Month	Tourist Visits Totally			
	Jan	115.551	128.675	156.752
Feb	155.670	158.088	95.256	23.453
Mar	175.194	173.947	43.564	45.643
Apr	144.104	155.619	1.133	56.753
May	142.157	145.447	1.789	66.433
Jun	167.398	175.001	1.784	76.342
Jul	144.235	147.690	1.753	78.543
Agu	159.218	183.980	1.505	81.762
Sep	153.944	159.619	1.843	88.782
Oct	141.337	158.889	1.201	92.012
Nov	155.283	167.288	987	102.232
Dec	233.153	190.232	922	104.213

Because of the poor development carried out by the Batam City administration, namely the Batam City Culture and Tourism Office, the number of tourist visits has not increased much. Furthermore, the tourist sector is dominated by private entities that control and manage it. Even though the government has a work plan through the Culture and Tourist Office, the realization needs to be improved, affecting the quality of tourist services and visits. Batam City has several tourist sites, including beach destinations, Malay history and culture, religion, artificial tourism, agro and ecotourism, bridge tourism, and discotheques and bars.

As a result, an effort is required to strengthen government capability in administering the tourist sector to compete and become a unique attraction for Batam. Tourist governance must be transformed by agencies that provide public services to give and enable good services to the tourist sector (Purnomo et al., 2022). Concerning these issues, experts believe that more government capability in building a sustainable tourism business in Tatam is required where this study is the central question, namely how the Batam city government's capacity building in the development of a sustainable tourism sector is measured through three indicators to see the capacity building, namely resource indicators, management, and government network coverage.

Literature Review Local Capacity Building

To increase the quality and quantity of human resources available, local organizations or local interest actors frequently carry out improving the capacity of an individual or group of individuals within a community structure

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(Junaid, 2021). Before community development and capacity building, organizational strengthening is carried out by boosting the capacity of local organizations or institutions, often known as local government. In general, capacity building refers to the collective process of developing individuals, groups, organizations, institutions, and communities to sharpen the achievement of goals and functions that exist within them, minimize problem-solving, and broaden future perspectives (Koem et al., 2019; Nugraha, 2015).

According to Millen 2004), capacity-building and development features may be perceived internally, including individuals and groups always pursuing self-growth and improvement. Increasing local government capacity is based on capacity building and development in carrying out the roles, essential duties, and goals in solving problems and improving relevant institutions to keep the wheels of government turning. The fundamental notion of growing and enhancing capacity, particularly in local government, is inextricably linked to three (3) fundamental components: improving organizational structure and management, suitable facilities and infrastructure, and an extended network. Along with globalization, advances in the conceptual capacity building have seen significant growth in research and field practice, including indicator variables regulating social structure and practice development. According to Doglas & Anastasia (2007), capacity building aims to increase each individual's and group's ability and competition within the organization, build an organization and a structured system, carry out major changes and strengthen the framework through formal policies, laws, and other regulatory norms.

Douglas' notion reinforces the framework that local governments must carry out to improve their ability as formal organizations responsible for regulating, controlling, and increasing the capacity of human or community resources. Local government capacity building aims to increase power in the public sector, particularly in the services sector (Dinica, 2009). The emphasis on capacity building is not just on the variable indicator instruments utilized but also on everyone involved's efforts to think sustainably in problem-solving and competitiveness. As a result, Douglas stated that increasing local government capacity necessitates resources such as membership staff, infrastructure, technology, substantial financial resources, and management that includes leadership strategies, processes from management programs, and strong networks (Doglas & Anastasia, 2007).

This research refers to an explanation of government capacity that focuses on improving human resources and facilities, infrastructure, and technology, based on the description of capacity building theory, particularly on increasing the capacity of local government as an essential actor in regional management oriented towards improving public services. Following that comes management, which comprises leadership tactics and extensive regional and national networks.

Sustainable Tourism Development

From many tourism researchers and professionals, sustainable tourism development has a broad connotation; generally, the notions supplied are comparable to the corresponding frameworks provided. According to Yoeti (2010), tourism development is an endeavor focused on completing all of the facilities and services offered to tourists so that they may enjoy all tourism activities and their support. Tourism development is associated with local communities' willingness to supply all of the tourism sector's demands, including services, hospitality, and comprehensive facilities with local wisdom, so they have distinctive value for tourists (Fathani, 2019; Wijayaningsih et al., 2021). The tourist sector's development must be organized in line with the social and environmental circumstances around the destination to generate clear positive values for local governments, community leaders, and local communities. According to Zaenuri et al (2018) and Yoeti (2000), the planning process for developing the tourism sector includes several stages that must be completed to develop an effective tourism sector, including developing accessibility; attraction development; transportation development; facility and infrastructure development; and community readiness.

Tourism development and sustainable development are linked by development that is friendly to the environment around destinations or related to natural and cultural preservation, as well as having a positive impact on the welfare of local communities (Fathani et al., 2023; Purnomo, Fathani, et al., 2021). According to UNWTO Melanda Pramita Indah, Timbul Dompak, and Lubna Salsabila



(2017), three components must be satisfied to carry out sustainable tourism development, namely paying attention to ecological, socio-cultural, and economic sustainability values. Ecological sustainability concerns high-value biodiversity systems that should be kept apart from commercial and tourism activities that may jeopardize ecological functions (Kamaludin et al., 2021; Rofi et al., 2022). Socio-cultural sustainability concerns the moral and ethical justifications for every tourism activity, which frequently moves or erodes the area's native riches. The notion of sustainable development must consider social and cultural factors and spread values that produce diverse consumption standards within the constraints of environmental capabilities. Meeting these demands will likely depend on the need for economic growth or maximum output (Ahsani et al., 2022). Complex economic sustainability is the ability to assess well-being sustainably or evaluate welfare over generations (Fitari & Ma'rif, 2017; Setianda & Andadari, 2015).

Sustainable tourism development based on these components will provide certainty for the tourism sector's future because it will be able to preserve the essential components of each of its activities, which include natural resources, human capital, and cultural practices (Ito, 2021; Scott & Gössling, 2015). The notion of a sustainable system or (sustainability) is significant for policy-making players since it can provide stability to human life patterns while maintaining natural balance, so every industrial sector is urged to implement this concept (Coroş et al., 2017). Traditional tourist approaches are regarded as insufficient in tackling common problems such as waste, pollution, and environmental harm and are more focused on pursuing economic rewards (Guo et al., 2019). As a social and economic sector, the philosophy of sustainable development may be applied to tourism. Sustainable tourism policies allow people to focus on tourism ethics and the environment while expanding tourism and fostering the development of ecologically friendly modes better suited to the destination's social and economic development goals.

In most countries, including sustainable tourism in public policies is a challenge because these policies necessitate horizontal integration in creating and formulating national policies so that regional policies may align concepts that agree with local expertise. Bottom-up structural transformation, citizen participation, and effective use of urban planning are all integrated. The established criteria for promoting sustainable tourism are not uniformly applicable to all nations, and when used in some countries, they may lack essential coordination (Brendehaug et al., 2017). Furthermore, employment concerns are related to tourism's ability to deliver excellent services; therefore, a sustainable strategy will support lucrative sector growth (Dinica, 2009; Scott & Gössling, 2015).

Research Methods

An exploratory qualitative study described the municipal administration of Batam's increased capabilities in building a sustainable tourist industry. The ultimate results of qualitative research will offer clear outcomes in human activities (Creswell, 2015). Qualitative research is a structured and systematic study that may measure individuals' social circumstances and behavior. According to Sugiyono (2017), qualitative research using an exploratory method has benefits in discovering social circumstances that are engaged in difficulties, examining problems from the beginning of the problem to the conclusion of fixing the problem, and requiring an explanation to solve the problem. In the ongoing research, exploratory qualitative research aims to highlight the government of the city of Batam, particularly the Department of Culture and Tourism, as an essential factor in policy-making and policymaking in the development of the tourism sector in the city of Batam.

Researchers use primary data to maximize study findings. Structured interviews were conducted with four personnel from the Batam City Culture and Tourism Office, which is in charge of each section, which includes culture, tourist facilities and objects, tourism development and marketing, and the creative economy. Researchers conducted interviews to examine variable indicators to strengthen government capability in establishing sustainable tourism in Batam. Human and natural resources, institutional management, and institutional cooperation networks are among the factors and indicators.

Furthermore, the researcher conducted an analysis using the research triangulation method, which aims to test the validity of the research by bringing information from research sources together with reality in the field so that Melanda Pramita Indah, Timbul Dompak, and Lubna Salsabila



field conditions can explain the research results obtained by comparing interview results. The presentation of data is by grouping research variables and indicators and verifying research results, which are the synchronization of research findings with interview data and the theories used in research through the process and path of research data reduction for consistent processing of interview data. New findings offer answers to the formulation of the research topic; moreover, they may be compared with other studies to identify research disparities and serve as reference material for future research.

Finding and Discussion Human Resources

The disclosure of government capacity in governance is an important aspect to support the implementation of more effective and efficient government performance, which will directly affect improving the quality of public services and providing a positive response from the public for regional governance. Capacity building for a government institution must be done collaboratively and through a tiered approach to guarantee that capacity building is completed. Even though many kinds of research show that capacity building will focus more on an individual's talents, groups of individuals are no exception (Junaid, 2021). Capacity development already has a defined flow and plan in the government sector; in essence, this is a type of universal certainty to equalize the capacities of members/employees. It is also vital to support the capacity for agencies or services that have fundamental and unique functions for the work to operate smoothly (Koem et al., 2019).

There are characteristics in capacity building that are intended to be carried out on an ongoing basis so that capabilities continue to be improved; the process of capacity building and development in carrying out functions, main tasks, and objectives that are already available in problem-solving and to improve related institutions to running the government. The essential notion of creating and enhancing capacity, particularly in local government, is inextricably linked to three (3) fundamental components: strengthened organizational and administrative structures, suitable facilities and infrastructure, and broad networks (Millen, 2004; Nugraha, 2015).

Researchers divide human resources into number and quality, which the Batam City Culture and Tourism Office holds. To begin, the amount possessed by the Batam City Culture and Tourist Office in administering the tourist sector is still relatively little, making it challenging to explore and manage the various locations accessible in Batam City. Over 25 natural resources and manufactured places are frequently reiterated and promoted to the larger community to be appreciated and visited. However, because the amount possessed is restricted, it is not easy to handle all locations. According to conversations with Batam City Culture and Tourism Office officials, we need more personnel resources to manage each attraction, mainly because we have so many. The corporate sector administers some, while local communities control others. There are both good and bad consequences to their administration. If handled by the commercial sector, tourists must pay more for housing and charges but receive more appealing facilities. In contrast, those run by locals are genuinely inexpensive, but basic facilities are difficult to satisfy.

The quality of local government apparatus is also influenced by the massive effort of managing all tourism locations in Batam City, which is closely tied to quantity. For example, there are local and national scale events, and our government finds it challenging to explore and manage every visit from other regions because nature-based tourism is not maintained and managed correctly, affecting the performance image of the Batam City Culture and Tourism Office. Furthermore, we require many volunteers, partners, and other players to assist in managing the tourist industry in the city of Batam toward sustainable tourism.

In terms of involving the local community, its administration seems functional and efficient in the near term. However, it is tough for the medium and long term, especially in a 5-10 year cooperation, since demands and other factors must be considered. Consciously, the city government, through the Culture and Tourism Office, has difficulty meeting sufficient human resources of sufficient quality and quantity, implying that other strategies are required to support the development of Batam city tourism towards sustainable tourism, allowing it to compete with other regions and nationally. As a result, it can be concluded that increasing the capacity of the resource variable has not been Melanda Pramita Indah, Timbul Dompak,

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fulfilled at this time, but the Batam City Culture and Tourism Office seriously and gradually fulfill capacity building in fulfilling the need to be able to wisely develop a sustainable tourism sector in Batam City, in order to influence the MSME sectors of the community, the economic welfare of the community, and increase the buying and selling power of tourists.

Management

Furthermore, from the management of institutional management, the government frequently has delays and needs to catch up compared to the private sector in management or institutional management. Internal and external management of the institution responsible for administering the tourist industry in Batam still needs to be corrected, hurting the quality of the tourism sector in Batam City. So far, researchers have discovered that the tourism sector, managed by the private sector, can provide an exciting, rewarding, and organized management experience that influences visitor satisfaction. As a result, the government frequently feels inferior or defeated since it cannot compete in tourist management.

This results from the scarcity of quantity and quality human resources; therefore, organizational and management systems are directly affected. According to the findings of research conducted by researchers, employees or state apparatus are responsible for providing directions to the community with sufficient basic and supporting facilities so that Batam city tourism does not lag behind other areas as a service provider and fulfillment of public needs, particularly in the tourism sector in Batam city. other. This has a direct impact on the regional economy as well as the economics of the community surrounding the tourism attraction. Furthermore, people increasingly use Batam as a transit region for vacations and travel to Singapore and Malaysia, resulting in a little economic turnover in Batam. Only a tiny percentage wishes to take a holiday or pass the time by visiting Batam as a tourist attraction. On the other hand, because the city's development is currently focused on primary needs, such as the development of vital infrastructure and primary public accommodations, such as access roads, buildings, and other facilities, the tourism sector has yet to become a priority.

It may be inferred that employees' attention will only be fulfilled if the organizational system and institutional internalization management are handled quickly. If the internals is handled, the externalities, particularly tourist development, may move steadily and effectively toward sustainable tourism growth. At this time, authorities, workers, volunteers, and other competent actors must also comprehend the community's needs and want to serve successfully. If this is accomplished, the government's actions, attention, and attitudes will be better able to function smoothly and intelligently.

Networking

Cooperation or collaboration is one method for aligning diverse implementation activities so that there are no discrepancies by linking and unifying activities from the lower to upper levels so that there is directed cooperation to achieve goals. Collaboration creates a network for establishing and sustaining positive linkages among activities. Collaboration is required whenever one individual or group is accountable for the execution of a job. Collaboration is defined as "aligning one's actions with the actions of other relevant actors and organizations to achieve common goals" (Ariyani et al., 2020; Fathani et al., 2023; Purnomo, Aditya, et al., 2021), the process of mutual agreement binding various activities or elements of different governments on the dimensions of time, place, components, functions, and inter-governmental interests that are governed, so that on the one hand, all activities on both sides are directed at the same goal.

Collaboration that is carried out continuously or is a continuous process to accomplish common goals (Peni et al., 2019), necessitates frequent group business arrangements since collaboration is a notion that is implemented in groups rather than just individual efforts. This idea refers to a group of people who work together to attain similar aims. Common objectives need a concerted effort or action on the part of all individuals to engage in the implementation of attempts to attain common goals as a group. As a result, the core of coordination is action unity.

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Regarding expanding government capacity, particularly the Batam City Culture and Tourism Office in sustainable tourism development, network coordination needs to be stronger, making rapid development challenging compared to other areas. For example, defining goals to be carried out in tourist development is extremely tough since it always fights with other ideas and is not even done to solve difficulties in tourism development. As a consequence of the results gained often shaping individual performance, only the Culture and Tourist Office actively promotes the tourist industry. However, capacity building involves collaboration among actors, organizations, or institutions to expedite the growth of the sectors to be attained (Nugraha, 2015).

Furthermore, discussing cooperation and network instruments necessitates interactive bottom-up and interactive strategic management; a results-oriented financial management system focused on information exchange and consolidation based on policy portfolios; inter-organizational learning; and procedural instruments for and reviews. However, the collaborative practice needs to work more effectively. As a result, considerable efforts are required in the future to establish a wiser and more quantifiable growth in government capacity to accelerate the development of the tourist industry in Batam City. Advisory actors and companions are needed to be more serious about developing tourism, such as involving focused academics and experts in the development of the tourism sector in their area so that the development of the tourism sector in Batam city can proceed slowly, effectively, and sustainably.

Conclusions

According to the findings of the research, the indicators for increasing the capacity of the Batam city government, specifically the Culture and Tourism Office, in terms of fulfilling the quality and quantity of human resources, internal management, and management and collaboration networks, were still very minimal and not going well. As a result, the tourism sector in Batam needs to develop and be abandoned by local, domestic, and international travelers. Furthermore, Batam is now solely utilized as a transit point for visitors traveling to other parts of Malaysia and Singapore for vacations. The quality and quantity of human resources that are not met to manage destinations that have the potential to advance, so it burdens or gives more burden to its employees, affecting their performance, further directly affecting internal management activities and essential internal management, making it very difficult to establish a network and cooperation with other actors in their area, or hooking up with other regional actors in assisting the development of tourism.

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