



# The Role of the Indonesian Tour Guide Association in Minimizing the Presence of Illegal Tour Guides to Support Super Priority Tourism Destinations in Labuan Bajo, East Nusa Tenggara Province

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**Abstract—** These illegal tour guides negatively impacted developments in the Labuan Bajo Super Priority Tourism Destinations. An illegal tour guide is a tour guide who is considered incompetent in the world of guiding tourists who come. As previously explained, if someone wants to become a tour guide whose existence is recognized, especially legal, that person must take part in various types of guidance and must have a competency certificate in serving tourists who come. Seeing the problems that occur, the author is interested in conducting research on the role of HPI in minimizing the presence of illegal tour guides in the Labuan Bajo Super Priority Destination. This research will be conducted in Labuan Bajo, West Manggarai Regency, NTT Province for 6 months starting from February to July 2023. The method that will be used in this research is to use a descriptive qualitative method with an inductive approach. The informants who were used as key informants in this study were the Chairperson of the West Manggarai DPC HPI and the NTT Province HPI and local tourism entrepreneurs/local entrepreneurs in the Labuan Bajo Super Priority Tourism Destination.

**Keywords:** *The Role, HPI, Illegal Tour Guides*

## I. INTRODUCTION

The development of tourism in the Labuan Bajo Destination, East Nusa Tenggara Province is experiencing quite rapid growth at this time. In ancient times, tourists only recognized Indonesian tourism, namely the Island of the Gods, Bali, with its cultural and natural diversity. Unlike the case now, most tourists already know the charm of the natural and cultural beauty that exists in the Labuan Bajo Super Priority Tourism Destination. On July 15 2019 through a limited cabinet meeting, the President of the Republic of Indonesia, namely Mr. Ir. Joko Widodo set the Labuan Bajo Destination as one of the super priority destinations to be developed in Indonesia ([www.kemenparekraf.go.id](http://www.kemenparekraf.go.id)). The establishment of the Labuan Bajo Super Priority Tourism Destination by the President of the Republic of Indonesia is expected to increase the number of tourist visits and show the charm of the tourism industry in Eastern Indonesia, especially the NTT Province.

Various strategic steps have been taken by the government and stakeholders in supporting the current Labuan Bajo Super Priority Destination project, especially in the tourism sector. One of them is by developing the potential of human resources. Human Resources have a very important factor in supporting tourism development, especially in service-based organizations (Campbell, & Stonehouse, 2003).

In 2019, the Indonesian Ministry of Tourism and Creative Economy, supported by the West Manggarai DPC Indonesian Tour Guide Association, provided tour guide training in support of the development of the Labuan Bajo Super Priority Destination. The training was attended by 50 tour guides/tour guides at Luawansa Beach Resort, Labuan Bajo.

The various efforts that have been made by the government and stakeholders at this time are inseparable from the several problems that occurred in developing the Labuan Bajo Super Priority Tourism Destination as a Super Priority Destination. This problem is the existence of tourist activities carried out by illegal tour guides in serving tourists at the Labuan Bajo Super Priority Tourism Destinations. The previous Chairman of the Indonesian Association of Tour Guides (HPI) in NTT revealed that so far the number of certified guides had reached 298 people who had spread across the islands of Flores and Timor. It is feared that the rise of illegal tour guide activities will lead to errors in providing information about the history, culture, and customs of the area which incidentally can only be carried out by tour guides who have competency certificates. An illegal tour guide is a tour guide who does not have competency certification and a tour guide identification card/KTPP (Krisna Yanti, 2020: 8).

Based on the information from the electronic media that the author received, there are quite serious problems being carried out by illegal guides at the Labuan Bajo Super Priority Tourism Destination. This problem occurred in 2018 with the rape of French tourists carried out by illegal tour guides at the Labuan Bajo Super Priority Tourism Destination. This action can certainly damage

the image of tourism in the Labuan Bajo Super Priority Tourist Destination which has currently been designated as a Super Priority Destination.

In filling the existing research gap, this study aims to determine the extent of the role of the Indonesian Tour Guide Association in solving existing problems regarding the existence of illegal guides in Labuan Bajo. Currently, the Labuan Bajo Tourism Destination has been designated as one of the Super Priority Tourism Destinations in Indonesia. Based on the above arguments, it can be seen that the level of urgency of this research is expected to become a basis for developing further research studies.

## II. RESEARCH METHOD

In this study, the authors used a descriptive inductive approach. This research is a method of examining the status of human groups, objects, conditions, thought systems, or a class of events at this time. The purpose of the descriptive method is to make a systematic, factual, and accurate description, picture, or painting of the facts, characteristics, and relationships between the phenomena investigated by Nazir (2005:54).

While the inductive approach according to Bacon in Irawan {2000: 108} is a method of making a conclusion that can be made from an understanding of the special cases obtained and made into a general conclusion.

The conclusion that can be drawn is that the inductive descriptive method is a research method that examines an object that exists in the present and then provides conclusions on actual data in general to describe phenomena related to the object to be studied.

### A. *Research Location*

The location to be held is in Labuan Bajo, West Manggarai Regency, East Nusa Tenggara Province. This research will be conducted for 6 months from February to July 2022 until a saturation point is found in data collection that the authors get in the field

### B. *Research Subject*

The subjects in this study are people who can be used as informants who can provide an overview of the existence, problems, and issues related to this research. This study used several stages of data collection techniques such as conducting field observations, interviewing eligible informants to serve as resource persons, and literature studies obtained from various sources such as journals, articles, magazines, and documentation. The sources that the authors consider to be key informants in this study are the chairmen of the West Manggarai DPC Indonesian Tour Guide Association and the Head of the NTT Provincial Tour Guide Association.

### C. *Research Instrument*

According to Moleong (2010: 168), to collect and obtain valid data, an instrument is needed. In qualitative research, findings or data can be declared valid, if there is no difference between what is reported by the researcher and the conditions that occur in the object under study. In this study, researchers acted as data collectors and as active instruments in efforts to collect data in the field. While other data collection instruments besides humans are various forms of tools, other documents can be used to support the validity of research results that function as supporting instruments. Therefore, the presence of researchers directly in the field is a measure of success so the direct involvement of researchers is necessary. The instruments used in this study were interview guides, cameras, tape recorders, and stationery.

### D. *Data Analysis Techniques*

The data analysis technique in this study is the stage where the data is processed and used in such a way as to successfully conclude truths that can be used to answer the questions raised in the research. This study uses data analysis of the Miles and Huberman flow model which has three paths, namely: data reduction, data presentation, and drawing conclusions.

## III. RESULT AND DISCUSSION

### A. *The Role of the Indonesian Tour Guide Association as a Policy Maker*

As an organization that oversees the existence of tour guides throughout Indonesia. The West Manggarai DPC Indonesian Tourist Guide Association and the NTT Province Indonesian Tourist Guide Association have a role as policymakers. The rampant existence of illegal tour guides in the Labuan Bajo Super Priority Tourism Destination has had a negative impact on local tourism.

Seeing this phenomenon, the West Manggarai DPC Indonesian Tour Guide Association has taken a policy to minimize the presence of illegal tour guides in Labuan Bajo Super Priority Tourism Destinations. These policies are:

1) Monitoring the Existence of Illegal Tour Guides

In minimizing the presence of illegal tour guides in the Labuan Bajo Super Priority Tourist Destination area. Through the West Manggarai DPC Indonesian Tour Guide Association, monitoring activities have been carried out involving the organization section, people's welfare section, members of the West Manggarai Tourist Guide Association DPC, and the West Manggarai Tour Boat Association / ASKAWI. This monitoring activity is a policy that has been fully supported by the West Manggarai Regency Government through the West Manggarai Tourism Office and the DPD East Nusa Tenggara Province Tourist Guide Association. Apart from minimizing the presence of illegal tour guides at the Labuan Bajo Super Priority Tourism Destination, this monitoring policy was also implemented with the aim of assisting the Regional Government of West Manggarai Regency through the Office of Tourism and Culture of West Manggarai Regency in identifying problems that occur in the field. This identification is collecting data on tour guides and tour operators from outside the area who incidentally do not have legality in serving tourists visiting the Super Priority Tourism Destination Labuan Bajo, West Manggarai Regency.

During these monitoring activities, several discrepancies occurred. Based on the results of the author's interview with the chairman of the DPC West Manggarai Tourist Guide Association, namely Sebastian Pandang, Amd.Par, he thinks that currently there are still many tour operators and tourism business people from outside Flores Island who do not collaborate with local tour operators which incidentally involve local tour guides. This is what has resulted in the emergence of many tour guides who do not have clear legality. In addition, what is of serious concern is that there are still tour operators who do not have permits and have an impact on reducing the payment of fees or taxes from tourism businesses in the Labuan Bajo Super Priority Tourism Destinations.

In reducing the number of illegal tour guides in Super Priority Tourist Destinations. The West Manggarai DPC Indonesian Tour Guide Association has taken a policy step by prohibiting every tour operator outside the West Manggarai Regency from serving tourists who plan to visit Labuan Bajo Super Priority Tourism Destinations. This statement is intended, for every tour operator who is outside the area of West Manggarai Regency must work together with tour operators in West Manggarai Regency, especially in Labuan Bajo Super Priority Tourism Destinations. The purpose of implementing this policy is to maximize the existence of local tour operators, which some of the tour guides owned are local tour guides.

2) Requiring tourists to use Local Guides

As one of the Super Priority Destinations in Indonesia, it is appropriate for the Super Priority Destination Labuan Bajo to be supported by local human resources who have competence in the field of tourism, especially tour guides. Currently, the West Manggarai Regency DPC Indonesian Tour Guide Association has adopted a policy of requiring all tour operators inside and outside the NTT Province area and visiting tourists to use local tour guides. This is because the concept of tourism development in West Manggarai Regency is a community-based tourism development concept. It is hoped that the involvement of the local community will have a positive impact on the income of the people of West Manggarai Regency, especially the people of the Super Priority Tourism Destination Labuan Bajo.

Apart from suppressing the activities of illegal tour guides in the Labuan Bajo Super Priority Destination, the presence of local tour guides is expected to provide a sense of security and comfort to visiting tourists. Most of the local people in the Labuan Bajo Super Priority Tourist Destination are native people from West Manggarai Regency who have more knowledge of the culture, customs, and local wisdom of the area. The local tour guide has also joined the organization Association of Indonesian Tour Guides DPC West Manggarai which incidentally has been given training as a good and correct tour guide and has been recognized for its legality as an official tour guide.

3) Prohibit Tour Operators, Tourism Business Actors outside the region to handle their tourists

The development of the tourism industry in West Manggarai Regency has experienced a significant increase. The designation of Labuan Bajo as one of the Super Priority Destinations in Indonesia for development has increased the number of visits by both domestic and foreign tourists to Labuan Bajo. The development and increase in the number of tourist visits to the Labuan Bajo Super Priority Tourism Destination provides promising business opportunities for the local community and the outside community in opening a travel agent/tour operator business in West Manggarai Regency. Based on the results of the author's interview with the secretary of the NTT DPD Tour Guide Association, Rode Maukari, he revealed that currently there are as many as 85 official tour operators in West Manggarai Regency. Ownership of these tour operators is that some come from the local community, from outside the West Manggarai Regency area and some also come from outside the country of Indonesia.

In reducing the number of illegal tour guides in Super Priority Tourist Destinations. The West Manggarai DPC Indonesian Tour Guide Association has taken a policy step by prohibiting every tour operator outside the West Manggarai Regency from

serving tourists who plan to visit Labuan Bajo Super Priority Tourism Destinations. This statement is intended, for every tour operator who is outside the area of West Manggarai Regency must work together with tour operators in West Manggarai Regency, especially in Labuan Bajo Super Priority Tourism Destinations. The purpose of implementing this policy is to maximize the existence of local tour operators, which some of the tour guides owned are local tour guides.

### ***B. Role as Formation of Strategy***

#### 1) Increasing the Number of Competency Certified Tour Guide Training

Currently, the West Manggarai DPC Indonesian Tour Guide Association has collaborated with as many as 16 Professional Certification Institutions (LSP) in developing human resource guides in the West Manggarai Regency. This strategy was carried out in order to obtain competent human resources in the field of tour guides in serving tourists visiting the Labuan Bajo Super Priority Destinations. Local people who work as tour guides are currently supported by knowledge about their area, but this knowledge must also be supported by good and correct attitudes and skills in foreign languages. In 2022 the West Manggarai Regency Government has provided competency-based training which has been attended by 16 tour guides for 23 days and will later be given a certificate according to the *Standar Kompetensi Kerja Nasional Indonesia (SKKNI)*. In the latest SKKNI on tour guiding, there are 19 competency units that require tour guides to learn, one example is managerial skills, information gathering skills, and guiding skills.

This certification activity is certainly expected to be able to provide opportunities for the people of West Manggarai Regency who want to be involved in the tourism industry. This is because if the community wants to become a legal tour guide, the guide must have a competency certificate with the SKKNI and the community can register themselves as a legal tour guide at the West Manggarai DPC Indonesian Tour Guide Association.

#### 2) Increase the number of legal tour guides for local communities

The development of the tourism industry in the Labuan Bajo Super Priority Tourism Destination must be supported by the presence of legal guides in the area. It is hoped that the increasing number of legal guides at the Labuan Bajo Super Priority Tourism Destination will give a positive image, and provide a sense of comfort and security for visiting tourists. According to the chairman of the West Manggarai DPC Indonesian Tour Guide Association, the number of tour guides whose presence is legal has reached 250 people in West Manggarai Regency. This number can be said to be still insufficient when compared to the large number of tourists visiting the Labuan Bajo Super Priority Tourism Destination.

Table. 1  
Number of Visitors by International Tourists and Domestic Tourists in Labuan Bajo 2020-2022 period

<b>Type of Traveler</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
Foreigner Tourists	15.031 tourists	6.129 tourists	42.916 tourists
Domestic Tourist	64.917 tourist	136.836 tourist	216.658 tourists
<b>Total</b>	<b>79.948</b> <b>tourists</b>	<b>142.965</b> <b>tourists</b>	<b>259.574</b> <b>tourists</b>

*Resource: Central Bureau of Statistics East Nusa Tenggara*

Based on Table.1, it can be concluded that the number of tourist visitors to the Labuan Bajo Super Priority Tourism Destinations is experiencing a trend of increasing the number of visits by foreign tourists and domestic tourists annually. This should be an opportunity for the local community to be directly involved in supporting the development of the existing tourism industry and minimizing the number of illegal tour guides in Labuan Bajo Super Priority Tourism Destinations.

In minimizing the number of illegal tour guides in the Labuan Bajo Tourism Destination, the West Manggarai DPC Indonesian Tour Guide Association is taking a strategic step in increasing the number of legal guides. According to the secretary of the Indonesian Tourist Guide Association DPD NTT Province, there are several special requirements for the community if they want to become a tour guide that is said to be legal. These conditions are that the community must already be members of the West Manggarai DPC Tour Guide Association, have a competency certificate in the field of tour guides, have a tourism background, master at least 1 foreign language.

### C. Role as a communication tool

As one of the organizations that oversees tour guides in Labuan Bajo, the West Manggarai DPC Indonesian Tour Guide Association has received all kinds of complaints, criticism, and suggestions as a medium of communication from various parties. Responding to cases that occurred regarding unscrupulous tour guides who carried out immoral acts towards foreign tourists who came. The Association of Indonesian Tour Guides DPC West Manggarai has carried out various communications with related parties such as the Association of The Indonesian Tours and Travel Agencies (ASITA) NTT Province, the Police, and the community in minimizing the presence of illegal tour guides in the Super Priority Destination Labuan Bajo. This can be proven by providing data based on tourist guides in West Manggarai Regency to make it easier for the police to handle every form of action that violates the rules carried out by existing tourist guides.

The West Manggarai DPC Indonesian Tourist Guide Association has also given strict directions to every visiting tourist and travel business actors/tour operators inside or outside the West Manggarai Regency area to use legal local tour guides. This is done in order to minimize the development of the existence of illegal tour guides and avoid unwanted things from happening again.

## IV. CONCLUSION

The role played by the Indonesian Tour Guide Association DPC West Manggarai consists of 3 indicators, namely the role of the Indonesian Tour Guide Association as a Policy Maker with several policies such as Monitoring the Existence of Illegal Tour Guides, Requiring tourists to use Local Tour Guides, and Prohibiting Tour Operators and Foreign Tourism Business Actors. The region handles its own tourists. 2. Role as a strategy maker with several strategies that will be implemented, namely increasing the number of competency-certified tour guide training and increasing the number of legal tour guides for local communities. 3. Role as a communication tool by giving strict directions to every visiting tourist and travel business actors/tour operator inside or outside the West Manggarai Regency area to use legal local tour guides

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