



Jurnal Administrasi dan Kebijakan Publik

ISSN (online): 2657-0092 | ISSN (print): 2301-4342 |

Website: <http://jakp.fisip.unand.ac.id> | Lisensi:

<https://creativecommons.org/licenses/by-nc-sa/4.0/> |

Email: jakpfisipunand@soc.unand.ac.id |

HALAL TOURISM POLICY: IS A NEW WAVE IN DEVELOPMENT TOURISM IN WEST SUMATERA

Hendri Koeswara¹, Noversa Febryanda¹, Riki Rahman^{2*}

¹ Fakultas Ilmu Sosial dan Ilmu Politik, Universitas Andalas. Padang, Indonesia

² Department of Social Science, Universiti Tun Hussein Onn Malaysia (UTHM), Malaysia

* Corresponding Author: riki@uthm.edu.my

Article Information

Submitted : 03/03/2024

Review : 12/03/2024

Accepted : 30/03/2024

Published : 30/04/2024

DOI

<https://doi.org/10.25077/jakp.9.1.1-22.2024>

Keywords

Halal Tourism; Policy Development; Tourism Policy.

Abstract

West Sumatra has the philosophy of Adat Basandi Syara', Syara' Basandi Kitabullah, Syara' Mangato Adat mamakai, which is a way of life for the Minangkabau people. The designation of West Sumatra as a world halal tourist destination has increased the image of tourism in this province, which aligns with this principle. Sadly, foreign tourists' visits to West Sumatra have remained the same. Therefore, the provincial Government took the initiative to create regulations for implementing halal tourism so that it has a new, clear, and strong blueprint for impacting the development of halal tourism in West Sumatra. The method used in this research is descriptive qualitative. Meanwhile, the data collection techniques used in this research are interviews, observation, and documentation. This research uses a policy formulation approach to analyze halal tourism policies. The research results show that this tourism policy is a new direction in tourism policy in West Sumatra. This new direction of tourism policy requires a more effective strategy so that the policy objectives not only have implications for ensuring the public ensures tourism but also improve the economy and welfare of the community by increasing the number of tourist visits to this area

INTRODUCTION

Many countries, although not countries with a majority Muslim population, have pushed for policies regarding halal tourism (Chookaew et al., P., & Nimpaya, S., 2015.; Adidaya, 2016; Nurdiansyah, 2018). Halal tourism policy is an alternative to diversifying the

tourism industry (Marlinda et al., 2021). The evolution of tourism with the increasing number of Muslim tourists has encouraged stakeholders to develop and implement policies (Purwandani & Yusuf, 2021). For non-Muslim majority countries, this policy expands market segmentation, especially tourists from Muslim-majority countries. Meanwhile, for countries where the majority of the population is Muslim, this confirms the existence of halal tourism as a form of compliance with Islamic law.

On the other hand, a study conducted by Fischer (2011) regarding the Malaysian Muslim diaspora community in London to maintain their faith has further confirmed that the Government must consider halal tourism in policy development. Likewise, with local Government, the policies will influence various aspects of tourism development (Church, 2010). This article will study halal tourism policies in local governments in Indonesia, which are full of pros and cons in the formulation process. According to the layman's view, halal tourism is synonymous with Islamic law, even though tourism is more about the availability of facilities that support religious needs during tourism activities. (Katuk, Kayat, Abdul Hamid, Zakaria & Purbasari, 2021). There are few studies on regional challenges in implementing halal tourism policies, an effort to fill the gap in studies, especially for regional governments that still need to implement Islamic law (Rindrasi, 2021).

Sharia-based tourism emerged and became something of interest to the world community, so many countries began to get serious about developing halal tourism in their countries (El-Gohary, 2015). The halal tourism industry, which is the newest commodity, has shown relatively good growth (Rasul, 2019); this is in line with the increasing growth of the Muslim population throughout the world (Battour & Ismail, 2015) and the increasing holiday trend for Muslim tourists (Mohsin et al., 2015). The extraordinary benefits of the development of halal tourism for Muslim tourists will certainly provide peace of mind when traveling because the Shari'a can still be implemented (Bon & Hussain, 2010). Indonesia has felt the benefits in terms of income from the halal tourism sector; from the 15% growth in halal tourism, Indonesia received 2.8 million Muslim tourist visits and generated more than 30 trillion Rupiah in 2018 (Churiyah et al., 2020). GMTI (2019) states that the number of Muslim tourists in the world in 2020 is expected to increase, causing many countries in the world, both Muslim and non-Muslim countries, to start getting serious about developing halal tourism, such as Malaysia, Turkey, Middle Eastern countries, Singapore, Thailand, and several other

developed countries. Meanwhile, in collaboration with Dinar Standard, Thomson Reuters stated that in 2017, Muslim tourists spent US\$ 177 billion, which will increase by US\$ 300 billion in 2026 (Hartarto et al., 2022).

As a country with the largest Muslim population in the world, Indonesia is constantly developing halal tourism (Jaelani, 2017; Kettani, 2010). The Indonesian government agrees on the importance of new economic growth in halal tourism (Andriani, 2015). For this reason, the Government is synergizing with many parties related to the development of halal tourism, such as the National Sharia Council (DSN), the Indonesian Ulema Council (MUI), and the Business Certification Institute (LSU), including in policies related to halal tourism. In halal tourism regulations, for example, DSN-MUI also issues fatwas to comply with Islamic values, such as the study conducted by Adinugraha et al. (2021), because the role of DSN-MUI is vital for providing the same understanding regarding halal tourism in Indonesia (Sayekti, 2019). Since several regions in Indonesia are designated as reference areas for halal tourism, West Sumatra Province is one of the areas designated as a halal tourism development area; this has taken the momentum of the world halal tourism trend (Samori et al., 2016). Halal tourism also fills the regulatory void related to tourism policy, which West Sumatra Province utilizes. The initial formulation of regional regulations on halal tourism began in 2016, with the preparation of an academic text on halal tourism policy. The decline in the number of tourist visits to West Sumatra in 2015 by 13.2% is a solid signal to change the direction of tourism policy. West Sumatra has all the tourism potential, but it still needs to improve actor collaboration in preparing infrastructure for the tourism sector (Hidayat et al., 2017).

Halal tourism is also the starting point for a new step in West Sumatra's tourism policy. A long step in changing tourism policy was revising the West Sumatra Tourism Master Plan policy 2019 by including halal tourism as a strategic issue. In 2020, the Regional Regulation on the Implementation of Halal Tourism was born as a new tourism policy in West Sumatra. The long debate about halal tourism policy related to West Sumatra, where the people called Minangkabau adhere to Islamic law combined with strong customs (Wibowo, 2020), so socio-culturally, these factors also influence policy formulation (Anderson, 2011). In this situation, the formulation process should be smooth.

Establishing West Sumatra Province as one of the reference areas for halal tourism (Subarkah et al., 2020; Zaenuri et al., 2021) is a huge opportunity for West Sumatra

tourism to increase the number of tourist visits, both local and foreign. Socially and culturally, Southeast Asian and Middle Eastern tourists are closer to the culture of the people of West Sumatra, especially Malaysian tourists, not only because of cultural factors alone (Susgenti, 2019) but also because of their satisfaction while traveling (Abror et al., 2019; Zulfianti et al., 2022). West Sumatra's tourism potential is rich, with a strong culture and history. Tourism in West Sumatra Province has beautiful natural tourism that can compete at national and international levels. Halal and delicious food attract tourists to West Sumatra, such as Rendang and Sate Padang. West Sumatra tourism has received many awards, three of which were at The World Halal Tourism Award 2016, namely World's Best Halal Destination, World's Best Halal Tour Operator, and World's Best Halal Culinary Destination (World Travel and Tourism Council, 2016). However, the comfort and needs of tourists in West Sumatra tourist destinations still need to be fully met, such as facilities and infrastructure that do not comply with Sharia standards (Waryono, 2021). There are no restaurants labeled halal from the MUI; in fact, the attitudes and behavior of the people around the tourist attraction locations are less friendly and unfriendly towards Muslim and non-Muslim tourists who visit these tourist attractions. This situation makes these various achievements not directly proportional to the increasing number of tourist visits (Gusman & Kurniawan, 2018), so the West Sumatra Provincial Government needs to formulate policies. Because the tourism excellence of West Sumatra Province has previously been obtained in the form of awards, West Sumatra Province still needs a clear road map and policy regarding halal tourism. Apart from that, tourism actors' understanding of halal tourism still needs to be improved. Culture is an inherent aspect of tourism development (Lenggageni, 2017). Tourism development in West Sumatra Province is developing a tourism market segment oriented towards facilities and services with a Minangkabau nuance based on Islamic values or "Moeslam friendly ." The Minangkabau people closely hold this philosophy of life: "Adat Basandi Syara', Syara' Basandi Kitabullah, Syara' Mangato Adaik Mamakai" (Putiah, 2007). Minang cultural philosophy in the Basandi Sarak Custom, Sarak Basandi Kitabullah, is one of the life philosophies held in Minangkabau society, which makes Islam the primary basis for behavioral patterns in life values. This philosophy, which is local wisdom, has become a distinctive color and moral standard in the West Sumatra region (Fatimah & Ramadhan, 2019), so halal tourism is no longer something foreign to the people of West Sumatra. The values of Islamic life have been embedded in the

Minangkabau people's customs of sticking to the rules, which adhere to God's book, namely the Koran (Agus et al., 2006; Putih, 2007).

The West Sumatra Provincial Government currently has a halal tourism policy in the form of a Regional Regulation. It will take four years for this Regional Regulation to be issued before it can be realized. In reality, public policies are born based on the values that exist in society and originate from the development of the community's cultural processes. The process will not be long and complicated to understand their legal language (Faisal et al., 2020). Halal tourism management also requires policies that are collaborative and can synergize individuals, groups, and organizations (Wanna, 2008) because they have to deal with tourism activities that are complex, multidisciplinary, multidimensional, and multisectoral. On the other hand, public policy studies study how policies are formulated by considering a series of activities or processes that occur in the political system (Dye, 2017).

Developing and implementing a halal tourism policy means identifying knowledge gaps, presenting problem findings, informing future halal tourism governance, and supporting the development of more contextual halal tourism. This is also an analytical basis for the regional government to break down problems into component units to understand better how policy can solve problems in tourism development in the region. This research also proves whether policy actors are still trapped in problem formulation or are oriented toward finding solutions to their problems.

As stated by Hall & Jenkins (2004), only a few policy studies have examined the relationship between tourism policy formulation and public policy theory, as revealed in the study conducted by Doorne (1998), Dredge (2001), Jenkins, 2001, and Hall (2002). Thus, this study of the new wave of halal tourism policies in regional governments will complement the various studies using the policy formulation perspective expressed by Ripley and Franklin (1986) and regional government policies in the tourism sector studied by Church (2004) or those revealed by Fischer (1986). 2011), revealing the increasing number of government policies influencing tourism. For this reason, this research study aims to identify whether there is a new wave in tourism policy in West Sumatra and to outline the policy formulation process that the Government has carried out to take advantage of opportunities in halal tourism policy. The results of this study will find a policy model to develop halal tourism potential by local governments. So, it needs to continue to be done, especially from the perspective of the policy formulation

process.

METHODS

This research uses a qualitative approach to understand individual or group meanings originating from social problems (Creswell, 2013). This research study was developed in an interpretive paradigm to understand and describe social phenomena (Neuman, 2003; Rubin & Babbie, 2008). This research was conducted in Padang City and carried out in 2020-2022 by looking at formulating policies related to halal tourism in West Sumatra.

This research has several data sources needed to study tourism policy waves in West Sumatra, such as interviews, observations, and related documents (Creswell, 2013). Primary data was obtained through in-depth interviews with key informants selected using a purposive method (Neuman, 2003), where the key informants were truly involved or understood the main problems related to the halal tourism policy in West Sumatra. The informants in the research were 11 people, including the West Sumatra Provincial Tourism Office as actors from the executive Government; the Regional People's Representative Council (DPRD) of West Sumatra Province as an actor in the legislative Government; LPPOM-MUI West Sumatra, which issues halal certificates; tourism experts, Islamology experts, and tourism actors who are experts and practitioners related to policies related to Halal Tourism in West Sumatra. Observations were carried out by making field notes, which resulted from observations of the behavior and activities carried out (Creswell, 2013) of actors related to Halal tourism policies in West Sumatra Province.

Meanwhile, secondary data is obtained through data collection techniques. First is literature study, namely data collection techniques by understanding various reading materials such as books and scientific journals related to the work of relevant experts (Neuman, 2003), which are related to policy concepts along with its formulation model, tourism concept, and halal tourism. Second, document study, namely a data collection technique by examining various documents and archives related to the object of study (Creswell, 2013), including public documents related to the formulation of halal tourism policies such as regulations and minutes of meetings, and tourism roadmap documents and reports of tourism and its development in West Sumatra.

Data analysis in qualitative research is carried out in line with the stages of qualitative

research, namely data collection and writing up findings. During the interview process, the researcher analyzes the interview results that have been collected previously, writes memos that can ultimately be included as a narrative in the final report, and organizes the structure of the final report (Creswell, 2013). Qualitative data analysis is also carried out by reviewing all the data collected from various relevant sources, producing an abstraction by summarizing the essence and refining the data (Neuman, 2003). Meanwhile, the validation of qualitative data in this research uses the triangulation method. As stated by Meloeng (2007), the triangulation used in this research is data source triangulation. Data from in-depth interviews will be confirmed with each other, both between informants and with various literature studies, document studies, and related written archives.

RESULT AND DISCUSSION

Policy Halal Tourism in West Sumatra Province

West Sumatra Province Regional Regulation Number 1 of 2020 concerning the Implementation of Halal Tourism is a regulation issued by the West Sumatra Provincial Government for a set of additional amenities, attractions, and accessibility services aimed at and provided to fulfill the experiences, needs, and desires of Muslim tourists and other tourists in need. Many stakeholders are involved in formulating policies governing the provision of additional services to tourists. This regulation not only provides additional services for Muslim tourists visiting West Sumatra without fear of abandoning their worship. However, this policy is also intended for non-Muslim tourists so that they can feel safe and comfortable while traveling in West Sumatra. Halal tourism is a form of support for sustainable tourism in West Sumatra carried out by the West Sumatra Provincial Government.

West Sumatra has a philosophy, namely Adat Basandi Syara', Syara' Basandi Kitabullah, and is supported by the potential for halal tourism in West Sumatra. Therefore, clear regulations are needed to support the development of halal tourism in West Sumatra. Policy formulation is one of the crucial stages of the public policy process (Larson, 1982). The policy environment significantly influences the policy determination process (Ripley & Franklin, 1986). So, policymakers must be able to respond to public problems, which are social phenomena that occur within a policy environment. In the process of formulating West Sumatra Province Regional Regulation Number 1 of 2020 concerning

the Implementation of Halal Tourism, the executive actors involved were the West Sumatra Province Tourism Office, academics, and tourism actors who had experts in the fields of economics, tourism, and religious figures were also involved. Then, legislative actors were also involved in formulating this regional regulation, namely Commission V DPRD of West Sumatra Province.

The awards West Sumatra has achieved at the international level are not a result of government regulations. However, the appreciation and potential that West Sumatra has, of course, must have clear regulations so that the implementation of halal tourism can be carried out and carried out with commitment by all tourism components, including the Government, tourism businesses, restaurants, the community, and other stakeholders. Apart from that, the awards received by the West Sumatra government, both at the national and international levels, have inspired actors to make halal tourism a tourism destination in West Sumatra. Based on data on tourist visits to West Sumatra, the following positive trends were shown before the COVID-19 pandemic:

Table 1 Total Visit Tourists in the City of Padang in 2019-2021

Year	Total
2017	7.783.876
2018	8.073.070
2019	8.169.147
2020	8.041.868
2021	4.785.886

Source : BPS City of Padang in 2022.

However, the efforts of the West Sumatra Provincial Government to increase the number of tourist visits through policy strategies for implementing halal tourism are worth reviewing; this is based on research findings conducted by (Hartarto et al., 2022) that religious factors are not the motive or reason tourists choose Indonesia as a tourist destination. This means that this halal tourism policy loses its substance when the reason for issuing this policy is a strategy to increase tourist visits to West Sumatra; the Provincial Government needs to think about other efforts that are the determining factors for increasing tourist visits to West Sumatra. A review of the West Sumatra Halal Tourism policy must be carried out, even though in terms of policy, the Government of the Republic of Indonesia is very focused on developing halal tourism and has made West

Sumatra one of the halal tourist destinations in Indonesia. On the other hand, there is a very close relationship. There is a significant relationship between tourism development and sustainable city development (Cooper et al., 1998), so halal tourism is a necessity. Apart from the team for formulating draft regional regulations regarding the implementation of halal tourism, there are other groups involved in this formulation, such as LKAAM (Lembaga Kerapatan Adat Alam Minangkabau), ASITA (Association of the Indonesian Tours and Travel Agencies), hotel union groups, tourism business actors, media, and several communities. One example of a business actor who is successful in carrying out halal tourism is the Lamun Ombak Restaurant, which has received the Best Halal Restaurant award in Indonesia. Culinary tourism in West Sumatra must be supported not only by food but also by food cleanliness and friendly service to visitors, and confirmed by the existence of a halal certificate at the restaurant so that visitors who come are confident and feel safe.

The implication of issuing the Regional Regulation on Halal Tourism is that 28 restaurants/restaurants spread across West Sumatra have halal certificates. The aim of implementing halal certificates for restaurants/restaurants/food businesses is to increase the confidence of tourists who visit and shop so that tourists can feel safe and comfortable visiting and shopping. The development of halal tourism is still weak and tends to be stagnant; this is because there are still many people who are not yet familiar with the concept of halal tourism; the concept of using the word halal will also make non-Muslim tourists hesitate to visit West Sumatra because they think that halal tourism is only intended for tourists Muslims. The concept of organizing halal tourism is to provide additional services for Muslim tourists who want to visit tourist destinations (Carboni et al., 2014), including West Sumatra.

Role Actors and Leadership in Halal Tourism Local Regulation

The Islamic solid culture in West Sumatra has become the primary consideration for halal tourism policies in West Sumatra Province. This situation is a good step in developing tourism in West Sumatra. The Provincial Government and several stakeholders are trying to advance halal tourism in West Sumatra. According to the West Sumatra Provincial Government, halal tourism has a good impact on the future development of West Sumatra tourism. This halal tourism can give tourists the confidence to travel and shop in West Sumatra. Halal tourism will impact business people in West Sumatra, even though the

number of tourists has yet to increase. Seeing the potential and opportunities in organizing halal tourism, the West Sumatra Provincial Government, together with the actors involved, began to propose drafting regional regulations regarding the implementation of halal tourism. The design of this halal tourism policy has begun to be proposed even though initially there was debate regarding the title of this draft regulation because many people still need to learn the concept of a halal tourism policy. In this case, the steps taken by actors with the same perception to respond to the development of halal tourism are very responsive. On the other hand, the values developed do not conflict with the values of Islam, the majority religion in West Sumatra, so organizing halal tourism is essential to develop.

Administration Halal tourism is also an implication of policies issued by the Ministry of Tourism and Creative Economy, pointing several provinces in Indonesia as areas of halal tourism in the development roadmap tourism, one among them being West Sumatra Province. It has become an opportunity for West Sumatra Province to develop potential tourism to bring more lots and traveler goods that are domestic and abroad, even investors, to West Sumatra. The award received by West Sumatra was an excellent national level until level international, which gave the image of West Sumatra for constantly increasing tourism in West Sumatra through services and visiting tourists to West Sumatra. Still, several things concerning facilities and infrastructure could be improved in the development of halal tourism in West Sumatra. It still found a mosque or mosque and placed prayers for others on the object. There have yet to be tours, and the facility is complete, like separation, various bathrooms, and places of ablution objects. Moreover, by standard, it is still a place of worship with dirty equipment, not hygienic prayers, clogged drains, and equipment prayed in several mosques/prayer rooms that are still not clean and decent used. It is necessary to regulate and support the development and maintenance of Halal tourism in West Sumatra.

Besides that, Muslim tourists visiting West Sumatra also want halal certificates for the restaurants and shopping places they visit. Halal certificates in restaurants/restaurants or shopping places give tourists confidence that the food being sold is halal and has gone through a hygienic or clean manufacturing process. Formulating regulations regarding halal tourism is essential, as it sees opportunities for West Sumatra worth developing. One form of regional government commitment to developing halal tourism is Regional Regulations. It was also reinforced by what was conveyed by the working team drafting

regional regulations regarding the implementation of halal tourism in West Sumatra.

By seeing the problems and opportunities that West Sumatra has in developing halal tourism, the West Sumatra Provincial Tourism Office has taken the initiative to address these problems by proposing to create regulations to provide precise arrangements, namely in the form of draft regional regulations regarding the implementation of halal tourism. The implication of this policy, seen from within the public policy environment, is that all actors collaborate to develop halal tourism in West Sumatra. However, the most dominant actor in drafting regional regulations for the implementation of halal tourism is the West Sumatra Province Tourism Office; this is because this agency is the initiator in formulating regional regulations for the implementation of halal tourism. So, in terms of substance, there are still many areas for improvement in the halal tourism policy because, in policy, a collaborative approach must be needed in policy formulation (Wanna, 2008).

Implementation Policy Cross Sectoral Tourism

In mobilizing the implementation of the West Sumatra halal tourism policy, actors have made efforts to put problems or issues on the agenda of the West Sumatra government. The seriousness of developing the implementation of halal tourism in West Sumatra is achieved by holding seminars and even FGDs (Forum Group Discussions) regarding halal tourism in West Sumatra. The FGD involved many parties related to tourism actors. This forum was carried out to improve the contents of draft regional regulations and academic texts on the implementation of halal tourism before entering into discussions with the DPRD of West Sumatra Province.

In formulating policies for implementing halal tourism, no direct efforts were made by the community to include issues related to halal tourism on the government's agenda. The West Sumatra Provincial Government initiated this policy through the West Sumatra Provincial Tourism Office. Then, the West Sumatra Tourism Office formed a regional regulation team from the West Sumatra Provincial Tourism Office, academics, and the West Sumatra LPPOM-MUI. The DPRD of West Sumatra Province also responded to the existence of this halal tourism implementation policy by providing suggestions for improving the content of the draft regional regulations regarding halal tourism.

West Sumatra Province Regional Regulation Number 1 concerning the Implementation of halal tourism was formed based on a Decree signed by the Governor of West Sumatra.

The drafting team came from the West Sumatra Province Tourism Office, and several teams of academic experts were working in the fields of LPPOM-MUI and supported by the West Sumatra Province DPRD. The draft regional regulations regarding the implementation of halal tourism are intended to serve as guidelines for the development of halal tourism by establishing halal tourism standards and encouraging tourism business actors to certify halal tourism businesses, especially food/beverage businesses. This policy was made on several legal bases, one of which is Law Number 33 of 2014 concerning Halal Product Guarantees, which contains guarantees for the availability of halal products and regulates the rights and obligations of business actors and the exact procedures for obtaining halal certificates.

The purpose of this regional regulation regarding halal tourism is to regulate and provide guidelines for implementing halal tourism in West Sumatra Province by establishing provisions so that Muslim and non-Muslim tourists can travel safely, comfortably, and cleanly. Plus, having a halal certificate at the eatery/restaurant gives confidence to tourists who visit. All drafting teams participated in formulating the draft regional regulations for halal tourism so that they have capabilities in fields related to halal tourism in West Sumatra, such as experts from tourism, traditional experts, and LPPOM-MUI West Sumatra who were involved in making academic texts and design drafts of regional regulations for halal tourism. Halal tourism in West Sumatra has been implemented by the West Sumatra Provincial Tourism Office as there is an agreement/commitment from the provincial, district/city governments to make West Sumatra a halal tourist destination. Accommodation and restaurant/dining/culinary facilities meet sharia standards (halal) and only need formal standardization (halal certificate).

The process of formulating West Sumatra Province regional regulations Number 1 of 2020 concerning the Implementation of Halal Tourism provides an opportunity for all those related to West Sumatra tourism to provide criticism and suggestions related to the contents of the draft regional regulations regarding the implementation of halal tourism. The West Sumatra Tourism Office and the team formulating draft regional regulations allowed all relevant actors to hold an FGD (Forum Group Discussion) where, in this forum, all actors were allowed to be actively involved in perfecting the content of policies regarding the implementation of halal tourism. Not only that, the actors were also asked for their opinions regarding the draft regional regulations. This aims to ensure that these

regulations become more than just written regulations; they can be implemented further according to what is expected.

There are also factional views on the policy for implementing halal tourism, where 7 (seven) factions in the existing DPRD of West Sumatra Province provide alternatives in the form of each faction's views on improving the contents of draft regional regulations regarding the implementation of halal tourism. These factions include the Golkar Faction, PKS Faction, Gerindra Faction, Demokrat Faction, PDIP, and PKB Faction. Meanwhile, two more factions, namely the PPP-Nasdem faction and the PAN faction, only appreciated the formulation of Regional Regulations regarding implementing Halal Tourism. From the various views proposed, each faction has several different views, namely the opinion regarding the title of the draft regional regulation, namely the PKS faction to continue using halal tourism administration. However, it is different from the view of the Gerindra faction, which wishes to continue using the title of regional tourism management. The Golkar Faction added that the regulations suggested adding regulations, namely Regulation of the Minister of Tourism and Creative Economy Number 11 of 2014 concerning restaurant business standards. The reason is that this draft regional regulation also stipulates, among other things, that restaurant businesses must have and carry out restaurant business certification.

The West Sumatra Province DPRD, especially Commission V, conducted an FGD with several actors related to halal tourism in West Sumatra. This FGD was carried out simultaneously to gather aspirations from related parties, such as encouraging MSMEs in West Sumatra to carry out halal certification. Meanwhile, the West Sumatra Provincial Government has implemented an alternative by providing half a subsidy for MSMEs seeking halal certification. Related to the sanctions in the draft regional regulations in the form of administrative sanctions in the form of verbal warnings, written warnings and temporary suspension of activities. The sanctions contained in regional regulations are clear. However, they are not yet strict because several tourism business actors in West Sumatra can ignore the sanctions given. The Regional Government of West Sumatra Province facilitates the development of halal tourism in its region, including facilities for obtaining halal certificates for its tourism businesses as long as it is still in the West Sumatra region.

The West Sumatra Provincial Government also consulted on the draft regional regulations regarding halal tourism through Assistant III of the West Sumatra Provincial

Secretariat with the Ministry of Home Affairs in Jakarta. The results of the meeting approved the use of the title halal tourism in the draft regional regulations. The Ministry of Home Affairs appreciates and approves the historical basis and sociological basis for the need to establish a draft regional regulation for halal tourism in West Sumatra by adding a juridical basis, especially in the considerations section for consideration of the draft regional regulation. Improvements to the articles that accommodate the needs of non-Muslim tourists in the draft regional regulations will also be carried out so as not to cause discrimination in implementing halal tourism in West Sumatra Province in the future.

Apart from that, all Pentahelix actors also carried out an action plan to organize halal tourism in West Sumatra. This action plan involves signing a commitment with actors in the Penta helix collaboration carried out in West Sumatra Tourism development consisting of the Provincial/Regency/City Government, Universities, Tourism Industry, Community, and Regency/City Print and Electronic Media. Pentahelix's support for West Sumatra Halal Tourism who participated in signing the action plan included the Head of the West Sumatra Provincial Tourism Office, KNPI Pariaman City, Prince Beach Hotel, Lamun Ombak Group, Solok City Tourism Office, ASTINDO, Solok City Tourism Office, University Tourism Negeri Padang, Singgalang Daily, TVRI West Sumatra, ASITA, ASPPI, Toyota Kijang Club Indonesia Pariaman, Kota Pariaman Tourism, and others. Halal tourism policy formulation indicates much support for the development of tourism implementation in making regional regulations regarding the implementation of halal tourism from within and outside the West Sumatra government.

Holistic Approach in Halal Tourism Policy

While formulating policies regarding Regional Regulations for the Implementation of Halal Tourism, it still contained a lot about the concept of halal tourism. This policy formulation process is different from what is currently happening, namely that the interpretation of halal tourism is not the Islamization of regulations or the concept of Islamization carried out by dominant groups through government policy (Poernomo et al., 2022). A study carried out by the West Sumatra provincial government in formulating policies for the implementation of halal tourism through the West Sumatra Provincial Government Legal Bureau stated that the title of the Draft Regional Regulation has the potential to be disapproved by the Ministry of Home Affairs. Because the use of the word

halal is synonymous with the Islamic religion, it is contrary to the principle of protection, Bhinneka Tunggal Ika, and the experience of the Legal Bureau in submitting Zakat Draft Regional Regulations, which also did not receive approval from the Ministry of Home Affairs. So, the team formulating the draft regional regulations has yet to be able to continue the process of planning regional regulations based on experience with previously rejected regional regulation plans.

This misunderstanding has become an obstacle in drafting regional regulations on halal tourism. This is because there is no written approval from the Ministry of Home Affairs for the title of the draft plan for implementing halal tourism. So, the West Sumatra Legal Bureau has yet to be able to continue the process of drafting the West Sumatra Halal Tourism regional regulations. After receiving clarity from the Ministry of Home Affairs, the Team for finalizing the draft regional regulations held a meeting with the West Sumatra Legal Bureau because they had received an explanation from the Ministry of Home Affairs so that the draft regional regulations could continue to be discussed at the next level. At the time of finalizing the draft regional regulations, there was a negotiation process between the team for finalizing the draft regional regulations and the Ministry of Home Affairs in the process of determining the title of the draft regional regulations, which resulted in a title with a new nomenclature, namely "Providing Halal Tourism."

The change in members of the West Sumatra Province DPRD in 2019 was also one of the reasons why draft regional regulations experienced delays in the discussion process. From the data that the author obtained in one of the documents, the draft regional regulation for implementing halal tourism could only be completed at the end of 2019, so it will continue in 2020. Before entering the decision-making process, the West Sumatra Province DPRD continues to hold public hearings involving stakeholders related to halal tourism. Furthermore, the plenary meeting to ratify the draft regional regulations regarding the implementation of halal tourism was finally ratified on June 9, 2020, as West Sumatra Province Regional Regulation Number 1 of 2020 concerning the Implementation of Halal Tourism. The ratification was signed by the governor and deputy governor of West Sumatra Province, namely Irwan Prayitno and Nasrul Abit, and also signed by the chair of the West Sumatra Province DPRD, Supardi. The existence of regional regulations regarding the implementation of halal tourism in West Sumatra Province is expected to increase tourist visits to West Sumatra.

Currently, the West Sumatra Provincial government has Governor Regulation (Pergub)

Number 19 concerning Implementing Regulations for Regional Regulation Number 1 of 2020 concerning the Implementation of Halal Tourism to stakeholders in the region. After 2 (two) years since the enactment of Regional Regulation Number 1 of 2020, there was a vacuum regarding programs and activities as an implication of the birth of this regional regulation and the impact of the COVID-19 pandemic; the Provincial Government has only followed up on this regulation at a more implementable regulatory level in the form of a Governor's Regulation. Ironically, the Government still assumes that at the implementation level, the meaning of halal tourism is still unknown to stakeholders, such as information from informants in research which states that halal tourism in West Sumatra is not only for Muslim tourists but also non-Muslims, how is halal tourism implemented? Provide more additions to Muslim and non-Muslim tourists to meet their needs while visiting West Sumatra. Several parties, including regional government organizations, hotel and inn owners, restaurants, and tourist guides in the province, have carried out the socialization of this policy. Based on this policy, it must have halal certification. However, due to budget constraints, the West Sumatra provincial government has yet to do much. Governor Mahyeldi has experience developing integrated tourism development strategies to lead the City of Padang (Zumaida et al., 2020).

Apart from that, the collaboration process between parties has yet to be seen in the significant implementation of halal tourism. Similar to the findings of a study conducted by Purwandani & Yusuf (2021) in Padang City, there has yet to be collaboration in implementing halal tourism in Padang City with stakeholders such as the Government and the hotel industry. However, an interesting finding is that the Provincial Government, through this Gubernatorial Regulation, is still at the level of understanding the concept between stakeholders in the tourism industry. The concentration on working on halal certification for culinary tourism, such as halal restaurants and eateries, which is the strength of halal tourism in West Sumatra from a financial perspective, has yet to be prepared by the Provincial Government to encourage this.

CONCLUSION

West Sumatra Province Regional Regulation Number 1 of 2020 concerning implementing Tourism is a new direction for West Sumatra tourism development. It is a concrete manifestation of policy implementation and policy collaboration with the central

government, resulting in a new tourism development model at the regional government level. It cannot be denied that the actors who initiated this halal tourism policy have limited data and information in policy formulation, so the policy environment does not support the policy's implementation nationally, which impacts the lack of significance of this policy in increasing tourist visits. However, on the other hand, this regional regulation is strongly supported because West Sumatra is blessed with natural beauty, philosophy, and especially Islamic culture, which is the primary capital for the effective implementation of this policy in addition to increasing the prosperity and welfare of the people in the West Sumatra region.

Local actors and leaders also strongly support this halal tourism policy, where local elites are quick to respond to existing problems so that they are formulated in a policy. The creation of this halal tourism policy must be recognized as a policy breakthrough carried out by the West Sumatra provincial government. However, the government must develop other strategies and policies to support the effectiveness of halal tourism policies. So, the policy implications have a more significant impact on improving the economy and community welfare, which can be seen from the increasing number of tourists visiting West Sumatra Province.

ACKNOWLEDGEMENTS

Briefly thank the West Sumatra provincial government, the West Sumatra provincial DPRD, and all research informants who have contributed data and information in this research.

REFERENCE

- Abror Abror, Yunia Wardi, Okki Trinanda & Dina Patrisia. (2019). The impact of Halal tourism, customer engagement on satisfaction: moderating effect of religiosity, Asia Pacific Journal of Tourism Research, 24:7, 633-643, DOI: 10.1080/10941665.2019.1611609
- Adidaya AY. (2016). Halal in Japan: History, Issues and Problems. University of Oslo. [Online] from <https://www.duo.uio.no/handle/10852/52149>. [Accessed 16 July 2023]. <https://www.duo.uio.no/handle/10852/52149>
- Adinugraha, H. H., Nasution, I. F. A., Faisal, F., Daulay, M., Harahap, I., Wildan, T., Purwanto, A. (2021). Halal Tourism in Indonesia: An Indonesian Council of Ulama National Sharia Board Fatwa Perspective. The Journal of Asian Finance, Economics and Business, 8(3), 665–673. <https://doi.org/10.13106/JAFEB.2021.VOL8.NO3.0665>.

- Agus, B., Syahrizal, & Meiyenti, S. (2006). A study of the application of the basic philosophy of Basandi Syarak-Syarak Basandi Kitabullah in West Sumatra. Padang: BPP Prov. West Sumatra.
- Anderson J. E. (2011). Public policymaking : an introduction (7th ed. ; International). Wadsworth/Cengage Learning.
- Andriani, D. K. K. 2015. Final report of the study on sharia tourism development. Jakarta: Deputi Bidang Pengembangan Kelembagaan Kepariwisata.
- Battour, M., & Ismail, M.N. (2016). Halal tourism: Concepts, practises, challenges and future. *Tourism Management Perspectives*, 19, 150-154.
- Bon, M., & Hussain, M. (2010). Halal. In N. Scott & J. Jafari (Eds.), *Tourism in the Muslim world: Bridging tourism theory and practice* (vol. 2, pp. 47–59). Bingley: Emerald Group Publishing Limited. [https://doi.org/10.1108/S2042-1443\(2010\)0000002007](https://doi.org/10.1108/S2042-1443(2010)0000002007).
- Carboni, M., Perelli, C. and Sistu, G. (2014), "Is Islamic tourism a viable option for Tunisian tourism? Insights from Djerba", *Tourism Management Perspectives*, Elsevier, Vol. 11, pp. 1-9.
- Church, Andrew. (2004). Local and Regional Tourism Policy. In A. Lew, C. Michael Hall, & A. Williams (Eds.), *A companion to tourism* (pp. 555–568). Blackwell. <https://doi.org/10.1002/9780470752272.ch42>.
- Churiyah Madziatul., Pratikto, Heri., Filianti and Akbar, Muhammad Fikri. (2020). Halal Tourism: Between Economic Opportunities and Social Acceptance. *Nusantara Halal J.* 2020, Vol. 1 No. 1 pp. 32–42 (Article) | Received 28 June 2020 | Revised 1 August 2020 | Accepted 2 August 2020 | Published 21 August 2020 | <http://dx.doi.org/10.17977/um060.2020v1p032-042>
- Chookaew, S., Chanin, O., Charatarawat, J., Sriprasert, P., & Nimpaya, S. (2015). Increasing Halal Tourism Potential at Andaman Gulf in Thailand for Muslim Country. *Journal of Economics, Business and Management*, 3, 739-741.
- Cooper, C., Fletcher, J., Gilbert, D., Wanhill, S., & Shepherd, R. (1998). *Tourism: Principles and Practice* (2nd ed.). New York: Longm.
- Creswell, J. W. (2014). *Research Design: Qualitative, Quantitative and Mixed Methods Approaches* (4th ed.). Thousand Oaks, CA: Sage.
- Doorne, S. (1998). Power, participation and perception: An insider's perspective on the politics of the Wellington waterfront redevelopment. *Current Issues in Tourism* 1(2), 129–66.
- Dredge, D. 2001. Local government tourism planning and policy-making in New South Wales: Institutional development and historical legacies. *Current Issues in Tourism* 4(2/4), 355–80.
- Dye, Thomas R. (2017). *Understanding public policy*. Englewood Cliffs, N.J. :Prentice-Hall.

- El-Gohary, Hatem. (2016). Halal tourism, is it really Halal? *Tourism Management Perspectives*, Volume 19, Part B, Pages 124-130, ISSN 2211-9736. <https://doi.org/10.1016/j.tmp.2015.12.013>.
- Fatimah, S., & Ramadhan, D. (2019). Sustainable tourism integrated tourism area based on culture and local wisdom at Mandeh Area. *International Journal of Tourism, Heritage and Recreation Sport*, 1(1), 1-7.
- Faisal, Asriani, Erina, Pane., Syafril, Syafrimen. (2020). A Model of Sharia Tourism Policy Based on Local Wisdom. Conference: 1st Raden Intan International Conference on Muslim Societies and Social Sciences, 10.2991/assehr.k.201113.059.
- Fischer, J. (2011). *The Halal Frontier: Muslim Consumers in a Globalized Market*. Palgrave Macmillan. Contemporary Anthropology of Religion <http://us.macmillan.com/thehalalfrontier/JohanFischer>
- Global Muslim Travel Index. (2019). Mastercard - CrescentRating report.
- Gusman, A.P, Kurniawan, H. (2018). Fuzzy Logic Dalam Menganalisa Pengaruh Konsep Halal Tourism Terhadap Perilaku Masyarakat Sumatera Barat. *Jurnal Matematika UNAND*, 7(2), 235-242. <http://jmua.fmipa.unand.ac.id/index.php/jmua/article/view/345/335>.
- Hall, C. M. (2002). Travel safety, terrorism and the media: The significance of the issue-attention cycle. *Current Issues in Tourism* 5(5), 458-66.
- Hall, C. M., & Jenkins, J. (2004). Tourism and public policy. In A. Lew, C. Michael Hall, & A. Williams (Eds.), *A companion to tourism* (pp. 525-540). Blackwell. <https://doi.org/10.1002/9780470752272.ch42>.
- Hartarto, Romi Bhakti., Wardani, Dyah Titis Kusuma., & Wibowo, Wahyu Tri. (2022). Tourist arrivals to Indonesia: does religion matter? *Journal of Policy Research in Tourism, Leisure and Events*, DOI: 10.1080/19407963.2022.2137807.
- Hidayat, Benny., Hesna, Yervi., Suraji, Akhmad, Istijono, Bambang., Ophiyandri, Taufika. (2017). Challenges For Tourism Infrastructure Development In West-Sumatra Province Of Indonesia, *International Journal of Civil Engineering and Technology (IJCIET)*, 2017, 8(10), PP1009-1016.
- Jaelani, A. (2017). Halal Tourism Industry in Indonesia: Potential and Prospects. *International Review of Management and Marketing*, 7(3), 25-34. Retrieved from <https://www.econjournals.com/index.php/irmm/article/view/4352>.
- Jenkins, J. (2001). Statutory authorities in whose interests? The case of Tourism New South Wales, the bed tax, and the Games. *Pacific Tourism Review* 4(4), 201-18.
- Larson, J. (1982). *Bureaucracy and Policy Implementation*. By Randall B. Ripley and Grace A. Franklin. (Homewood, Ill.: Dorsey Press, 1982. Pp. xii 226. \$8.95, paper.). *American Political Science Review*, 76(3), 673-673. doi:10.2307/1963765
- Lenggogeni, Sari (ed.). (2017). *CREA Tourism: Supporting Sustainable Tourism*

Development. Jakarta: PT. Muja Raya.

Marlinda, A. P., Cipto, B., Al-Fadhat, F., & Jubba, H. (2021). South Korea's Halal Tourism Policy - The Primacy of Demographic Changes and Regional Diplomacy. *Academic Journal of Interdisciplinary Studies*, 10(3), 253. <https://doi.org/10.36941/ajis-2021-0081>.

Moleong, Lexi J. (2018). *Metodologi penelitian kualitatif*. Bandung: PT Remaja Rosdakarya.

Nurdiansyah, Alfian. (2018). Halal Certification and Its Impact on Tourism in Southeast Asia: A Case Study Halal Tourism in Thailand. *The 1st International Conference on South East Asia Studies*, 2016. *KnE Social Sciences*, pages 26–43, DOI 10.18502/kss.v3i5.2323.

Neuman, W. Lawrence. (2014). *Social Research Methods : qualitative and quantitative approaches* (Ed. 7th). Harlow: Pearson Education Limited.

Katuk, N., Ku-Mahamud, K.R., Kayat, K., Abdul Hamid, M.N., Zakaria, N.H. and Purbasari, A. (2021). "Halal certification for tourism marketing: the attributes and attitudes of food operators in Indonesia", *Journal of Islamic Marketing*, Vol. 12 No. 5, pp. 1043-1062. <https://doi.org/10.1108/JIMA-03-2020-0068>.

Kettani, H. (2010). Muslim population in Asia: 1950–2020. *International Journal of Environmental Science and Development*, 1(2), 143–153. <http://ijesd.org/papers/28-D437.pdf>.

Mohsin, Asad., Ramli, Noriah., Abdulaziz Alkhulayfi, Bader. (2015). Halal tourism: Emerging opportunities, *Tourism Management Perspectives*, Volume 19, Part B, Pages 137-143, ISSN 2211-9736, <https://doi.org/10.1016/j.tmp.2015.12.010>.

Purwandani, Intan & Yusuf, Mohamad. (2021). Localizing Indonesian Halal tourism policy within local customs, Qanun, and marketing. *Journal of Policy Research in Tourism, Leisure and Events*, DOI: 10.1080/19407963.2021.1996382.

Putiah, J. D. M. N. (2007). Mambangkik Batang Tarandam in an effort to leave and preserve Minangkabau adat in facing the modernization of national life. Bandung: Citra Umbara.

Poernomo, B, S.M., Frestes, M, S, D., Sukirno., Premchaiporn, N. 2022. Tourist Perceptions of Halal Tourism that Provides Tourist Satisfaction: a Case Study on Tourism in West Sumatra. *Ilomata International Journal of Social Science*, 3(4), 377-388 <https://doi.org/10.52728/ijss.v3i4.587>.

Rasul, Tareq. (2019). The trends, opportunities and challenges of halal tourism: a systematic literature review, *Tourism Recreation Research*, DOI: 10.1080/02508281.2019.1599532.

Rindrasih, E. (2021). The Halal Tourism Trajectory, the Emergence and Challenge: The Case of Nanggroe Aceh Darussalam Post-2004 Tsunami. *Humaniora*, 33(1), 71-80/*doi:<http://dx.doi.org/10.22146/jh.63170>*/doi:<https://doi.org/10.22146/jh.6>

3170.

- Ripley, R. B., & Franklin, G. A. (1986). *Policy implementation and bureaucracy*. 2nd ed. Chicago, Ill., Dorsey Press.
- Rubin, A. and Babbie, E.R. (2008) *Research Methods for Social Work*. Brooks/Cole, Belmont.
- Samori, Z., Md Salleh, N.Z., Khalid, M.M. (2016). Current trends in halal tourism: Cases in selected Asian countries. *Tourism Management Perspectives*, 19, 131-136. Available from: https://scholar.google.com/scholar?cluster=6748903589466654628&hl=id&as_sdt=0,5.
- Sayekti, Nidya Waras. (2019). Strategi Pengembangan Pariwisata Halal di Indonesia. *Jurnal Kajian*, 24(3), 159-171.
- Subarkah, Alwafi Ridho., Rachman, Junita Budi., Akim. (2020). Destination Branding Indonesia sebagai Destinasi Wisata Halal. *Jurnal Kepariwisata: Destinasi, Hospitalitas, dan Perjalanan*, 4(2), 84-97.
- Susgenti, N. (2019). FAKTOR PENDORONG WISATAWAN MALAYSIA BERKUNJUNG KE SUMATERA BARAT. *Journal of Economics and Management Sciences*, 2(1), 057-072. Retrieved from <https://ojs.hr-institut.id/index.php/JEMS/article/view/31>.
- Thomson Reuters & Dinar Standard. (2018). *State of the Global Islamic Economy Report 2018/19*.
- Wanna, John. (2008). Collaborative Government: Meaning, Dimension, Drivers and Outcome. In O'Flynn, Janine & Wanna, John (Eds.), *Collaborative Governance: A New Era of Public Policy in Australia?* ANU Press. <http://www.jstor.org/stable/j.ctt24h315>.
- Waryono, W. (2022). The Importance of Halal Tourism Policy in West Sumatera. *Relevance: Journal of Management and Business*, 5(1), 060-077.
- Wibowo, M. G. ., & Khoiruddin, A. Y. (2020). Model of Halal Tourism Management in Bukittinggi City, West Sumatra Province, Indonesia. *International Journal of Publication and Social Studies*, 5(2), 115-130. <https://doi.org/10.18488/journal.135.2020.52.115.130>.
- World Travel and Tourism Council. *Travel and Tourism Economic Impact 2016 World*. [Online] from <https://www.wttc.org/-/media/files/reports/economic-impact-research/countries-2016/thailand2016.pdf> (2016). [Accessed 17 July 2016]. <https://www.wttc.org/-/media/files/reports/economic-impact-research/countries-2016/thailand2016.pdf>
- Zaenuri, M., Hasan, Y.A., Wahyuningsih, S., Atmojo, M.S., & Iqbal, M.W. (2021). Halal Tourism Concepts and Policies: Case in West Nusa Tenggara. *Proceedings of the 4th International Conference on Sustainable Innovation 2020–Social, Humanity, and Education (ICoSIHESS 2020)*.

- Zulvianti, Nora, Hasdi Aimon, and Abror Abror. (2022). "The Influence of Environmental and Non-Environmental Factors on Tourist Satisfaction in Halal Tourism Destinations in West Sumatra, Indonesia" *Sustainability* 14, no. 15: 9185. <https://doi.org/10.3390/su14159185>.
- Zumaida, R., Koeswara, H., & Aromatica, D. (2022). Strategi Pemerintah Kota Dalam Pengembangan Kawasan Wisata Terpadu (KWT): Sebuah Implikasi Intervensi Kebijakan Pengembangan Pariwisata. *Jurnal Administrasi Dan Kebijakan Publik*, 7(2), 160-176. <https://doi.org/10.25077/jakp.7.2.160-176.2022>.