

## **The Political Economy of Sharia Regional Regulation on Halal Tourism Policy in Lombok, Indonesia**

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### **Abstract**

This study analyzes the political economy in implementing halal tourism policies in Lombok, West Nusa Tenggara. The concept of political economy is used to find and analyze the implementation of halal tourism policies on social, economic and political life in Lombok, West Nusa Tenggara. The data in this study were collected through interviews, documentation and literature review. The data source comes from primary data collected using interviews conducted with policymakers about halal tourism. In comparison, the secondary sources in this study came from the Central Statistics Agency, journals, and seeds that are considered relevant to this research. Data analysis was carried out in three stages, first, data reduction; second, data verification and third, withdrawal. The results of this study found three important things in the implementation of halal tourism. First, halal tourism is the government's strategy to introduce Lombok to the international world. Second, Halal tourism is the government's strategy to grow the community's economic sector. Third, Halal tourism is the government's political economy strategy to strengthen the legitimacy of political power among the community and strengthen the relationship between local governments and the central government as a form of loyalty from regional heads to the central government.

Keywords: Politics, Economy, Local Regulation, Halal Tourism, Lombok

### **Abstrak**

Penelitian ini menganalisis ekonomi politik dalam penerapan kebijakan pariwisata halal di Lombok, Nusa Tenggara Barat. Konsep ekonomi politik digunakan untuk menemukan dan menganalisis implementasi kebijakan pariwisata halal dalam kehidupan sosial, ekonomi dan politik di Lombok, Nusa Tenggara Barat. Data dalam penelitian ini dikumpulkan melalui wawancara, dokumentasi dan studi pustaka. Sumber data berasal dari data primer yang dikumpulkan dengan menggunakan wawancara yang dilakukan dengan pengambil kebijakan tentang wisata halal. Sebagai perbandingan, sumber sekunder dalam penelitian ini berasal dari Badan Pusat Statistik, jurnal, dan bibit yang dianggap relevan dengan penelitian ini. Analisis data dilakukan dalam tiga tahap, pertama, reduksi data; kedua, verifikasi data dan ketiga, penarikan. Hasil penelitian ini menemukan tiga hal penting dalam pelaksanaan wisata halal. Pertama, wisata halal merupakan strategi pemerintah untuk memperkenalkan Lombok ke dunia internasional. Kedua, wisata halal merupakan strategi pemerintah untuk menumbuhkan sektor ekonomi masyarakat. Ketiga, wisata halal merupakan strategi ekonomi politik pemerintah untuk memperkuat legitimasi kekuatan politik di kalangan masyarakat dan mempererat hubungan antara pemerintah daerah dengan pemerintah pusat sebagai bentuk loyalitas kepala daerah kepada pemerintah pusat.

Kata kunci: Politik, Ekonomi, Perda, Wisata Halal, Lombok

## **INTRODUCTION**

The government's political economy strongly influences a region's economic growth by increasing the community's economic growth. One sector that has the potential to boost economic growth is the tourism sector. Tourism is a driver of economic growth, a foreign exchange booster and an absorber of labor (Rosalinda, Nurhasnah & Sri Ramadhan, 2019). Data released by the Ministry of Tourism and the

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creative economy in 2019 shows that tourism is the second mainstay sector, with revenues of around 15 million US dollars after the crude palm oil sector, which reached 17 billion US dollars (Kemenpar, 2015). One of the tourism industries that has grown so fast in recent years is the halal tourism sector. In 2015, the Ministry of Tourism and Creative Economy established Lombok, West Nusa Tenggara, as one of the halal tourism destinations in Indonesia (Kemenpar, 2015). In response to this stipulation, the Regional Government made a policy in the form of Regional Regulation Number 2 of 2016 concerning Halal Tourism.

Studies on halal tourism in some literature tend to be seen by experts in three tendencies. First, halal tourism is seen from the perspective of the Islamic religion, which provides services to tourists by using the principles and moral values based on Islamic law (Battour *et al.*, 2010; Chookaew, Chanin, Charatarawat, Sriprasert, & Nimpaya, 2015; Jaelani, 2017; Samori, Md Salleh, & Khalid, 2016). Second, tourism is viewed from the perspective of service to tourists, and non-Muslim Muslims, including the provision of halal food, accommodation & transportation, and other attributes (Santoso & Argubi, 2019; Wahidati & Sarinastiti, 2018; Razzaq, Hall, & Prayag, 2016; Ali, 2016; Ambali & Bakar, 2014; Shafii & Wan Siti Khadijah, 2012; Tieman, 2011; Widyarini, 2013; Hidayanto, 2010). Third, halal tourism is reviewed from an economic perspective which makes halal tourism a sector of income by using halal tourism branding to attract Muslim world tourists to increase a country's financial revenue (Nasihin, A & Athoillah, 2019; Alwi, S. 2018; Hasanuddin, 2016; Subarkah, 2018; Muhsin, A. R & Alkhulayfi, B, 2016; Widagdiyo, K.G, 2015; Todaro, M.P & Smith, S.C, 2014). These studies have provided a comprehensive framework regarding halal tourism. However, they are still limited to a discussion of the position of tourism concerning the label of Islamic law (halal). However, the existing studies have not explicitly looked at halal tourism from a political economy perspective.

This paper aims to examine the reasons that are the basis for the West Nusa Tenggara Regional Government to make regulations in the form of Sharia regulations governing halal tourism. In this case, what are the factors that are the basis for considering the decision-making of the regional law on halal tourism in West Nusa Tenggara, and how is the impact of the political economy of halal tourism on the economic growth of the people of West Nusa Tenggara? In addition, this paper also examines the political interests of the government and political elites in the decision to form a regional regulation on halal tourism in West Nusa Tenggara.

This paper is based on the argument that the local government (executive) and legislative (DPRD) decisions to issue policies related to halal tourism cannot be separated from the interests of the political economy to improve the community's economy. However, in forming a halal tourism policy, there is a tug-of-war between institutions within the government and private structures. In this policy, there is a distribution of political interests between the government and entrepreneurs. At the same time, the decision to establish a halal tourism policy is the attitude of the provincial government to introduce the name Lombok, West Nusa Tenggara, with its halal tourism jargon on the one hand and obtain financial benefits on the other.

## **RESEARCH METHOD**

This research is related to the political economy of forming halal tourism policies by taking the research location on the island of Lombok. This study discusses the relationship between the formation of local regulations on halal tourism and economic growth in Lombok, West Nusa Tenggara. This study uses a descriptive qualitative approach. Data collection was done by interview and document study. Interviews were conducted with the Governor as the head of government and six members of the legislature (DPRD)

who were randomly selected based on their involvement in the formation of a halal tourism regional regulation, which is related to data related to the fundamental considerations in the construction of a halal tourism regional regulation. In addition, the documentation study was chosen to support data associated with the content of the local rules on halal tourism, the number of hotels, restaurants, and workers, the number of foreign tourists and domestic tourists visiting Lombok, West Nusa Tenggara, data from the country of origin of tourists, and data related to the economic growth of the community. West Nusa Tenggara. Meanwhile, the data obtained from the documentation results are verified by confirming several other document data considered the most correct.

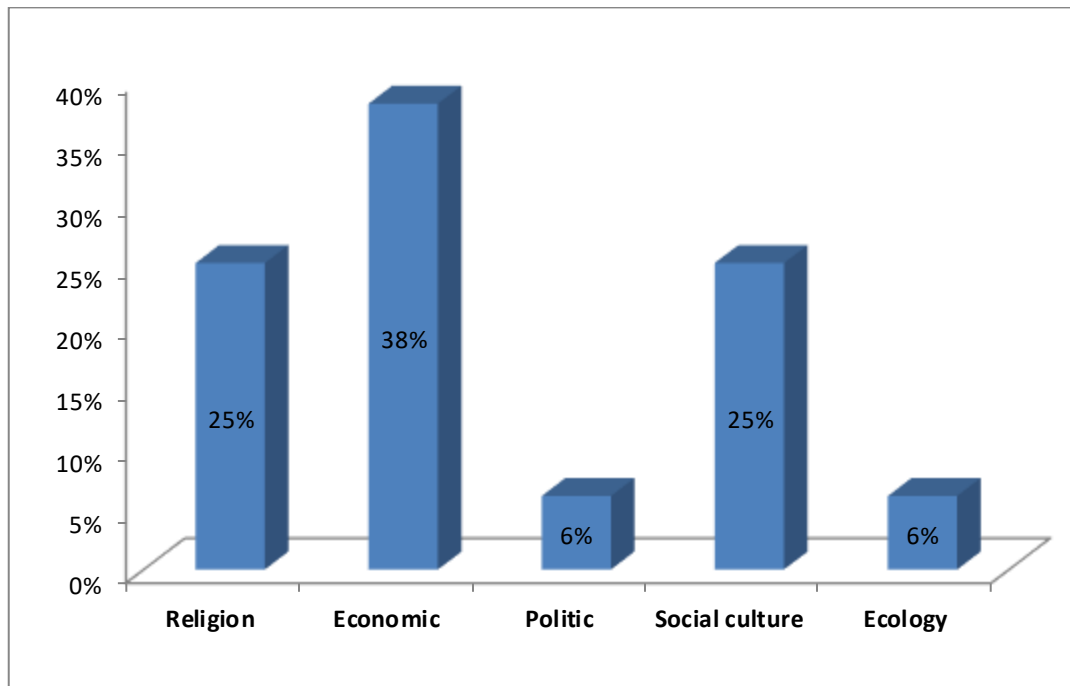
The data obtained through interviews and documentation were classified thematically to emphasize why halal tourism was implemented in Lombok, West Nusa Tenggara. Factors are considered when deciding to form a regional regulation on halal tourism in West Nusa Tenggara by revealing the presence or absence of interest groups in developing the provincial law. Who benefits from the implementation of halal tourism? Therefore, to clarify these various issues, the researchers carried out a detailed classification of the data, apart from the basis of the theme, also considering other aspects related to the chronology of an event and the political motives behind the formation of halal tourism regional regulation. It will provide a clear picture of what is the focus of the study in this study.

The data were analyzed using descriptive qualitative analysis by going through three stages: First, data restatement; second, data description; and third, data interpretation. The rendition was carried out by referring to excerpts from interviews with DPRD members and regional heads. The description of the data is carried out to show the patterns and trends of the data regarding the basis for consideration in making decisions on halal tourism regulations. The interpretation process is carried out by showing the socio-political context in the conclusion of the regional law on halal tourism. These three stages form the basis for concluding. Data sourced from interviews and documentation become mutually reinforcing comparisons with one another.

## **RESULT AND DISCUSSION**

Based on data obtained from a study conducted by Fahham (2017) shows that the island of Lombok is used as a halal tourism destination, based on three considerations, namely, First, the natural beauty of Lombok, West Nusa Tenggara, which is not inferior to that of Lombok. What is owned by the island of Bali; secondly, most of the population of West Nusa Tenggara, especially Lombok, is predominantly Muslim; and third, Lombok West Nusa Tenggara has a unique cultural culture and religious traditions. For these reasons, Lombok, West Nusa Tenggara, was successfully designated as the World's Best Halal Tourism Destination and the World's Best Halal Honeymoon Destination in Abu Dhabi, United Arab Emirates, in 2015 (Fahham, 2017).

In response to these various reasons and awards, the regional government is developing to immediately make policy regulations in the form of regional regulation Number 2 of 2016 concerning halal tourism. The purpose and objective of making this policy regulation are guidelines and legality in implementing halal tourism in West Nusa Tenggara. In forming the regional law on halal tourism in West Nusa Tenggara, the policy makers (Government & DPRD) have an essential reference that is the basis for making decisions on the regional regulation on halal tourism. Based on data sourced from several informants, it was found that there were different views on the basis used as the basis for making decisions on halal tourism in West Nusa Tenggara. Data from interviews with these policymakers, processed using Nvivo 12 plus, are as follows Figure 1;



**Figure 1. The basis for Decision Making on Halal Tourism Policy in Lombok**

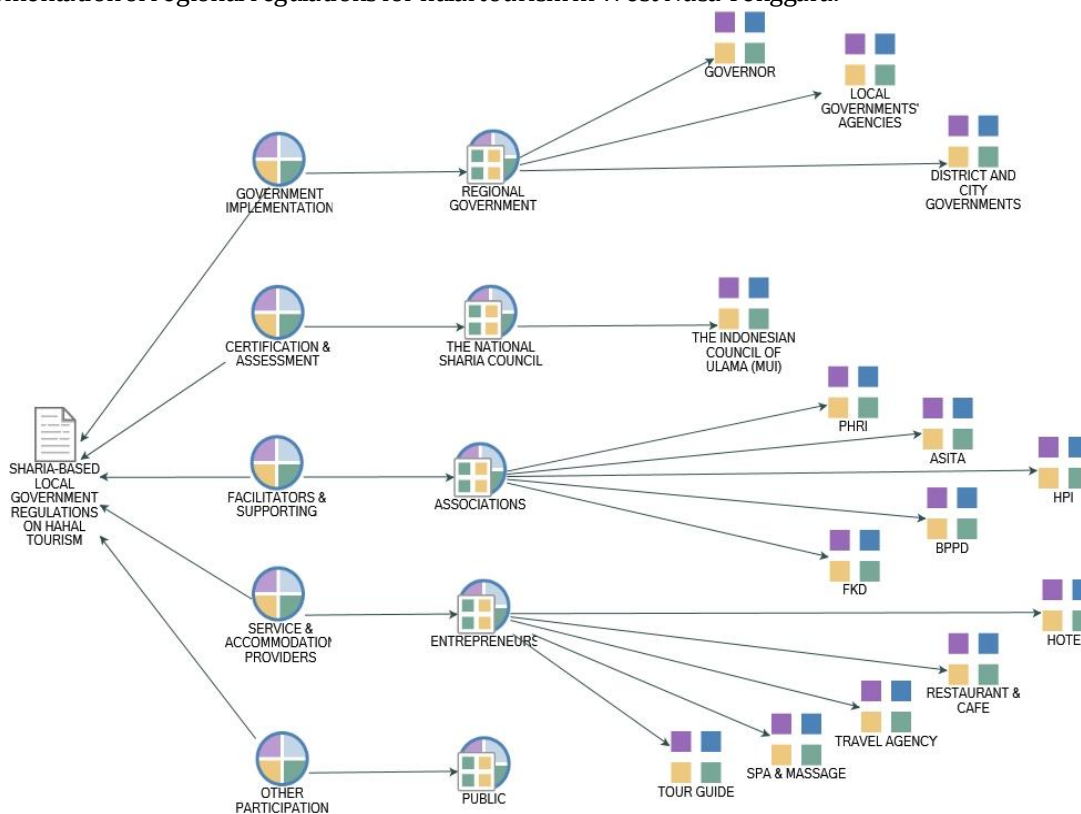
**Source: Analyzing using Nvivo-12 Plus (2020).**

The picture above is obtained from data from interviews with respondents consisting of the government (Governor) and six members of the West Nusa Tenggara DPRD. They were directly involved in forming halal tourism regional regulation number 2 of 2016. The data was processed using the NVivo 12 Plus analysis software based on the number of coding references. The data above shows that the factors that form the basis for halal tourism regulations in West Nusa Tenggara are ecological, political, sociocultural, religious and economic factors. However, based on the data processing results above, the economic factor is the most dominant factor that becomes essential in making halal tourism decisions in West Nusa Tenggara.

Figure 2 relates to interest groups in the formation of the Halal Tourism Regional Regulation in the Province of West Nusa Tenggara. The data is taken based on research documents in the form of content documents resulting from the determination of the Regional Regulation of Halal Tourism Number 2 of 2016. The data is processed using Nvivo 12 Plus Software, then coded based on Cases and case classification and accelerated with the Project Map Tools feature. The data above also explains that every interest group in the tourism industry, be it the government, associations and associations, entrepreneurs or the private sector, the Indonesian Ulema Council (MUI), as well as all elements of society are involved in benefiting from the establishment of local regulation on halal tourism in West Nusa Tenggara.

The Regional Government facilitates all efforts to realize halal tourism that encourages economic growth through destinations, marketing, industry, institutions, guidance, supervision and financing. The involvement of Associations and Associations also facilitates the community of service providers in various sectors and regions, influencing the Halal Tourism promotion pattern. Entrepreneurs also provide supporting facilities, services and accommodation, so this aspect requires the role of the Indonesian Ulema Council or the National Sharia Council to participate in providing assessment and certification of elements that support Halal Tourism. In addition, based on the principles of halal tourism, such as transparency,

accountability, fairness and participation, the role of the community in general influences the implementation of regional regulations for halal tourism in West Nusa Tenggara.



**Figure 2. Interest Groups in the Formation of Halal Tourism Policy in Lombok**

Source: Analyzing using Nvivo 12 Plus

Implementing the halal tourism regional regulation in Lombok, West Nusa Tenggara, does not distinguish between Muslim and non-Muslim tourists from using halal tourism services, so all hotels in West Nusa Tenggara have prepared worship, halal-certified food issued by MUI and other facilities. According to data from the MUI of West Nusa Tenggara Province, it is stated that out of hundreds of five-star hotels in West Nusa Tenggara, only a dozen hotels have obtained halal certification. At the same time, the West Nusa Tenggara Tourism Office stated that around 100 hotels had been certified. Based on data taken from the BPPD of West Nusa Tenggara Province, it says that hotels with the Halal label in Lombok, West Nusa Tenggara, are; Hotel Sheraton, Villa Senggigi, Grand Legi Hotel, Holiday Resort, Hotel Santosa, Hotel Santika, Grand Madani Hotel, Fave Hotel, Lombok Plaza Hotel, Svarga Resort Lombok, and Hotel Lombok Raya (BPPD NTB, 2020).

Halal tourism in West Nusa Tenggara does not differentiate between types of hotels (star and non-star hotels) in providing services and facilities to tourists according to the choice of tourists in using halal tourism services or conventional tourism. Suppose tourists use halal tourism services, of course. In that case, they will use the operational standards regulated in the existing regulations in halal tourism regulation by providing halal guarantees for all services, as evidenced by the existence of halal certification from the Indonesian Ulema Council. When tourists use conventional tourism services, all types of food only

include halal and not halal. However, traditional tourism also continues to prepare several things related to worship facilities, such as prayer places, Qibla direction, the availability of the Koran, halal food, and other services.

The continued increase in tourist visits marks the growth of West Nusa Tenggara tourism. Based on data released by the Central Statistics Agency of West Nusa Tenggara Province from 2014 to 2019 shows that every year the number of domestic tourists and foreign tourists continues to increase significantly; in 2017, tourist visits experienced a very significant jump by breaking through the 3.5 million tourists who visit West Nusa Tenggara.



Figure 3 Visits of Foreign Tourists from 2014 to 2019

Source: Data from the Central Statistics Agency for West Nusa Tenggara Province 2019

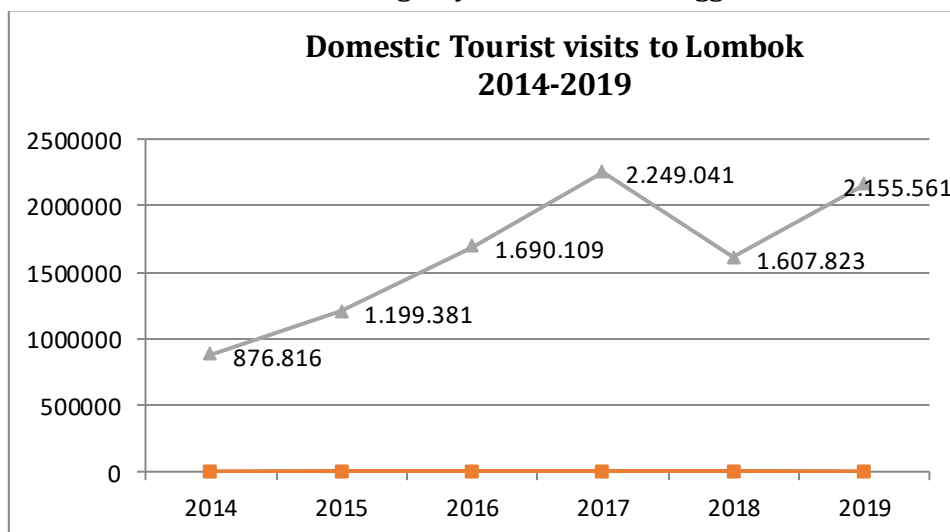


Figure 4. Domestic Tourist visit to Lombok 2014 - 2019

Source: Data from the Central Statistics Agency for West Nusa Tenggara Province 2019

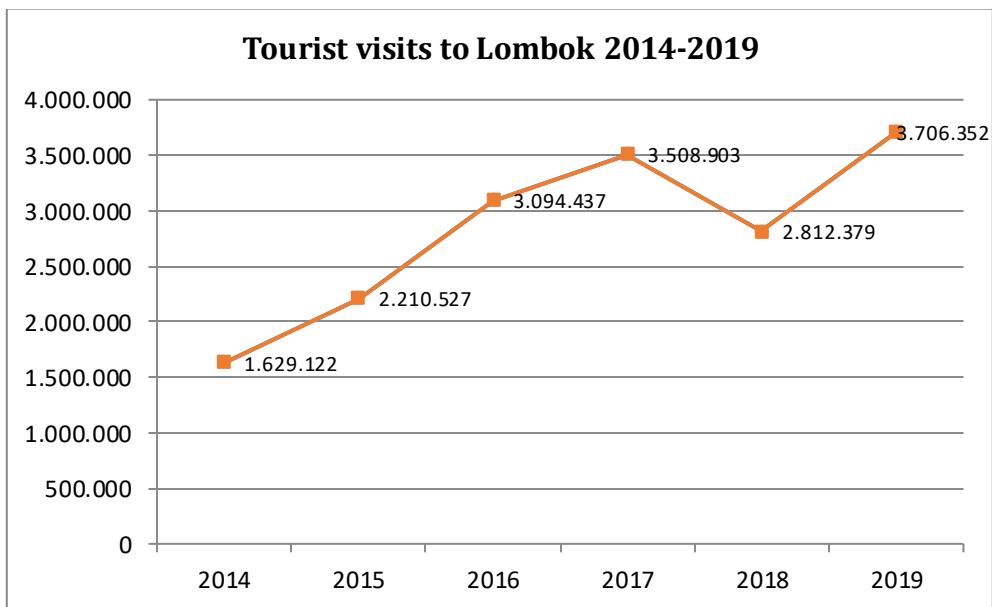


Figure 5. Tourist visits to Lombok 2014 - 2019

Source: Data from the Central Statistics Agency for West Nusa Tenggara Province 2019

Data in Figure 3,4 and 5 shows that the number of tourists every year has increased significantly. Before the 2014 Halal Tourism Regional Regulation, it was recorded that it only obtained a thousand tourists. In 2015 it increased to two million tourists; in 2016, it grew to three million; in 2017, it rose sharply to 3.5 million. Then in 2018, there was a significant decline to 2.8 million tourists; in 2019, there was a sharp increase again, coming to 3.7 million tourists. Thus, the increasing number of tourist visits cannot be separated from hotel accommodations for foreign and domestic tourists in figure 6.

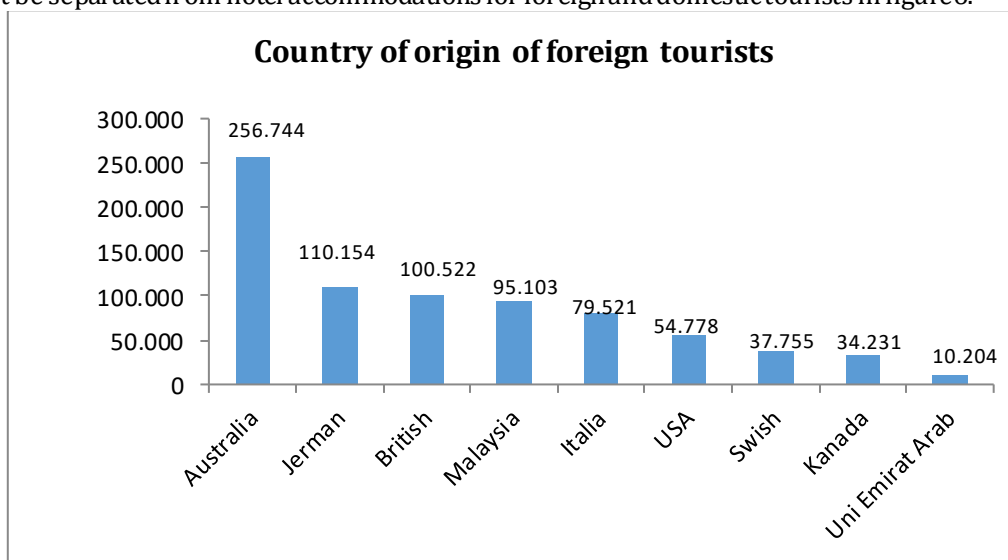


Figure 6. Country of origin Foreign Tourist visits to Lombok 2016-2017

Source: Statistics Data from the Tourism Office of West Nusa Tenggara Province

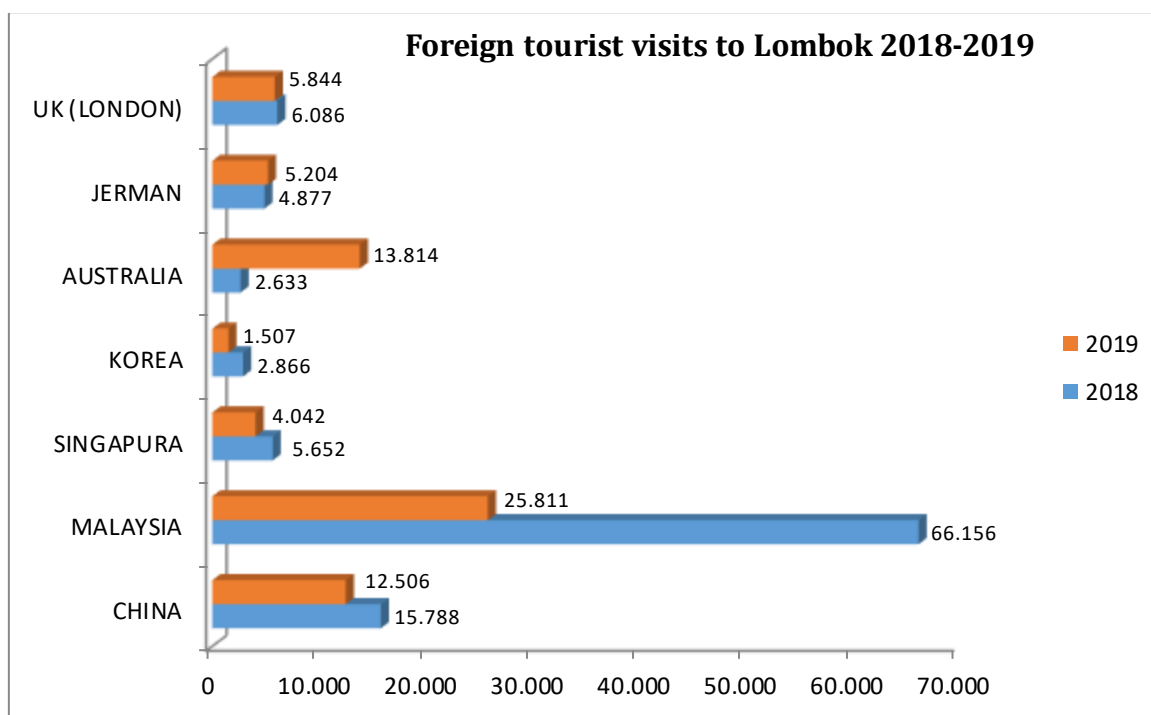


Figure 8. Country of origin Foreign Tourists visits to Lombok 2018-2019

Source: Data from the Central Statistics Agency for West Nusa Tenggara Province 2020

In figure 8 The increase in the number of tourists for the 2016-2017 period came from Australia, Germany, British, Malaysia, Italy, USA, Switzerland, Canada, and Middle Eastern countries. Then in the 2018-2019 period, it was dominated by tourists from China, Malaysia, Singapore, Korea, Australia, Germany and the UK (London). With many tourists visiting West Nusa Tenggara, economically, it will increase the production of various needs such as food and drink, transportation, accommodation, electricity procurement, and other manufacturing processing. The availability of halal food and beverages is one of the supports to meet the needs of tourists. The Global Muslim Travel Index (GMTI) states that one of the indicators in the implementation of halal tourism is to pay attention to the availability of halal food and drinks for the convenience of tourists by obtaining halal certification from the Indonesian Ulema Council (MUI) which has been provided by the Culture and Tourism Office of West Nusa Tenggara. The implementation of halal tourism in Lombok, West Nusa Tenggara has proven itself to be the best destination in the world, namely by obtaining the best halal tourism and the best halal handy mount in Abu Dhabi, the United Emirates in 2015.

Table 2. Gross Regional Domestic Product of West Nusa Tenggara Province 2015-2019

Business/Industry	2015	2016	2017	2018	2019
Food and Drink Processing	4.064,30	4.511,46	4.918,19	5.111,38	5.442,72
Electricity & Gas Supply	60.43	73.73	90.62	97.49	106.27
Waste & Waste Treatment	89.59	98.35	105.62	101.75	105.46
Wholesale & Retail	12.964,61	14.506,18	16.387,95	17.955,03	19.795,66
Transportation	7.645,15	8.209,18	9.000,93	9.312,57	9.650,36
Accommodation & Drinks	2.206,87	2.503,44	2.747,48	2.660,23	2.696,56

Source: Data from the Central Statistics Agency for West Nusa Tenggara Province 2020.



## **Discussion**

### **Halal tourism in Lombok, West Nusa Tenggara.**

Halal tourism in Lombok West Nusa Tenggara does not limit the market to halal tourism. The basic idea is to complement existing facilities by providing sharia or halal labels on various facilities in conventional tourism so that nothing seems new in the practice of halal tourism in Lombok, West Nusa Tenggara. The services and facilities provided by halal tourism are only additional in meeting the needs of Muslim tourists with what the conventional tourism industry already has. Likewise, halal tourism in Lombok, West Nusa Tenggara, does not have halal tourism destinations that follow the concept of halal tourism, so there has not been an implementation of halal tourism that can be used as a reference model for halal tourism in Indonesia.

The results of this study indicate that halal tourism in Lombok, West Nusa Tenggara, is only focused on food and services in the form of halal food and the provision of worship facilities. In contrast, other facilities can be obtained by choosing conventional tourism facilities. As a policy maker, the West Nusa Tenggara government still looks ambiguous in implementing the local regulations on halal tourism because there are still provisions and conventional tourism practices that are an option for both Muslim and non-Muslim tourists. In line with that, the regulations that have been made regarding Halal Tourism in West Nusa Tenggara are not yet evident in providing rules that are forcing all hotels and restaurants to use sharia labels and obtain halal certification from the MUI so that the authorities can make changes from conventional tourism to halal tourism. From a public policy perspective, a knowledge transfer or socialization process is needed to equalize perceptions between halal and traditional tourism.

In implementing the regional regulation on halal tourism in Lombok, West Nusa Tenggara, the local government is committed to providing tourist services that attract Muslim tourists by giving good service in providing halal food and adequate places of worship. Still, the policies made there are double rules, namely tourism. Halal and conventional tourism. Thus, the results of this study indicate that the existence and implementation of the Halal Tourism Regional Regulation in West Nusa Tenggara have not been implemented following the rules and values of Islamic teachings. At the same time, halal tourism is only a symbol and label of Islamic identity to attract the sympathy of Muslim world tourists to visit and spend some of their capital in tourist destinations.

### **Factors Underlying Decision-Making on Halal Tourism Regional Regulations.**

The Halal Tourism Regional Regulation in Lombok, West Nusa Tenggara, is a decision based on several interests, namely the interests of the center and regional interests. The main attraction in implementing halal tourism in West Nusa Tenggara is to get foreign exchange from the large number of Muslim and non-Muslim tourists who enter Indonesia, especially Lombok, West Nusa Tenggara. In addition, the local government also has economic, religious ideology, sociocultural and ecological interests in implementing halal tourism in Lombok, West Nusa Tenggara. The results of this study indicate that halal tourism is one of the political economy strategies of the West Nusa Tenggara provincial government to increase people's economic income. The results of the study also show that the economic improvement of the people in West Nusa Tenggara is not the only advantage of the implementation of halal tourism but is more dominated by the performance of conventional tourism. Halal tourism is only a branding to attract Muslim tourists, but in implementing halal tourism in Lombok, West Nusa Tenggara, tourists use more conventional tourism services.

The policy on halal tourism is a form of regional regulation with Sharia nuances in Lombok, West Nusa Tenggara, which is very different from the research results (2016; Nashir, 2013; Purnomo, 2016; Sahid, 2014; Maryono, 2018), which states that the formation of regional regulations with sharia nuances is based on religious ideology. Likewise, the results of this study are different from research which says that the birth of regional regulations with sharia nuances is a political sale of politicians from secular nationalist parties to gain public sympathy (constituents) and maintain the hegemony of power (Buchler, 2016; Muhtada; 2018, Al-Barbasy; 2018). The results of this study indicate that the decision to form a regional regulation on halal tourism is not only based on religion, politics and socio-culture but also on the government's political economy to improve the economy.

### **Impact of Halal Tourism Policy on Economy and Politics.**

The results of this study indicate that West Nusa Tenggara's economic growth experienced significant growth due to halal tourism as one of the boosters of economic growth. Economic growth in West Nusa Tenggara has begun to increase since 2015, meaning that before the regional regulation on halal tourism was made by the government and the legislature, there was already a governor's regulation that became a guide in the implementation of halal tourism. With the Governor's rule, the government and stakeholders involved encouraged the performance of halal tourism in West Nusa Tenggara. With the motivation and seriousness of all elements of society, West Nusa Tenggara won the world's best halal tourism award. The 2016 halal tourism regulation has provided benefits to local governments, central government, hotel & restaurant owners, and halal certification bodies and accommodated thousands of local workers so that the unemployment rate can be suppressed.

At least three kinds of advantages indicate the benefits for local governments. First, politically to strengthen the legitimacy of power by making a significant contribution to national economic income by boosting foreign exchange through millions of tourists who come from abroad by constructing the branding of halal tourism as a market commodity that can bring economic benefits. Second, socio-culturally, Lombok's halal tourism branding has made West Nusa Tenggara known to the world because, so far, West Nusa Tenggara has been assumed to be bad luck, fate depends on Bali, and later God will help. Third, economically it has opened up new jobs and businesses for the people of West Nusa Tenggara to contribute to increasing income from the tax sector. Likewise, halal tourism has provided benefits to hotels and restaurants in the form of lodging, eating & drinking. Meanwhile, MUI also enjoys significant benefits as an institution that carries out halal certification for all types of halal tourism businesses and services.

The results of this study indicate that the decision to form a regional regulation on halal tourism in Lombok, West Nusa Tenggara is a form of legitimacy for the central government's policy through the ministry of tourism, which established West Southeast Lombok as a halal tourism destination in Indonesia. The legality of the central government's approach can be seen from the commitment of the local government that formed a regional regulation on halal tourism in 2016. The responsibility of the local government is proven by the various achievements shown by the West Nusa Tenggara government in the halal tourism sector, with several international achievements, including the best halal honeymoon and the best halal destinations. The various achievements of the West Nusa Tenggara government towards the implementation of halal tourism are a form of joint commitment between the regional government and the central government in managing natural potential well.

The results of the study prove that establishing a sharia-based regional regulation on halal tourism has positioned Lombok West Nusa Tenggara to have equality with other regions and is a means of introducing the island of Lombok West Nusa Tenggara at the regional and international level. The results

of this study indicate that the regional regulation on halal tourism has become a medium of communication between the local government and the community through the development of tourist destinations and accommodations, including the development of halal tourism villages, halal hotels, mosques, and holy tombs which are the center of destinations for Muslim and non-Muslim tourists who want to do this. Religious tourism. In addition, the formation of a regional regulation on halal tourism is a form of political communication between the provincial and central governments that have appointed Lombok, West Nusa Tenggara, as one of the halal tourism destinations in Indonesia.

## **CONCLUSION**

Halal tourism in Lombok, West Nusa Tenggara, grew the economic sector and strengthened political power. Growth in the financial industry is indicated by the increasing Gross Regional Domestic Product (GDP) of West Nusa Tenggara Province every year. In addition, economic growth is indicated by the increase in income in 2017, reaching 7.10% above the non-mining national figure. Then halal tourism in West Nusa Tenggara is the government's political economy strategy to strengthen the legitimacy of political power among the community (constituents) and enhance the relationship between the regional government and the central government. This finding is very different from previous findings, which state that halal tourism is a commodification carried out by Muslims to attract money from Muslim countries worldwide. However, the halal tourism sector is also one of the economic sectors widely applied by non-Muslim countries such as Japan, South Korea and Australia.

This study is limited to a political economy perspective on the implementation of halal tourism. This research has not been able to integrate various interests in the policy-making process related to halal tourism regulations. By combining these multiple interests, it will be possible to understand the relationship between political economy and regional regulations (Perda) on halal tourism. In line with that, further research is needed that focuses on the network of actors in forming policy regulations related to halal tourism. Thus, the study of halal tourism will be more in-depth with a focus on the web of actors in the implementation of halal tourism, thus providing a complete understanding of the various groups that are interested in tourism policy issues.

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