# Policy Innovation in Urban Tourism Development for Increasing Local Own-Source Revenue: Evidence from Pekanbaru City, Indonesia

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**ABSTRACT:**

Urban tourism has increasingly become a strategic policy instrument for local governments seeking to diversify economic resources and strengthen local fiscal capacity. This study examines policy innovation undertaken by the Pekanbaru City Government in increasing Local Own-Source Revenue through urban tourism development. The research employs a qualitative descriptive-analytical case study design, focusing on the formulation, implementation, and evaluation of tourism-related policy innovation in Pekanbaru City, Riau Province, Indonesia. Data were collected through in-depth interviews, documentation, and literature review. The informants consisted of local government officials, tourism destination managers, and visitors who were directly or indirectly involved in the urban tourism policy ecosystem. Data were analysed using NVivo through word frequency, word cloud, open coding, matrix coding, and project map analysis. The study applies Rogers' diffusion of innovation framework, consisting of knowledge, persuasion, decision, implementation, and confirmation stages. The findings show that Pekanbaru City has initiated several forms of policy innovation, including the development of urban tourism destinations, cultural events, culinary tourism, digital-based promotion, and multi-stakeholder collaboration. However, the effectiveness of these innovations remains constrained by limited budget allocation, weak inter-agency coordination, insufficient human resource capacity, incomplete tourism infrastructure, and relatively low community participation. The study proposes a staged centrifugal policy innovation model, supported by bureaucratic reform and collaborative governance, as a strategic framework for strengthening sustainable urban tourism and increasing local revenue. The study contributes to public policy and urban tourism literature by showing that tourism-based fiscal innovation requires not only attractive destinations but also adaptive bureaucracy, integrated planning, and institutionalized

collaboration among government, private actors, communities, academia, and media.
Keywords: Bureaucratic reform; Diffusion of innovation; Local own-source revenue; Policy innovation; Urban tourism

## 1. Introduction

Local Own-Source Revenue is an important indicator of fiscal autonomy in decentralized governance. In Indonesia, regional governments are expected to identify and develop local economic potential in order to reduce excessive dependence on central government transfers. Tourism is one of the sectors that can support this objective because it generates economic activity through accommodation, culinary services, transportation, cultural events, creative industries, retail businesses, and public service charges. However, the contribution of tourism to regional income does not automatically emerge from the existence of tourism potential. It depends on the capacity of local governments to formulate innovative policies, mobilize stakeholders, improve services, and integrate tourism development with fiscal management.

Pekanbaru City, as the capital of Riau Province, has considerable potential for urban tourism. The city is known as a centre of trade, services, Malay culture, culinary activity, shopping, and urban events. These characteristics provide an opportunity for the local government to position urban tourism as an alternative source of economic growth and fiscal strengthening. Nevertheless, the tourism sector in Pekanbaru has not yet fully contributed to Local Own-Source Revenue in proportion to its potential. Several challenges remain visible, including limited tourism infrastructure, uneven destination management, fragmented institutional coordination, insufficient digital promotion, and weak integration between tourism programmes and revenue collection mechanisms.

Policy innovation is therefore essential. In the context of urban tourism, innovation is not limited to the creation of new tourist attractions. It also includes the renewal of regulatory frameworks, digital promotion, destination governance, stakeholder collaboration, service delivery, bureaucratic coordination, and revenue management. Policy innovation becomes more important when local governments face changing tourist preferences, digital transformation, inter-city competition, and demands for accountable public service.

The case of Pekanbaru is particularly relevant because the city has attempted to develop tourism through programmes such as cultural events, destination revitalization, culinary promotion, digital tourism information, and collaboration with various stakeholders. The introduction of smart tourism policy through local regulation also indicates a shift from conventional tourism administration toward more technology-supported governance. However, implementation gaps remain. This creates a need to analyse how policy innovation is understood, adopted, implemented, and confirmed within the local government system.

This study uses Rogers' diffusion of innovation theory as an analytical framework. The theory explains that innovation adoption occurs through five stages: knowledge, persuasion, decision, implementation, and confirmation. In a public policy setting, these stages help explain how government institutions recognize the need for innovation, build support, make policy decisions, implement programmes, and evaluate whether innovations should be continued or improved. By applying this framework to urban tourism policy in Pekanbaru, the study provides a systematic explanation of how policy innovation works in local fiscal development.

The study addresses three research questions. First, how has the Pekanbaru City Government developed policy innovation to increase Local Own-Source Revenue through urban tourism? Second, what factors hinder the implementation of tourism policy innovation in Pekanbaru? Third, what policy innovation model is appropriate for strengthening sustainable urban

tourism and increasing Local Own-Source Revenue?

The article contributes to interdisciplinary research on public policy, urban tourism, local governance, and fiscal decentralization. It argues that tourism-based revenue improvement requires more than destination promotion. It requires a coordinated policy innovation system supported by bureaucratic reform, collaborative governance, digital transformation, and community participation.

## 2. Methods

This study employed a qualitative approach with a descriptive-analytical case study design. The qualitative approach was selected because the research focused on policy processes, institutional interaction, actor dynamics, and contextual meanings behind the development of urban tourism as an instrument for increasing Local Own-Source Revenue. Rather than measuring statistical relationships, the study aimed to understand how policy innovation was formulated, implemented, and evaluated in a specific local governance context.

The research was conducted in Pekanbaru City, Riau Province, Indonesia. Pekanbaru was selected purposively because it is a developing urban centre with potential in Malay cultural tourism, culinary tourism, shopping tourism, creative economy, and city-based events. At the same time, the city faces challenges in transforming these potentials into sustainable fiscal contributions. This makes Pekanbaru a relevant case for examining the relationship between urban tourism policy innovation and local revenue strengthening.

The unit of analysis was the policy innovation process in urban tourism development. The study examined several embedded sub-units, including local government agencies, tourism destination managers, tourism-related economic actors, visitors, and institutional mechanisms for revenue optimization. The research therefore considered policy innovation at macro, meso, and micro levels. At the macro level, the study analysed the regulatory and fiscal orientation of tourism policy. At the meso level, it examined coordination among local government agencies. At the micro level, it explored implementation practices, destination management, community participation, and visitor responses.

Data were collected through in-depth interviews, document analysis, and literature review. Interviews involved thirteen informants, including former and current senior local government officials, the head of the regional revenue agency, tourism officials, destination managers, and visitors. The selection of informants was based on their involvement in policy formulation, programme implementation, destination management, or use of tourism services. Snowball sampling was used to identify additional informants with relevant knowledge of the policy process.

Document analysis was conducted on local development plans, strategic plans, tourism policy documents, revenue-related documents, and relevant regulations. Literature review was used to strengthen the theoretical and conceptual foundation of the study, particularly in relation to policy innovation, collaborative governance, bureaucratic reform, urban tourism, and Local Own-Source Revenue.

Data analysis was assisted by NVivo. The analysis followed several stages: word frequency analysis, word cloud visualization, open coding, selective coding, matrix coding, and project map development. These procedures helped identify dominant themes, relationships among categories, and the position of policy innovation within the broader governance system. The coding process was guided by Rogers' diffusion of innovation framework, including knowledge, persuasion, decision, implementation, and confirmation. Additional themes emerged from the data, particularly bureaucratic reform and barriers to innovation.

To enhance credibility, the study used methodological triangulation by comparing interview findings with policy documents and relevant literature. Interpretive consistency was maintained by repeatedly reviewing coded data and linking the results to the research questions. Ethical considerations were observed by ensuring

voluntary participation, protecting informant identity, and using interview data only for academic purposes.

## 3. Results

### 3.1 Policy Innovation as a Response to Fiscal and Tourism Development Challenges

The findings show that policy innovation in Pekanbaru's urban tourism sector emerged from the recognition that tourism could become a strategic contributor to Local Own-Source Revenue. Government actors viewed tourism not only as a cultural or recreational sector but also as an economic instrument capable of stimulating hotel services, culinary businesses, creative industries, transportation, retail activities, and local tax potential.

The knowledge stage was reflected in the awareness among local government actors that Pekanbaru needed to diversify its revenue base. The city's position as a trade and service centre created opportunities for urban tourism development, particularly through cultural identity, culinary attractions, shopping centres, and public events. However, this awareness was accompanied by recognition that the tourism sector had not yet been optimally managed as a fiscal resource.

At the persuasion stage, support for tourism development began to develop among local leaders, technical agencies, and stakeholders. Tourism was increasingly framed as part of urban competitiveness and local economic development. The support of local government leaders was important in shaping institutional commitment and encouraging tourism agencies to develop programmes that were more visible to the public.

At the decision stage, the government introduced several programmes and policy directions related to urban tourism. These included cultural festivals, culinary tourism promotion, destination development, digital-based promotion, and collaboration with private actors and communities. The smart tourism policy direction also indicated a movement toward digital governance in the tourism sector.

At the implementation stage, policy innovation was realized through destination development, cultural event organization, creative economy involvement, promotion through digital media, and cooperation with tourism stakeholders. Implementation was not limited to one agency. It required coordination among the tourism office, regional revenue agency, planning agency, communication and information agency, public works agency, transportation agency, licensing office, private actors, communities, academia, and media.

At the confirmation stage, the government evaluated tourism innovation mainly through visitor growth, public response, destination activity, and contribution to local revenue. Although several programmes showed positive indications, evaluation mechanisms were still not fully integrated into a comprehensive performance measurement system linking tourism development directly with fiscal outcomes.

### 3.2 Main Themes Identified through NVivo Analysis

The NVivo analysis identified several major themes. The dominant codes included the Pekanbaru City Government, tourism, policy innovation, Local Own-Source Revenue, digitalization, destination development, cultural events, community, collaboration, tax, promotion, culinary tourism, hotels, infrastructure, and visitors. These codes indicate that tourism policy innovation in Pekanbaru is multidimensional, combining governance, economic, cultural, technological, and institutional aspects.

The distribution of themes showed seven main categories: knowledge, persuasion, decision, implementation, confirmation, bureaucratic reform, and barriers to policy innovation. Among these themes, implementation had the largest number of codes, indicating that the practical execution of tourism programmes was the most complex part of the innovation process. Confirmation and bureaucratic reform also appeared strongly, showing that the sustainability

of innovation depends on evaluation and institutional capacity.

The knowledge theme indicated that government actors understood tourism as a potential source of local revenue. The persuasion theme reflected growing support from local leaders and agencies. The decision theme appeared in the adoption of programmes such as cultural festivals, culinary tourism, destination development, and digital promotion. The implementation theme involved event organization, destination management, micro-enterprise empowerment, private sector cooperation, and digital media promotion. The confirmation theme appeared in the evaluation of visitor numbers and tourism-related revenue contribution.

### 3.3 Forms of Tourism Policy Innovation in Pekanbaru

The study found several forms of policy innovation. First, destination development was used to strengthen the attractiveness of Pekanbaru as an urban tourism destination. This included the development and revitalization of city-based attractions, public spaces, cultural areas, culinary centres, and recreational facilities.

Second, cultural event innovation was used to promote Malay cultural identity and increase tourist visits. Events became an important tool for strengthening destination image, supporting local businesses, and creating recurring tourism activity. Cultural events also provided opportunities for micro, small, and medium enterprises to participate in the tourism economy.

Third, digital promotion was introduced to improve tourism information dissemination. Digital media, online promotion, and smart tourism initiatives were used to increase public access to tourism information. However, the findings suggest that digitalization had not yet been fully integrated into a comprehensive tourism management and revenue monitoring system.

Fourth, collaborative governance was developed through cooperation among government agencies, private actors, communities, academia, and media. This multi-actor approach is consistent with the pentahelix model, in which tourism development requires contributions from different sectors. Nevertheless, the quality of collaboration varied across programmes and remained dependent on the strength of coordination.

Fifth, tourism-based economic empowerment was promoted through the involvement of culinary businesses, hotels, creative economy actors, and local communities. This innovation linked tourism programmes with broader urban economic activity. However, the transformation of these economic activities into stronger Local Own-Source Revenue still required better tax administration, business formalization, and monitoring.

### 3.4 Barriers to Policy Innovation

The study identified several barriers that limited the effectiveness of tourism policy innovation. Budget limitations were one of the most visible constraints. Tourism development requires investment in infrastructure, promotion, human resource development, destination maintenance, and event management. Limited budget allocation reduced the ability of the government to develop high-quality destinations and sustain programmes.

Weak inter-agency coordination also constrained implementation. Urban tourism development requires the involvement of many agencies, including tourism, revenue, planning, transportation, public works, licensing, communication, and local economic development agencies. When coordination is fragmented, programmes become sectoral and less effective.

Human resource capacity was another important barrier. Tourism innovation requires officials who understand digital promotion, destination management, service quality, event organization, data management, and stakeholder engagement. Limited capacity among personnel may reduce the effectiveness of policy implementation.

Infrastructure limitations also affected tourism development. Accessibility, public facilities, transportation connectivity, signage, cleanliness,

parking, and visitor amenities are essential to urban tourism. Without adequate infrastructure, promotional activities may not produce sustainable visitor satisfaction.

Community participation remained relatively limited. Although communities and local businesses were involved in some activities, participation was not yet fully institutionalized in planning, implementation, and evaluation. This condition reduces local ownership and weakens the social foundation of sustainable tourism.

Land-related issues also appeared as barriers. Some potential areas for tourism development were already controlled by communities or business actors, making destination development more complex. This shows that tourism policy innovation must be linked with spatial planning, land governance, and conflict-sensitive approaches.

### 3.5 Bureaucratic Reform as an Enabling Factor

The findings show that bureaucratic reform is a crucial enabler of tourism policy innovation. Reform was reflected in digital service development, inter-agency coordination, simplified licensing, human resource improvement, transparency, accountability, stakeholder collaboration, public service orientation, and institutional strengthening.

Digitalization helped improve tourism promotion and administrative services. Simplified licensing supported tourism-related investment and business development. Inter-agency coordination helped align tourism programmes with infrastructure, transportation, communication, and revenue collection. Transparency and accountability strengthened public trust in tourism programmes.

Bureaucratic reform also changed the orientation of government from routine administration toward adaptive governance. In the context of Rogers' diffusion of innovation theory, bureaucratic reform helps accelerate implementation and confirmation. Without adaptive bureaucracy, innovation may remain only at the level of policy documents or ceremonial programmes.

### 3.6 Proposed Model: Staged Centrifugal Policy Innovation

Based on the findings, this study proposes a staged centrifugal policy innovation model. The model places bureaucratic reform at the centre of tourism policy innovation. From this institutional centre, innovation spreads outward toward destination development, digital promotion, stakeholder collaboration, community participation, tourism business development, and revenue optimization.

The model is called centrifugal because policy innovation begins from the core of government capacity but must move outward to involve wider actors and beneficiaries. It is staged because innovation must pass through sequential but interrelated phases: knowledge building, stakeholder persuasion, policy decision, integrated implementation, and confirmation through evaluation.

The model emphasizes that tourism-based revenue improvement cannot be achieved through isolated programmes. It requires a structured policy cycle supported by collaborative governance. Government agencies must first build shared understanding, then secure political and institutional support, make clear policy decisions, implement programmes collaboratively, and confirm results through measurable indicators.

The model also highlights the importance of connecting tourism outputs with fiscal outcomes. Visitor growth, destination attractiveness, event success, and digital promotion must be linked to revenue instruments such as hotel tax, restaurant tax, entertainment tax, parking revenue, user charges, licensing income, and formalization of tourism-related enterprises. Without this linkage, tourism development may increase activity without significantly strengthening Local Own-Source Revenue.

## 4. Discussion

The findings confirm that policy innovation in urban tourism is a complex governance process

rather than a simple programme of destination promotion. In Pekanbaru, policy innovation emerged from the need to strengthen local fiscal capacity while developing the city's tourism identity. The use of cultural events, culinary promotion, destination revitalization, digital media, and stakeholder collaboration shows that the local government has moved beyond conventional tourism administration. However, the effectiveness of these innovations depends on institutional readiness, coordination, and the ability to convert tourism activity into measurable revenue.

Rogers' diffusion of innovation framework helps explain why tourism policy innovation in Pekanbaru has produced progress but still faces implementation constraints. At the knowledge stage, the government recognized tourism as a potential fiscal sector. At the persuasion stage, political and administrative support began to develop. At the decision stage, programmes and regulatory directions were introduced. At the implementation stage, challenges became more visible, particularly in relation to coordination, infrastructure, funding, and human resources. At the confirmation stage, evaluation was still relatively focused on activity outputs rather than comprehensive fiscal impact.

The study also shows that implementation is the most demanding stage of policy innovation. Many local governments are able to produce policy documents and launch programmes, but sustainable impact depends on implementation quality. In urban tourism, implementation requires cross-sectoral coordination because tourism intersects with infrastructure, transportation, culture, creative economy, taxation, licensing, communication technology, public space, and community development. This explains why fragmented bureaucracy can reduce the effectiveness of tourism innovation.

The findings support the relevance of collaborative governance in urban tourism development. Government cannot develop tourism alone. Private businesses provide investment and services; communities contribute local identity and social legitimacy; academia provides research and policy input; media supports destination branding; and government provides regulation, coordination, and infrastructure. However, collaboration must be institutionalized. Informal or event-based collaboration may generate temporary results, but sustainable tourism requires permanent mechanisms for planning, implementation, monitoring, and benefit sharing.

Digitalization is another important dimension. Smart tourism policy in Pekanbaru reflects an attempt to modernize tourism governance through information systems and digital promotion. Nevertheless, digitalization should not stop at promotional media. It should be expanded into destination data management, visitor analytics, online licensing, tax monitoring, business registration, event calendars, feedback systems, and integrated tourism dashboards. This would make digital innovation more directly connected to Local Own-Source Revenue.

The relationship between tourism and Local Own-Source Revenue must also be interpreted carefully. Tourism does not automatically increase local revenue unless tourism activities are connected with formal revenue channels. For example, cultural festivals can attract visitors, but fiscal benefits depend on hotel occupancy, restaurant transactions, entertainment tax, parking management, business permits, and other taxable activities. Therefore, tourism policy innovation must be integrated with revenue administration. The Regional Revenue Agency should be actively involved in tourism planning so that destination development and fiscal instruments move in the same direction.

Bureaucratic reform appears as the central condition for sustaining innovation. The study indicates that digital service, inter-agency coordination, licensing simplification, human resource development, transparency, accountability, and institutional strengthening are not secondary issues. They are core elements of policy innovation. Without bureaucratic reform, tourism programmes may remain fragmented and unable to produce sustainable outcomes. This supports the proposed staged centrifugal model,

in which reform-oriented bureaucracy becomes the institutional core that enables innovation to spread across sectors.

The study contributes to theory by extending diffusion of innovation into the field of local tourism governance and fiscal policy. Rogers' framework is commonly used to explain adoption behaviour, but this study shows that it can also be applied to analyse public policy innovation within local government. The addition of bureaucratic reform and collaborative governance enriches the framework by showing that innovation diffusion in public institutions requires administrative capacity, political support, stakeholder networks, and feedback mechanisms.

Practically, the findings suggest that Pekanbaru City should strengthen the integration between tourism development and revenue management. Tourism programmes should be designed with clear fiscal pathways, measurable indicators, and institutional responsibilities. The city should also improve destination infrastructure, professionalize tourism human resources, strengthen community-based tourism participation, and develop a digital tourism-revenue dashboard. Furthermore, tourism innovation should be embedded in medium-term development planning so that it does not depend only on short-term events or leadership initiatives.

## 5. Conclusion

This study examined policy innovation undertaken by the Pekanbaru City Government in increasing Local Own-Source Revenue through urban tourism development. The findings show that the city has initiated several forms of innovation, including destination development, cultural events, culinary tourism promotion, digital-based tourism information, private sector cooperation, and community involvement. These innovations reflect a shift from conventional tourism administration toward a more adaptive and collaborative policy approach. Using Rogers' diffusion of innovation framework, the study found that the innovation process in Pekanbaru involves knowledge building, persuasion among government and stakeholders, policy decision-making, implementation through programmes, and confirmation through evaluation. However, implementation remains constrained by limited budget allocation, weak inter-agency coordination, insufficient human resource capacity, incomplete infrastructure, land-related issues, and limited community participation.

The study proposes a staged centrifugal policy innovation model. The model places bureaucratic reform at the centre of innovation and emphasizes the outward movement of policy innovation toward destination development, digitalization, stakeholder collaboration, community participation, tourism business growth, and revenue optimization. The model suggests that tourism-based fiscal improvement requires not only tourism promotion but also institutional capacity, collaborative governance, and integration between tourism programmes and local revenue instruments.

The study concludes that urban tourism can contribute to Local Own-Source Revenue when it is managed as an integrated governance system. For Pekanbaru, the main policy challenge is not only to attract visitors but also to build an adaptive bureaucracy, strengthen collaboration, improve infrastructure, and ensure that tourism activities are connected with sustainable fiscal mechanisms.

## Other Information

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### Author Contribution Statement

Afrinaldy Rustam contributed to conceptualization, methodology, data collection,

data analysis, manuscript preparation, and final approval of the article.

**Data Availability Statement**

The data supporting this study are derived from interviews and policy documents. Due to confidentiality considerations, interview data are not publicly available. Selected non-confidential policy documents may be made available upon reasonable request.

**Conflict of Interest**

The author declares no conflict of interest.

**Ethics Statement**

Participation in the study was voluntary. Informants were informed about the academic purpose of the research, and their identities were protected in the reporting of findings.

**AI Usage Statement**

AI-based language assistance was used only to improve clarity, structure, grammar, and paraphrasing. The author remains fully responsible for the accuracy, interpretation, and integrity of the manuscript.

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