

The Role Of Human Resources In Lake Transportation To Improve Tourism Service In Lake Toba

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Abstract

The objective of this research is to: 1) discover the role of Human Resources to support the Tourism Transportation Service Standard in Samosir Regency. The type of the research is based on the type of data and analysis; thus this is a qualitative research with descriptive method. The object of this research is human resources in transportation sector, and employees working in lake transportation in Samosir Regency. The data are collected by employing 3 methods; they are observation, interview, and documentation. The results of the research are that Regulator plays the roles as policy maker, stimulator, and facilitator; Crossing Transportation Service Provider plays the roles as policy implementor, organizer, and operator; and Ship Crews play the roles as the policy implementor and executor.

Keywords: *Tourism, Service, Lake Transportation.*

INTRODUCTION

Tourism sector is demanded to improve their performance to achieve the targets of development, but revamping human resources is not yet strongly expressed (Kusworo & Damanik, 2002)¹. There is a fairly striking impression that attention still rests on quantitative aspect, namely on revenues from foreign exchanges, job opportunities, tourist visits, and so on. Meanwhile, qualitative aspects such as the quality of human resources tend to be ignored. This actually contradicts the logic goals underlying tourism development itself, that these economic targets can only be achieved if human resource problem is firstly solved.

According to Middleton (Clarke, 2001)², transportation is one of sector scope related to tourism. The role of transportation is very important in tourism system where transportation sector brings tourists from their origin to their destination. On the other hand, the geographical condition of Indonesia's tourism

¹ Kusworo, H. A., & Damanik, J. (2002). Pengembangan SDM pariwisata: Agenda Kebijakan untuk Pembuat Kebijakan. *Jurnal Ilmu Sosial Dan Ilmu Politik*, 6(1), 105–120.

² Clarke, J. (2001). Marketing Management for Tourism. In *The Management of Tourism* (3rd ed., pp. 102–118). SAGE Publications Ltd. <https://doi.org/10.4135/9781446214961.n7>

that has many mountains and waters makes transportation traffic very dense and must meet tourism service standard.

One of the rules that become the ground for the preparation of Tourism Transportation Service Standard is the Law No. 22/2009 which is directly related to public transportation and traffic regulations. These rules are related to passengers' security and safety as consumers who use tourism transportation service. The condition of the fleet in terms of physical and environmental conditions and the condition of the drivers are the responsibility of human resources of transportation (Perbendaharaan Negara, 2009)³.

One of the government's efforts in realizing tourism destinations is developed National Tourism Destinations (DPN) and established National Tourism Strategic Areas (KSPN) which is stipulated in the Government Regulation PP No. 50/2011 on National Tourism Development Master Plan (RIPARNAS). Central government with RIPARNAS policy has set Lake Toba as one of the 10 priority tourism destinations that government will develop (Peraturan Pemerintah Nomor 50, 2011)⁴

.Since 1955, there have been 7 lake transportation accidents on Lake Toba caused by collision and overloading ships. The last incident was the sinking of Sinar Bangun Motor Boat in July 2018, which claimed hundreds of lives and material losses. Human errors and miss management were allegedly one of the causes of the incident. Accidents that happened have spoiled the image of the tourists' destination i.e. Lake Toba. Those accidents left an impression of dangerous and worries that should be concerned to tourists. Moreover, in the same year, Lake Toba Authority Implementing Agency (BPODT) stated on average the lake crossing transportations are not in accordance with the procedures.

In order to develop the tourism, it is necessary to restore the image of the tourism destination after the sinking of Sinar Bangun Motor Boat in July 2018. This is important to attract tourists to return to Lake Toba. According to Pitana

³ Perbendaharaan Negara, "Undang-Undang Republik Indonesia Nomor 22 Tahun 2009," vol. 2009, no. 75. Jakarta, pp. 31–47, 2009, [Online]. Available: https://pih.kemlu.go.id/files/uu_no_22_tahun_2009.pdf.

⁴ Peraturan Pemerintah Nomor 50, "Rencana Induk Pembangunan Kepariwisata Nasional Tahun 2010-2025," *Pres. Republik Indones.*, pp. 6–7, 2011.

(Pitana & Diarta, 2009)⁵ building tourism is building an image of a destination. An image has to contain belief, impression, and perception. It is a combination of existing factors such as weather, panorama, health, people's hospitality, security, and so on. An image is built by the information received by tourists or by their experience.

The image of the destination as a "sense of place" or "perception of the area". A positive destination image results in an increase in visits and a big impact on tourists (Jorgensen & Boilerehaug, 2004)⁶. Then, Lopes defines the concept of a destination image as an expression of all objective knowledge, prejudice, imagination and emotional thoughts of an individual or group about a particular location (Lopes, 2011)⁷. Destination image consists of functional characteristics concerning the real aspects of the destination and psychological characteristics (intangible aspects).

Samosir Regency is one of 7 regencies in the tourism areas of Lake Toba. With all attractions it has, Samosir Regency is the most favored location by tourists. Kabupaten Samosir dengan segala atraksi yang dimilikinya merupakan lokasi yang paling banyak diminati oleh wisatawan. Tourists need to take lake crossing transportation to reach Samosir Regency. This is supported by the availability of 141 units of motor boats and 40 ports. Therefore, Samosir Regency has heavy shipping traffic. The density of traffic must also be supported by the availability of quality human resources to support tourism transportation service standards.

Human resources is an important aspect in transportation. There is a term "man behind the gun" in transportation industry. Transportation can be sophisticated, but the character of transportation industry that demands zero mistakes makes the role of human resources very important in the use of transportation. Based on the Regulation of Government of the Republic of Indonesia No. 51/2012 on Human Resources in Transportation Sector,

⁵ I. G. Pitana and I. K. S. Diarta, *Pengantar Ilmu Pariwisata.pdf*, 1st ed. Yogyakarta: Andi, 2009.

⁶ L. G. Jorgensen and D. Boilerehaug, "An analysis of a destination's image and the language of tourism." Department of English, Cand.Ling.Merc., 2004.

⁷ S. D. F. Lopes, "Destination image: Origins, Developments and Implications," *PASOS. Rev. Tur. y Patrim. Cult.*, vol. 9, no. 2, pp. 305–315, 2011, doi: 10.25145/j.pasos.2011.09.027.

transportation human resources is the people who execute the function of transportation regulator, service provider, and worker (Indonesia, 2012)⁸.

After the sinking of Sinar Bangun Motor Boat, Central Government, Local Government, and observers made similar statements saying that the management of lake transportation at Lake Toba was not yet maximal. It becomes an interesting subject to study because lake transportation is one of the key factors of successful tourism development at Lake Toba. Therefore, it is necessary to analyze the role of human resources in tourism transportation service standards so that the tourism destination i.e. Lake Toba will have an image of a tourism destination which is truly safe to visit.

Based on literature search, there are several similar studies. Zahra and Judiantono (Zahra & Judiantono, n.d.)⁹ conducted a study on the Analysis of Factors Affecting Perceptions of the Safety and Security Level of Passenger Public Transportation in Bandung City (Case Study: Cicaheum - Ledeng). The results of this study are 8 variables that have a significant effect on the level of security; 1) closed window window with advertisement, 2) seated position opposite, 3) appearance of the driver, 4) thumbs up of male passengers, 5) identity of the driver, 6) street lighting, 7) transportation conditions, 8) get off in a dark place. And 5 variables that have a significant effect on safety; 1) seat rules in transportation, 2) transportation conditions, 3) procedures for raising passengers, 4) the appearance of the driver looks tired, and 5) road conditions.

In addition, Susilo and Esha (Susilo & Esha, 2019)¹⁰ conducted Observing the Safety of River and Lake Transportation Passengers. The results of this study are that in the provinces of North Sumatra, South Sumatra, South Kalimantan and Bali, it turns out that each region has local regulations to deal with the dangers of river and lake transportation accidents with different technical terms, the depth and breadth of regulations including different permits. On the other hand, it has

⁸ P. R. Indonesia, "Peraturan Pemerintah Republik Indonesia Nomor 51 Tahun 2012," vol. 66. Sekretat Negara Republik Indonesia, Jakarta, pp. 37–39, 2012.

⁹ K. Zahra and T. Judiantono, "Analisis Faktor yang Mempengaruhi Persepsi Tingkat Keamanan dan Keselamatan Angkutan Umum Penumpang di Kota Bandung (Studi Kasus : Cicaheum – Ledeng)," pp. 20–26

¹⁰ B. H. Susilo and P. T. Esha, "Mengamati Keselamatan Penumpang Angkutan Sungai dan Danau," *J. Tek. Sipil*, vol. 10, no. 1, pp. 74–90, 2019, doi: 10.28932/jts.v10i1.1384.

the same orientation that in terms of licensing for river and lake transportation (ASD) is PAD (Original Regional Revenue) so that the strictness in the implementation of ASD safety has become weak, such as the use of life jackets, navigation tools, and others.

RESEARCH METHOD

This research is done from March to October, 2019. Based on the type of its data and analysis, this research is classified into qualitative research with descriptive method. It analyzes the role of lake transportation human resources to support security and safety of tourists crossing on Lake Toba. The object of the research is the lake transportation human resources: regulator, transportation service provider, and lake transportation workers in Samosir Regency.

This research employs qualitative approach. It collects qualitative data because the researcher intends to explain, elaborate, and describe the role of lake transportation human resources to support the crossing security and safety in the tourism areas of Lake Toba. The data are collected by applying 3 methods; namely: observation, interview, and documentation in order to obtain valid data. Primary data are obtained through in-depth interviews with informants, whereas secondary data are obtained through observation and documentation of the files belonging to the Tourism Agency, Transportation Agency, and Lake Crossing Service Provider.

This research conducts in-depth interviews. This interview model does not use very strict structures, but it is designed to lead the questions to get increasingly centered in order to obtain adequate information in order to obtain adequate information. The interviews are supported with an interview guide i.e. a list of questions that are prepared systematically before the interview, to be used as a guidance to conduct the interviews.

The following are some operational definitions used in this research:

1. Transportation Human Resources refers to Lake Transportation Regulator, Service Provider, and Workers. The Regulator is the Local Government i.e. the Transportation Agency of Samosir Regency.

2. Lake Transportation Security refers to Security Officers, Verification of Passengers and their belongings, ship's manifest, ship departure and arrival schedule, information of ship travel disruption, ticket counter, and ticket purchase mechanism.
3. Lake Transportation Safely includes the aspects of safety management, facilities, infrastructures, and accident handling.

RESULTS AND DISCUSSION

The government regulations and laws that are directly related to Tourism Transportation Service Standard are Law No. 22/2009 on public transportation and traffic regulation. This regulation is related to passengers' security and safety as consumers who use tourism transportation service.

Lake Transportation Security

1. Security Officers

Based on the observation results at Tomok Port, the security officers are all alert at the port. According to the information from the Transportation Agency of Samosir Regency, the security officers have been standing guard in accordance with the Standard Operating Procedures in each of their unit. However, the number of their personnel is small due to the consideration of the Transportation Agency and Tourism Agency that worry about the negative image that will be caused if the security officers stand guard at tourism location in large number.

2. Verification of passengers and their belongings

According to the information from the ticket counter clerk at Tomok Port, verification of passengers and their belongings on the ship have never been enforced. The crews only appeal to the passengers to not to carry dangerous goods such as chemicals, firearms, liquor, and drugs. Particularly two-wheeled vehicles, only 12 units with balanced conditions are allowed to be loaded on the ship, 6 units each to the left and right of the ship.

3. Ship's Manifest

All ship passengers, both foreign and local tourists in Samosir Regency are required to register themselves in the ship's manifest form. Recording is done

manually in the ledger without showing an identity card. However, the maximum number of passengers cannot be confirmed because a number of ships are still being assessed to obtain certificates. Nevertheless, the number of passengers remains limited.

4. *Ship Departure and Arrival Schedule*

According to the information from lake crossing transportation service providers, the departure and arrival of ships are well scheduled. The departure time between ships is at intervals of 55 minutes. Fifteen minutes before the ship departs, passengers are informed via loudspeakers to prepare to board the ship. However, ships that have ever sailed occasionally dock to hotel/lodging ports to load passengers, which is justified by the Transportation Agency of Samosir Regency on equivocation of facilitating the mobilization of ship passengers.

5. *Information of ship travel disruption*

Information of boat travel disruption has not been functioning properly. This is caused by the radio station which is only available at Ajibata Port. According to the information from the Transportation Office, the number of communication equipment owned by the captain and crews is still limited. However, the checkpoint always listens to the radio in order to receive the information quickly.

6. *Ticket Counter and Purchase Mechanism*

Every passenger, both foreign and local tourists, is required to queue to buy tickets at the lake crossing ticket counter. In crowded situation, more than one ticket counters are opened. There are no brokers to practice buying and selling tickets.

The price of crossing tickets varies according to the type of ship used. This is resulted from the agreement between North Sumatra provincial government and Similar Employer Organization (OPS). So in terms of price, the crossing transportation market is stable and is only determined by the services owned by each crossing service provider.

Lake Transportation Safety

1. *Safety Management*

The Tourism Agency and Transportation Agency always hold regular meetings to ensure the Tourism in Samosir Regency in good condition. Samosir Regency has established tourism as one of the mainstay sectors, by placing Tourism office as a locomotive in each coordination agenda. At the central level, a special directorate has even been established to deal with lake crossings, namely the Lake Crossing and Transportation Directorate (DTDP).

In order to ensure passenger safety, Transportation Agency has set standards for the crew by issuing 101 Ship Skills (SKK) out of 182 recorded crews. In addition, the Transportation Agency and Tourism Agency also conduct training for captain and crews regularly to enhance their expertise and skills. Specifically for the crew, Tourism Office conducts verification to meet tourism service standards. According to the Crossing Transportation Service Provider, 2 ship crew alert on the ship whose duties are to arrange/appeal to passengers, to lift goods, and to maintain ship cleanliness.

2. Facilities and infrastructure

In order to ensure that each ship is fit for shipping, measurements need to be taken as a condition for the issuance of a Safety Certificate. The measurement of the ship is carried out by the Ministry of Transportation, Directorate General of Land Transportation - Land Transportation Management Office through the Directorate General of Sea Transportation - Main Port Office located in Belawan, Medan. In accordance with the information from the Main Port Office, only 5 units of ships that have already had Safety Certificates; namely Sumut I, Sumut II, Ihan Batak, Toba I, and Toba II. The ship safety certificate is only valid for 1 year. There are no wooden ships that have a safety certificate. In addition, Transportation Agency of Samosir Regency has determined that ships are only permitted to sail according to their capacity and consist of a maximum of 2 decks.

Tourism Agency provides 1 unit of special tourism boat. The tourism boat is uniquely designed according to the typical characteristics of Toba Batak people. It is expected to be able to improve the image of tourist destinations, especially in terms of lake crossings. The tourism boat is very comfortable, its safety equipment and crews are very good. The captain is certified, while the

crews are verified for tourism services. Sailing tour packages are also available using tourism boats at quite affordable prices; IDR 1,000,000 for the first hour, IDR 500,000 for the next hour up to a maximum of IDR 2,000,000. The maximum capacity of tourism boat is 80 passengers.

The port condition must be noticed for the safety of passengers. The condition of the port in Tomok is adequate. Moreover, the port of Tomok is a tourism port. In the case of development and structuring, Tomok Port is assisted by PT. Pelabuhan Indonesia (Pelindo) 1. Tomok Port is built by concrete, so it can support passenger safety. However, its public facilities such as waiting rooms, toilets, and prayer rooms are still limited.

Based on observations, safety equipment such as life jackets, rigging and ring buoys are available on board in limited number. However, there are no instructions for use and demonstrations by the crews to the passengers. In terms of supervision, the ship owner, technically, is fully responsible for the feasibility and facility available on the ship. In order to support supervision, ship owners are assisted by the government concerning passenger safety equipment, training, and facility to access vessel proficiency licenses.

Lake traffic signs are still very limited, many lights and gauges of lake water waves are no longer functioning. This has been made worse by the absence of the Meteorology, Climatology and Geophysics Agency (BMKG) as a weather information provider in Samosir Regency. Only a compass is available on each sailing ship to show direction.

3. *Accident handling*

Each passenger gets insurance provided by Jasa Rahaja. The insurance costs are included in the ticket at IDR 14,000. Insurance is provided in the form of compensation for passengers in case of an accident during the crossing. In addition, to support the handling of accidents, National SAR Agency (BASARNAS) has been alerted around the port. At the port of Ajibata, BASARNAS office even stands right next to the port.

Aspect of Human Resources

- 1) Standards for the crews (helmsman) already exist, namely SKK (Ship Skill Letter). Even so, officers need to supervise the crews to ensure that they are

truly professional in operating the ship. The crews have to be mentally, physically, and spiritually healthy when driving the ship.

- 2) Health inspection for crews is in the form of health certificates issued by regional governments. However, it needs to be increased more intensively.
- 3) Verification of tourism service standards for ship crews has been carried out, especially for tourism boat. It needs to be improved and also done on public vessels. The crew's duty are to organize passengers, to carry goods, and to maintain cleanliness.
- 4) Regulators have worked optimally in producing policies and coordinating with agencies related to lake crossings. This needs to be improved and actualized.
- 5) Ferry crossing service providers are fully responsible for the security and safety of crossings. This must be actualized by complying with each regulation regarding eligibility and crossing permits both institutionally and individually.

Analysis of the Role of Human Resources

Role of Regulator

Regulators, Samosir Regency Government through Tourism Agency and the Transportation Agency, have an important role to support the achievement of tourism transportation service standards. Based on the results of surveys and interviews, there are several roles of regulators, namely as a policy maker, stimulator, and facilitator.

The role of the regulator as a policy maker can be identified based on the following activities :

1. Formulating the Crossing policy

The government has formulated a policy on lake transportation feasibility standards, for example by issuing a Ship Safety Certificate to ensure the qualifications of the ship's captain and issuing a Ship Safety Certificate by first measuring the ship.

2. *Evaluating the implementation of the policy*

The policies that have been produced must be evaluated for their implementation to ensure that the policies run well in the field. The interview results demonstrate that 81 crews do not yet have a Ship Security Certificate.

3. *Examining the proposed programs to support transportation security and safety*

The government has a role in examining program proposals both sourced from the public, tourists, ferry service providers, and ship crews. This is important because technically, those stakeholders directly enjoy the crossing facilities to support transportation security and safety such as the management of ship crew training or provision of crossing transport facilities and infrastructure.

Facilitator refers to the public facilitates and service providers. The role of regulator as a facilitator may be identified by the following activities:

1. *Ensuring feasibility of facility and infrastructure of crossing transportation*

Crossing transportation facilities and infrastructure, such as ports, lake traffic signs, public facilities, and safety equipment must receive the attention of the government. Based on interviews with the Government it can be seen that the government has distributed personal safety equipment and communication equipment in the form of radio.

2. *Ensuring the skills of the ship's crews, especially captain*

The crew is the determinant of smooth crossings. The skills and expertise of the crew must be a concern for transportation service providers and the government. The government has provided programs in the form of training and certification so that crew members have qualifications according to the standard.

3. *Strengthening Institutions*

Institutional strengthening can be achieved with good coordination. The Samosir District Government has placed the Tourism Office as the main locomotive of regional development. In addition, regular meetings have also been held by the government to advance tourism. However, the absence of BMKG is still an obstacle that must be resolved immediately.

Stimulator refers to the activity of stimulating or encouraging the ability to grow. The role of the regulator as a stimulator can be identified based on the following activities

1. Organizing guidance, direction, and supervision

The government does not only provide guidance and direction, but also must conduct supervision. Guidance and direction has been carried out by conducting training and standardizing crossings. Supervision needs to be done so that licenses and certificates issued are actually able to actualize in the field.

2. Strengthening positive image of tourism

The image of a tourist destination becomes a benchmark in attracting tourists to visit. Therefore, the government must take part in strengthening the image of tourist destinations. The Department of Transportation and Tourism of Samosir Regency has carried out this role to the maximum by ensuring tourism accessibility is safe, comfortable, and safe to the destination. In fact, in order to boost the image of tourism, the Department of Tourism has a unit of tourist ships that are ready to take tourists sailing with economical prices and diverse tour packages.

Role of Lake Crossing Service Provider

Based on the results of surveys and interviews conducted, there are several roles for the crossing service provider, namely as a policy implementer, organizer, and operator. The role of the crossing service provider as implementing the policy can be identified based on the following activities:

1. Implementing the regulations issued by the Government

The crossing service provider as the party that organizes the crossing transportation must obey and obey in implementing the regulations made by the Government. Fulfillment of business licenses, ship operational standards, and vessel proficiency letters must be met by crossing service providers. In addition, the qualifications of Human Resources must also be met, namely by ensuring each crew member is certified and verified.

2. *Giving proposals to the Government*

As a party in direct contact with crossing activities, proposals from crossing service providers are urgently needed. Very often, conditions on the ground are different from the policies that have been made. For example in fulfilling Human Resources qualifications, passenger safety equipment, communication tools, and lake traffic signs.

Organizer means parties or people who organize. The main task of the organizer is to carry out a management process. The role of the crossing service provider as an organizer can be identified based on the following activities:

1. *Having reliable crossing management*

Like a company, a crossing service provider must also have reliable management. For example the Human Resources, Logistics, or Operations section, each of which must ensure the quality of the crew, the condition of the ship, and operational standards in serving passengers.

Operator means maintaining, serving and carrying out a standard of activity. Operator is a type of functional work in an operational process. The main task of the operator is to carry out an operation. The role of the crossing service provider as an operator can be identified based on the following activities:

1. *Maintaining service quality*

After all aspects have had a permit, be it a business permit, crew, or ship, the next most important thing is to maintain the quality of services in accordance with the standards set out in the licenses, certificates, and letters that have been issued. Maintaining the quality of service is a must, because good or bad service is directly related to the image of a tourist destination

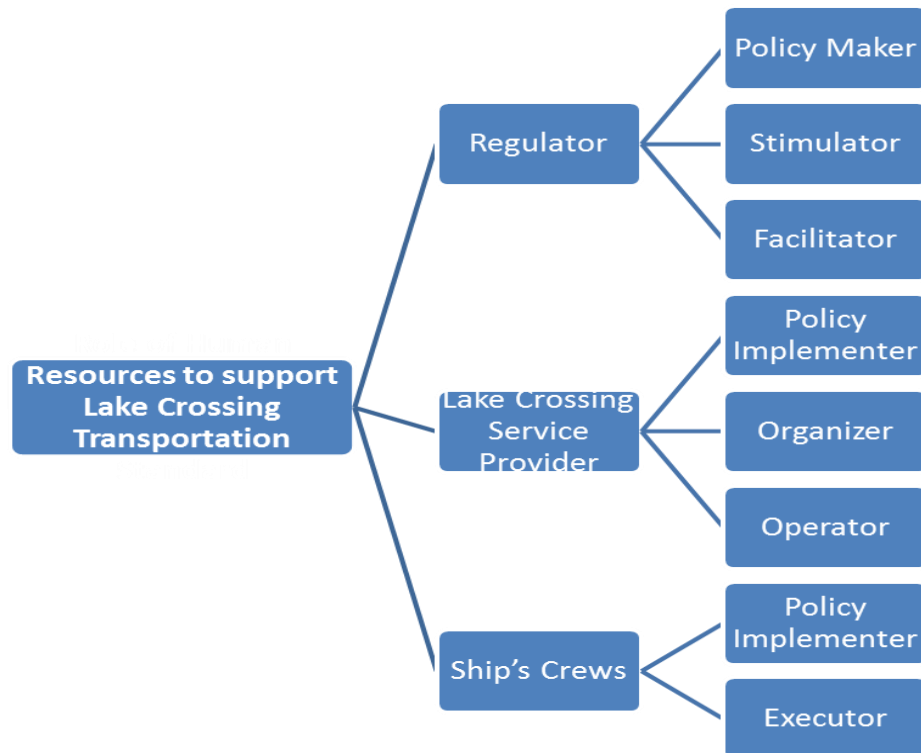
2. *Keeping the order and security of the port and ship*

The location of crossing service provider operations at the Port, raises a role so that crossing service providers take part in maintaining order and security of ports and ships; for example, in the application of the queue system or the inspection of luggage passengers. Technically, ship safety and safety are the full responsibility of the ferry service providers.

Role of Ship’s Crews

Based on the results of surveys and interviews conducted, then there are several roles of the crew being carried out, namely as implementing the policy and executor. The role of the crew as implementing the policy can be identified based on the following activities:

1. *Meeting the qualification standard of a ship’s crew*



Picture 1 The Role of Human Resources to support Lake Crossing Transportation Standard

The crew as the spearhead of the ongoing voyage must meet the qualifications according to crossing transportation standards. The crew must be certified and verified. Policies that have been made by regulators must be followed as a form of obligation and need, for example by attending training and certification held by the government.

2. *Giving proposals to the lake crossing service provider*

The role of ship’s crews as the executor may be identified based on the following activities:

1. Providing excellent service to passengers

Ship crew like the front office in banking, must have excellent service. According to Crossing Service Providers, crew members have duties, namely managing passengers, carrying passenger goods, and maintaining cleanliness. Verification of the crew as a tourist transport waiter has been applied in the cruise ship tours that are assisted by the Department of Tourism.

CONCLUSION

Based on the results of research and discussion, it can be concluded that transportation human resources consisting of regulators, ferry service providers, and ship crews have an important role in improving tourism service standards in the Lake Toba tourism area of Samosir Regency. Regulators play a role as policy makers, stimulators, and facilitators. Crossing Service Providers act as policy implementers, organizers, and operators. And the crew acts as the executor of the policy, and the executor.

The role of the regulator as a policy maker is identified based on the activities of formulating crossing policies, evaluating the implementation of policy formulations, and examining program proposals to support transportation security and safety. The role of the regulator as a facilitator can be identified based on the activities of ensuring

The feasibility of crossing transportation facilities and infrastructure, ensuring the skills of the crew, especially the captain and strengthening the institution. The role of the regulator as a stimulator can be identified based on the activities of conducting coaching, directing, and supervising and strengthening the positive image of tourism

The role of the crossing service provider as implementing the policy can be identified based on the activities of implementing regulations that have been issued by the Government, and giving proposals to the Government. The role of the crossing service provider as an organizer can be identified based on reliable crossing management activities. The role of the crossing service provider as an operator can be identified based on the activities of maintaining the quality of service and maintaining the order and security of ports and ships.

The role of the crew as the executor of the policy can be identified based on the activities of meeting the standard qualifications as a ship crew and giving proposals to crossing service providers. The role of the crew as the executor can be identified based on the activity of providing excellent service to passengers.

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