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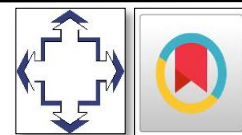
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16 **Stakeholders Approach in Halal Tourism
Development Strategy: A Case Study in
Ponorogo District**



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ABSTRACT

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The contribution of Muslim-friendly tourist sector, or halal tourism, towards the growth of economy have been significantly increasing for the past five years. Indonesia occupies the top five of outbound Muslim Travel Countries. This country has natural resources and cultures that are related to Islamic world thus it is ready to turn into halal tourism destination. However, there is still a gap in understanding of halal tourism that some parties deny to carry halal tourism theme in various province nor areas in Indonesia. Hence, there is no good awareness of halal tourism in Indonesian society. Therefore, a strategy to develop halal tourism in Indonesia is enormously needed. This study aims to arrange a strategy in halal tourism development using stakeholder approach. This was a descriptive qualitative study that the data collection technique used primary data through focus group discussion with 30 speakers consisting of stakeholders; government, Department of Tourism and Culture, academicians, media, tourism business sector, and the societies. The results showed that Governments need to have clear concepts, indicators, and rule related to halal tourism. They also needed to build awareness to the relevant stakeholders of halal tourism concept. It was then followed by the tourism business sector that needed to get empowerment in a sustainable program to inform them about halal tourism concept. To academicians, they could participate in researches about various strategies to develop halal tourism and collaborate in training, mentoring, and monitoring the implementation of halal tourism by tourism business sector and other stakeholders. The tourists also required to get education related to the importance of halal tourism thus they could promote, give testimonial experience about halal travel, appreciate the halal tourism, and went viral for it. Moreover, the societies needed to be empowered in increasing the tourism potentials around them, as well as given opportunities to collaborate with tourism business sector, and synergize with the other stakeholders. As for the media or press, they needed to be more active in promoting, giving information related to the existence of halal tourism in Ponorogo district since the help of the media brought positive impacts to gain the attentions of not only local travelers but also overseas tourists to visit Ponorogo tourism objects.

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1. Introduction

The Muslim-friendly tourism sector or halal tourism has significantly contributed in economic growth over the past five years along with tourism sectors in general. Halal tourism can contribute to gross domestic product income, foreign exchange earnings, foreign Muslim tourist arrivals, and domestic tourist travel, all of which show a positive trend (Wuryandani *et al.*, 2022). According to The State Global Islamic Economy Report 2020, Indonesia is ranked as the fifth-largest outbound Muslim travel country after Saudi Arabia, UAE, Qatar, and Kuwait. Indonesia has natural and cultural attractions related to the Islamic world, which is ready to develop into a halal tourist destination (Greetings Gateway, 2020).

However, there is still a gap in understanding of halal tourism, specifically the refusal to carry the theme of halal tourism in Bali and also other region (Tempo.com, 2019), which makes halal tourism only as an extended package of tours, the same as the demand for other tour packages, such as vegetarian tour packages.

This problem also occurs in non-Muslim countries that implement halal tourism which only tries to create a Muslim-friendly atmosphere but is not in accordance with the true principles and concepts of halal tourism (Satriana & Faridah, 2018).

In general, the problems in halal tourism development according to the Ministry of Tourism and Creative Economy include: Indonesia is dominated by the Muslim population, the majority of tourism stakeholders are Muslims making the tourism auto-halal, so there is no need to learn to be halal (Kompas.com, 2016). This means that the facilities and infrastructures of tourism are all halal because of the Muslim majority population; there is no need to innovate and certify. Thus, it can be said there is no conscious tourism mindset of Indonesian society. From the results of the Focus Group Discussion with tourism business actors in Ponorogo District, as many as thirty tour managers such as the management of Ngebel Lake, Suharto Hill, Widodaren Waterfall, Mloko Sewu, Ngebel Adventure Park, and other tourism managers in Ponorogo, results that there are some objections to the development of halal tourism. They claim that carrying halal tourism reduces the interest of tourists. Also, the additions of investment in facilities, permits and halal certification are difficult to fulfill by tourism business sector.

The phenomenon in Bali and Ponorogo implies that the management of tourist destinations has suspicion on the theme of halal tourism, as identified by (Hall & Prayag, 2020), the development of halal tourism, which ultimately demands halal certification, standardization and promotion schemes, is suspected of being used for the achievement of a narrow political agenda, commercial interests and private economy, protectionism and trade competitiveness, and other exceptions.

The diversity of halal tourism understanding, according to (Ishak, 2019), can be difficult and become an obstacle in the development since each tourism business has not found the same concept about the application of halal tourism. Many businessmen have not been interested in this industry because of their lack of understanding pertaining to halal tourism.

Therefore, according to (Sayekti, 2019), a socialization is needed by the community and stakeholders to meet the same perception of halal tourism developed by the government. This socialization can also emerge public awareness to improve service and hospitality to welcome tourists.

In fact, that the government has done socialization about halal tourism, however, the concerns, perspective or fundamental mindset, and attitude toward halal tourism are still low, thus concrete actions are needed, especially from the Government as a Public Service to involve all stakeholders in realizing the concept and regulation of halal tourism.

Stakeholder theory, initially used by company management in looking at and behaving towards stakeholders, is a stakeholder empowerment strategy to support the company's goals in the long term. This theory can be used by local governments together with tourism managers and parties who care about

halal tourism as one of the mindset change strategies carried out sustainably. This paper aims to help develop a strategy for developing halal tourism in Ponorogo district with a stakeholder approach, by seeing that tourism in Ponorogo has the potential to become a halal tourist destination based on previous research (Zarkasyi *et al.*, 2021).

4 2. Literature Review

Halal Tourism

Halal tourism is an additional set of amenities, attractions, and accessibility services at and provided to meet Muslim tourists' experiences, needs, and desires (Yahya, 2019). According to (Puad *et al.*, 2016) defines halal tourism as Islamic tourism, and it can also be defined as tourism done primarily by Muslims, although it can include non-Muslims who are motivated to travel by Islam, which takes place in the Muslim world. The objectives are: first, the revival of Islamic culture and the spread of Islamic values; second, the economic benefits to the Islamic community; and third, strengthen the confidence, identity and Islamic belief to face negative stereotypes compared to other cultures and lifestyles.

Sharia tourism which is popularly interpreted as Halal tourism, is a tour in accordance with sharia principles (Indonesian Ulama Council, n.d.). Furthermore, (Anonymous, 2018) provides completeness signs with several halal tourism components as the following:

- a. Halal hotel: with key indicators of Islamic hotels including no alcohol, no gambling, etc.; only halal food; Quran, prayer mats, and arrows indicating the direction of Mecca in every room; beds and toilets are positioned not to face toward Mecca; available prayer rooms; conservative staff clothing; Islamic funding; and separate recreational facilities for men and women.
- b. Halal Transportation (Airline): with key indicators of halal transportation including cleanliness, non-alcoholic beverages, and publications of Islam.
- c. Halal Food Place: which means that all menu in the restaurant must be halal, all animals must be slaughtered according to Islamic principles, and there are absolutely no alcoholic beverages.
- d. Halal Tour Packages: that the contents of the tour package must be based on an Islamic theme. Islamic tour packages include visits to mosques, Islamic monuments and promotions and events during Ramadhan.
- e. Halal Finance: which means that the financial resources of hotels, restaurants, travel agents and airlines must follow Islamic principles. In general, Islamic finance requires participation in the sharing of profits and losses among all parties involved in this financing company.

Stakeholder Theory

According to (Freeman, 1984), a stakeholder is any group or individual who can influence or be influenced by the achievement of organizational goals. Stakeholders have diverse interests. Therefore, they must be addressed and controlled by management. According to Freeman, the concept of stakeholder management refers to the need for organizations to manage relationships with specific stakeholder groups in an action-oriented manner. The core of this management consists of 3 stages; Identify who the stakeholders are and what their interests are, understand how the organization's processes communicate with stakeholders and understand a series of transactions or bargains between the organization and its stakeholders.

The organization is said to have high or superior stakeholder management capabilities if it meets the following criteria (Freeman, 1984)

- a. Understanding the stakeholder map and the interests of each group,
- b. Having a process which routinely has standard operating procedures for an organization to account for the groups and their interests, and

- c. Implementing a series of transactions or bargains to balance the interests of stakeholders to achieve organizational goals.

A stakeholder is divided into two categories; internal stakeholders within the organization and external stakeholder from outside the organization. However, an external stakeholder is more difficult to identify its interests and influence in succeeding or disrupting the implementation of organizational performance achievement strategies. The nature of the relationship with the organization for stakeholders outside the organization is generally the involvement of stakeholders. This type of engagement, according to (Bryson, 2004) was chosen from five approaches; providing transparent information, consulting for consideration, providing opportunities for employment, collaborating, and empowering.

20 **The Role of Stakeholders in Tourism Development**

In the context of tourism development, stakeholders are the main key to realizing halal tourism. The stakeholders who have roles and authorities include (Yousaf & Xiucheng, 2018), (Edward Freeman et al., 2007):

- a. The government as policy creator is mandated by the Ministry of Tourism and Creative Economy to develop halal tourism. Provincial or Regional Governments that have established halal tourism as one of the main icons of destination development are encouraged to:
- 1) Formulate halal tourism policies
 - 2) Create a database to support product certification, halal tourism businesses, and develop halal tourism, which can be accessed by halal tourism actors, (Yahya, 2019)
- a. Academicians as facilitators coordinate with the stakeholders to realize a goal. Besides, academician also serves in tourism development by conducting research, analysis, and studies.
- b. Media as the accelerator has the authority to introduce tourism to the society.
- c. Business actors as the implementer run the tourism operation and its management.
- d. Societies as participants who support the creation of tourism and as local tourists.

11 **3. Research Method**

This study used a qualitative descriptive approach using an unstructured exploratory approach to describe the problem through a small sample. The descriptive approach describes accurate and clear information about social conditions from observations and interviews ((Sevilla et al., 1988) and (Bryman, 2012)

This study focused on observing social problems regarding to stakeholders' gap in understanding halal tourism; a refusal to carry halal tourism theme in halal tourism development in Ponorogo district. It aims to produce a strategy that can be implemented by the stakeholders thus several tours in Ponorogo are going to be halal tourism.

The data collection technique used primary data obtained through Focus Group Discussion (FGD) and secondary data obtained through reviewing journals, books and any documents related to this discussion. Besides, there were interviews with stakeholders as the research subjects consisting of government representatives; the Head of Tourism and

Culture, and the head of tourism destination development sector; as regulators, academicians from several universities in Ponorogo as facilitators, tourism business sectors; the managers of tourism objects, restaurants and cafes, travel agencies, hospitality services; as implementers, tourists and societies as participants, and media or press as an accelerator.

The data identification process was carried out by:

- a. Analyzing the condition and profile of tourism in Ponorogo.
- b. Live observation by doing direct observation of various tourism objects, activities, facilities and infrastructures.
- c. Conducting Focus Group Discussions between several stakeholders to discuss specific in-depth matters to obtain an overview of the particular problem being researched. In this case, the FGD was used to create a strategy in developing halal tourism in Ponorogo.
- d. Conducting Semi Structured Interview by having interviews with stakeholders using systematic guiding questions which tended to develop during the interviews to obtain the required information.
- e. Analyzing the data by collecting the data first, then sorting it out to find the discussion of rights, authorities and obstacles on research subjects related to the readiness of stakeholders in applying the concept of halal tourism in Ponorogo. It was then followed by analyzing, studying, and deciding what findings and conclusions can be made based on considerations to compose a halal tourism development strategy using stakeholders approach as actors and implementers of the halal tourism concept.

4. Results and Discussion

The Profile of Ponorogo District

Ponorogo District has a cultural icon called as Reog Ponorogo, a traditional art that has been known to foreign countries. Ponorogo has an area of 1,371.78 km or about 2.8% of the East Java Province, Indonesia. According to (Statistic Indonesia, 2021), in 2021, the total population reached 955,839 people of 478,411 women and 477,428 men. Administratively, as many as 21 sub-districts in Ponorogo are spread over 307 village.

Ponorogo District has potential in tourism field with a total of eighty-four (84) natural tourist sites, twenty-nine (29) human-made tourism sites, seventy-two (72) religious tourism sites, and thirty-four (34) cultural tourism sites.



Figure 1. Map of Destination in Ponorogo Regency
Source: www.kaskus.co.id (2016)

Identification of Halal Tourism Stakeholders

Halal tourism has several stakeholders who are involved either directly or indirectly in tourism development. Halal tourism stakeholders are able to have an influence on halal tourism, and drive the economic sector. There are five (5) stakeholders who have the authority to develop halal tourism in Ponorogo, as the following:

Table 1. Stakeholders of Ponorogo Halal Tourism Developers

Stakeholders	Status	FGD activity representatives
Government	Regulator/ Facilitator	Head of Tourism and Culture Department, head of tourism destination development, and staff
Management of tourist attractions, restaurants and cafes, travel agencies, hospitality services	Implementer	30 Tourism managers such as Ngebel Lake, Mloko Sewu, Watu Rumpuk, Soeharto Hill, NAP, Religious tourism managers and others representatives of restaurant and cafe businesses, representatives of travel providers, chair of the Ponorogo hotel community
College Academician	Facilitator	There are 6 lecturers from several colleges in Ponorogo (eg. Darussalam University, Muhammadiyah University, and State Islamic Institute)
Tourists and the societies Media or press	Participant Accelerator	Some tourists and people in Ponorogo Some Ponorogo Press media, (Seputra Ponorogo, and Metro)

The results of data acquisition through Focus Group Discussion (FGD) activities regarding the portrait of stakeholders' authority and barriers in the development of halal tourism are described in the following:

Table 2. Stakeholder Portrait of Authority and Barriers

Role of Stakeholders	Rights	Authorities	Barriers to Halal Tourism
Government	Getting retribution from tourism activities	a. Making regulations regarding halal tourism operations b. Carry out central government programs in terms of development c. Provide facilities and convenience in halal tourism development d. Developing halal tourism to make it popular, to advance the region, and to increase regional income	a. Local governments do not have clear operational guidelines for halal tourism yet b. Have not carried out synergies with tourism development stakeholders c. Have not carried out socialization and guidance of halal tourism d. Have not carried promotion on the implementation of halal tourism for all tourism sectors in Ponorogo e. Have not synergized with other stakeholders in the development of halal tourism

Business management (tourist attractions, restaurants and cafes, travel agencies, and hospitality services)	Managing tourism object and getting a turnover from its management	<ul style="list-style-type: none"> a. Creating events for tourists to enjoy, without changing the original arts and culture b. Increasing the turnover, above the costs to be incurred for certification c. Providing halal services without losing other consumers 	<ul style="list-style-type: none"> a. Do not understand the concept of halal tourism b. Do not have knowledge and understanding in the application and management of halal tourism c. Fear of declining turnover if tourism turns into halal tourism d. There is no coaching and training in the application of halal tourism e. Have not been able to apply the requirements for halal tourism
College Academicians	Developing the concept and science of halal tourism through research, literature studies, field studies to benefits the academics and the community.	Contributing to policy making and controlling its implementation, and assisting development in government programs	<ul style="list-style-type: none"> a. There are not enough researches on the development of halal tourism in Ponorogo b. Have not collaborated with other stakeholders in the development of halal tourism in Ponorogo c. Have not become a facilitator between the government and business actors and other stakeholders
Tourists and the societies	Enjoying tourism that is environmentally friendly, easy to worship and clearly halal	Managing tourism operations, and providing tourism services and their development	<ul style="list-style-type: none"> a. Do not understand the importance of halal tourism in Ponorogo b. Do not understand the concept of halal tourism c. Have not made a contribution in the development of halal tourism
Media	Disseminating useful information for the community	Disseminating information, news related to public needs and things that are useful for the community	<ul style="list-style-type: none"> a. Haven not done an intense promotion of halal tourism in Ponorogo b. Do not understand their role as the party that promotes Ponorogo tourism to the public in general

Source: primary data from FGD 2021

Halal tourism development strategy can be started with various preparations such as preparing its natural resources, facilities, infrastructure and one of them is the readiness of human resources in its management, in this case the stakeholders as the main factor to realize halal tourism in Ponorogo district.

Development of Halal Tourism in Ponorogo District from the Steakholder Aspect

The results of Focus group discussions and interviews with stakeholders, obtained the results that: first, the Government as the regulator which has the authority to make regulations and policies, is still powerless in determining the direction of halal tourism concept. It is evident that the government,

especially the tourism and culture department of Ponorogo, does not have clear guidelines on tourism operations to turn into halal tourism yet. The government has also not promoted the implementation of halal tourism in Ponorogo, even though East Java has been initiated to become a halal tourism icon by the Ministry of Tourism and Creative Industries. Furthermore, the government is lack of synergy with stakeholders who can assist in the development of tourism in Ponorogo such as in collaboration with academics, the media and the community. Thus, from the existing conditions, the Government of Tourism and Culture Department has not carried out socialization and guidance of creating and managing halal tourism.

Regarding to the above conditions, what the Government needs to do as the party issuing policies, regulations, the government needs to first prepare concepts, rules, indicators related to the implementation of halal tourism. In addition, in the future, the government also needs to carry out socialization, assistance and training on an ongoing basis in the application of halal tourism concept to all tourism businesses in Ponorogo, as well as material, facilities and infrastructure assistance to support the creation of halal tourism in Ponorogo. Therefore, the government can formulate regulations and policies in developing halal tourism. The clarity of the role of local governments in the concept and implementation of halal tourism will make regulations acceptable to all parties. The government must also be able to build collaboration and synergy with all relevant stakeholders (Sushanti et al., 2019)

Second, Business Managers (tourism objects, restaurants and cafes, travel agencies, hospitality services) as parties that will implement halal tourism in the future, however, currently do not understand the concept of halal tourism nor have knowledge and understanding in the application and management of halal tourism. The managers of tourism businesses are afraid of declining income if the concept of tourism is turned into halal tourism. Furthermore, they are afraid that they are incapable to apply the halal tourism. To cope with it, it is necessary to build the concept of halal tourism for tourism managers, tourist objects, restaurants and cafes, travel agencies, and hospitality services by providing understanding, coaching, and training in the application, value and stakeholders' trust of halal tourism concept.

By the time those solutions can be obtained and applied, then halal tourism actors can provide high value of halal tourism experiences among Muslim tourists. The benefits of halal tourism can be a motivation for local governments and other stakeholders to further develop halal tourism in Ponorogo district. Halal tourism is also included in the development of the creative economy which has a positive impact on the economy of a region and also the country's economy (Wyana et al., 2022)

Third, Academicians as facilitators can assist in the development of theory and science, especially in economy, one of which is through the development of halal tourism. In addition, academicians in Ponorogo district also have role in making government policies and controlling its implementation, as well as assisting the development of government programs such as introducing concept of halal tourism that is going to be applied in Ponorogo. Unfortunately, the current condition shows different reality that there is still limited research on halal tourism in Ponorogo. Academicians are also not maximal in collaborating with stakeholders related to halal tourism development program in Ponorogo. Furthermore, academicians have not been maximized in fulfilling their role to become facilitators for the government, business actors, and other stakeholders.

Concerning these conditions, academicians in Ponorogo district need to enrich their knowledge through research, analysis, and study of the concept, application, and strategy of halal tourism development in Ponorogo. In addition, it is necessary to collaborate with other stakeholders as an effort to assist halal tourism development programs, as well as to become facilitators for the government, business actors, and other stakeholders. Thus, later they can accommodate the stakeholders' aspirations, complaints, suggestions, and wishes about halal tourism development program to the governments.

Fourth, the Tourists and the Societies. In this case, tourists and societies are the most important parties to pay attention to, because this party will be the consumers of tourism services. As a Muslim

community, of course they need halal tourism that is environmentally friendly, maintained, guaranteed and halal for the food sold in that location. However, what is currently happening in Ponorogo district is that both tourists and societies do not understand the importance of halal tourism in Ponorogo. They do not understand the concept of halal tourism, as well as they have not made any contribution to halal tourism development. In fact, halal tourism is a necessity for Muslim communities when they take some vacations since halal tourism provides security and halal guarantees for all tourists.

Regarding to those reasons, the tourism development strategy program for the tourists and also the societies needs to provide education on the importance of halal tourism for Muslims. They can be educated on how to implement halal tourism in Ponorogo district. Furthermore, the community needs to contribute in developing halal tourism in Ponorogo. In addition, the community also needs to be empowered to increase tourism potential around them and to be given opportunities to collaborate with tourism business managers and synergize with other stakeholders.

Fifth, the media. In this case, the media or the press have a very crucial role in supporting the development of halal tourism because their news scope is so wide and it can absolutely influence the people's behavior related to issues or topics that are being broadcasted. It means that by the time the press or media promote the existence of halal tourism in Ponorogo district, it will certainly have a big impact on the progress and development of Ponorogo halal tourism. It can attract many local and foreign tourists to come. However, the current condition shows that the media and the press have not carried out an intense promotion of tourism in Ponorogo. Moreover, the media have not understood their role as the one who should promote Ponorogo tourism to public in general.

Therefore, in realizing the development of halal tourism in Ponorogo, the media needs to get socialization, especially from the local governments. Furthermore, the media needs to synergize with other stakeholders of halal tourism, to be able to work together, and collaborate in helping the development of halal tourism in Ponorogo.

5. Conclusion

The importance of stakeholders' role in halal tourism development program in Ponorogo is the key to create halal tourism concept. By taking data on these stakeholders, a halal tourism development strategy is formulated in terms of the readiness of human resources, in this case, the role of stakeholders. The strategies can be formulated as the following:

- a. The Local Governments of Ponorogo district need to make clear concepts, indicators and rules related to halal tourism. Then the Government carried out socialization to build an understanding of the concept of halal tourism to all stakeholders such as tourism business sectors, academicians, tourists, societies, and also the press media. In addition, the Government also provides support in the form of material assistance, facilities and infrastructure to support the creation of halal tourism in Ponorogo district.
- b. All Tourism Business Actors need to get empowerment in a sustainable program includes providing information related to the clear concept of halal tourism, providing assistance and direction in the application of the halal tourism concept, providing opportunities for involvement in policy making, and getting opportunities to collaborate or synergize among stakeholders to develop halal tourism in Ponorogo.
- c. Academicians can conduct their research on various strategies of halal tourism development. In addition, academicians can also be involved in making policies and regulations with the local government, then they are empowered in their role to collaborate in terms of training, mentoring, and monitoring the implementation of halal tourism with tourism business actors and other stakeholders. Academicians can be more active to fill their role as a bridge between the stakeholders' aspirations to the government to support the creation of halal tourism in Ponorogo district.

- d. Tourists and societies. For tourists, apart from being given education regarding the importance of halal tourism, they can also promote and provide testimonials of halal travel experiences, be involved in the community of halal tourism lovers, and be appreciated as tourists such as attaching souvenirs or other attributes during their campaign. As for the societies in general, not only being given education, they are also empowered to increase tourism potential around them, and are given the opportunity to collaborate with tourism business managers as well as to synergize between stakeholders.
- e. The Media or Press needs to be more active in promoting, disseminating information related to the existence of halal tourism in Ponorogo district. With the help of media, a positive impact on attracting local and foreign tourists to visit Ponorogo district will be achieved..

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