

HISTORICAL TRAJECTORIES OF HALAL TOURISM POLICIES AND INITIATIVES IN INDONESIA, 1975–2018

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Abstract. The use of the historical study approach in this paper is to examine how the development and change of both the practice and paradigm of halal tourism in Indonesia. This paper traces the historical trajectories of the development of halal tourism in Indonesia. Qualitative method and document review allowed detailed historical tracing of key halal tourism development plans, initiative sand policies. There are two broad categories namely halal tourism policy and halal destination development as a location-based pioneering development. The analysis highlights how the distinct historical contexts of state involvement shape the present and future characteristics of halal tourism development in Indonesia. The findings suggest that halal tourism is not solely in response to the demand of tourists, but the effort to develop the greatness of Islam to the wider community.

Keywords: *Development, Halal tourism, Government, Initiatives, Indonesia.*

1. INTRODUCTION

Indonesia is an archipelagic country consist of 16.056 islands (Ministry of Home Affairs, 2018), in various sizes but five large islands, namely Papua, Kalimantan, Sumatra, Java and Sulawesi. The country stretches over an area of 1.8 million km² with a coastline of 104,000 km. Indonesia is the largest archipelagic country in the world, stretching from the Pacific Ocean to the Indian Ocean. Consisting of natural islands, exotic biodiversity, tropical climate, and cultural diversity make it a popular tourist destination. Administratively, Indonesia consists of 34 provinces with 416 districts and 98 municipalities (Ministry of Home Affairs, 2018). The total population in 2018 is projected to be more than 266.91 million people (Statistical Bureau, 2016). Indonesia is the fourth most populous country in the world and has the largest Muslim population in the world as well. The total population embraced Islam is 87.2 percent (estimated 225 million people), making Indonesia the largest Muslim country in the world. Java is the most populous island with a total population of 57.7 percent. While the rest are spread on almost all islands. The national language is Bahasa Indonesia, beside more than 700 local languages in use (Gunawan et al., 2017).

The Indonesian government has placed tourism as a major sector, in an effort to boost economic growth, when other sectors of the economy declined (Ministry of Tourism, 2015). As a country with the largest Muslim population in the world, Indonesia has great potential in the development of halal tourism (Crescentrating, 2018). Indonesia has a conducive atmosphere for Muslim tourists, with the availability of facilities to obtain halal food that has received halal guarantees from the Indonesian Ulama Council (MUI), or food provided by the Muslim community guaranteed halal.

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Apart from food, there is also the availability of comfort for purification and worship, because places of worship are widely available both in residential areas and public places. In all regions of Indonesia, the call for prayer is widely heard, when prayer times come, including on electronic media, television and radio. In Indonesia, there are many tourist facilities and these facilities are halal, but need to be managed more systematically (Ministry of Tourism and Creative Economy, 2012).

In the development of halal tourism, the role and principles of Islam are inherited, the provision of tourism services and facilities in accordance with the needs of Muslims, for example, hotels, resorts, and trips in accordance to *sharia*. As Battor and Ismail (2016) state that halal tourism is tourism that adheres to Islamic law and involves Muslims in the tourism industry. Such tourist destinations are not limited to Muslims, but to facilitate the needs of Muslims. Halal tourism involving people of the Muslim faith that encourages them to maintain their religious principles and values while traveling.

This paper is a review of literature on the development of tourism in Indonesia by using secondary materials, such as reports from the Ministry of Tourism and related documents to the provincial and district governments in Indonesia. The purpose of this paper is to reveal how tourism policies were implemented in the developments of halal tourism in Indonesia. In order to answer the objective, the paper will be structured into three main sections as follows. First section briefly explain about Indonesia, including the population of the Islamic community and resource potential related tourism; the second section describes the tourism development in Indonesia; and the third section finally describes how halal tourism policies in Indonesia were implemented in the development of halal tourism at the provincial scale, by choosing three provinces to illustrate these developments.

2. NATIONAL TOURISM DEVELOPMENT IN INDONESIA AND METHODOLOGICAL APPROACH

Lately, Indonesia has placed tourism as a leading sector. The government's attention is very serious in developing the tourism sector. Various policies have been carried out, from the national level to the lowest level of government. Indonesia as a developing country is highly dependent on natural resource sectors, such as oil and gas, mining and extractive material, palm oil, rubber, and other natural resources. However, lately, in line with the development of the global economy, these commodities are not experiencing growth, even inclined negative growth, only the tourism sector which is experiencing significant growth. Figure 1, shows the projections of foreign exchange income from the main economic sectors in Indonesia. By 2020, the tourism sector is the biggest contributor to foreign exchange income for Indonesia.

The projection of tourism sector will continuously increase for the next 4 years compare to oil and gas sectors. By 2019, tourism foreign exchange earnings are forecasted to grow to 20 billion USD. Meaning that tourism sector will be one of the most intensive contributor sectors to the economy. By looking at this development, the government has paid more attention to the tourism sector. There are at least two policies related to the tourism sector, the development of new tourist destinations and the development of halal tourism. In developing a destination, planning approach of the central government has developed 10 major tourist destinations as shown in Table 1.

The Indonesian government has invested significant resources to enhance and promote the tourism industry. With a target of 20 million international arrivals in 2019, the government aims to emulate the success of Bali and has identified the following objectives for the development of tourism, which is labelled as the “New Bali” (Ministry of Tourism, 2015). This initiative is to select a location with high tourism resources, unique selling proposition,

supporting ecosystems tourism facilities, such as local communities, local governments, and infrastructure accessibility.

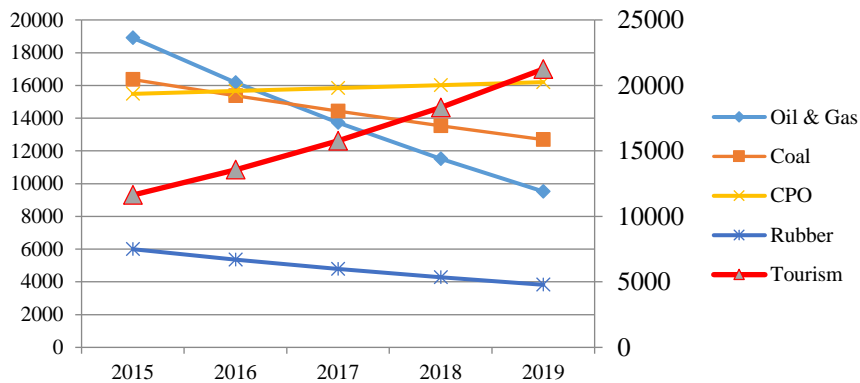


Figure 1. Projection of Foreign Exchange Earnings from the Main Economic Sectors (Oil and Gas, Coal, Crude Palm Oil (CPO), Rubber, and Tourism) in Indonesia.

Source: Pusdatin (Data and Information Center) Ministry of Tourism (2014)

From these strategic tourism destinations, four are currently in its focus: Lake Toba, Borobudur, Mandalika and Labuan Bajo. In these destinations, the Indonesian Government is building key infrastructure, including restaurants and accommodation to improve the level of facilities and services to attract more tourist. This is part of a long-term plan to boost overall tourism in Indonesia. In addition, Indonesia is also actively stimulating the growth of cross-border tourism with destinations such as Malaysia, Singapore, Thailand and the Philippines. The Tourism Ministry is also conducting sales missions to top targeted cities such as Jeddah, London, Mumbai and Sydney, Shanghai and Beijing to attract international visitors beyond Southeast Asia. While these investments have been aimed at increasing the overall number of foreign tourist arrivals, these developments will also assist in supporting the overall climate for welcoming more Muslim visitors to the country.

Table 1. Ten National Tourism Destinations

No.	Destination	Main Attraction	Province
1.	Lake Toba	Lake (Volcano lake)	North Sumatra
2.	Tanjung Kelayang	Beach and Small Islands	Bangka Belitung
3.	Tanjung Lesung	Beach and Small Islands	Banten
4.	Thousand Islands	Beach and Small Islands	Jakarta
5.	Borobudur	Heritage	Central Java
6.	Bromo-Tengger-Semeru	Mountains and highlands	East Java
7.	Mandalika	Beach and Small Island	West Nusa Tenggara
8.	Labuan Bajo	Beach and Small Island	East Nusa Tenggara
9.	Wakatobi	Beach, coral reef and Small Islands	Southeast Sulawesi
10.	Morotai	Beach and Small Islands	North Maluku

Source: Adopted from Ministry of Tourism (2016)

The second policy is the development of halal tourism. Halal tourism has been a concern of the public and government since the last decade. Halal tourism development is an alternative for the tourism industry in Indonesia along with global tourism trends. In an effort to develop halal tourism, the Ministry of Tourism takes an internal and external approach. The internal

approach to reinforce capacity as human resource training, and outreach to the community - businesses (Jaelani, 2017). The Ministry of Tourism disseminates information to tourism organizations in Indonesia, for example the Association of Indonesian Hotels and Restaurants (PHRI—*Persatuan Hotel Restoran Indonesia*-PHRI) and the Association of the Indonesia Tours and Travel (ASITA). PHRI to ensure its hotels are halal for Muslim tourists, because halal tourism is an activity that is supported by a wide range of facilities and services provided by communities, businesses, governments, and local governments that comply with *sharia* requirements (Ministry of Tourism, 2012; Jaelani, 2017).

Halal tourism can be used by many people because of the universal characteristics of its products and services. Tourist products and services, tourist objects, and tourist destinations in halal tourism are the same as products, services, objects and tourism destinations in general as long as they do not conflict with Islamic values (Andriani, 2015). In the development of halal tourism, the Ministry of Tourism cooperates with the National *Sharia* Council (DSN), the Indonesian Ulama Council (MUI) and the Business Certification Institute (*Lembaga Setifikasi Usaha* - LSU). Halal tourism goals are to increase tourist, domestic and foreign visits to visit various tourist attractions that have Islamic values, which are spread throughout Indonesia. Another goal is to encourage the growth of Islamic business in the tourism industry (Jaelani, 2017).

While the external approach, the Ministry of Tourism, openly learns from other countries that have applied the concept of halal tourism, such as Malaysia which has been known as a halal tourist destination (Jaelani, 2017). The ministry of tourism also cooperates with outside parties such as GMTI to create a destination assessment index. Involving Global Muslim Travel Index (GMTI), has spawned an index to assess destinations in Indonesia, which is known as the Indonesian Muslim Travel Index (IMTI) that assess the extent of the readiness of the destination – the unit of analysis provinces – in developing the halal tourism (Crescentrating, 2018).

This article is based on research that adopted qualitative approach involving focus group discussion, document analysis and observations. The research examined halal tourism policies and initiative in developing Indonesia. In tracing the historical trajectories of halal tourism development policies and planning in Indonesia, the national tourism policies, plans and other related documents are reviewed. In addition, the analysis also draws on published research focusing on different aspects of tourism and national development in Indonesia. The framework approach for qualitative analysis as developed by Ritchie & Spencer (2002) is used to analyse the documents through the five-step process of familiarisation, identifying a thematic framework, indexing, charting, and mapping and interpretation.

The familiarisation stage involved immersion in the data through detailed reading of policy documents in order to get an overview of the range and diversity of the data gathered. The second stage devising key issues which were then used for refining themes. The third stage is mapping and interpretation, the central concern was to provide a coherent analysis of all gathered data. In achieving this aim of analytic relations, Yin (2017) analytic techniques of pattern matching and explanation building helped to complement the framework approach to data analysis utilised.

Both techniques allowed data to be analysed in a way that built up an explanation about the causal links between key historical issues on tourism policies. Data analysis is an iterative process through which data was examine for meaning and connections. Halal tourism development in Indonesia can be sorted by year, as shown in Table 2.

Table 2. Halal Tourism Development Trajectory in Indonesia

No.	Year	Halal tourism trajectories
1.	1975	• Establishment of Indonesian Ulama Council - <i>Majelis Ulama Indonesia</i> (MUI).
2.	2012	• Soft launched of <i>Shariah Tourism</i> . • <i>Shariah</i> tourism guidelines book launched.
3.	2013	• Global Halal Forum Wonderful Indonesia as Muslim Friendly Destination • <i>Shariah</i> Tourism Grand launching
4.	2014	• Ministry of tourism identifies <i>shariah</i> tourism destinations • Halal products assurance law was passed
5.	2015	• Indonesia won three awards in World Halal Travel Award in Dubai • Launched Muslim Visitor Guides in English and Arabic • Embarked on a Destination Marketing project to promote Indonesia with HalalTrip via influencer marketing and blog articles and video.
6.	2016	• Halal Tourism Acceleration & Development Team within Ministry of Tourism was established Criteria and decision for Halal Tourism Destination development • Indonesia won 12 of 16 World Halal Tourism Awards.
7.	2017	• New Halal Products Certification Agency (<i>Badan Penyelenggara Jaminan Produk, BPJPH</i>) was formed.
8.	2018	• Launch of Indonesia Halal Tourism Expo

Source: Modified from Indonesia Muslim Travel Index (2018).

3. HALAL TOURISM PLANNING AND INITIATIVES

In particular the development of halal tourism or *sharia*-based tourism in Indonesia is relatively new. The initiative was developed along with the development of the global halal tourism. Although initially various parties saw that halal tourism branding would limit the interest of non-Muslim tourists. The sequence of halal tourism idea is also contentious in Indonesia, proved by many figures who questioned the relevance of the halal tourism labelling. At the beginning, authorities in the ranks of the Minister of Tourism, was less agree with this concept. The use of Islamic travel, halal travel, family travel terms considered not appropriate, too exclusive and a bias-based banning on certain religion (*Kajian Pengembangan Wisata Syariah*, 2015; Hidayah et al., 2017). Furthermore, they refuse to use such term of halal or *sharia* or Islamic tourism, because the term is closer to radicalism. However, halal tourism today has become a serious concern from the government, due to the great economic impact and prospects for global development in the future.

More clearly, here will explain each phase of the development of halal tourism in Indonesia, starting from the initial stage, which is the initiation to form the Indonesian Ulama Council which later becomes an institution that provide halal certification to tourism products. Furthermore, it explains the initiatives and achievements in the field of halal tourism until 2018.

3.1 Establishment of Indonesian Ulama Council, 1975

Indonesian Ulama Council (*Majelis Ulama Indonesia* - MUI) was established on, 7 Rajab, 1395 H / 26 July, 1975 in Jakarta, Indonesia (MUI, 2018). The aim is to cover the differences between religious groups in the community. Provide guidance and views on Islam that are different among Muslims. In its implementation, the MUI accommodates the differences that exist in society, using the most moderate considerations that can be accepted by all parties, especially in matters of branches (*furu'*). Syamsul (1989) states that there are seven main roles of the Indonesian Ulama Council. These roles are: (a) Guiding Muslim communities to realize

religious communities; (b) Giving a fatwas on the problems of the Islamic ummah in line with contemporary realities in Indonesia; (c) Supporting the Islamic community to realize Islamic solidarity and reciprocal relations between themselves and followers of other religions to maintain national unity; (d) Acting as an intermediary between the *ulama* and *umara* (government officials) and as a translator of the government program for the Islamic community; (e) Acting to ensure mutual cooperation between Islamic institutions and Islamic intellectuals; and (f) Acting as a representative of the Islamic community in dialogue with representatives of other religions.

When tourism became the focus of national development, and halal tourism developed into a new trend, the government through the Ministry of Tourism asked the Indonesian Ulama Council for guarding the implementation of halal tourism, to ensure it does not conflict with the principles of Islamic *Shariah* (Ministry of Tourism, 2016). In 2016, the MUI issued a fatwa, regarding the Guidelines for the Implementation of *Sharia*-Based Tourism, the concept of this fatwa that tourism is an economic activity provided by the community. Thus, it emphasizes the aspect of supply. Then the supply of products and services in tourism must be based on Islamic law (MUI, 2016).

3.2 Launched of *Sharia* Tourism, 2012

The Ministry of Tourism and Creative Economy together with the National *Sharia* Council - (the board under the MUI) held a soft-launching on Improving *Sharia* Tourism Programs in Surabaya, Indonesia. The government realizes that the interest and needs of the people, both local and foreign, have increased in tourism that does not conflict with *sharia* principles in Indonesia. Although basically *sharia* tourism products and services have been available for a long time in the community in Indonesia. For this reason, the government took the initiative to encourage the development of *sharia*-based tourism. Like other Muslim countries in the world, Indonesia has several tourist destinations that have begun to offer tourism products and services with Islamic values that appeal to Muslim tourists. Starting from the soft launch event, the government has identified and encouraged the development of destinations that provide tourism products and services in line with *sharia* values. At least nine potential destinations are being developed to be promoted as *Sharia* Tourism destinations, namely West Sumatra, Riau, Lampung, Banten, Jakarta, West Java, East Java, Makassar and Lombok (MTCE, December 2012).

In order to develop and promote *sharia*-based tourism in Indonesia, the Ministry of Tourism and Creative Economy formed a Working Group consisting of various groups representing the tourism sector. This working group carried out a series of programs such as discussions with tourism stakeholders (i.e. academics, educators, scholars, and tourism industry players); make field visits to regions in the country that have the potential to develop *sharia* tourism, and conduct comparative studies to foreign countries that have implemented *sharia* tourism. The final results of the program include: 1) in terms of products, the Ministry of Tourism and Creative Economy (MTCE) forms the standardization of *sharia* tourism businesses (hotels, restaurants, spas, tour operators, etc.); 2) in terms of human resources, MTCE works with several parties, including universities, in order to prepare human resources that meet the needs of the *sharia* tourism industry (standardized workers such as guides, hotel customer service, etc.); 3) in terms of promotion, MTCE promotes Indonesia as a friendly, safe and comfortable tourist destination for Muslim tourists, and disseminate information to the regions, as well as participating in *sharia* tourism exchange events abroad (MTCE, December 2012).

3.3 Global Halal Forum – Wonderful Indonesia as Muslim Friendly Destination, 2013

One of the ways to introduce *Sharia* Tourism in Indonesia to the international community and the world, MTCE in collaboration with the Indonesian Ulama Council held a Global Halal Forum entitled *Wonderful Indonesia as Moslem Friendly Destination* in Jakarta (MTCE, October 2013). This event is an initiative of the Indonesian government to introduce *sharia*-based tourism to the Indonesian people and the global community. Of the total foreign tourists visiting Indonesia, 7 million in 2012, 1.2 million (18 percent) are Muslim tourists, consumers who need halal tourism products and services. MTCE continues to develop halal tourism in Indonesia and increases awareness of the tourism industry, to continue to develop products that meet *sharia* standards, so as to further increase the number of foreign Muslim tourist arrivals up to 20-25 percent of the current number.

3.4 Identification of *Sharia* Destinations and Halal Products, 2014

The Indonesian government stated that there are nine destinations that will become *sharia* tourist destinations, namely West Sumatra, Riau, Lampung, Banten, Jakarta, West Java, East Java, Makassar, and Lombok. The nine *sharia* tourist destination areas were determined based on the readiness of human resources, local culture, regional tourism products, and tourist accommodation. The establishment of *sharia* tourism destination in preparation for the launch of *sharia* tourism products in 2014 (Kompas, 2014).

The nine destinations are considered ready because they have provided many halal foods stalls, places of worship that are easily accessible by tourists, as well as guaranteed safe accommodation for Muslim tourists. In addition, the implementation of *sharia* tourism must also be supported by travel agency services and tour guides with good capabilities. Halal tourism not only for Muslim travelers, but non-Muslim travelers can also enjoy the products and services provided at halal destinations. Halal tourism also not only in the form of pilgrimage and religious attraction but also includes the availability of supporting facilities, such as restaurants and hotels that provide halal food and places of worship. Therefore, the active promotion of *sharia* tourism is expected to increase to 20 to 25 percent in 2014-2015. The Muslim tourist visits to Indonesia continued to increase from year to year, the majority of which came from ASEAN and the Middle Eastern countries.

3.5 Halal Tourism Products and Islamic World Recognition, 2015

At the end of 2014, the title of Ministry of Tourism and Creative Economy was changed into the Ministry of Tourism, due to the change in national political leadership. In the new government the tourism sector is increasingly gaining attention, to become the engine of national economic growth. Likewise, halal tourism has its development priorities (Ministry of Tourism, 2015). As Islamic world recognition, Indonesia won three awards in World Halal Travel Award in Dubai and Launched Muslim Visitor Guides in English and Arabic and Embarked on a Destination Marketing project to promote Indonesia with HalalTrip via influencer marketing and blog articles and video (2015). The national government through the Ministry of Tourism spurred the development of halal tourism so that in the year 2015 Indonesia won three awards as the world halal tourism destination at the World Travel Awards 2015 held in the United Arab Emirates (UAE) (halalfocus.net, October 2015). Indonesia managed to win awards for three categories, namely; The Best Halal Travel Destinations, The Best Halal Honeymoon Destinations for Lombok Island, West Nusa Tenggara Province and the Best Family Friendly Hotels for Sofyan Hotels. The Minister of Tourism acknowledges that the award is a driving force for Indonesia to continue to develop itself into a world-class

halal tourist destination. As stated by the minister, ‘This victory is for all of us, and in the future, we must focus more on developing Indonesia as a global halal tourism destination’ (halalfocus.net, October 2015).

In December 2015, Indonesia has launched a guide book to visitors as part of a major campaign to position itself as a world tourist destination for Muslim tourists. Muslim visitors guide has been created as a resource dedicated to showcasing the island destinations, as known as the largest archipelagic country in the world, to tourist’s worldwide (Crescentrating, 2015). The guide, titled ‘*Many lands. Timeless culture. One journey*’ aims to highlight diverse cultures and exotic nature to get the best experiences, vacations, dining, shopping and famous worship facilities to discover and explore throughout the islands. As part of its aim to attract the broader Muslim travelers, this guide available in both English and Arabic. This publication has been prepared by the Ministry of Tourism and the leading online travel platform HalalTrip (Crescentrating, 2015).

3.6 Acceleration Program of Halal Tourism, 2016

The Halal Tourism Development Acceleration Team is a unit within the Ministry of Tourism that has compiled criteria in determining halal destinations. With this criterion, the team held a halal tourism competition, contested by various tourism units such as the city or district government and any business units of travel products and services. There are three main assessment criterions in the competition, namely the profile of the contested participants, the main achievements and unique characteristics. This competition was assessed by the Halal Tourism Acceleration Development Team which was formed independently. For the profile aspects, assessments are made on the destination or business profile as well as commitment and compliance to meet the needs of Muslim tourists. In addition, halal certification for food and beverage products, provision of facilities for worship and commitment reflected in policies, organizational structures, leadership, and operational systems. For the key achievements aspect, the jury assessed the description of destination or business performance, market data and its development, market achievements and targets, customer satisfaction, financial performance, system procedures, and human resource development. And the latest point is unique characteristics criteria, which are assessed are innovations and product breakthroughs. All these provisions must be in accordance with the commitment to meet the needs of Muslim tourists (CNN Indonesia, August 2016).

All contestants who win competitions at the national level are included on behalf of Indonesia in the 2016 World Halal Tourism Award (WHTA) held in Abu Dhabi, United Arab Emirates (UAE) in December 2016. In this event, Indonesia wins 12 out of 16 contested categories (kemenpar.go.id, October 2016). Indonesia has received a big boost in the development of halal tourism after getting 12 of the 16 grand prizes at WHTA 2016 (Tempo.co, December 2016). Table 3 shows, the category of competitions won by Indonesia, organized by World Halal Award di Abu Dhabi, UAE, in 2016 (Tempo.co, December 2016).

3.7 Establishment of Halal Products Certification Agency, 2017

New Halal Products Certification Agency (*Badan Penyelenggara Jaminan Produk, BPJPH*) was formed (2017). The Indonesian government has ratified Law No. 33. of 2014 on Guaranteed Halal Products, on October 17, 2014. This law consists of 68 articles, stating that products that circulated and trade in the territory of Indonesia is mandatory to be halal certified. This law aims to protect consumers by keeping the products circulating in society and guarantee its halal status while maintaining public health. (Ministry of Industry, 2016). The law also to screen for illicit products from various countries, especially after the

implementation of the ASEAN Economic Community (AEC) at the end of 2015 (ASEAN, 2017).

Table 3. Twelve categories of World Halal Tourism Award, won by Indonesia, in Abu Dhabi, UAE, 2016.

No.	Categories of World Halal Tourism Award	Winners
1.	World's Best Airline for Halal Travelers	Garuda Indonesia
2.	World's Best Airport for Halal Travelers	Sultan Iskandar Muda Int. Airport (Aceh)
3.	World's Best Family Friendly Hotel	The Rhadana Kuta, Bali
4.	World's Most Luxurious Family Friendly Hotel	The Trans Luxury Hotel, Bandung
5.	World's Best Halal Beach Resort	Novotel Lombok Resort & Villas
6.	World's Best Halal Tour Operator	ERO Tour, West Sumatra
7.	World's Best Halal Travel Website	www.wonderfullomboksumbawa.com
8.	World's Best Halal Honeymoon Destination	Sembalun Valley Reg. Lombok
9.	World's Best Hajj & Umrah Operator	ESQ Tours & Travel
10.	World's Best Halal Destination	West Sumatra
11.	World's Best Halal Culinary Destination	West Sumatra
12.	World's Best Halal Cultural Destination	Aceh

Source: Tempo.co (December, 2016).

The law also states that the government is responsible for conducting a halal product assurance for all citizens. To ensure that all products and services are circulated and consumed by the Muslim community in Indonesia must necessarily halal, the government established the Halal Product Security Agency (BPJPH). The agency is authorized to formulate and establish a halal product assurance policy, setting norms, standards, procedures and criteria for halal product assurance, issue and revoke certificates of foreign halal products and halal certificate registration on foreign products. The meaning of halal products in the Law are products that have been declared halal according to Islamic law, covering goods and/or services related to food, beverages, drugs, cosmetics, chemical products, biological products, genetic engineering products, and daily consumption goods (Ministry of Industry, 2016).

The role of providing halal certification to products available in the community so far before BPJPH was formed was by the Research Institute for Food, Drugs and Cosmetics (LPPOM) a unit of the Indonesian Ulama Council. Three authorities of LPPOM - MUI conducted so far, are: 1); issue a halal fatwa of a product; 2) certifying the Halal Inspection Institution; 3) auditors engaged in the halal industry must obtain MUI approval (Ministry of Religious Affairs, 2017). With the formation of BPJPH all products and services that are circulated in the community, including the tourism sector, maintained its halal status. Thus, tourism products and services will be guaranteed halal.

3.8 Launch of Indonesia Halal Tourism Expo, 2018

Indonesian Halal Tourism Expo 2018 is an event that intends to appeal to domestic and international tourists visiting halal destinations in Indonesia. Indonesia as one of the largest Muslim population in the world, which provides various attractions, products, and tourism services, sees this exhibition as a very important event to be held. Muslim travelers in the world are increasing in numbers, it is necessary to attract their interest in halal tourism through various events, including the Halal Tourism Expo 2018. In this way Indonesia takes the opportunity to become a major player in halal tourism. Apart from the marketing aspect, the target is to bring tourists to halal destinations in Indonesia, this kind of exhibition, as a way to

increase public awareness in this country that halal tourism is an important part and has become a global need. It is intended to encourage local authorities to develop halal tourism in their respective regions. It will be held regularly, and upgraded into an international event, that is not only attended by foreign visitors, but foreign tourism industry players as well (Republika.co.id. November, 2018).

This annual global event is a forum with new ideas and a new infrastructure agenda where Islamic tourism practitioners, *umra* and *hajj* policy makers, hospitality entrepreneurs, sellers and buyers gather at the meeting point to promote business and network exchanges. This accommodates the interests of people who see ASEAN countries, especially Indonesia as the biggest source for *umra-hajj* and halal. This is an opportunity for Indonesian or domestic businesses to have networks and challenged export opportunities (Business to Business) to other countries that are interested in halal markets from Indonesia in addition to owning business to Business (HEI, 2018).

4. THE DEVELOPMENT OF HALAL TOURISM DESTINATIONS

In the development of halal tourism destinations in Indonesia, the government has prioritized several regions only. Selected provinces are encouraged to increase competitiveness, their development is directed and monitored intensively. This selection is the approach of the Ministry of Tourism.

4.1 The Selection Process of Halal Destinations

The Ministry of Tourism has sought to develop halal destinations in a sustainable and innovative manner by using relevant indicators such as Global Muslim Travel Index (GMTI). In this assessment process, destinations - the unit of analysis is the province - are assessed objectively. In this selection process the Ministry of Tourism has selected ten provinces, and is assessed by the GMTI indicator. The GMTI indicator was adapted into the context of Indonesia, then a new valuation model emerged, which was named the Indonesian Muslim Tourism Index (IMTI).

The model looks at four main components in tourism: *accessibility*, *communication*, *environment* and *services*. These four areas represent the critical components that destinations need to focus on to improve and become a more Muslim-friendly travel destination. *Access* in tourism, accessibility is a function of distance from centres of population, which constitute tourist markets and external transport, which enables a destination to be reached. It is measured in terms of the distance travelled, the time take nor the cost involved (Medlik, 2003; Tóth & Dávid, 2010). The component considers the following sub-criteria: air, rail and sea access, and road infrastructure. Jakarta Province scored the highest for this component with a score of 96 out of 100. The main airport, Soekarno – Hatta International Airport, serves many international flights as well as domestic flight. In addition, it has a good and efficient railroad transportation system. In contrast to some other destinations such as South Sulawesi and Lombok islands which do not have rail transport system and limited flights to other destinations often require transit in Jakarta or in other cities, making travel time longer.

The second component of this model is *communication*. This component considers the following sub-criteria: Muslim visitor guidance, stakeholder education, market outreach, tour guide language skills and digital marketing (Ministry of Tourism, 2018; IMTI, 2018). Overall, all provinces assessed in this process have a lot of innovation space in terms of improving the quality of communication components. Lombok Island ranked highest for this component with a score of 59 out of 100. Lombok has published several visitor guides that contain information

for Muslim tourists and has been earlier in communicating with tourism stakeholders through several Halal Tourism workshops and marketing outreach activities (Ministry of Tourism, 2018).

The third component is the *environment* considers the following sub-criteria: domestic and international tourist arrivals, internet coverage (Wi-Fi) in services and commitment to halal tourism development. Lombok tops this component with a score of 80 out of 100. Lombok has the highest commitment to halal tourism by promoting and marketing itself as a halal destination (Ministry of Tourism, 2018; IMTI, 2018). The last component is *service*. This component considers the following sub-criteria: halal restaurants, mosques, airports, hotels, and tourist attractions. Central Java gets the highest score in this component. It has the highest number of local and cultural attractions as well as many Islamic heritage sites such as the palace of the Muslim Kings. There are many hotels and restaurants that provide certified halal food. Central Java Province has many mosques and prayer rooms that make Muslim tourists easier to perform prayers. Table 3 shows 10 provinces selected as halal tourism destination.

Table 3. Details of Indonesia Muslim Travel Index (IMTI) 2018 scores breakdown

Province/ Destination	Rank	Muslim Pop. (%)	Access (10%)	Communi- cation (15%)	Environ- ment (30%)	Services (45%)	Score
Lombok	1	96.47	63	59	80	41	58
Aceh	2	98.19	63	47	70	50	57
Jakarta	3	85.36	96	39	65	47	56
West Sumatera	4	97.42	57	51	73	45	55
Yogyakarta	5	91.95	89	50	42	49	51
West Java	6	97.00	79	39	42	54	51
Riau Islands	7	87.98	67	49	58	41	50
East Java	8	96.36	75	38	54	42	48
Central Java	9	96.74	80	21	33	58	47
South Sulawesi	10	89.62	63	27	36	19	30
Average			73	42	55	45	50

Source: Modified from Indonesia Muslim Travel Index (2018); Statistical Bureau, (2015).

To get a better picture of halal destinations in Indonesia there will be explained three destinations as a representation of halal destinations in Indonesia. These three halal destinations are Lombok (West Nusa Tenggara), representing the eastern part of Indonesia. Next, West Java represents the island of Java, and finally, West Sumatra represents the island of Sumatra.

4.2 Lombok (West Nusa Tenggara Province)

Lombok Island has been selected as a pilot project for regional development of halal tourism destinations by the Ministry of Tourism and Creative Economy, along with other two provinces Nangro Aceh Darussalam and West Sumatra. Selected as the pilot project of halal tourism destination, Lombok is an exotic province with huge potency. This island is also rich in culture and the values of Islam in which more than 95% of the population are Muslims. Lombok Island is not only famous for its beautiful beach, but Lombok also known as the island of thousand mosques. Taking that considerations, it is reasonable if Lombok established as one of the pilot projects for the development of halal tourism in Indonesia. In the international halal tourism award, Lombok received 3 important achievements, namely: 1) World's Best Halal Beach Resort: Novotel Lombok Resort & Villas; 2) World's Best Halal Travel Website:

www.wonderfullomboksumbawa.com; and 3) World's Best Halal Honeymoon Destination: Sembalun Valley Region, West Nusa Tenggara.

As the results of the study carried out by IMTI (2018), laid Lombok Island as first rank destination with the following scores: Accessibility (10%) 63; Communication (15%) 59; Environment (30%) 80; Services (45%) 41; and the total score is 58. Lombok Island best known for its pristine beaches and home to over a thousand mosques. Lombok won the “best halal tourism and honeymoon destination” in Abu Dhabi in 2016. Lombok is ranked as the leader in Muslim-friendly services and facilities. There is high commitment to continually better and position Lombok as a Halal tourism destination. The International Airport is the island's sole operating airport, serving mainly domestic flights from major Indonesian capitals and international flights from Singapore and Kuala Lumpur, Malaysia. Currently Lombok does not have a railway transportation system but there are ferries from Bali to Lombok and the surrounding islands. The tourists in Lombok comprise mainly of international tourists. Quite a number of restaurants are certified halal and prayer spaces are widely available. Presently Lombok does not have any *sharia*-compliant hotels but there is an increasing number of hotels with halal certified kitchens. English is widely spoken by tour guides and some tour guides can speak Arabic.

In order for halal tourism to continue to grow in Indonesia, tourist destinations must have global standards. Among the standards proposed by the Global Muslim Travel Index, attractions in tourist destinations must support the halal concept. Lombok tries to implement a halal beach, which is a beach that separates men and women. This is found in Meninting beach area, West Lombok and Mandalika area, Central Lombok. In addition, supporting facilities such as places of worship must also support (marketplace, 2016).

4.3 West Java Province

Based on the results of the IMTI assessment (2018), West Java Province ranks 6th; Access (10%) 79; Communication (15%) 39; Environment (30%) 42; Services (45%) 54; Score 51. Explaining that West Java has the following score based on an assessment from IMTI (2018) West Java gets a score of 79. West Java is a destination that is easily accessible by many airlines, both domestic and international, directly from/to Singapore and Kuala Lumpur, Malaysia. It also has a good railway transportation system which serves long connecting routes to other cities in West Java and other provinces. Inner city routes within Bandung and its surroundings are also available making getting around by public transport easy. The marketing outreach of Muslim consumers is fair. West Java has many English speaking and Arabic speaking tour guides. A Muslim visitor guide was published and a few Halal Tourism workshops were conducted. West Java has good traffic of both domestic and international tourists. Some public spots such as hotels, restaurants and cafes may provide free internet service (Wi-Fi). Halal certified restaurants and prayer spaces are plenty and widespread. West Java has a number of hotels with halal-certified restaurants and dry hotel concept making it a family-friendly destination.

One of the main cities in West Java is Bandung, which is currently a vibrant tourist city. Bandung is the provincial capital and is the main city with various halal tourist attractions. As explained by Gunawan et al. (2017) Bandung is a colonial town built by the Dutch which has a symbiotic relationship with its Indonesian and Islamic cultural heritage that includes both the tangible and the intangible elements. Bandung is the centre of an innovative and productive cultural creative industry related to the Islamic dress code, namely the hijab. A well-known Dutch architect Kemal Schoemaker (1882–1949) played a significant role in designing many heritage buildings in Bandung, including the unique ‘East meet West’ Cipaganti Mosque

(1933). Cipaganti Mosque is the only mosque built in the European residential area in the northern part of Bandung, it is a good example of how Dutch architecture blends with traditional Javanese architecture. At the same time, it proves that Islamic values are very adaptive and can share universal values. The mosque is in very good condition and a popular visitor spot for both Muslims and non-Muslims.

Moreover, also available in Bandung is an Islamic tourist attraction-based education is *Pesantren Daarut Tauhiid* Bandung. *Pesantren* is a traditional Islamic educational system in Indonesia, with four elements, Islamic education, Islamic values, *Kiyai* (spiritual leader) and *santri* (students). It is an inseparable part of the community and a centre of excellence. Receives about 30,000 visitors a month, from countries as varied as Europe, the United States of America, Japan and China. Many of these visitors use homestays owned by local communities (Gunawan et al., 2017). Besides that, Bandung also attracts local tourists, especially because Bandung is known as the center of Islamic fashion industry: Bandung has long been known as Indonesia's creative hub. The first wave of creative culture came in the 1920s, introduced by European residents and visitors (Aritenang, 2012). From the 1920s to the early 1940s, an array of European-style cafes, restaurants, shops, boutiques, as well as art-deco hotels and theatres were built in Bandung City, thereby earning the famous nickname "Paris van Java" (Paris of Java). In 2007, Bandung was selected as a pilot project for the Asia-Pacific Creative City in an international forum in Yokohama, Japan.

In recent years, the growing consciousness of *Sharia* among the city's Muslim inhabitants has created a promising Islamic fashion subsector. The first brand, *Shafira*, was established in 1989, followed by *Rabbani* in early 1990s. The two were the first to break the stereotype about Muslim clothing being too conservative and unflattering. Both have now successfully established high quality brands and expanded their outlets to other cities in Indonesia (Ministry of Trade Indonesia, 2016). Towards the end of the first decade of 2000s, a new wave of *Sharia*-consciousness began to emerge in the city, taking the development of Islamic fashion to a new level. This community, known as *Hijabers*, consists of young women in their 20s and 30s who actively promote a '*Sharia* and stylish' way to dress. Some of them are young aspiring designers who, as with other talented creative workers and designers of Bandung, usually have their own creations without linkages to any other brands. Their products, catering to the needs and tastes of the young generation of *Hijabers*, are often unique and distinctive in designs. Due to the dynamic development of the city, it encourages Bandung to be visited by mainly domestic tourists. In the city of Bandung, there was The Trans Luxury Hotel, the hotel has awarded "World's Most Luxurious Muslim Family Friendly Hotel" in Abu Dhabi in 2016.

4.4 West Sumatera Province

West Sumatera is known as an area that holds strong Islamic values. The motto is "*Adat Basandi Syara'-Syara' Bersendi Kitabullah*". Which means the customs based on Shari'a, and Shari'a is based on the book of Allah. Halal tourism in West Sumatera has the potential to be developed, because its customs and the majority of its people are Muslim 9.42 percent (BPS, 2011). Mosques and prayer spaces are plenty, available in all corners of the area. Moreover, various halal culinary are available scattered all over the place in society. Only certain restaurants have halal certifications while the rest are mostly self-assured (*customary-certified*). This is an obstacle for the government that proposes to be certified, they reject certification as well because it is as if the certification body doubts their Islam. There are several *sharia*-compliant hotels and hotels with halal certified kitchens. West Sumatera is also home to some Islamic heritage sites and cultural attractions that is unique to the province (IMTI, 2018).

Based on the study by IMTI (2018) West Sumatra ranks 4th nationally, with detailed scores as follows; Access (10%) 57; Communication (15%) 51; Environment (30%) 73; Services (45%) 45; Score 55. *Minangkabau* International Airport is the principal airport in West Sumatera. The airport mainly serves domestic flights and only two international flights to Kuala Lumpur, Malaysia and during pilgrimage seasons, to Saudi Arabia. There is an airport express rail link service called *Minangkabau* Express connecting the airport to Padang city that began operations on 21 May 2018. Currently this train service only serves the airport route. West Sumatera to be a Halal Destination has been conducted together with marketing outreach efforts. Some Tour guides can speak English. West Sumatera mainly have domestic tourists and the number of International tourists is few. Some public spots such as hotels and cafes may provide free Wi-Fi. Network coverage is wide and quality of internet connection is good.

In the competition of *World Halal Tourism Award (WHTA) 2016*, which took place in *Abu Dhabi, UEA* in December 2016. West Sumatra awarded as World's Best Halal Culinary Destination. This might be because of its distinctive taste. The second award is World's Best Halal Destination, this could be due to a stunning natural beauty that is the feel of the mountains, jungles, valleys and beaches, and finally, the World's Best Halal Tour Operator: ERO Tour, West Sumatra, which is the best halal travel agency.

5. CONCLUSION AND RECOMMENDATIONS

The fact that the majority of the population size is Muslim has made Indonesia a large market for domestic as well as international halal tourism. The increasing number of Muslim tourists travelling around the world, Indonesia is looking forward for a model to accommodate the need of this group of tourists, but at the same time, it must be stressed that Indonesia is a heterogeneous country as a means of uniting the diverse ethnic groups (Gunawan et al., 2017). Although Islam is the majority religion and can play a major role in attracting a new kind of visitor, the promotion of halal tourism must be done within the broader context of the country's diverse culture and heritage. The growing interest on halal tourism in the country has encouraged the government as well as communities especially the young to identify cultural assets to become halal tourist attractions. In an age where Islamic values are being undermined due to the use of religion by extremist groups, there is an opportunity for tourism to neutralize such issues. This is especially useful for Indonesia whose moderate Islamic approach towards tourism gives the chance to show the world how tourism with Islamic value is compatible with a harmonious way of life for not only Muslim tourists but also for non-Muslim tourists.

In Islam, the activity of traveling and exploring the Earth has a value of worship (*Ibadah*) and *da'wah*. Worship includes everything God likes, both in terms of words and deeds. Tourism will have a value of worship if the purpose of the trip is to get a blessing from God and avoid disobedience. Whereas, *da'wah* means inviting or preaching someone to the path of truth, that is the way of Allah. In preaching the truth, preachers must have good knowledge and morals, thus the message of Islam can be accepted and well understood by society. Starting from these two principles, a simple perspective can be emphasized, especially for Muslim countries providing halal tourism such as Indonesia. Tourism needs to be positioned as *washilatut da'wah*. For Indonesia, as the largest Muslim country in the world, it is necessary to provide an Islamic Information Center (*da'wah* center) to spread knowledge about the beauty of Islam to the non-Muslim tourists, that Islam is *rahmatan lil alamin*. So that tourism is not regarded as a producer of economic growth alone.

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