
Implementation Of Halal Certification Policy For Tourism And Creative Economy Businesses In Trenggalek Regency (A Study at the Department of Tourism and Culture of Trenggalek Regency)

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Abstract:

Implementation of the halal certification policy for tourism industry and creative economy businesses in Trenggalek Regency was driven by the enactment of the Halal Product Assurance Law and a decline in tourist visits to the Regency. This study aims to describe the implementation of the halal certification policy for tourism and creative economy businesses and to identify the inhibiting and supporting factors affecting it. A qualitative approach was used, applying George C. Edward III's policy implementation theory, which consists of communication, resources, disposition, and bureaucratic structure. Data were collected through interviews, observation, and documentation at the Department of Tourism and Culture of Trenggalek Regency. The findings show that implementation has run reasonably well through the involvement of five key actors: the Halal Product Assurance Organizing Agency, the Indonesian Ulema Council, Halal Inspection Bodies, the Department of Tourism and Culture, and business owners, supported by the Free Halal Certification Program, the proactive "Jempol Laris" outreach strategy, and the Safe and Healthy Halal Culinary Zone at Pasar Pon. Inhibiting factors include weak inter-agency coordination, limited business capacity, lengthy certification procedures, low compliance, and perceptions of high cost combined with low digital literacy. Supporting factors include the active role of the Department, government facilitation, clear standard procedures, and market demand for halal-certified products.

Keywords:

Policy Implementation, Halal Certification, Tourism Industry, Creative Economy.

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Introduction

Since the enactment of Law Number 33 of 2014 on Halal Product Assurance, halal certification policy in Indonesia has undergone a major shift, turning certification from a voluntary practice into a legal obligation for products entering, circulating, and traded in the country. This shift is intended not only to accommodate the needs of Indonesia's Muslim-majority population but also to affirm the state's responsibility to protect consumers through comfort, security, and safety guarantees (Menteri Hukum dan Hak Asasi Manusia, 2014). To support this policy, the government established the Halal Product Assurance Organizing Agency (BPJPH) under the Ministry of Religious Affairs, and the Mandatory Halal Certification Policy is set to take full effect in October 2026 (Zhafira, 2025).

This regulatory momentum has been reinforced through the Job Creation Law, which accelerates the certification process for businesses, and through the Free Halal Certification Program (SEHATI), which uses a self-declaration scheme to support micro-enterprises. Government Regulation Number 42 of 2024 sets 17 October 2026 as the mandatory certification deadline across product categories, while allowing adjustment time particularly for micro and small businesses that still face administrative and technical challenges (Saputra, 2026). At the provincial level, East Java has taken an active role in facilitating halal certification for small and medium enterprises, which contribute nearly 60 percent of the regional economy (Timur, 2025a).

Trenggalek Regency has shown a strong commitment to building a local halal ecosystem, most visibly through the launch of the Halal, Safe, and Healthy Culinary Zone (Zona KHAS) at Pasar Pon in May 2025, inaugurated jointly with the East Java provincial government. Seventy micro-enterprises operate within this zone, most of them already halal-certified, reflecting a strategic step toward a halal lifestyle and stronger consumer trust in local micro and small businesses (Timur, 2025b; Shubekti, 2025).

Despite these achievements, Trenggalek's tourism sector faces a serious challenge: tourist visits fell from 1,116,467 in 2024 to 955,729 in 2025, a decline of roughly 14 percent (Sofyan Arifin Candra Sakti, 2026). This decline coincides with the growing awareness among Muslim tourists of the importance of halal-certified products

and services, a factor the Ministry of Tourism has identified as crucial to strengthening the competitiveness of Muslim-friendly destinations. Low rates of halal certification among tourism and creative-economy businesses in Trenggalek may therefore hinder the sector's recovery (HSA Purna Putra, 2026).

The Department of Tourism and Culture (Disparbud) of Trenggalek Regency is the local government body responsible for developing the tourism and creative-economy sectors, established under Regional Regulation Number 26 of 2024. Within the framework of Halal Product Assurance implementation, Disparbud's coordination and promotion functions are essential for raising awareness of certification obligations among restaurant owners, fashion producers, and local specialty-food businesses, effectively bridging national regulation (BPJPH/MUI) with the realities faced by local business actors (Rifka Alkhilyatul Ma'rifat & I Made Suraharta, 2024b).

Although halal certification policies and supporting programs have developed considerably from the national to the district level, at least three research gaps remain. First, existing studies tend to focus on specific food products or on the technical and administrative aspects of certification at the national level, while research at the district level, particularly in tourism and creative-economy sectors, remains limited (Rifka Alkhilyatul Ma'rifat & I Made Suraharta, 2024a). Second, few studies link halal-certification implementation to business competitiveness in tourism and creative-economy sectors within a comprehensive policy-implementation framework (Bakti et al., 2025). Third, little research has been conducted in strongly religious regions such as Trenggalek that examines the local institutional, cultural, and infrastructural factors shaping implementation, beyond simple sales or revenue outcomes (Khairawati et al., 2025).

This study therefore focuses on how the halal certification policy is implemented for tourism and creative-economy businesses in Trenggalek Regency, and on the local factors that support or hinder that implementation. The findings are expected to contribute both theoretically, as a reference for further research on halal certification and halal tourism competitiveness in religious regions, and practically, by helping the Department of Tourism and Culture identify field-level obstacles-such as cost, procedure, limited outreach, and cultural resistance-so that more targeted intervention strategies can be developed.

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Policy Implementation

Policy implementation can be understood as a series of actions taken by the government and the private sector to realize the goals outlined in a policy decision, including the preparation of work programs, budgeting, socialization, inter-agency coordination, and technical implementation at the community level (Kaendung Evander & Pangemanan, 2021). Budi Winarno referred to implementation as a means to realize public policy goals into the expected outcomes (Turang et al., 2021), while Merilee S. Grindle views the success of implementation as determined by the content of policy and the context of implementation (Akib & Tarigan, 2008). This study uses the policy implementation theory framework of George C. Edward III (1980), which emphasizes the four main factors that determine the success of implementation, namely communication (clarity, consistency, and accuracy of policy delivery), resources (staff, information, authority, and facilities), disposition (attitude and commitment of implementers), and bureaucratic structure (standard operating procedures and division of responsibilities) (Turhindayani, 2020).

Halal Certification

Certification is the process of providing formal recognition by an authorized institution for products, services, or competencies that have met certain standards, as well as a means of increasing public trust (Ariana R, 2016; Nur, 2020). Halal certification is specifically defined as the recognition of the halalness of a product issued by BPJPH based on a written fatwa of the Indonesian Ulema Council (MUI), as stipulated in Law Number 33 of 2014 concerning Halal Product Assurance (Minister of Law and Human Rights, 2014; Yanuardin, 2025; Darda, 2025; Salam et al., 2025). From the perspective of business ethics and consumer protection, halal certification is an extension of Islamic business ethics as well as a guarantee for Muslim consumers that the products consumed are free from haram elements (Ramlan & Nahrowi, 1996). The halal certification system includes several main elements, namely the mandatory regulatory framework, the institutional role of BPJPH and MUI, the stages of the certification process from submission to the determination of fatwas, halal product standards, supervision and

enforcement mechanisms, and consumer protection as the main goal (Minister of Law and Human Rights, 2014).

Tourism Industry and Creative Economy

The tourism industry is a collection of interconnected businesses, including transportation, accommodation, travel agencies, and other supporting services that provide goods and services to meet the needs of tourists during travel (Saragih et al., 2021; Permatasari, 2022). This sector plays an important role in encouraging economic growth because it creates jobs, increases community income, and promotes the cultural and natural wealth of an area (Mukaffi & Haryanto, 2022). The creative economy is an economic activity that comes from the use of individual creativity, skills, and talents, such as design, culinary, and fashion, as the main resource to create added value, employment, and welfare (Perlambang et al., 2025). In the context of Trenggalek Regency, these two sectors are closely interrelated because most creative economy actors, especially processed food and culinary products, are part of the regional tourism ecosystem.

Previous Research

Several previous studies have strengthened the relevance of this study. Research on the competitiveness of halal-certified tofu MSMEs in Jember found that halal certification has a positive impact on increasing revenue, sales volume, and consumer trust (Gita & Putri, 2025). Research in Bali revealed that the low adoption rate of halal certification, despite the potential for a large market, is due to lengthy procedures, high costs, limited auditors, and resistance to local philosophy (Sodiqin et al., 2025) — conditions that are different from Trenggalek as an area with a majority Muslim population. A study of the synergy of the creative economy and halal certification in a traditional beverage company shows that product innovation and creative branding are key strategies that strengthen the competitiveness of halal certification (Barnanda et al., n.d.). Meanwhile, the study in Yogyakarta found a gap between the rules and implementation of the Halal Product Assurance policy due to MSMEs' misunderstanding of the importance of certification (Muh. Nur Ridho Chaerul Firdaus, 2025). This study complements these studies by focusing on the implementation of halal certification policies for the tourism and creative economy sectors in areas with strong religious community characteristics, using the George C. Edward III policy implementation framework.

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Methodology

This research uses a qualitative approach, which allows the researcher to explore in depth the meanings, perceptions, and experiences that shape how tourism and creative-economy business owners respond to the halal certification policy (Sugianto, 2023). Following Cresswell (2009), a qualitative approach is appropriate for understanding the meaning individuals or groups attach to a social problem; in this study it is used to examine the effect of halal certification on business competitiveness and to identify supporting and inhibiting factors from the perspective of business owners and Disparbud staff.

The research focus follows George C. Edward III's (1980) policy implementation theory as cited in Turhindayani (2020), covering four variables: communication, resources, disposition, and bureaucratic structure. It also examines the inhibiting factors (inter-agency coordination, business capacity, procedural length, compliance, cost perception and digital literacy) and supporting factors (institutional role, government facilitation, standard workflow, and market demand) shaping implementation.

The research was conducted at the Department of Tourism and Culture (Disparbud) of Trenggalek Regency, East Java, chosen because of the Regency's Muslim-majority and strongly religious population, its active development of halal tourism, and Disparbud's strategic position bridging national halal regulation with local business needs. Primary data were obtained through interviews with staff of the Creative Economy Division and the Tourism Destination Attractiveness Division, while secondary data were drawn from the Halal Product Assurance Law, government regulations, Disparbud's annual reports, statistics on halal-certified MSMEs, and relevant news coverage and prior literature (Sulistiawati, 2024). Data were collected through in-depth interviews, observation, and documentation, and analyzed descriptively using a qualitative approach.

Result and discussion

Findings are presented according to George C. Edward III's (1980) four implementation indicators-communication, resources, disposition, and bureaucratic structure-followed by the inhibiting and supporting factors identified in the field.

1. Implementation of the Halal Certification Policy for Tourism and Creative Economy Businesses in Trenggalek Regency

Communication

Message clarity proved essential, since most micro and small businesses in Trenggalek have limited capacity to interpret technical regulation. Disparbud explains each stage of certification-from raw-material verification and slaughterhouse inspection to data entry-step by step, reducing confusion among first-time applicants and building their confidence to proceed.

Communication channels are deliberately varied to reach a heterogeneous business community, combining WhatsApp groups and official letters with the "Jempol Laris" (jemput bola/door-to-door licensing service) program, which visits business locations directly. This mix helps overcome the geographic and structural barriers that would otherwise limit the reach of formal socialization alone.

Because five different actors-BPJPH, MUI, LPH, and Disparbud-are involved, message consistency is a recurring challenge; differing interpretations of procedure across institutions can confuse business owners. Disparbud coordinates with BPJPH and halal companions to keep the information it conveys consistent, particularly regarding the scope of LPH inspection and its link to the MUI fatwa.

A feedback mechanism operates through the quarterly "Rembuk Wisata" forum and the door-to-door outreach strategy, allowing Disparbud to capture obstacles faced by business owners at the grassroots level and adjust its approach based on input from villages and sub-districts, rather than implementing the policy in a purely top-down manner.

Given that halal awareness in Trenggalek is still developing, Disparbud relies on repeated and sustained outreach-technical mentoring, training, and ongoing coaching-so that business owners who miss one round of socialization still have further opportunities to learn, particularly as the October 2026 mandatory deadline approaches.

Resources

Human resources remain the most significant constraint, as the number of BPJPH halal companions available is limited. Disparbud addresses this through a structured, well-documented mentoring system led by its Creative Economy Division and Tourism

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Destination Attractiveness Division, which guides business owners from document preparation through to certificate issuance.

On the budget side, the Free Halal Certification Program (SEHATI), delivered through a self-declaration scheme, removes the cost barrier for micro and small businesses. However, many business owners remain unaware of or distrustful of the free program, showing that budget availability alone is insufficient without intensive, trusted socialization.

Regarding facilities, BPJPH has provided an online registration portal, but limited internet access in parts of Trenggalek still hampers independent use of the system, requiring more intensive face-to-face mentoring in remote areas-evidence that certification policy cannot be separated from local digital-infrastructure readiness.

Well-documented information resources underpin planning: Disparbud records show 73 businesses facilitated for halal certification during 2024-2026, with the Zona KHAS initiative at Pasar Pon alone accounting for 70 facilitated micro-enterprises-evidence that accurate data and a targeted approach can produce measurable certification outcomes.

Disposition

Implementing staff display a proactive, service-oriented attitude, reflected in the door-to-door "jemput bola" strategy and end-to-end mentoring from application to certificate issuance. This builds trust between local government and business owners and encourages word-of-mouth referrals that widen the program's reach.

Leadership commitment is expressed through integrated, ongoing supervision that covers not only halal compliance but also hygiene and pricing, backed by a dedicated monitoring team-evidence that halal certification is treated as part of broader consumer protection rather than a narrowly religious matter.

Among business owners, a good understanding of the certification process correlates with more positive attitudes and a willingness to recommend the program to peers, although some owners still regard certification as merely an administrative burden rather than a strategic business investment.

Community acceptance is strong: Trenggalek's Muslim-majority population creates a collective awareness of the importance of halal consumption, reinforced by the positive

public reception of Zona KHAS and by the recurring "Rembuk Wisata" forum, which helps maintain halal standards over time.

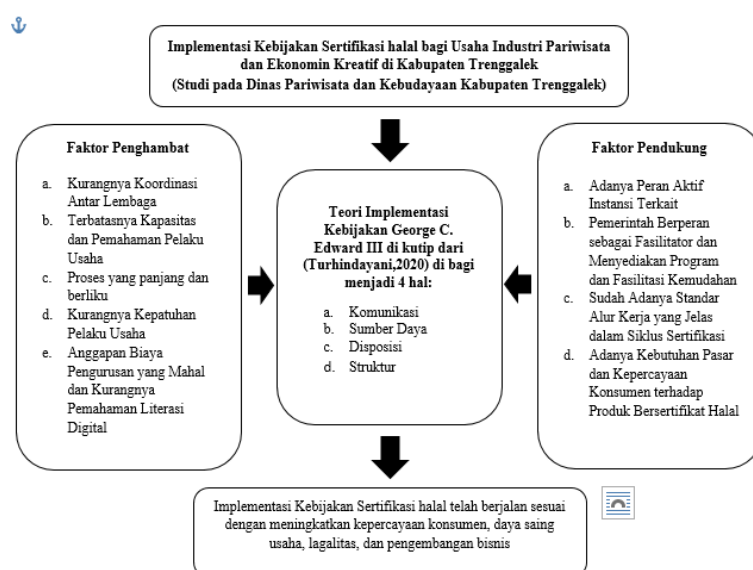
Bureaucratic Structure

Task division among BPJPH (national authority), MUI (fatwa issuance), LPH (technical inspection), and Disparbud (local facilitation) is clearly defined, allowing each institution to focus on its role, although some overlap in authority still occurs in practice.

Inter-agency coordination functions reasonably well for strategic programs such as SEHATI and Zona KHAS, through Disparbud's coordination with BPJPH halal companions as a communication bridge to MUI and LPH; even so, coordination in socializing the free-certification program to rural areas still needs strengthening.

Standard procedures set by BPJPH provide clear guidance and have been adapted to local conditions, but the multi-layered process-registration, document verification, LPH field inspection, and MUI fatwa issuance-can still take several months, especially when MUI requests revisions, prompting Disparbud to seek ways of simplifying the process for micro and small businesses.

Supervision and control extend beyond compliance monitoring to measuring the policy's impact on consumer trust; the rising consumer confidence observed at Zona KHAS, tracked through routine monitoring especially ahead of Ramadan and coordinated with the Health Office and related agencies, functions as both a success indicator and a feedback mechanism that reinforces further implementation.



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Figure 1: Conceptual Framework of the Study



Figure 2: Tourism Map of Trenggalek Regency



Figure 3: Office of the Department of Tourism and Culture of Trenggalek Regency

2. Inhibiting and Supporting Factors in the Implementation of the Halal Certification Policy

Beyond the four implementation indicators, several field-level factors either hinder or support the policy's execution.

Inhibiting Factors

Weak inter-agency coordination among BPJPH, MUI, LPH, and Disparbud remains a serious obstacle. Although task division exists on paper, overlapping authority and differing procedural interpretations in practice slow the certification process and leave business owners moving between institutions to complete requirements that sometimes overlap.

Limited capacity and understanding among business owners is significant, since most tourism and creative-economy businesses in Trenggalek are micro and small enterprises. Low digital literacy makes it difficult for many to use BPJPH's online registration portal, and few have experience documenting a Halal Product Assurance System (SJPH) to the standard required.

The certification process is long and complex, often taking several months across registration, document verification, LPH field inspection, and MUI fatwa issuance; any revision requested by MUI restarts part of the process, further discouraging business owners with limited time and resources from applying, unless supported by dedicated mentoring.

Business compliance remains low, as some owners still regard certification as a mere administrative burden rather than a strategic necessity, an attitude reinforced by inconsistent enforcement of sanctions at the regional level and by the belief among some owners that their products are already halal by tradition, without needing formal certification.

Perceptions of high certification cost, compounded by low digital literacy, form an interlinked psychological and technical barrier: many business owners remain unaware of or skeptical toward the free SEHATI program, particularly in rural areas, while difficulty navigating the online portal means intensive technical assistance is still required for form submission and document upload.

Supporting Factors

The active role of related institutions, particularly Disparbud as the frontline implementer, is a primary supporting factor. Through its Creative Economy Division and

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Tourism Destination Attractiveness Division, Disparbud conducts routine socialization and mentoring and proactively coordinates with BPJPH, MUI, and LPH to smooth the certification process.

Government facilitation is evident through the SEHATI free self-declaration scheme, the Zona KHAS initiative at Pasar Pon, and the door-to-door "Jempol Laris" strategy, all of which lower administrative and geographic barriers and create a positive experience that strengthens business owners' trust and participation.

A clearly established standard workflow, set by BPJPH and adapted locally by Disparbud-including a dedicated track for Zona KHAS businesses-gives business owners certainty about what to do, when, and with whom, reducing uncertainty and easing monitoring and evaluation.

Market demand and consumer trust in halal-certified products provide the strongest incentive of all: in a Muslim-majority regency amid a growing halal-tourism trend, business owners increasingly pursue certification voluntarily as a business strategy to attract more customers, particularly at Zona KHAS, where consumer confidence has translated into higher sales and loyalty.

Conclusion

Based on the findings, applying George C. Edward III's implementation framework (Turhindayani, 2020), the halal certification policy for tourism and creative-economy businesses in Trenggalek Regency has run reasonably well but is not yet fully optimal. Communication has functioned well through routine socialization and the Rembuk Wisata forum, though differing procedural interpretations among institutions still occasionally confuse business owners. Disposition is generally positive, reflected in proactive staff and strong leadership commitment, although some business owners still treat certification as an administrative burden. Resources remain constrained by the limited number of halal companions and uneven internet access in remote areas, despite the availability of the SEHATI program and well-documented business data. Bureaucratic structure is the weakest link, as inter-agency coordination is not yet optimal, the multi-layered certification process can take months, and supervision and sanction enforcement remain inconsistent, contributing to low compliance.

The inhibiting factors identified are weak inter-agency coordination, limited business capacity and understanding, a long and complicated certification process, low business compliance, and the perception of high cost combined with low digital literacy. The supporting factors are the active role of Disparbud, government facilitation through SEHATI, Zona KHAS, and Jempol Laris, a clear standard workflow adapted to local conditions, and strong market demand and consumer trust toward halal-certified products among Trenggalek's Muslim-majority population.

These findings suggest that optimizing the policy requires adding more halal companions, improving internet access in remote areas, strengthening inter-agency coordination through a regular joint forum, simplifying certification procedures for micro and small businesses, and enforcing supervision and sanctions more consistently, so that halal certification can more fully support the competitiveness of Trenggalek's tourism and creative-economy sector.

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Disclosure statement

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