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The 9th International Conference on Marketing and Retailing**REINVENTING GOVERNMENT APPROACH AS AN EFFORT TO
DEVELOP MADURA HALAL TOURISM**

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Abstract

The tourism sector is a leading sector and is one of the important keys to regional development in a country and improving community welfare. The development of the tourism sector is interesting to study from the perspective of reinventing government. The main idea of this concept is how to grow bureaucracy so that the public sector can run its organization more competitively, effectively, and efficiently. This research aims to analyse and describe the halal tourism development model in Madura from a government perspective. This research uses a quantitative descriptive approach with the ANP (Analytic Network Process) method, using four heads of the Department of Culture and Tourism as informants. Based on the research results, it was concluded that the development of halal tourism in Madura has met six Reinventing Government indicators and twelve Reinventing Government sub-criteria. Meanwhile, the most appropriate policy priority scale for developing the halal tourism sector in Madura is by using the principle of "Community Owned Government", through the strategy of empowering Tourism Awareness Groups in every halal tourist attraction in Madura, so that it can provide multiple effects of improving the economy for the community and overcoming surrounding poverty.

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1. Introduction

The tourism sector is a leading sector and one of the important keys in regional development or improving welfare for the community (Calero & Turner, 2020). Tourism is a potential sector that is being promoted and developed, considering the existence of Tourism objects in Indonesia has a very important role as a source of state revenue, especially for local governments. Law No. 10 of 2009 on tourism regulates that tourism aims to increase national income to improve the welfare and prosperity of the people, expand and equalise business opportunities and employment opportunities, encourage regional development, introduce and civilising objects and tourist attractions as well as the love of the homeland and fostering friendship between nations (Ethika, 2016). The development of the tourism industry not only has an impact on job creation, managing, and preserving various relics (Hoang, 2021) but can present new behaviours or lifestyles to tourists who need the availability of various products and services based on tourism and halal lifestyle as a supplier or “Halal tourism and lifestyle” (Dulkiah, 2020). Now, public awareness of halal trends is increasing, not only in the field of food and beverage but also in the fields of tourism, cosmetics, education, fashion, entertainment media, medical and pharmaceutical, Arts and culture, as well as finance with Islamic values.

In the last few decades, the impact of internationalisation has caused the halal tourism sector to experience very rapid development, it has a very large impact on the socioeconomic development of a country (Younis et al., 2022). Indonesia is the largest archipelago country with 88% Muslim population. With a diverse social and cultural landscape, 17,000 islands, 300 ethnic groups, 146 languages, as well as mega biodiversity, and 800,000 mosques, Indonesia can lure foreign or local tourists to come to enjoy the unique scenery in Indonesia (Wade, 2020). This indicates that Indonesia is a country that has a very big opportunity to develop halal tourism which is the people of Indonesia who have a halal lifestyle personality (Muheramtohadhi & Ady Fataron, 2022).

Madura Island is the largest island of East Java province of Indonesia which has four districts namely Bangkalan, Sampang, Pamekasan, and Sumenep (Nusa et al., 2021). The Central Statistics Agency (BPS) shows that four (4) districts on the island of Madura included in the district/city left behind in Indonesia. Efforts are needed to boost the growth and development of Madura based on the local potential of Madura Island, one of which is the local potential through the development of the tourism sector. Madura Island has great potential in the tourism sector, it's just that a strategy is needed in the development of the sector to have its uniqueness, one of which is through the development of halal tourism (Chrismardani et al., 2023). Based on the social characteristics of the people on the island of Madura, Madura should be included in East Java province with the most potential to become a halal tourist destination in Indonesia (Wispondono et al., 2023). This is because, for the national community, Madura is an area with Islamic characteristics. However, the characteristics or identity of Madura as an Islamic region or even a nickname as “Serambi Madina” cannot guarantee Madura Island has superior competitiveness and readiness for halal tourist destinations to be developed. Even though the island of Madura has quite a large potential for halal tourism, every district on the island of Madura has halal tourist attractions in the form of natural tourism, religious and cultural tourism, as well as artificial tourism (Hasan, 2023). The following Table 1 will provide an overview of the number of tourist attractions in each district on the island of Madura based on their type.

Table 1. Number of halal tourist attractions in each district on the island of Madura

No	Regency	Natural tourism	Religious and Cultural Tourism	Artificial Tourism	Total
1.	Bangkalan	10	10	4	24
2.	Sampang	11	8	4	23
3.	Pamekasan	14	3	7	24
4.	Sumenep	15	24	2	41
	Total	50	45	17	112

Source: Strategic Plan Document of the Tourism Office of Four Districts in Madura, 2020.

Table 1 shows that overall, there are 112 halal tourist attractions on the island of Madura, consisting of 50 natural tourist attractions, 45 religious and cultural tourist attractions, and 17 artificial tourist attractions. Another district that has many halal tourist attractions is Sumenep District, namely 41 objects. Meanwhile, Bangkalan and Pamekasan Regencies have 24 halal tourist attractions each. Meanwhile, Pamekasan Regency has 23 halal tourist attractions.

In addition to having tourism potential in general, the halal tourism potential in Madura is based on halal tourism criteria and can be developed optimally. In this case, given the considerable potential of halal tourism on the island of Madura can be a strategic development in the development of halal tourism and can increase economic independence in increasing local revenue on the island of Madura. An opportunity for the region to optimise its regional management, including the management of the tourism sector. Reinventing government tourism into an offer of a public sector Tourism Management System (Department of Culture and Tourism of four districts in Madura) with the spirit of the performance of the private sector. The fact is that public sector policy has been stuck with the performance orientation of the system.

Developing the tourism sector aims to attract as many tourists as possible by still prioritising resources that are balanced by innovation and the spirit of renewal in community organisations. Of course, this depends on the policymakers (decision makers) who play an active role in the updates made. So in this study tried to propose an approach to the development of halal tourism potential in Madura Island by using the perspective of Reinventing Government.

1.1. Reinventing Government Theory

The idea of Reinventing Government proposed by Osborne et al. (1996) is the idea of criticising and improving classical concepts and theories to optimise public services. The ideas of Osborne et al. (1996) to reshape government consist of the following 10 Principles: a) catalyst Government, i.e. rule rather than tread; b) people-owned government, i.e. empower rather than serve; c) competitive governance, i.e. inject competition into service delivery; d) mission-driven governance, i.e. transforming organisations driven by rules; e) results-oriented government, i.e. funding outcomes rather than inputs; f) customer-oriented government, i.e. meeting customer needs, not bureaucracy; g) corporate governance, i.e. generating instead of spending; h) anticipatory governance, i.e. preventing rather than treating; i) decentralised governance, i.e. from hierarchy to engagement and teamwork; j) market-oriented government: driving change through markets.

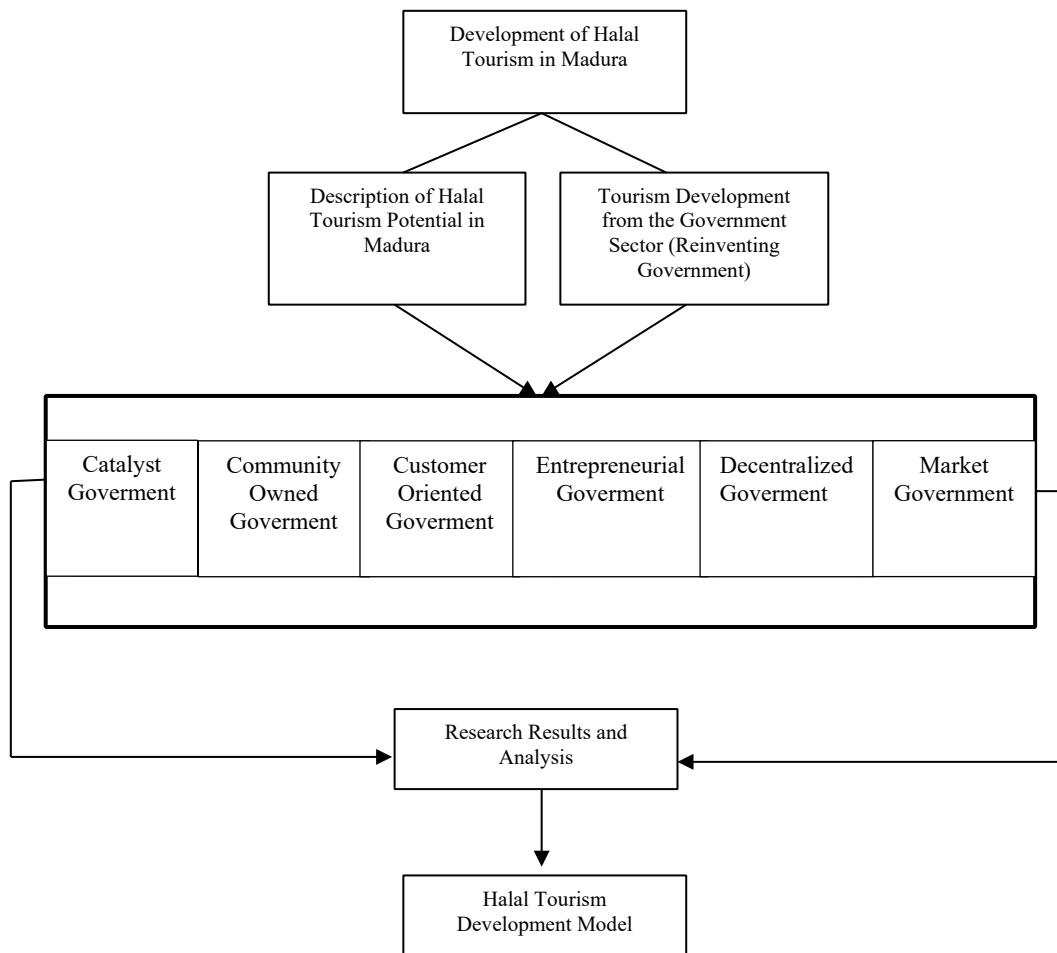


Figure 1. Illustration of the Research Framework (Source: Researcher's logical thinking, adopting the thoughts of Saaty (1996) and Vanany (2003))

2. Problem Statement

Madura Island is the largest island of East Java province of Indonesia which has four districts namely Bangkalan, Sampang, Pamekasan, and Sumenep. According to the Central Statistics Agency (BPS) shows that 4 (four) districts on the island of Madura are included in the district/city left behind in Indonesia. Efforts are needed to boost the growth and development of Madura based on the local potential of Madura Island, one of which is the local potential through the development of the tourism sector. Madura Island has great potential in the tourism sector, it's just that a strategy is needed in the development of the sector to have its uniqueness, one of which is through the development of halal tourism. Based on the research results of Sutikno et al. (2020), a potential area in East Java to become a halal tourist destination in Indonesia is the island of Madura. Based on the research results, there are two reasons why Madura has the potential to become a halal tourism destination. First, Madura Island has a potential tourist attraction to be developed into a halal tourist attraction. Second, the Madurese people already have an understanding of sharia tourism, this will be a big capital for Madura to become a sharia tourism destination in Indonesia.

3. Research Question

The potential of halal tourism in Madura can be a driver of growth in the Madura region so there is a need for proper development of the sector. The development of tourism potential in Madura can effectively be initiated through a new view of the bureaucratic system of government, namely, Reinventing Government so that researchers formulate the following problems:

- i. Whether the development of halal tourism in Madura has implemented the principle of Reinventing Government?
- ii. How to develop halal tourism in Madura based on the perspective of Reinventing Government?

4. Purpose of the Study

Developing the tourism sector aims to attract as many tourists as possible by still prioritising resources that are balanced by innovation and the spirit of renewal in community organisations. Of course, this depends on the policymakers (decision makers) who play an active role in the updates made. So, this study tried to propose an approach to the development of halal tourism potential in Madura Island by using the perspective of the Reinventing Government.

5. Research Methods

This research is descriptive by using a quantitative approach method, the selection method is deliberately chosen to describe a phenomenon using values or Numbers that will describe the characteristics of the subject under study. The research location chosen in this study is the island of Madura. In data collection techniques, using primary data in this study the data is put together by researchers from the first source or area of the research object. Primary Data were obtained from the results of a survey with questionnaires that have been answered by tourism businesses and visitors/tourists, in-depth interviews, and observations. To complete the information/ data, surveys and interviews related to the development of halal tourism in Madura were also conducted with the relevant local government agencies/Agencies (Department of Culture and Tourism).

For the variables in the study can be measured correctly, there are necessary indicators that can validly and accurately measure the variables of this study. Based on the theory and principles in the perspective of Reinventing Government in this study adopted six relevant principles in the development of halal tourism potential in Madura, the six principles that will be used as reference aspects and criteria derived into indicators of institutional assessment of Government (Department of Culture and Tourism). Based on the purpose of the study, this study will describe the development of halal tourism on the island of Madura seen from the perspective of government agencies. Data processing from the discussion will be done using the Analytical Network Process (ANP) with the support of Super Decisions software, which is a decision support model developed by Saaty (1996) whose decision will describe a complex multi-factor or multicriteria. The ANP method of data processing begins with:

5.1. Solve the Whole Problem into its Elements

The process of preparing a network based on data development criteria to be implemented. The preparation of the network must first determine the overall goals or objectives. After that, determine the necessary criteria. This criterion is generally a situation where it can indicate a goal and is usually still general.

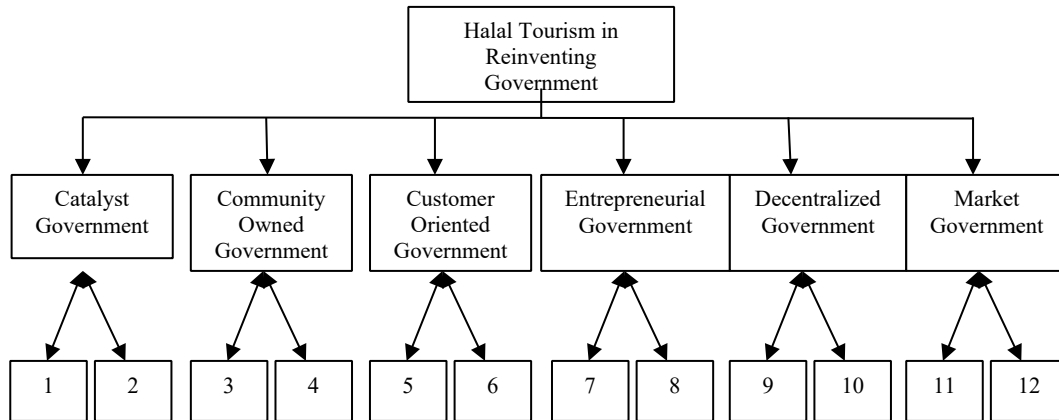


Figure 2. ANP network structure Halal Tourism Development in Madura Island (Source: Researcher's logical thinking, adopting the thoughts of Saaty (1996) and Vanany (2003))

Description:

- i. Has a policy direction of halal tourism development
- ii. 2. Clarity of role in the development of halal tourism
- iii. 3. Involve the community to develop measures and policies to be implemented
- iv. 4. Development and empowerment of tourism awareness groups (Pokdarwis)
- v. Increase visitor satisfaction attraction
- vi. Repair program facilities and infrastructure or facilities
- vii. Has a contribution to PAD
- viii. Have a multiplayer effect on other sectors.
- ix. Has excellent tourism potential in the area
- x. Have full authority over the attractions to be managed
- xi. Have cooperation with the private sector in investing in tourism
- xii. Have a readiness for the competition attractions in other areas

5.2. Determining the Comparative Assessment of Interests

At this stage by making a judgement about the relative importance of two elements at a given level with the relation at the level above it. This assessment is at the heart of the ANP, as it will affect priorities. In each criterion and alternative, it is mandatory to do a pair comparison (pairwise comparison) to obtain a value in the level of importance of the element with a qualitative opinion. Table 2 below is an explanation of the level of importance assessment of each halal tourism development policy in Madura.

Table 2. ANP Paired Comparison Scale

Level	Definition
1	both elements are equally important
3	little more important
5	5 clearly more important
7	7 very obviously important
9	9 Absolutely more important
2,4,6,8	2,4,6,8 middle values between two adjacent comparisons

Source: Data processed from various sources

Table 2 explains that level 1 shows that the two policies or strategies offered for the development of halal tourism in Madura are equally important. Level 3 is slightly more important than the alternative policies. Level 5 has higher importance compared to alternative policies. Level 7 is very high in importance compared to alternative policies. Level 9 is of absolute importance compared to alternative policies.

5.3. Priority Synthesis

The next step is to measure the priority weight of each subsequent element along with the basic perception of an expert that has been included in the Matrix. First, divide each number (scale) in a column along with the next number and do the same thing for each column. Furthermore, the resulting new number (scale) of rations is summed up by rows. After that, look for the whole of the number of elements of each row and then like the other step, which is done with the number of each row in the total so that the last priority of each element together with the overall priority weight is equal to one. The process that is carried out to result in an overall priority weight equal to one is commonly called the normalisation process.

5.4. Logical Consistency

Measurement of consistency with the ANP model was carried out in two stages. The first stage is to take into account the consistency of each matrix comparison and the second stage takes into account the consistency of the complex on the network. ANP can result in a consideration of the question of the consistency logic of the evaluator. The consistency index (CI) is a mathematical calculation for each paired comparison. This CI expresses the consistency deviation. After that random index (Random index/RI), because of an absolute random response divided by the resulting CI consistency ratio (CR). The higher the CR, the lower the consistency, and vice versa. The formula of the consistency index (CI) is as follows:

$$CI = \frac{\lambda_{maks} - n}{n - 1} \dots\dots\dots 1)$$

where :
 λ_{max} = maximum eigenvalue value
 n = matrix size
 CI = Consistency Index

To calculate the consistency ratio (CR), it can be done by the formula:

$$CR = CI/RI \dots\dots\dots 2)$$

where :

- CR = consistency ratio
- CI = Consistency Index
- RI = random index value

In the next stage, take into account the consistency of all networks. The network must be consistent. Where testing network consistency requires the results of the Consistency Index and relative priority on the matrix with paired comparisons at certain network levels, the formula used to test network consistency is as follows:

$$CRH = M / \overline{M} \dots\dots\dots 3)$$

where:

\overline{M} = CI level II + priority weight II. CI level III

\overline{M} = RI level II + priority weights II. RI level III

RI = Random index

6. Findings

This study uses primary data in the form of questionnaires that have been filled in by experts and practitioners of the Tourism Department of Culture and Tourism (Disbudpar) in four districts on the island of Madura, from the results of the distribution of questionnaires to nine respondents. The questionnaire consists of 2 categories of paired comparisons between clusters of criteria and paired comparisons between sub-criteria. Primary data collection is done by distributing questionnaires generated from the Super decision application.

The result of priority value calculation (eigenvector) is used in designing a super-Matrix. The weights in the super-matrix are the relative importance weights of the related pairwise comparisons, from which we can know the order of priority of a criterion or sub-criterion. In Table 3 below, the known values show the results of calculating the priority value (eigenvector) of each criterion in the paired comparison of the Super Decision.

Table 3. Normalisation of Pairwise Comparison Matrices on Six Criteria

Rank Weight Criteria	Bobot	Rank
Capitalist Government	0,058203722	5
Community Owned Government	0,288328894	1
Customer Government	0,137797430	3
Entrepreneurial Government	0,283903613	2
Decentralized Government	0,045162173	6
Market Government	0,098361287	4
Inconsistency: 0,02945		

Source: Primary Data, Processed 2022

The first rank of the most important criteria is community-owned government with a weight of 0.28832 or 28.832%, followed by entrepreneurial governance criteria ranked second with a weight of 0.28390 or 28.390%, then in the third rank with a weight of 0.13779 or 13.779%, namely customer governance criteria, and other criteria following weights and ratings. With the condition that the results of pairwise comparison that can be accepted is a criterion that has a value of inconsistency not more than 0.1

or 0.1 so that the pairwise comparison of the criteria can be accepted by showing the value of inconsistency of 0.02945.

Next, the level of certainty or agreement of respondents regarding the problem will be seen from the value of the Rater Agreement calculation which has a level value as shown in Table 4 below.

Table 4. Distribution of Rater Aggregate Values

Scale	Criteria
0 – 0,10	Weak
0,10 – 0,30	Weak-Moderate
0,30 – 0,60	Moderate-Strong
0,60 - 1	Strong

Source: Data Processed From Various Sources

This research uses the Rater Agreement calculation, which is a calculation that shows the level of certainty (agreement) of all respondents regarding a problem in one cluster, referring to Table 3. So the Rater Agreement value for the criteria indicator aspects listed in Table 5 below is 0, 64 is included in the strong scale.

Table 5. Rater Aggregate Values in Criteria Cluster

U Value	31,5
S Value	921
MaxS Value	1417,5
W Value	0,64973545

Source: Primary Data, Processed 2022

After doing paired comparisons with each criterion, the next step is to do paired comparisons with sub-criteria in each criterion/cluster. The way this is done is the same as the pairwise comparison of the criteria. The following Table 6 is the result of the calculation of the priority value (eigenvector) of each sub-criteria of the paired comparison in Super Decision.

Table 6. Normalisation of Pairwise Matrix Comparisons on Twelve Sub-Criteria

Sub-Criteria	Weights	Rank
Clarity of role in the development of halal tourism	0,017844929	11
Involve the community in the preparation of measures & policies to be implemented	0,055732878	5
Have a halal tourism development policy direction	0,021661357	9
Have cooperation with the private sector in investing in tourism	0,029417040	8
Have readiness in competition attractions in other regions	0,035705093	6
Have full authority over the attraction to be managed	0,010714845	12
Have a significant contribution to Local Revenue	0,066595012	3
Has multiplayer effect for other sectors	0,125228920	2
Has superior tourism potential in the area	0,020401910	10
Increase visitor satisfaction with attractions	0,030899489	7
Development & empowerment of Tourism Awareness Group (KSW)	0,161500797	1
Tourism Infrastructure Improvement Program	0,062863522	4

Source: Primary Data, Processed 2022

Based on Table 6 in which the twelve sub-criteria above will be taken 2 rankings with high weight, based on the results of the above data shows that the weighting with the highest value is in the “development and empowerment of tourism conscious groups (Pokdarwis)” with a value of 0.16150 or 16.150%, where the development and empowerment of tourism conscious groups is a sub-criterion of community-owned governance criteria. In the second ranking of entrepreneurial governance, criteria have a multiplayer effect for other sectors with a weighted value of 0.12522 or 12.522%.

Table 7. Rater Aggregate Cluster Sub-Criteria

Criteria	Value
U Value	58,5
S value	3860
MaxS value	11583
W value	0,333247

Source: Primary Data, Processed 2022

The value of the rater agreement (W) in the aspect of the criteria indicators listed in Table 7 is 0.33 which is on a moderate-strong scale, which indicates that the experts in assessing the paired comparison questionnaire agreed in determining the sub-criteria in the concept of halal tourism development.

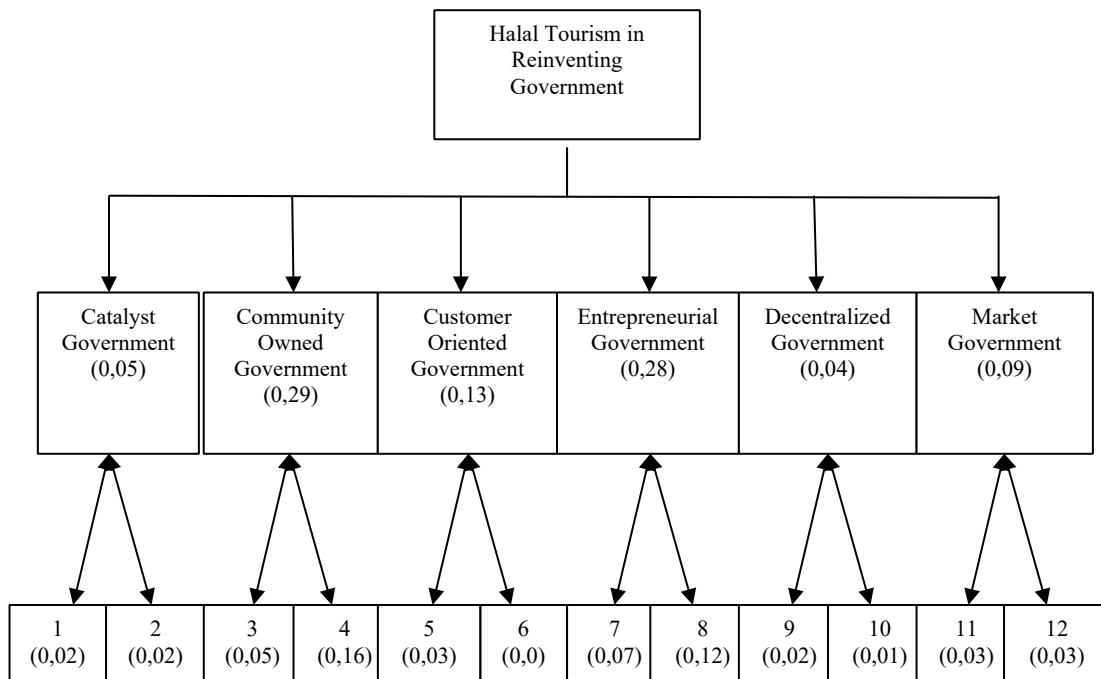


Figure 3. Network Structure of Halal Tourism Development Model in Madura (Source: Primary Data, Processed 2022)

Based on the calculation of the ANP method of the six criteria, according to experts and practitioners Disbudpar four districts in Madura that get the most weight is the criterion of “community-owned government” (0.28832) is the first position criterion. Next in second place is the criterion of “entrepreneurial government” (0.28390), and the third is the criterion of “customer Government” (0.13779). In fourth place is the criterion of” market government “(0.09836), followed by the criterion of”

capitalist government " (0.05820). And the last order there is the criterion of" decentralised government " (0.04516). This study took two important criteria that have a high weight to be used as a model of halal tourism development in Madura in the perspective of Reinventing Government.

The results of the above data have shown that the first rank of the highest weight is on the government-owned by the community. In the theory of Reinventing Government, the purpose of this criterion is that society is not only a passive consumer of public services but a producer of potential and superior public services where people can participate in taking policies, then the community is empowered to be able to control the services provided by the bureaucracy. In terms of tourism, community empowerment is meant to be a tourism-conscious group (Pokdarwis) under the auspices of the Department of Culture and Tourism per-Regency.

The result of weighting in the second rank is the criterion of entrepreneurial government, in theory, the context of this criterion is that the government must encourage it to expand its income coffers, including from public service activities. The principle of government on entrepreneurship is indirectly covered in the tourism sector. This principle is how Disbudpar in Madura in managing tourism assets must put forward the principle of entrepreneurship. In addition, the development model with a cluster of criteria is also supported by twelve sub-criteria which are part of the six criteria selected. The sub-criteria are the same as the criteria, namely taking the 2 highest ratings. The Sub-criteria that gets the greatest weight of assessment is in the "development & empowerment of tourism conscious groups (Pokdarwis) "of 0.25399 which is a sub-criterion of community governance criteria, in the second position is" having a Multiplier Effect for other sectors " of 0.12522 is a sub-criterion of entrepreneurial governance criteria.

7. Conclusion

Based on the discussion, there are six criteria indicators and twelve Sub-criteria in developing halal tourism on Madura Island with the principle of Reinventing Government. The criteria that received the top score was the criterion of" community-owned government " with a value of 0.28, compared to the sub-criteria that received the highest weight, namely the development and empowerment of tourism awareness groups (Pokdarwis) with a weight value of 0.61. The rater agreement value in the aspect of criteria indicators is 0.64 which is on a strong scale, which indicates that the experts agree in determining the criteria in the concept of halal tourism development with the Six Principles of Reinventing Government. The rater agreement value for the sub-criteria aspect is 0.33 which is on a moderate-strong scale which indicates that the experts also agree with the sub-criteria of the halal tourism development model in Madura.

Based on the results of the analysis above, show the development of halal tourism in Madura from the perspective of Reinventing Government, or the main thing prepared in the development of halal tourism on the government side (Disbudpar) is community-owned government policy which is in the form of development and empowerment of tourism conscious groups (pokdarwis) in educating or preparing the development of halal tourism potential. After the readiness of Pokdarwis then followed by an entrepreneurial government policy that has a multiplier effect on other sectors, the Department of Culture and Tourism in the development of halal tourism should be able to affect other sectors in the form of improving the economic conditions of the surrounding community.

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