



## **Investigation of Factors Inhibiting Halal Certification in Micro and Small Industries (MSIs) of Meatball Product**

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### **Abstract**

This study investigates the factors inhibiting halal certification among Micro and Small Industries (MSIs) of meatball products. Bondowoso Regency, as one of the regions in East Java Province, has good potential in developing micro and small-scale meatball industries. However, in reality, despite halal certification being legally mandated and crucial for consumer trust, especially in a country where the majority of the population is Muslim, no meatball MSIs in the region have obtained such certification. This study utilises a qualitative methodology, incorporating interviews and triangulated data, to identify six inhibiting factors in halal certification for MSIs of meatball products. The following factors have been identified as contributing to the issue: 1) lack of socialisation, 2) lack of knowledge of business actors on halal aspects of meatball products, 3) very high dependence of business actors on the existence of free halal certification, 4) lack of coordination between related institutions, 5) lack of human resources, and 6) lack of government role in mobilising MSI actors to carry out halal certification. These findings underscore the need for strengthened collaboration among government, academia, and industry (triple helix) and more proactive regional strategies to meet the national halal certification target by 2026.

**Keywords:** Halal certification, Mandatory halal, Meatball product, Micro and Small Industries (MSIs), Policy implementation

### **Introduction**

Halal certificates play a significant role in the operations of businesses in Indonesia due to the substantial Muslim population in the country and the global demand for halal products (Bux et al., 2022). These certificates serve to guarantee the safety of the products in accordance with Islamic Law. In addition to ensuring the halal status for consumers, obtaining these certificates is also regarded as a means of expanding business opportunities in the global market. The research conducted by Hasyim (2023) lends support to this assertion, underscoring

the escalating production of halal goods, not only for the domestic market but also for export, propelled by the substantial demand from Indonesian Muslims and the global community (Faridah, 2019). Consequently, the possession of a halal certificate has become imperative for business entities to satisfy the requirements of both domestic and international consumers. (Tumiwa et al., 2023)

To support the implementation of halal certification for products circulating throughout Indonesia, the Indonesian government established regulations regarding the obligation to possess a halal certificate for all products in the country (Sofiana et al., 2021). This was achieved through the enactment of Law Number 33 of 2014, which outlined the implementation process of the halal certification system. The implementation of this Law is divided into several stages. In the initial phase, the government appears to prioritise food products, food additives, and slaughter services. This stage is scheduled to conclude on October 17, 2024. However, this objective could not be accomplished, particularly for micro and small business groups (MSEs) (Katuk et al., 2021). The government's capacity to provide facilities and services was disproportionate to the number of business units throughout Indonesia. Consequently, the government has extended the halal certification staging time for micro and small business groups until October 17, 2026.

The government's prioritisation of halal certification for these three product groups is contingent upon the high level of public consumption of these products in everyday life, as well as the potential risk of non-compliance with halal standards, which is amplified in the absence of close monitoring (Wannasupchue et al., 2023). Moreover, these three groups constitute an integral component of the primary food supply chain, exerting a substantial influence on Muslim consumer confidence in products available in the market (Rachman & Khokhar, 2023). A notable example of a product that experienced significant challenges during the initial stage of this staging period is meatball products (Muneeza & Mustapha, 2021). The halal certification process for this product is contingent on the presence of a Halal Slaughterhouse. In the absence of a halal-certified slaughterhouse in a certain area, the halal certification process for meatball products in that area will face considerable challenges. This phenomenon is also observed in Bondowoso Regency.

Bondowoso Regency is one of the regions in East Java Province with a high number of meatball MSIs. According to data from the Bondowoso District Cooperative, Industry, and Trade Office (Diskoperindag), there were 539 meatball MSI businesses in 2025. Unfortunately, the high number of IMKs is not supported by the existence of halal-certified IMK meatball products. The region has not had a single micro or small-scale meatball industry with a halal certificate (Prawiro & Fathudin, 2023). The delay in the halal certification process of slaughterhouses in the Bondowoso Regency area is one of the reasons for this, as evidenced by previous preliminary research. The new slaughterhouse halal certificate was issued at the end of 2024. Other facts hindering the halal certification process for MSI meatball product groups in Bondowoso Regency include the absence of halal-certified meat milling services, a lack of human resources, insufficient socialisation, poor coordination between related institutions, and high dependence on the free halal certification program. These factors further hinder the

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implementation of halal certification for MSI meatball products in the Bondowoso Regency area.

The government's decision to extend the halal certification phase for micro and small industries (MSIs) should be maximally utilised by the community and related institutions to support the achievement of the mandatory halal certification target in 2026. However, challenges that persist at the regional level, such as in Bondowoso District, necessitate heightened scrutiny. National success is contingent not only on the efficacy of central government policies but also on the readiness and efficacy of regional implementation mechanisms. Regional bottlenecks, which are frequently disregarded in policy formulation, have the potential to engender implementation discrepancies that could impede the realisation of national objectives. Consequently, a comprehensive investigation into the obstacles impeding halal certification, particularly among micro and small enterprises engaged in meatball production in Bondowoso, is imperative. The present study focuses on identifying and analysing internal and external factors affecting certification efforts, offering a novel and in-depth perspective on a topic that remains largely unexplored. It provides valuable insights for local governments and relevant agencies ahead of the 2026 mandate.

### **Literature Review**

#### **Halal Certification**

Halal certification is a process that involves the attainment of a halal certificate through multiple stages. These stages serve to verify that the materials utilised, the production process, and the Halal Assurance System (HAS) employed in the production process have all met the halal assurance standards that LPPOM MUI has established. (LPPOM MUI, 2008). In 2014, the government promulgated the Halal Product Guarantee Act (JPH Law) number 33 of 2014, thereby emphasising regulations regarding halal product certification and halal certification obligations for products circulating or traded in Indonesia (Rachman & Khokhar, 2023). This regulation governs all aspects of the production process for goods and/or services related to food, beverages, medicines, cosmetics, chemical products, biological products, and genetically modified products. It also pertains to goods that are used, used, or utilised by the public (JPH Law No. 33 of 2014). In accordance with the implementation of halal certification in Indonesia, several regulations have been issued as a form of subsequent measure. One such regulation is Government Regulation (PP) number 42 of 2024 concerning the implementation of the halal product guarantee sector, which replaces PP No. 39 of 2021 concerning the implementation of the halal product guarantee sector.

#### **Micro and Small Industries (MSIs)**

Micro and Small Industries (MSIs) is an operational definition introduced by the Central Bureau of Statistics (BPS) where the grouping is based on the number of workers and business scale. MSIs is an industrial business that is predominantly labor-intensive. It plays a role in creating employment and driving the economy at the local level. The business has the following characteristics: (a) limited capital, (b) utilisation of family labor, and (c) high adaptability to

changes in the local market. These characteristics indicate the business's potential for growth and development (BPS, 2024). With respect to the prevailing definition of Micro and Small Enterprises (MSEs), MSIs can be characterised as MSEs engaged in the processing industry (Tambunan, 2021).

The definition of MSEs, as delineated in Law No. 20 of 2008 concerning Micro, Small and Medium Enterprises, Article 1, Paragraph 1 and 2, pertains to a productive business owned by individuals and/or individual business entities that meet the criteria of Micro Enterprises as regulated in the Law. Concurrently, small businesses are defined as independent, productive economic entities operated by individuals or business entities that are not subsidiaries or branches of medium-sized or large enterprises. These enterprises must meet the small business criteria outlined in the relevant legislation.

### **Meatball**

Meatballs are defined as processed meat products composed of minced meat from farm animals, blended with starch and a variety of seasonings, with or without the incorporation of other authorised food ingredients. These meatballs typically possess a spherical shape, though they may also manifest in alternative forms and undergo maturation processes, as outlined in the SNI 3818: 2014 standard. The meat utilised in the fabrication of meatballs encompasses a variety of animal sources, including beef, buffalo, goat, pork, and other farm animals and/or poultry. However, of all types of meat, Indonesian people generally prefer meatballs made from beef, as evidenced by one of the studies conducted by Jahung, et al. (2023) regarding consumer preferences for beef-based processed food products, namely meatballs. The findings of this research indicate a clear preference among respondents for beef meatballs over chicken meatballs, attributed to the perception of a more savory flavor. The study's findings demonstrate that meatballs are a widely consumed processed food product with a broad appeal across diverse demographic groups in Indonesia. This assertion is substantiated by the responses of the study's participants, of whom a significant proportion reported having consumed meatballs since the age of  $\leq 18$  years.

### **Triple Helix**

Triple Helix is a theory, policy, and practice of achieving innovation in the transition to a knowledge-based society. This includes the creation of new cooperatives, structures, and institutional functions (Etzkowitz and Zhou, 2018). Furthermore, as posited by Febrianty et al. (2023), the term "triple helix" is a description of the interaction between the three main innovation sectors, including government, industry, and academia (university). This concept underscores the significance of collaboration among the three sectors that contribute to the establishment of a productive and sustainable innovation environment.

### **Public Policy Theory**

The term "public policy" is composed of two constituent parts: "policy" and "public." The etymological origin of the term "policy" is traced back to the Latin word "politia," which is defined as "state" or "civil administration." Meanwhile, the term "public" is defined as "relating to people" or "relating to public affairs," which is further defined as "open to everyone

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in society" (Tauwi, 2022). The public policy implementation model referenced in Tauwi's (2022) study encompasses three distinct theoretical frameworks for implementation studies: top-down, bottom-up, and synthesis or hybrid. In the context of halal certification, the public policy implementation model is characterised by a top-down approach, wherein the government plays a predominant role in managing and controlling the implementation process. One of the theories of public policy implementation models that apply a top-down approach is the theory put forward by Donald Van Meter and Carl Van Horn (1975). This policy model shows six variables that form the relationship between policy and performance. These variables are as follows: (a) policy standards and objectives, (b) policy resources, (c) interorganizational communication and enforcement activities, (d) characteristics of the implementation agencies, (e) economic, social, and political conditions, and (f) disposition of implementors.

### **Research Method**

This research was conducted in Bondowoso Regency, East Java, Indonesia, from February to March of 2025, for the following reasons: first, Bondowoso Regency is one of the areas with considerable MSIs potential in East Java; second, several problems were found related to the implementation of halal certification for MSIs of meatball product, which has caused no MSIs of meatball product in Bondowoso Regency to register for halal certification.

The research method employed in this study utilises a qualitative approach. As articulated by Hasan et al. (2025), qualitative research constitutes an approach employed to attain a more profound comprehension of social phenomena by examining non-numerical data, including interviews, observations, and document analysis. This research was conducted through an interview with several parties involved in the halal certification process for MSIs of meatball products in Bondowoso Regency. The data utilised in the study are primarily derived from the results of questionnaires collected during the interview process and secondarily from various literature sources. The questionnaire was administered to several parties involved as informants in accordance with the principles of the triple helix theory. The three parties who will become informants in this research are (Table 1):

Table 1. Research informants

No	Name of agency/relevant party	Roles
1.	The Ministry of Religious Affairs (Kementrian Agama) of Bondowoso Regency including the halal task force (satgas halal), halal assistants (pendamping halal), and halal supervisors (penyelia halal)	As a <b>government</b> party directly involved in the halal certification process of MSIs of meatball product in Bondowoso Regency
2.	Halal Product Process Assistance Agency (Lembaga Pemeriksa Halal/LPH) UIN KHAS Jember	As a <b>university</b> that facilitates the implementation of a halal certification program for SMEs of meatball products in Bondowoso Regency.
3.	Micro and Small Industries (MSIs) of meatball product	As a <b>business actor</b> who is both the implementing party and the target of the halal certification program.

The business informants involved in this study were selected using purposive sampling, wherein the involvement of business actors is limited exclusively to those engaged in the production of meatball products and classified within the micro and small business categories. Regarding the number of business actors involved in this study, the sample size was determined by a snowball sampling technique. Initially, the number of informants ranged from one to two individuals. As the study progressed, these informants contributed additional information, thereby developing saturated data.

The questionnaire was the primary instrument used to collect data for this study. The development of this instrument is informed by public policy theory and relevant laws and regulations, specifically Government Regulation No. 42 of 2024 and Minister of Religious Affairs Regulation No. 20 of 2021. The data obtained in this study were then processed through the data triangulation test to assess the validity of the data obtained from the interview process carried out openly to the relevant parties as mentioned earlier. In this study, the triangulation test was carried out using the source triangulation technique.

## **Result and Discussion**

The results of interviews with several relevant parties, as previously described, resulted in findings in the form of facts about the implementation of the halal certification program for MSIs of meatball products in Bondowoso Regency. A thorough examination of the available data has identified several issues that have hindered the successful implementation of the halal certification process for MSIs of meatball products in Bondowoso Regency. These issues have resulted in the region's lack of MSIs of meatball product bearing halal certificates.

The findings of the research on the initial point indicate that the absence of socialisation constitutes a hindering factor in the implementation of halal certification for MSIs of meatball product in Bondowoso Regency (Table 2). Socialisation is a critical component of the halal certification process for MSI actors. The present study draws upon the findings of research conducted by Ismail & Kornitasari (2022), which indicate that the implementation of socialisation measures has facilitated the management of halal labels for micro, small, and medium-sized enterprises (MSMEs). This observation encompasses the technical aspects of the process, the preparation of documents, and the utilisation of socialisation as a medium for transferring and sharing information among MSMEs. This finding indicates that the implementation of socialisation will greatly assist business actors in the process of registering halal certificates for their business products. However, it is unfortunate that in Bondowoso Regency the implementation of socialisation still does not seem to be carried out to a significant extent.

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Table 2. Lack of socialisation as an inhibiting factor

No	Inhibiting Factor	Descriptions
1.	Lack of socialisation	<p><i>“The socialisation process has only been carried out 2 (two) times at 3 (three) strategic points, including (a) main market; (b) city square; (c) tourism sightseeing arak-arak” (Satgas halal – Kementrian Agama)</i></p> <p><i>“Socialisation has been carried out 4 (four) times in collaboration with the Bondowoso District Cooperative, Industry and Trade Office (Dinas Koperasi, Perindustrian, dan Perdagangan) in 2023.” (LPH UIN KHAS Jember)</i></p> <p><i>“Business actors generally do not understand the need for halal certification/lack of literacy about halal” (LPH UIN KHAS Jember)</i></p> <p><i>“Never participated in socialisation activities before” (Business actors 1, 2 &amp; 3)</i></p>

Source: primary data (2025)

A further finding regarding the impediments to halal certification for MSIs of meatball products is the dearth of awareness among business actors concerning the halal aspects of meatball products (Table 3). This is substantiated by the assertions of business actors who indicate that their cognisance is confined to the concept of product halalness based on sharia, such as the type of meat, namely beef, which is a halal food source. During the processing stage, it is imperative that the product not be mixed with non-halal food ingredients, among other considerations. It is crucial to be cognizant of the halal food assurance procedures established by the government, as this regulation has been meticulously formulated in accordance with Islamic Law. This regulatory framework assists business actors in averting the contamination of haram products and instilling confidence in the public regarding the consumption of halal products. A similar finding was reported in a study conducted by Nurhasanah et al. (2023) in Tasikmalaya, Indonesia. The researchers' findings indicate that business actors in the context under study demonstrated a high degree of familiarity with fiqh and a notable familiarity with non-halal ingredients. However, the study revealed a lack of comprehensive understanding of the principles governing the halal certification process. Additionally, the researchers observed a lack of proficiency in technological operations among the business actors, which hindered their ability to engage with the digital certification process.

Table 3. Lack of knowledge as an inhibiting factor

No	Inhibiting Factor	Descriptions
1.	Lack of knowledge of business actors on halal aspects of meatball products	<p><i>“Some business actors consider that the ingredients used in their business are halal ingredients, so they think they no longer need to follow the halal certification process” (Pendamping halal &amp; Penyelia halal – Kementrian Agama)</i></p> <p><i>“Generally, business actors only understand related to the sharia (more or less about halal raw materials, no mixture of haram ingredients) but lack understanding related to the possibility of contamination and factors that can cause halal raw materials to become haram” (LPH UIN KHAS Jember)</i></p> <p><i>“Only know the sharia regarding the obligation to obtain, manage, and consume halal food for Muslims” (Business actor 1)</i></p>

		<p><i>“Understanding in terms of Islamic law only. The understanding is limited to the use of raw materials and processing without contamination of haram materials” (Business actor 2)</i></p> <p><i>“The understanding is only limited to the use of raw materials and other additives derived from halal food products according to Sharia” (Business actor 3)</i></p>
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Source: primary data (2025)

The free halal certification program appears to be a crucial resource for business actors, suggesting a high degree of reliance on its services (Table 4). The results of the interview indicate that business actors continue to experience financial constraints associated with the halal certification process. This finding aligns with the results of a study by Wimboadi et al. (2024), which revealed that following the implementation of halal socialisation, Small and Medium Industry (SMI) actors in Balikpapan City encountered cost barriers during the registration process for halal certification for their businesses.

Table 4. High dependence of bussiness actors on the existences of free halal certification as an inhibiting factor

No	Inhibiting Factor	Descriptions
1.	Very high dependence of business actors on the existence of free halal certification	<p><i>“MSEs are still very dependent on the halal certification process through the SEHATI program” (Satgas halal – Kementrian Agama)</i></p> <p><i>“MSEs in Bondowoso district still rely on the SEHATI scheme but are hampered by the small procurement quota” (Penyelia halal – Kementrian Agama)</i></p> <p><i>“MSE actors still have a very high dependence on the SEHATI program” (Pendamping halal – Kementrian Agama)</i></p> <p><i>“The halal certification program schemes offered in this socialisation and mentoring program are regular and self-declare schemes (the self-declare quota offered is more than the regular quota)” (LPH UIN KHAS Jember)</i></p> <p><i>“If there is an obligation to take care of halal certification, as a business actor I am willing to follow the halal certification process, but I feel a little objectionable if this obligation still burdens business actors in terms of costs (paid)” (Business actor 1)</i></p>

Source: primary data (2025)

From the perspective of institutional performance, the halal certification process for MSIs of meatball products in Bondowoso Regency is impeded by several factors. These include a lack of coordination among relevant institutions, inadequate human resources, and a lack of government involvement in mobilising MSIs to participate in halal certification (Table 5). These factors are of particular significance in light of the considerable number of MSIs of meatball products that have yet to obtain halal certificates, in conjunction with the imminent halal certification target date of 2026. Rachma & Sangare (2023) assert that central and local governments play a pivotal role in fostering a halal ecosystem in Indonesia. To this end, there is a necessity for inter-agency collaboration, particularly among institutions under the Ministry of Religion, to ensure the success of the SEHATI program, which aims to augment the number of halal-certified MSMEs. Moreover, it is asserted that the optimal fulfillment of the halal ecosystem is contingent upon the establishment of a robust collaborative and synergistic



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relationship among the central government, local governments, ministries, MUI, LPH, business actors, associations, mass organisations, Islamic financial institutions, and other relevant entities. This suggests that the ecosystem can be implemented through multi-stakeholder collaboration and synergy.

Table 5. The inhibiting factors from the perspective of institutional performance

<b>No</b>	<b>Inhibiting Factors</b>	<b>Descriptions</b>
1.	Lack of coordination between related institutions	<p><i>“There is no specific strategy in facing the halal certification target in 2026” (Satgas halal – Kementrian Agama)</i></p> <p><i>“So far, the collaborative relationship that has been established is only during the implementation of the halal certification socialisation and assistance program in 2023. After that, there is still no halal certification socialisation and assistance program implemented again” (LPH UIN KHAS Jember)</i></p> <p><i>“Never had experience communicating with the Ministry of Religious Affairs before regarding the halal certification policy” (Business actors 2&amp;3)</i></p> <p><i>“To the best of my knowledge, the Bondowoso district government does not appear to require halal certification” (Business actor 2)</i></p>
2.	Lack of human resources	<p><i>“There are quite a lot of human resources for the halal assistance team in Bondowoso district (coming from members of the KUA, disperindag, and the private sector) but not all members are active. Meanwhile, there is only one halal supervisor in Bondowoso district, which is considered insufficient.” (Satgas halal – Kementrian Agama)</i></p> <p><i>“Human resources are still lacking in the process of implementing halal certification, where there are only 2 (two) satgas halal, 1 (one) peyelia halal, and 3 (three) pendamping halal who are still active” (Pendamping halal – Kementrian Agama)</i></p> <p><i>“In the process of assisting halal certification, there are approximately 600 assistants (pendamping halal), but only around 300 are still active” (LPH UIN KHAS Jember)</i></p> <p><i>“The obstacles that I might feel in the halal management process are most likely in the aspects of time and labor, because I run this business independently (without employees) so it takes additional time (in a day) to take care of halal certificates” (Business actor 3)</i></p>
3.	Lack of government role in mobilising MSI actors to carry out halal certification	<p><i>“There is no specific strategy in facing the halal certification target in 2026” (Satgas halal – Kementrian Agama)</i></p> <p><i>“The socialisation process has only been carried out 2 (two) times at 3 (three) strategic points, including (a) main market; (b) city square; (c) tourism sightseeing arak-arak” (Satgas halal – Kementrian Agama)</i></p> <p><i>“The cooperation relationship that was established was only during the implementation of the halal certification socialisation and assistance program in 2023. After that, there is still no halal certification socialisation and assistance program implemented again” (LPH UIN KHAS Jember)</i></p> <p><i>“Never participated in socialisation activities before” (Business actors 1, 2 &amp; 3)</i></p> <p><i>“To the best of my knowledge, the Bondowoso district government does not appear to require halal certification” (Business actor 2)</i></p> <p><i>“In my opinion, the role of the local government is still lacking in terms of socialisation and encouraging business actors because</i></p>

		<i>until now I still don't know about the halal certification obligation.” (Business actor 3)</i> <i>“Still find it difficult to access information about halal certification and regulations regarding its obligations for MSEs” (Business actor 3)</i>
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*Sources: primary data (2025)*

The human resources aspect functions as an inhibitor, not only due to the influence of relevant institutions but also due to the perception of this factor among business actors, particularly in the context of micro and small businesses, which typically possess limited resources. As Warcito et al. (2020) found in their research conducted in Bogor City, the majority of MSME owners had a workforce of 1 to 5 people, constituting 84.82% of the sample. Furthermore, 4.46% of the owners had a workforce of more than 5 people, while 10.71% did not have a workforce at all.

## **Conclusion**

The study's findings indicate that the failure of SMIs in Bondowoso district to attain halal certification is primarily attributable to internal and external challenges. These challenges consist of 1) lack of socialisation, 2) lack of knowledge of business actors on halal aspects of meatball products, 3) very high dependence of business actors on the existence of free halal certification, 4) lack of coordination between related institutions, 5) lack of human resources, and 6) lack of government role in mobilising MSI actors to carry out halal certification. These findings suggest systemic weaknesses in implementing national policies at the regional level. Active engagement and coordination among stakeholders within the triple helix framework is required to address these issues. The extension of the certification deadline to 2026 presents a significant opportunity to enhance regional readiness and ensure the successful realisation of halal certification objectives in Indonesia.

## **Declaration of conflicting interest**

The authors declare that there is no conflict of interest in this work.

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