ARTICLE

Tourism Development Policy and Their Impact on the Regional Economy in the Riau Islands Province

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Abstract: Riau Islands is a province that is blessed with tourism potential, both natural tourism and cultural tourism. In 2018, the Riau Archipelago Province (Kepri) had 17 Superior Regional Tourism Destinations (DPUD) spread across seven regencies and cities. The natural, cultural, and culinary wealth potential for the tourism industry and supported by a very strategic geographical location because it borders Malaysia, Singapore, and Vietnam, makes Riau Islands Province the second most visited tourist destination by foreign tourists after Bali Island. Through the tourism sector, the Riau Islands should maximize this potential to generate PAD and contribute to high state financial contributions. However, in the field conditions, as evidenced by the insignificant GRDP growth of the Tourism Sector, it can prosper the community and has not made tourism a leading sector. This study will discuss how the local government develops tourism to grow the economy of the Riau Islands. The successful implementation of tourism development policies will be seen from the tourism sector's contribution to the regional economy, the impacts, and the obstacles faced in its implementation. The purpose of this study is to identify tourism policies and analyze their impact on tourism development as well as the obstacles faced as a guide in preparing tourism development policy recommendations to support the economy of the Riau Islands Province. By applying a combination of empirical, policy, and literature approaches, it can be concluded that the real impact of tourism development policies will be seen from, among others, the number of tourist visits, the average length of stay, average hotel occupancy, the contribution of the tourism sector to GDP, total tourist expenditure and the percentage increase in the creative economy and the contribution of the tourism sector to PAD. It is necessary to increase collaboration in tourism policy governance in the Riau Islands. The collaborations still considered weak include implementing tourism events, promotions, tourism human resource development, and institutions.

Keywords: tourism development; policy; impact; the regional economy

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1. Introduction

The tourism sector is the leading sector of the national and regional economy (Musaddad et al., 2019; Sri Widari, 2020) which is growing quite rapidly (Fadliyanti et al., 2019; Indraningsih, 2019; Ringa, 2020). This sector is related to multiple economic sectors (Puspitasari et al., 2018) and social, political, cultural, regional, and environmental dimensions (Drakel, 2020). The contribution of tourism from the economic sector is additional foreign exchange, regional original income, and tourism employment opportunities (Drakel, 2020). This sector is the largest contributor to the country's foreign exchange and absorbs labor (Soehari, 2020; Sri Widari, 2020).

In 2018 the tourism sector contributed to the National GDP by 5.25%, with a total foreign exchange of 229.50 trillion rupiahs. It absorbed 12.7 million workers in the tourism sector (Kementerian Pariwisata dan Ekonomi Kreatif Republik Indonesia, 2020). Furthermore, in the 2015-2019 National Medium-Term Development Plan (RPJMN), this sector is targeted at 20 million foreign tourists and 275 domestic tourist visits, and 240 trillion foreign exchange (Kementerian PPN/Bappenas, 2019).

According to the Law of the Republic of Indonesia Number 10 of 2009, tourism is a variety of tourism activities. It is supported by various facilities and services provided by the community, businessmen, government, and local governments. Meanwhile, the United Nations and World Tourism Organization, as UNWTO, defines tourism (tourism) as a social, cultural, and economic phenomenon which is defined as the movement of people outside the country or place of residence for personal or business/professional purposes, most of which are based on motive for recreation. These people are called tourists (or tourists, whether resident or non-resident) who engage in tourism-related activities, some of which can be measured through tourism expenditures (LPEM-FEB UI, 2018).

Law Number 32 of 2004 concerning Regional Autonomy mandates tourism affairs as one of the authorities held by local governments. In the context of regional autonomy, local governments have the freedom and authority to determine their respective economic development direction, including the tourism sector. Tourism is an important sector in supporting the development of autonomous regions, especially in increasing regional revenues to finance development and improve people's welfare (Kuswandi, 2020). Therefore, the development and development of tourism areas which are the destinations of leading tourist destinations is an important agenda for regional development in various regions that have the potential for natural, cultural, religious, and culinary tourism (Yasintha, 2020).

Riau Islands Province has tourism potential in natural wealth, cultural, religious, and culinary diversity. Therefore, this sector is one of the leading sectors supporting economic growth to increase regional competitiveness. The importance of this sector is stated in the third mission of the Regional Medium-Term Development Plan (RPJMD of Riau Islands Province 2016–2022, namely "to increase regional competitiveness so that they can carry out national and global development, especially in the processing, fisheries and marine industries as well as tourism. To provide direction to the tourism sector has been prepared regional Tourism Master Plan (RIPDA) 2012-2022, whose preparation is guided by the long-term and medium-term planning documents and the National Tourism Development Master Plan (RIPPARNAS). The document explains that tourism is a new style of industry capable of spurring rapid economic growth in terms of employment opportunities, income, the standard of living, and inactivating other sectors within the host country through the tourism development policy is focused on four categories, namely the development of tourist destinations, tourism marketing, the development of the tourism industry, and the development of tourism institutions. But in practice, the tourism development policy is still not optimal. This condition can be seen from several achievements in tourism development performance that still need attention.

Figure 1 shows the growth in the number of foreign tourists in 2015, 2017, and 2018 experienced positive growth from the previous year, while in 2016, the growth

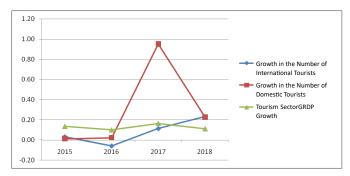


Figure 1. Growth in the Number of Tourists and GRDP in the Tourism Sector of the Riau Islands Province in 2015–2018

Source: Processed Data, 2019

was negative. The growth in the number of GRDP in the Tourism Sector in 2015 and 2017 experienced positive and increasing growth, while in 2016 and 2018, the growth was positive and decreased. The asynchronous growth occurs because the direct impact of tourist spending on the formation of GRDP in the Riau Islands Province has not been optimal.

Through the tourism sector, the Riau Islands should maximize this potential to generate PAD and contributor to high state financial contributions. However, in the field conditions, as evidenced by the insignificant GRDP growth of the Tourism Sector, it can prosper the community and has not made tourism a leading sector. Tourism performance should contribute to the regional economy, provide benefits for the community, and protect the environment and natural resources (Megawandi, 2020). Based on the background that has been explained, this study will discuss how the local government develops tourism to grow the economy of the Riau Islands. The successful implementation of tourism development policies will be seen from the tourism sector's contribution to the regional economy, the impacts, and the obstacles faced in its implementation. The purpose of this study is to identify tourism policies and analyze their impact on tourism development as well as the challenges faced as a guide in preparing tourism development policy recommendations to support the economy of the Riau Islands Province.

Research related to tourism development policies that support the economy has been widely carried out. A study (Bojanic & Lo, 2016; Rizal et al., 2017) find events that positively impact the economy of the community and local government. This condition is supported by the existence of regional autonomy (Sari & de Fretes, 2021). But several problems are also faced in tourism development. These problems are in the form of HR readiness, completeness of supporting infrastructure, weak interinstitutional coordination, and program sustainability problems (Abdurahman, 2017; Indraningsih, 2019), thus requiring the commitment of local political leaders and good support for resource facilities (Indraningsih, 2019), synergy (Leonandri & Rosmadi, 2018), strategy and support from many parties (Besra, 2012; Megawandi, 2020; Resdiana & Sari, 2019).

This study seeks to elaborate on the results of previous studies. This research is different from previous research because it explains the current conditions related to tourism in the Riau Islands, explaining the potential, impacts, and constraints of the applicable tourism development policy. Similar research has never been conducted according to the knowledge of the author. Riau Islands Province was chosen as the research location because it is included as a province with many foreign tourist arrivals in Indonesia and is one of the gateways for foreign tourists to enter.

2. Methods

This research was conducted in the Riau Islands Province in 7 regencies/cities. The research time was carried out from October 2019 to February 2020 with a descriptive research method (qualitative description). Describe and analyze social phenomena and activities, perceptions, thoughts of people individually and in groups. Researchers

collect data through documentation, observation, and interviews with informants or their participation by using instruments to collect data, such as voice recorders and cameras. The method of determining respondents was done by the purposive sampling method. Determination of the sample using the purposive sampling method is the determination of the sample based on the researcher's considerations (Sugiyono, 2017).

Data collection in this study was carried out through interviews, Focus Group Discussions (FGD) and observations, and literature studies. To collect and information/information needed, in this study, there are two kinds of data, namely primary data and secondary data. Primary data were collected through interview techniques and FGDs with respondents and informants who had been determined, namely local governments, tourism business actors, foreign tourists from Singapore, Malaysia, and China. The FGD was conducted at the Barenlitbang office in the Riau Islands Province, involving the local government and business actors. The topics discussed in the FGD were related to the potential and constraints of tourism in the Riau Islands and the travel patterns of foreign tourists to the Riau Islands. In addition, researchers made direct observations and observations to several tourist destinations in the tourism areas of Lagoi, Trikora, Penyengat Island, Kelong Bintan Black Coral, Sri Bintan Pura International Port, Nagoya Hill, and several shopping centers in Batam.

While secondary data is supporting data for this research activity, which is obtained from literature sources, documents, and library sources, including the RPJMD Teknortaik document for the Riau Islands Province 2021–2024, the Regional Tourism Development Master Plan (RIPPDA) for the Riau Islands Province in 2012–2022, Riau Islands in Figures from 2010 to 2020, as well as some data related to this research, the data collected was obtained from related agencies such as the Planning, Research and Development Agency (Barenlitbang) of the Riau Islands Province, the Central Statistics Agency (BPS), the Riau Islands Province Tourism Office, and other relevant agencies that are related to this research.

3. Results and Discussion

3.1. Riau Islands Tourism Potential

The Riau Archipelago Province consists of 94% of the ocean and 6% of the land, with 2,408 large islands and small islands (Badan Perencanaan Penelitian dan Pengembangan Provinsi Kepulauan Riau, 2020). The islands and vast waters have interesting tourist attractions, white sandy beaches, exotic rock clusters, and mangrove forests. In addition to the potential for nature tourism, the Riau Archipelago has the potential for religious and culinary tourism that has not been worked on optimally to improve the community's economy. In 2018, the Riau Archipelago had 17 Leading Regional Destinations (DPUD) based on the potential and uniqueness of each region to optimize this tourism potential. DPUD Riau Islands Province can be seen in Figure 2.



Figure 2. Regional Leading Tourist Destinations (DPUD) Riau Island Province

Source: Dinas Pariwisata Provinsi Kepulauan Riau (2012,

Natural wealth potential, cultural and culinary wealth that is potential for the tourism industry and supported by a very strategic geographical location because it borders Malaysia, Singapore, and Vietnam, makes Riau Islands Province the second most visited tourist destination by foreign tourists after Bali Island (Badan Perencanaan Penelitian dan Pengembangan Provinsi Kepulauan Riau, 2020). Furthermore, based on BPS data from the Riau Islands Province, there is a trend of increasing foreign tourists visiting during the last decade. In 2011 foreign tourists visiting the Riau Islands Province amounted to 1.52 million foreign tourists, increasing to 2.86 million foreign tourists in 2020. These foreign tourists came from Singapore, Malaysia, China, India, the Philippines, and others.

When viewed from the proportion of foreign tourists visiting, more than half of foreign tourists visiting the Riau Islands Province are Singaporean nationals, followed by Malaysian and Chinese tourists. The number of foreign tourists by nationality to the Riau Islands can be seen in Figure 3.



Figure 3. Number of Foreign Tourists by Nationality (Visit) to Riau Islands 2010–2019

Source: BPS Provinsi Kepulauan Riau (2020)

Next time when viewed from the percentage increase in the number of visits by national origin, the largest increase in foreign tourist visits came from China (BPS Provinsi Kepulauan Riau, 2020). For almost the last ten years, China has been the primary tourism market which grows every year and contributes significantly to foreign tourist visits to the Riau Islands compared to other foreign tourists through the arrival gates of Batam, Tanjungpinang, Bintan, and Karimun (see Figure 4).

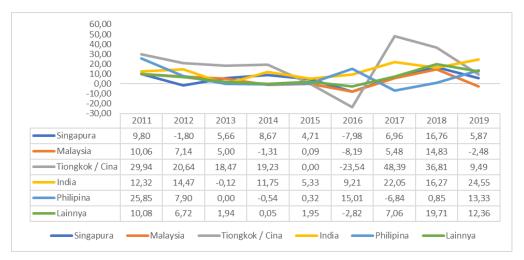


Figure 4. Percentage of Increase in Foreign Tourist Visits by Main Country of Origin of Foreign Tourists to the Riau Islands 2011 to 2019

Source: Riau Islands Province in Figures and BPS Riau Islands Province, 2020, data processed

Based on the study results, the motivation for visiting Chinese tourists is for vacations and business trips. Therefore, the visit of Chinese tourists to the Riau Islands during the holiday season occurs in July, August, and December. Products that Chinese tourists are interested in include beaches, MICE, Spa, Golf, Shopping, Lake Resort, Wildlife, Reserve, Diving, and Fishing.

Based on the information obtained through interviews with several informants, it can be concluded that the increasing number of foreign tourists such as those from China does not increase the amount of local and community income. The insignificant impact is due to the payment pattern of tourists who use Alipay and WeChat Pay, so that money from Chinese tourists circulates in payment platform providers from China.

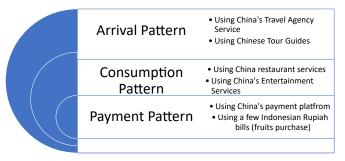


Figure 5. The Pattern of Chinese Tourist Visits to the Riau Islands

Source: Badan Perencanaan Penelitian dan Pengembangan Provinsi Kepulauan Riau (2019)

Based on the Passenger Exit Survey (PES) survey conducted by the ministry of tourism in 2010, the average length of stay of foreign tourists to the Riau Islands was two days, and the highest average expenditure per visit based on the Batam exit was US\$ 358.42. The lowest was based on the exit gate out of Tanjungpinang, US\$ 91.33. The motivation of foreign tourists visiting Singapore, Malaysia, and China is mostly for a weekend getaway. As the second priority gateway after Bali, the Riau Archipelago can become a tourist destination with a high level of visits, especially because the position of Batam City is very strategic with other ASEAN countries. Furthermore, Batam can develop MICE tourism because many tourists with business trip motives visit Batam.

Several factors that influence the growth of the number of tourist arrivals in the Riau Islands include:

- 1. Increased global and national travel activities;
- 2. Increasing economic activity in the Malacca Straits area which is also followed by economic development in the Riau Islands region;
- 3. Increasing the quality and quantity of accessibility to all areas of the Riau Archipelago;
- 4. Increasing national and international public awareness of marine tourism in Indonesia, including in the Riau Archipelago;
- 5. The development of Special Economic Zones (SEZs) can indirectly increase the movement of people to the Riau Islands Province.

This positive trend will continue to be maintained through increased cooperation and coordination between local and central governments. Through the four main entrances, the regional government in Riau Island has made aggressive efforts to bring in foreign tourists through various tourism attractions. Meanwhile, through the Ministry of Tourism and Creative Economy, the central government is also moving optimally to attract foreign tourists from border tourism areas. Through the offer of hot deal tour packages, in the form of providing cheap tour packages or discounts during low season. Tourism hub, namely promoting tourism in the ASEAN Region, makes Riau Islands a tourism hub. The increase in the number of foreign tourists visiting the Riau

Islands must also be balanced with the readiness of the Riau Islands as the host to ensure the comfort of the tourists who come.

3.2. Riau Islands Tourism Development Policy and Strategy

The tourism policy is contained in the RIPPDA, which provides guidelines for implementing tourism development and development (Simatupang & Sukmadi, 2021). RIPPED Riau Islands Province 2012–2022 includes tourism development policies for Riau Islands Province, including tourism development policies, tourism marketing development, tourism industry development, and tourism institutional development. Tourism development policy requires an effective strategy (Kuswandi, 2020) to realize the goals.

The policy is then translated into a tourism development strategy which includes optimizing the potential of existing tourism destinations, increasing accessibility, increasing synergy in running events with tourism stakeholders, increasing promotions, cooperating with / encouraging tourism stakeholders in cooperation with foreign EOs in international affairs, developing tourism destinations that are inclusive (community), promote halal tourism, improve the quality of competitive tourism resources through training to increase the capacity of sector professional certification.

Furthermore, tourism development policies and strategies are then elaborated by the Riau Islands Province Tourism Office into five tourism development programs, namely: tourism destination development, tourism marketing development, tourism industry development, tourism institutional development, and creative economic development. Several Cities/Regencies in the Riau Archipelago also implement tourism development strategies and policies. The strategy includes Attraction Culture, optimizing existing tourist destinations by increasing accessibility, and increasing synergy with stakeholders. One area that accelerates policies in the tourism sector is Batam City. The Batam City, Culture and Tourism Office, is currently developing a strategy through infrastructure development and increased promotion in potential countries through domestic and foreign exhibitions, media, and developing Batam as a MICE city.

The policy for developing tourist destinations in the Riau Islands Province at the provincial level is directed to support the establishment of Special Economic Zones for Tourism. In contrast, at the district/city level, the development policies are mostly directed at establishing and developing tourist villages. In addition, the policy of developing tourist destinations also has the support of the private sector (tourism investors). Although many tourism destination development programs between the Tourism Office, the Private Sector, and the Village Government are not coordinated in planning, the tourism development programs of each sector can create optimization of destination development in the Riau Islands. Some of the programs currently being run by the private sector include the development of Private Island and integrated areas.

3.3. Impact of Tourism Development Policy on the Economy

The tourism development policy in the Riau Islands Province is expected to impact achieving the target performance indicators of tourism development and increasing Regional Original Income through taxes and expanding employment opportunities and stimulating the growth of community-based tourism businesses. The achievements of tourism development indicators for the last 3 (three) years can be seen in Table 1.

Based on Table 1, in general, the Riau Province tourism development performance indicators from 2017 to 2019 have been achieved. Still, there are several performance indicators whose achievements need to be optimized, especially the indicators of the average length of stay of tourists, the average hotel occupancy rate, and the contribution of the tourism sector to GRDP.

Table 1. Realization of Riau Islands Province Tourism Development Performance Indicators in 2017 to 2019

Based on the results of the FGD that has been carried out, the indicators for the number of foreign tourists visiting and the average length of stay have not been achieved due to several things, including tourism, events have not been properly scheduled, tourist visits are still concentrated in Batam, Bintan, Tanjungpinang, Karimun, and the potential has not been exposed. Lingga, Natuna and Anambas tourism to the fullest. Meanwhile, the target of tourism's contribution to GDP has not been achieved because tourism business actors have not grown significantly, and the partnership between tourism business actors, especially the accommodation and eating and drinking business sectors, has not run optimally.

Tourism Development Performance Indicators	Unit —	2017		2018		2019	
rounsm Development Performance Indicators		Target	Realization	Target	Realization	Target	Realization
Number of Tourist Visits	Million Person	2.2	2.07	2.25	2.63	2.30	2.86
Number of Indonesian Tourist Visits	Million Person	1.51	2.89	1.54	3.547	1.57	4.227
The average length of stay of tourists	day	2.00	2.09	2.05	2.32	2.10	1.96
Average Hotel Occupancy	%	50.00	52.66	50.50	53.75	51.00	50.87
Contribution of the Tourism Sector to GRDP	%	2.35	2.20	2.40	2.32	2.45	2.46
Total Tourist Spend	Billion Rupiah	NA	NA	11,654	14,299	13,409	19,625
Increasing Active Creative Economy Actors	%	1	2.73	10	13.3		24.21

Source: Badan Perencanaan Penelitian dan Pengembangan Provinsi Kepulauan Riau (2020)

The tourism sector contributes to PAD through tourism tax revenue which is the full authority of the region (Marsiyuda, 2021; Soeswoyo, 2019). Law No. 28 of 2009 defines tourism tax as tax revenue originating from districts/cities, namely taxes originating from hotel taxes, restaurant taxes, and entertainment taxes. Table 2 shows the growth of tourism taxes from 2016 to 2017, showing an increasing trend, and a significant increase occurred in 2018, which was more than doubled. Based on table 4, the contribution of taxes from the tourism sector to the PAD of the Riau Islands Province has increased every year. The largest contribution value of the tourism sector tax to PAD is in 2018, amounting to 30.80%. This value increased by 7% compared to the contribution value in 2015.

Table 2. Tax Contribution of the Riau Islands Province Tourism Sector to PAD, 2011–2019

Year	Tourism Tax		PAD	Contribution
2015	267,620,000,000	-	1,127,745,000,000	23.73%
2016	281,840,000,000	5.31%	1,079,168,212,950.11	26.12%
2017	302,620,000,000	7.37%	1,094,788,614,304.54	27.64%
2018	376,020,000,000	24.25%	1,220,768,246,945.10	30.80%

Source: Data processed, 2020

Table 2 shows the growth of tourism tax which increases every year, but its contribution fluctuates. This condition is the same as the results of the study by Khoir et al. (2018), which examines the contribution of the tourism sector to PAD in Jember Regency 2011-2017. He found the contribution of the tourism sector to PAD which fluctuates every year, although every year income from the tourism sector always increases. Puspitasari et al. (2018) explained that the decline in the tourism sector's contribution was due to the increase in tourism sector income, which was also offset by an increase in the amount of Regional Original Income (PAD) from other sectors with a larger amount. The contribution of the Tourism Sector Tax to the PAD of the Riau Islands Province in 2011-2019 can be seen in Table 2.

The results of this study are viewed from the aspect of tax growth, the same as research by Khoir et al. (2018) and Puspitasari et al. (2018), but the contribution of the

tourism sector to PAD is different. Research result by Khoir et al. (2018) and Puspitasari et al. (2018) found the contribution of the tourism sector to PAD which fluctuates every year because the increase in tourism sector income is also offset by an increase in the amount of Regional Original Income (PAD) from other sectors with a larger amount or because of regulations that prohibit companies/governments from meeting in five-star hotels (Mayasari & Rahardjo, 2018). The contribution of the Tourism Sector Tax to the PAD of the Riau Islands Province in 2011-2019 can be seen in Table 2.

3.4. Barriers to Riau Islands Tourism Development

3.4.1. Planning Inconsistency

To realize the tourism sector as the leading sector of the regional economy, planning that is in sync with regional and sectoral planning is needed. Therefore, well-integrated tourism planning between district/city, provincial and central government, and regional characteristics are expected to achieve the stated goals. In addition, the determination of the tourism sector as a priority sector should be supported by collective development actions that can create synergies among the actors to be directed to achieve the goals that have been set.

In preparing Regional Development Planning, general policies in tourism development should be guided by several planning documents such as the Regional Medium Term Government Plan (RPJMD), Regional Spatial Plan (RTRW), and then developed in the form of the Regional Tourism Development Master Plan (RIPPDA). Based on the results of the documentation study of the planning document, the researcher concludes that there are still inconsistencies and sectoral egos in each Regency/City. One of them is related to RIPPDA between Province and Regency/City, which is not synergistic. There are even some regencies/cities that do not yet have RIPPED. This Sectoral Ego shows planning that is not fully integrated and is partial. Therefore, tourism development planning should rely on the Tourism Office and require the involvement of all stakeholders both internally and externally by the government.

The mechanism between the stakeholders involved needs to be conditioned to answer the challenges and demands of tourism development in the Riau Islands Province. Therefore, the Regional Apparatus, Tourism Association, and other stakeholders need to align their vision and development steps with the growing tourism issue. Furthermore, the planning carried out must accommodate stakeholders' expectations in managing the complexity of the existing development and managing available resources.

Based on this, it is necessary to develop a system and institutional relationship by the conditions in the Riau Islands Province. Thus, it is hoped that a conducive situation will be created for tourism development, which is expected to provide a positive stimulus for improving the quality and competitiveness of tourism in the Riau Islands Province.

3.4.2. Events Execution Synchronization and Coordination Problems

Riau Islands Province has several tourism events consisting of Local (Regency/City) events, Provincial events, and National events. In the 2020 agenda, five local Riau Islands events became national events, namely Iron Man, Tour de Bintan, Bintan Triathlon, Penyengat Island Festival, and the Malay Art Kenduri Festival. The tourism event is aimed at increasing the number of foreign tourists and foreign tourists visiting.

Organizing these events requires a cross-sectoral coordination pattern from the planning stage to the event implementation. At the planning stage, synchronization and coordination of tourism events are carried out through Musrenbang in stages starting from the district/city to the national level. However, districts/cities do not even coordinate with the provinces in organizing district/city events included in the national

calendar. This condition impacts slow decision-making by the Provincial Tourism Office, thus hampering the effectiveness and efficiency of events or promotions.

3.4.3. Implementation of the Promotion is not yet Optimal

In carrying out the promotion of all institutions, both the Ministry of Tourism, the Provincial Tourism Office, and the Regency/City Disbudpar have the same role, namely tourism promotion. The best coordination is in the coordination pattern between the Ministry of Tourism and the Regency/City Disbudpar even the event proposed by the Regency/City Disbudpar becomes a national event.

The promotion pattern developed in each tourism agency is discontinuous or not optimally directed. Each agency has its program and budget in promoting tourism to foreign countries. It is inversely proportional to the Regency/City's collaboration with the Ministry of Tourism to promote International Tourism. Promotion programs at the Regency/City level use community and community networks, namely Genpi & Pokdarwis, and a network of tourism associations, namely PHRI & ASITA, and the private sector, namely Garuda Indonesia and Lion Air airlines. This promotional network is accidental or only when an event takes place.

The results of research, marketing, and tourism that have been carried out include:

- 1. Making brochures, flyers, and tourism information books that have not optimally provided comprehensive information on Riau Islands tourism
- 2. Development of sites (www.kepriprov.go.id, www.kepritourism.com) which in general have not been able to display comprehensive information related to Riau Islands tourism
- 3. Development of cultural events as a form of tourism promotion that has not attracted tourist visits.

3.4.4.Quality and Quantity Issues of Tourism Human Resources

Tourism human resources both in quality and quantity are still limited. In contrast, tourism HR is an important factor supporting the tourism industry. However, in terms of quantity, human tourism resources are still limited in number. In contrast, in terms of quality, human tourism resources do not have the competence by the minimum service standards that have been set. To improve these competency standards, education and training programs and tourism HR competency certification programs are needed by the existing tourism business fields in the Riau Islands Province at the technical, supervisory, and managerial levels. Meanwhile, there are still few schools/educations engaged in tourism. Therefore, improving the competency standards of human tourism resources is not only the responsibility of the government but also involves the government sector and the private sector as well as the community (Rhama, 2013).

In addition, the community as human resources that are not directly involved also gives importance to the convenience of tourism activities. Therefore, continuous tourism awareness education will provide understanding to the public about the importance of tourism activities that impact tourist comfort and community participation in various forms of tourism activities, both directly and indirectly.

The strategies that the government has formulated to develop tourism are (i) Coordinate with tourism human resource providers such as universities and educational institutions in the tourism sector; (ii) Improving the capacity and quality of tourism education institutions, expanding majors and interests, and building tourism schools; and (iii) Contribute to and maintain the quality of tourism education.

3.4.5. Collaboration between Institutions

The tourism sector has unique multidimensional characteristics (multi-sector, multi-actor, multi-regional and multi-aspect). Therefore, collaborative activities are needed as part of the development process that is carried out in an integrated manner, both

hierarchically (Province, Regency, City) and sectorally (various institutions/Ministries) (Berliandaldo et al., 2021; Resdiana & Sari, 2019). while by, individually, it takes the participation and awareness of business actors and the community in tourist areas (Kuswandi, 2020). In the context of collaboration, local governments play a role in preparing basic infrastructure and facilities, promoting and marketing destinations (Yasintha, 2020). including establishing formal institutions as a forum for tourism collaboration. The fact is that the Riau Islands Provincial Government does not yet have a formal institution that becomes a facilitator between various stakeholders in the tourism sector in Riau Province so that each stakeholder partially carries out the tourism sector.

4. Conclusion

4.1. Conclusions

Based on the results of the discussion, several things can be concluded; namely, the policy of real tourism impact of tourism development policies will be seen from, among other things, the number of tourist visits, the average length of stay, the average hotel occupancy rate, the contribution of the tourism sector to GRDP development in the Riau Islands Province has not directly led. It impacts improving the regional economy, meaning that more targeted and systematic tourism development is needed to have a greater impact on the regional economy. In total tourist spending, the percentage increases in the creative economy and the tourism sector's contribution to PAD. It is necessary to increase collaboration in tourism policy governance in the Riau Islands. The collaborations still considered weak include implementing tourism events, promotions, tourism human resource development, and institutions.

4.2. Recommendation

Based on the discussion in this study, the recommendations from researchers include:

- 1. Develop the tourism sector and its supporting services as a source of new economic growth, with the following steps:
 - a. Optimization of Shopping, Culinary, and Spa Tourism Wisata
 - b. Development of Marine Sport Tourism as a New Priority Destination
 - c. Creation of International-Scale Strategic Events/Attractions
- 2. Strengthening tourism promotion, especially digital channels and increasing the capacity of MSME actors and supporting tourism (culinary and souvenirs), building tourist villages and craft clusters, and increasing the frequency of MSME exhibitions in shopping centers
- 3. Establish standardized institutions to facilitate collaboration among tourism stakeholders in the Riau Islands. Referring to the Law of the Republic of Indonesia Number 10 of 2009 concerning Tourism, a Regional Tourism Promotion Board (BPPD) can be formed. This institution also does not conflict with the spirit of regional government as mandated by Law Number 23 of 2014 concerning Regional Government as amended through Law Number 2 of 2015.

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