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REVISTA BRASILEIRA DE POLÍTICAS PÚBLICAS
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Assessing the impact of Halal certification policy on small and medium enterprises in East Java

Avaliação do impacto da política de certificação Halal em pequenas e médias empresas em Java Oriental

Ertien Rining Nawangsari

Arimurti Kriswibowo

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Assessing the impact of Halal certification policy on small and medium enterprises in East Java*

Avaliação do impacto da política de certificação Halal em pequenas e médias empresas em Java Oriental

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Abstract

Halal certification is one of the proofs of the safety of consumption for Muslim and non-Muslim communities, especially in Indonesia, where most people adhere to Islamic teachings. The existence of halal product certification makes justice, legal certainty, protection, transparency, and professionalism in issuing a product. Therefore, the government must continue to strive to support industrial products to have halal certification. However, there are many SMEs whose products are not halal-certified. This study aims to determine the performance of the policy output of halal certification policies in East Java with output indicators consisting of coverage, bias, access, program strategies, and the suitability of target needs. This study uses a mixed method, with the primary data source from a questionnaire supported by interviews and observations located in East Java Province with 400 samples from a total of 820.005 population of business units. The results showed that from the coverage aspect, 42.3% of respondents still did not agree to follow the halal certification policy. From the aspect of bias, 46% percent of respondents think that the halal certification policy does not answer the needs of SMEs. Regarding access, 36.8% of respondents stated they could not access the halal certification policy.

Keywords: policy; halal certification; small and medium industry.

Resumo

A certificação halal é uma das provas da segurança do consumo para comunidades muçulmanas e não muçulmanas, especialmente na Indonésia, onde a maioria das pessoas adere aos ensinamentos islâmicos. A existência da certificação de produtos halal faz justiça, segurança jurídica, proteção, transparência e profissionalismo na emissão de um produto. Portanto, o governo deve continuar se esforçando para apoiar produtos industriais para ter certificação halal. No entanto, existem muitas PME's cujos produtos não são certificados halal. Este estudo visa determinar o desempenho da saída da

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política de políticas de certificação halal em Java Oriental com indicadores de saída consistindo em cobertura, viés, acesso, estratégias de programa e adequação das necessidades-alvo. Este estudo usa um método misto, com a fonte de dados primária de um questionário apoiado por entrevistas e observações localizadas na província de Java Oriental com 400 amostras de um total de 820.005 unidades de negócios. Os resultados mostraram que, do ponto de vista da cobertura, 42,3% dos entrevistados ainda não concordaram em seguir a política de certificação halal. Do ponto de vista do viés, 46% dos entrevistados acham que a política de certificação halal não atende às necessidades das PMEs. Em relação ao acesso, 36,8% dos entrevistados declararam que não conseguiram acessar a política de certificação halal.

Palavras-chave: política; certificação halal; pequena e média indústria.

1 Introduction

Quoted in Karyani¹, the 2018/2019 State of the Global Islamic Economy (SGIE) report shows that the level of consumers of halal food and Muslim lifestyles in the world is estimated to experience growth that continues to grow to reach USD 3 trillion in 2023 or around 42% of USD 3 trillion in 2023. The leading cause of this increase is the growth in the Muslim population in the world, especially in Indonesia, with the largest Muslim population in the world. In terms of population, Indonesia is the world's largest Muslim country, with 219 million Muslims accounting for 10% of the global Muslim population.

The Muslim population is growing, including in the West. The Muslim population in the UK is growing ten times faster than the non-Muslim population². Derived from religion, which influences Muslim consumer behavior based on religious affiliation, commitment, and orientation, as well as a shift in halal awareness and perception, which lies in someone as the Muslim population, particularly in Indonesia, requires the availability of halal products³. The halal Industry has expanded its reach. If at first the halal Industry was limited to food products, now the concept of halal has expanded holistically to include other industries with commercial value, such as health products, cosmetics, and medicines, to banking, finance, media, and others. Even in several countries, halal certification is the initial requirement to be able to access the global market.

The Global Islamic Economy Indicator in State of the Global Islamic Economy (SGIE) Report 2022 states that Indonesia is listed in the 4th position as a world producer of halal products.⁴ Meanwhile, one of the agendas of Indonesian Sharia economic stakeholders to promote independence and make the world's Sharia economic center is the use and strengthening of digital economic platforms in terms of trade (e-commerce/marketplace) and finance (financial technology/fintech). The digital economy and platform can also strengthen several goals or strategies, including MSMEs, halal value chains, production scale achievements, and rankings in global reports. To strengthen the halal economy, the government uses the halal symbol as a world standard and barometer to determine product quality. The halal Industry is one of the sectors that support establishing a Sharia economy. The halal Industry is a real sector of the economy in developing or already developed countries. The 2013 Thomson Reuter and Dinar Standard «State of Islamic Economy» report estimated that the global halal Industry is valued at US\$2.3 trillion⁵. The world's demand for halal food is not only from Muslims but also due to the increasing preference of non-Muslim consumers to consume halal products. The fast food restaurants such as McDonald's, KFC, Domino's, and Subway in

¹ Karyani et al., Wikrama Parahita: Jurnal Pengabdian Masyarakat, Volume 5 Nomor 2, November 2021, p.139-148. DOI:<https://doi.org/10.30656/jpmwp.v5i2.3178>.

² WILSON, J. A. J. The halal phenomenon: an extension or a new paradigm? *Social Business*, v. 4, n. 3, p. 255-271, 2014.

³ WILSON, J. A. J.; LIU, J. The challenges of Islamic branding: navigating emotions and halal. *Journal of Islamic Marketing*, v. 2, n. 1, p. 28-42, 2011.

⁴ PUSPANGTYAS, L. Indonesia Pertahankan Posisi Keempat dalam SGIE 2022. *Republic Ramadhan*, 31 Mar. 2022. Available at: <https://ekonomi.republika.co.id/berita//r9lzfj457/indonesia-pertahankan-posisi-keempat-dalam-sgie-2022>.

⁵ WILSON, J. A. J. The halal phenomenon: an extension or a new paradigm? *Social Business*, v. 4, n. 3, p. 255-271, 2014.

Europe have provided halal food in their restaurant chain.⁶ Assimilation of this halal policy is carried out by various large global companies into their business to meet consumer demands for halal for the products they consume.⁷

The pandemic period, which tends to hamper global supply chain activities, is an opportunity for Indonesia to revive local markets and national production activities. In developing the halal Industry, Bank Indonesia uses a comprehensive approach by developing the Halal Value Chain ecosystem. A halal certification policy undoubtedly supports the development of the Halal Value Chain ecosystem as a guarantee of the halalness of a product. In addition, in carrying out the halal certification policy, it is then formed. The halal certification agency is a mechanism to control and monitor the production chain to the marketing of halal products. In addition, the credibility of the assessment, testing and certification will provide security guarantees for the consumer community.

There is a change in authority in Law No. 33 of 2014 concerning Halal Product Guarantee, giving new authority to the Halal Product Assurance Organizing Agency (BPJPH) to carry out duties and functions, namely halal registration, halal certification, halal verification, conducting guidance and supervising product halalness and cooperating with all relevant stakeholders, as well as setting halal product standards. The most significant change from the existence of a certification policy that was previously voluntary to now mandatory has also been included in Law no. 33 of 2014 concerning Halal Product Guarantee (JPH) in article 67 article 1, namely «The obligation to be certified halal for products circulating and traded in the territory of Indonesia as referred to in Article 4 comes into effect 5 (five) years from the promulgation of this Law» and Government Regulation No. 31 of 2019 in article 2 paragraph 1, namely «Products that enter, circulate, and trade in the territory of Indonesia must be certified halal.» Government Regulation No. 31 of 2019 in Article 2 Paragraph 2 also explains further: «Products derived from prohibited materials are excluded from the obligation to be certified halal.» Furthermore, reaffirmed in Article 2 Paragraph 1 Government Regulation No. 39 of 2021 concerning the Implementation of the Halal Product Assurance Sector, which states that «Products that enter, circulate, and are traded in the territory of Indonesia must be certified halal.»

This change in halal certification policy has caused various polemics in the community, including the lack of readiness of small, micro, and medium enterprises to carry out these obligations, disruption of economic stability due to many business actors who have not carried out these obligations, and other polemics that have led to the unpreparedness of this regulation to be enforced compulsorily to all business actors. Based on this, it is possible to measure the performance of policy implementation that is used to measure the achievement of a policy; as expressed by Knill in Rachman⁸ that «performance measurement is about the use of organizational resources relative to a predefined goal, characterized by an ongoing monitoring and reporting of policy accomplishment.» Several indicators are used to measure the performance of policy implementation, one of which is the policy output indicator. Output indicators are used to determine the direct consequences felt by the target group due to the realization of activities, activities, distribution of grants, subsidies, and others carried out in implementing a policy⁹. The more effective policy output indicators, the higher the performance.¹⁰ Therefore, this study aims to determine the performance of the policy output of halal certification policies in East Java.

⁶ WILSON, J. A. J.; LIU, J. Shaping the halal into a brand? *Journal of Islamic Marketing*, v. 1, n. 2, p. 107-123, 2010.

⁷ HALEEM, A.; KHAN, M. I. Towards successful adoption of Halal logistics and its implications for the stakeholders. *British Food Journal*, v. 119, n. 7, p. 1592-1605, 2017.

⁸ RACHMAN, N. Performance measurement of poverty reduction policy implementation in brayut tourism village. *Journal of Policy and Public Administration*, v. 18, n. 2, p. 147-160, 2014.

⁹ PURWANTO, E. A.; SULISTYASTUTI, D. *Public policy implementation: concepts and applications in Indonesia*. Yogyakarta: Java Media, 2012.

¹⁰ RACHMAN, N. Performance measurement of poverty reduction policy implementation in brayut tourism village. *Journal of Policy and Public Administration*, v. 18, n. 2, p. 147-160, 2014.

2 Literature overview

2.1 Public policy

Public policy has several meanings that are defined variously by experts. Thomas R. Dye in Anggara¹¹ defines public policy as everything that is done or not done by the government; the reason the policy must be carefully planned is so that the policy contains excellent benefits for its citizens and does not cause losses, this is where the government must be wise in setting a policy. NS & Rizaldi¹² also explained that the community's response determines the success of a policy. Policy changes are expected not only due to the conflict of interests between actors but also as policy-oriented learning (policy learning), which is an essential part of policy change. Policy-oriented learning is related to increasing knowledge about the parameters of the problem and the factors that influence policy change.

Halal certification policy is a form of public policy. BG Peters¹³ defines public policy as «the sum of government activities, whether acting directly or through agents, as it influences the lives of citizens». In this case, the state conducts public order to achieve common goals and prevent conflicts within the community over the goods it consumes through regulations (laws and orders) in the form of halal certification¹⁴. Halal certification manifests the governments presence as a stabilizer through established public policy instruments. In making arrangements for halal certification, the government delegates its authority to the Indonesian Ulema Council (MUI) as a religious institution considered legitimate and credible to represent the interests of Muslims. So after there was an obligation for halal labels on business in 1996; Emilson, N. H., Warka, M., & Nasution, K.¹⁵, starting in 2019, the government established rules for the phasing of halal certificate obligations.¹⁶

2.2 Halal certification policy

The word «alab» means permissible or lawful according to Islamic laws. Concerning food, «□ alāb» denotes that it does not contain anything considered impure according to the *Shariah*. Halal is evolving through four stages: Muslim company, halal product, halal supply chain, and halal value chain. The halal assurance system in Muslim businesses is entirely based on trust. The sentiment of trust is a divine privilege and thus worthy of serious consideration when they are engaged in something halal¹⁷. According to Golnaz et al. and Siregar & Ritonga¹⁸, The halal concept emphasizes food safety, hygiene, and wholeness. It is not only religious motives that determine peoples awareness about □ alal food or products for consumption, but also health issues with the halal product.¹⁹

¹¹ ANGGARA, S. *Kebijakan Publik*. Ke - 2 ed. Bandung: CV PUSTAKA SETIA, 2018.

¹² SARI, N. S., & Rizaldi, A. Optimizing the Performance of SOE Employees in the Banking Sector by minimizing Workload, Burnout, and Job Stress. *Journal of Economics, Management, Business and Accounting (JEMBA)*, v. 2, n. 2, 2022. 145. <https://doi.org/10.34010/jemba.v2i2.8193>.

¹³ BARKER A, Peters BG. *A política do conselho especializado: criando, usando e manipulando conhecimento científico para políticas públicas*. Pittsburgh, PA: University of Pittsburgh Press. 1993.

¹⁴ AFRONIYATI, L. Analisis ekonomi politik sertifikasi halal oleh Majelis Ulama Indonesia. *JKAP (Jurnal Kebijakan Dan Administrasi Publik)*, v. 18, n. 1, p. 37-52, 2014.

¹⁵ EMILSON, N. H.; WARKA, M.; NASUTION, K. Regulation of food product labelling in Indonesia. *Technium Social Sciences Journal*, v. 24, n. 1, p. 261-265, 2021.

¹⁶ MULYONO, A.; HIDAYAT, Y. R. Implementasi kebijakan sertifikasi halal di Indonesia. *Res Publica: Journal of Social Policy Issues*, v. 1, n. 1, p. 1-10, 2022.

¹⁷ WILSON, J. A. J.; LIU, J. Shaping the halal into a brand? *Journal of Islamic Marketing*, v. 1, n. 2, p. 107-123, 2010.

¹⁸ Ritonga, KM, Siregar, RS e Saleh, K. ANÁLISE FAKTOR-FAKTOR YANG MEMPENGARUHI PENDAPATAN PEDAGANG NIRA DI KABUPATEN DELI SERDANG. *Jurnal Agrisma*, 3 (2), p. 79-91. 2021. <https://doi.org/10.31289/agri.v3i2.6005>

¹⁹ BONNE, K.; VERBEKE, W. Muslim consumer's motivations towards meat consumption in Belgium: qualitative exploratory insights from means-end chain analysis. *Anthropology of Food*, v. 5, p. 2-24, 2006.

The halal assurance system is based on a product certification by an independent halal certification body. Halal certification is a worthy goal for healthy food. Consideration of the place and process of the animals being slaughtered and, most importantly, the condition that these animals will not harm consumers' health is the main focus of what is said to be halal. Halal certification is a security guarantee for Muslims to consume halal food products according to the teachings of Muslims.

Halal approval issued by the MUI after a strict assessment based on Sharia law is called halal certification. The certification process involves many criteria that become the standard reference ensuring that production uses halal ingredients and looks at other aspects such as products, production facilities, written procedures for critical activities, and traceability.²⁰ The process involves a thorough and detailed examination from the start of preparation, ingredients, cooking process, serving, kitchen, cleanliness, and labeling, which results in halal status in the form of an MUI fatwa. This MUI Halal Certificate must obtain a permit to include a halal label on product packaging from the authorized government agency. Products that are proven to have passed the halal test by MUI have gone through a series of processes and tests that are proven not to contain najis and are allowed to be consumed. This MUI Halal Certificate must obtain a permit to include a halal label on product packaging from the authorized government agency. Products that are proven to have passed the halal test by MUI have gone through a series of processes and tests that are proven not to contain najis and are allowed to be consumed. MUI Halal Certificate is required to obtain a permit to include a halal label on product packaging from the authorized government agency. Products that have passed the halal test by MUI have gone through a series of processes and tests that are proven not to contain najis and are allowed to be consumed.²¹

The halalness of the products sold is one of the competitive advantages of competing with other manufacturers.²² In addition, halal certification also has the urgency of providing legal certainty for the availability of halal products, providing convenience, security, and protection of products to consumers.²³ And for developed countries, halal certification of products produced by that country is an effort to maintain and increase the number of consumers in the countries where they sell their products.

2.3 Small and medium enterprises

Based on the Law of the Republic of Indonesia Number 3 of 2014 concerning Industry, Industry is all economic activity that processes raw materials and utilizes industrial resources. BPS²⁴ states that Industry broadly includes all productive businesses and activities in the economic field. In a narrow sense, Industry is an economic activity that changes an essential good mechanically, chemically, or by hand to become finished or semi-finished goods or goods of less value into goods of higher value and closer to use.

²⁰ SODEMAN. Halal certification of food products as protection of muslim consumers: studies at the Institute for the Assessment of Food, Drugs, and Cosmetics-Indonesian Ulema Council Southeast Sulawesi. *Li Falah Journal of Islamic Economics and Business Studies*, v. 3, n. 1, 2018.

²¹ SEPTIANI, D.; RIDLWAN, A. A. The effects of halal certification and halal awareness on purchase intention of halal food products in Indonesia. *Indonesian Journal of Halal Research*, v. 2, n. 2, p. 55-60, 2020.

²² SOON, J. M.; CHANDIA, M.; REGENSTEIN, J. M. Halal integrity in the food supply chain. *British Food Journal*, v. 119, n. 1, p. 39-51, 2017.

²³ SOLIHIN, K. Policy analysis of halal product certification in the perspective of protection for the benefit of the people. *Islamic Review: Journal of Islamic Research and Studies*, v. 9, n. 1, 2020.

²⁴ RAHMAN, F. Peran Modal Manusia Dan Modal Investasi Terhadap Nilai Produksi Industri Kecil Di Kota Pekanbaru. *Jurnal Benefita*, v. 2, n. 1, p. 1-9, 2017.

Table 1 - Classification of Small and Medium Enterprises

Industrial Scale	Labor	Investment Value (Rp)
Small Industry	≤ 19 people	<Rp1,000,000,000*
Medium Industry	≤ 19 people	Rp1,000,000,000
	≥ 20 people	Rp15,000,000,000
Big Industry	≥ 20 people	>Rp15,000,000,000

*does not include land and buildings for business premises

Source: Regulation of the Minister of Industry of the Republic of Indonesia Number 64/MIND/PER/7/2016 concerning Amount of Manpower and Investment Value for Industrial Business Classification.

Small and Medium Enterprises (SMEs) in Indonesia have a strategic role in driving the economy. In 2022, the Indonesian Ministry of Cooperatives and SMEs (Kemenkop UKM) noted that the number of SMEs in Indonesia is equivalent to 99.99 percent of the total businesses in Indonesia. The contribution of SMEs in saving the Indonesian economy during the economic crisis has been tested. In addition, SMEs are one of the business sectors that absorb a lot of labor and reduce unemployment.

Small and Medium Enterprises in Indonesia are one of the subjects that must take part in halal certification. However, several previous studies have shown that there is still low interest from Small and Medium Enterprises in Indonesia to obtain halal certification. Relatively expensive costs for Small and Medium Enterprises to obtain halal certification²⁵, the complexity of procedures and stakeholders to obtain halal certification²⁶, as well as issues of legitimacy of the MUI as an institution that organizes the implementation of halal certification²⁷ are some of the issues that arise related to the implementation of halal certification in Indonesia.

2.4 Response

Response, according to Sulasmono in Arifiani&Sjaf²⁸, is a response that arises as a result of the stimulus or stimulus encountered. The response occurs after someone pays attention, understands, and accepts the stimulus that comes to him. The response appears as the embodiment of the motive that arises after someone assesses the object of the response. According to Susanto in al Mushofi&Syamsi²⁹, the response is a reaction from a person caused by a stimulus or behavior. The reaction itself has meaning, namely acceptance or rejection and an indifferent or indifferent attitude to what is conveyed by the communicator. Responses can

²⁵ KUSUMASTUTI, R. D.; RACHMAWATI, R. Motives and challenges of small businesses for halal certification: the case of Indonesia. *World Journal of Social Sciences*, v. 7, n. 1, p. 136-146, 2017.

²⁶ JOHAN, E. New challenges in asean regional market: international trade framework on halal standard. *Jurnal Dinamika Hukum*, v. 18, n. 1, p. 93-102, 2018.

²⁷ AFRONIYATI, L. Analisis ekonomi politik sertifikasi halal oleh Majelis Ulama Indonesia. *JKAP (Jurnal Kebijakan Dan Administrasi Publik)*, v. 18, n. 1, p. 37-52, 2014.

²⁸ SULASMONO BS. Respons masyarakat desa terhadap pembangunan industri besar kasus Desa Hardjosari, Kecamatan Bawen, Kabupaten Semarang, Jawa Tengah. Tesis. Institut Pertanian Bogor (ID): Program Pascasarjana Studi Pembangunan. 1994.

Arifiani, T. A., & Sjaf, S. Analisis Respon Masyarakat terhadap Pengelolaan Dana Desa untuk Pembangunan Pedesaan. *Jurnal Sains Komunikasi Dan Pengembangan Masyarakat [JSKPM]*, 2(3), p. 317-332.2018. <https://doi.org/10.29244/jskpm.2.3.317-332>

²⁹ Al Mushofi, M., & Syamsi, B. A. Respon UMKM Produk Makanan Terhadap Implementasi Undang-Undang Nomor 33 Tahun 2014 Tentang Jaminan Produk Halal di Kabupaten Pamekasan. Kaffa: *Jurnal Fakultas KeislamanKaffa: Jurnal Fakultas Keislaman*, 2(2), 2021.

also be divided into opinion (opinion) and attitude, where opinion or opinion is an available answer (overt) to a problem expressed in spoken or written words. The response appears when the individual meets the stimulus that requires an individual reaction.

2.5 Policy output

The performance of policy implementation is used to measure the achievement of a policy. As stated by Knill and Rachman³⁰ as follows: «Performance measurement is about the use of organizational resources relative to a predefined goal, characterized by an ongoing monitoring and reporting of policy accomplishment.» The beginning of measuring policy implementation performance is that government programs are not always successful. Several indicators are used to measure the performance of policy implementation, one of which is the policy output indicator. Policy output is a critical object that can be used as an indicator of policy measurement.³¹

Policy output indicators are used to determine the direct consequences felt by the target group due to the realization of activities, activities, distribution of grants, subsidies, and others carried out in implementing a policy.³² The indicators used in assessing the quality of policy output include coverage, bias, access, and synergy of program and target group needs.

3 Research method

The method used in this study is a quantitative method with data sourced from a survey. A survey is a data collection method used to gather information from respondents using questionnaires. Surveys are an effective tool for collecting data on individuals or groups' opinions, attitudes, knowledge, or behavior.³³

Therefore, in this study, a survey was chosen as the data source because it can yield structured data regarding halal certification, allowing for precise data collection from small and medium industries that is easy to process. Furthermore, using a survey enables data precision to obtain accurate information about the behavior of small and medium industries towards halal certification. The survey was conducted on a sample that represents the population and involved a large number of respondents. In this research, the term «sample» refers to a group of individuals or units taken from a larger population for analysis. The research sample was drawn from 400 samples out of 820,005, which represents the number of small and medium industries in.

East Java Province. Measurement of the data was choose based on the variables. Variables are characteristics or concepts that are measured or observed in research. In quantitative research, there are two main types of variables: independent and dependent variables. This study focuses on independent variables, specifically on policy performance. Policy performance is assessed based on policy output indicators proposed by Purwanto & Sulistyastuti³⁴, which include 1) Coverage, 2) Bias, 3) Access, and 4) Program strategy and suitability of target needs. To conduct this research based on those variables, an instrument is needed as a

³⁰ RACHMAN, N. Performance measurement of poverty reduction policy implementation in brayut tourism village. *Journal of Policy and Public Administration*, v. 18, n. 2, p. 147-160, 2014.

³¹ BAUMOL, W. J.; WOLFF, E. N. A key role for input-output analysis in policy design. *Regional Science and Urban Economics*, v. 24, n. 1, p. 93-113, 1994.

³² PURWANTO, E. A.; SULISTYASTUTI, D. *Public policy implementation: concepts and applications in Indonesia*. Yogyakarta: Java Media, 2012.

³³ EBERT, J. F.; HUIBERS, L.; CHRISTENSEN, B.; CHRISTENSEN, M. B. Paper-or web-based questionnaire invitations as a method for data collection: cross-sectional comparative study of differences in response rate, completeness of data, and financial cost. *Journal of Medical Internet Research*, v. 20, n. 1, p. e24, 2018.

³⁴ PURWANTO, E. A.; SULISTYASTUTI, D. *Public policy implementation: concepts and applications in Indonesia*. Yogyakarta: Java Media, 2012.

tool or technique used to collect data. In this research, a questionnaire instrument was employed as the data collection tool.

The questionnaire was distributed directly to respondents in the research area, which is East Java Province. This selection was made because East Java Province is one of the provinces in Indonesia that has already established Halal Industrial Area by the Ministry of Industry. Analysis of this research using Descriptive Statistics. In quantitative research, descriptive statistics are a data analysis technique used to depict and summarize occurrences or phenomena observed within the research subject. Descriptive statistics in quantitative research can be employed to depict and summarize the quantitative data acquired from the research subject, thereby providing a clear and detailed representation of the phenomenon under investigation. Therefore, this study employs the method of descriptive statistical analysis to obtain a summary of quantitative data in order to gain a clear and detailed understanding of the policy output phenomenon in halal certification.

4 Research

4.1 Coverage

Coverage is used to assess how much of the target group has been reached (receiving services, grants, transfers of funds, etc.) by the implemented public policy. Coverage is also used to proportionate or compare the number of target groups with predetermined targets. In this case, the target group is small and medium enterprises (SMEs). To understand the scope of the performance of the halal certification policy, the researchers made a proportion or comparison of the number of target groups based on the interest of SMEs in the halal certification policy.

Table 2 - Performance Measurement Based on Coverage Indicators

Category		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	43	10.8	10.8	10.8
	Disagree	126	31.5	31.5	42.3
	Agree	153	38.3	38.3	80.5
	Strongly Agree	78	19.5	19.5	100.0
	Total	400	100.0	100.0	

Source: Edited by the author, 2022.

The table above relates to the responses that respondents agree to follow the changes in the halal certification policy and carry out the policy. Based on the table, out of 400 respondents, 153 or 38.3%, chose to agree to follow the halal certification policy changes with concrete actions, 126 respondents (31.5%) disagreed, 78 respondents (19.5%) strongly agreed, and 43 respondents (10.8%) strongly disagreed.

Based on this, the majority of the 400 respondents are ready to carry out the current halal certification policy, which means that the coverage of the halal certification policy is only partially achieved because there are still several IKMs who do not agree to follow the current halal certification policy, namely 126 respondents with disagreed answers and 43 respondents with strongly disagreed answers. On the other hand, some still agree with the dominating number, namely 153 respondents with agreeing answers and 78 with strongly agreeing answers. The large number of respondents who agreed was due to the significant benefits

of halal certification felt by producers. During a period of high information disclosure, more and more smart consumers and increasing consumer demands, halal certification guarantees the quality of its products to consumers. Consumer awareness of halal certification, readiness of SMEs to adopt it, and government support are crucial factors that have an impact on the achievement of one of the policy outputs, namely the coverage indicator, although the coverage indicator has not reached 100 percent.

Based on the results of interviews with the chairman of the East Java IKM forum, it was also found that there were still unreached IKMs regarding implementing the halal certification policy. He stated, «It is not a matter of interest, but a matter of ignorance, do not know if there are halal products too. Just sell it right away. So the current awareness is that this government is still testing. So it is still testing with business actors undergoing system changes. There have been many changes to the system.» This problem is caused by system changes that occur when applying for halal certification and cause SMEs not to want to apply for halal certification so that products are only sold directly without a halal certification label.

4.2 Bias

This indicator is used to assess whether the services provided by the implementer are biased or distorted to community groups that are not the programs target. The target group in the Halal Certification Policy is all business actors, which are small and medium enterprises. SMEs are the respondents used in this study with the classification of the business sector as follows: 1) Food; 2) Drink; 3) Pharmaceutical and Chemical Drug Products; 4) Fashion; 5) Cosmetics; 6) Textile Craft; and 7) Sewing and Fashion.

It can be interpreted that the services provided by the implementer are not biased, do not deviate, or can be said to be right on target.

Table 3 - Performance Measurement Based on Bias Indikator Indicators

	Category	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	35	8.8	8.8	8.8
	Disagree	151	37.8	37.8	46.5
	Agree	133	33.3	33.3	79.8
	Strongly agree	81	20.3	20.3	100.0
	Total	400	100.0	100.0	

Source: Edited by the author, 2022.

The table above results from data processing from the statement of needs of SME business actors answered by the existence of a halal certification policy. The data shows that 151 respondents (37.8%) disagree, 133 respondents (33.3%) agree, 81 respondents (20.3%) strongly agree, and 35 respondents (8.8%) strongly disagree. It can be seen that from 400 respondents, 133 respondents agree with the statement that this halal certification policy is the answer to the need, supported by 81 respondents who answered strongly agree. Nevertheless, on the other hand, there are still SMEs who feel that the halal certification policy is not the answer to the needs of IKM so far, with 151 respondents who answered disagree and 35 strongly disagree.

Respondents consider that other aspects, such as capital assistance and marketing expansion, are more urgent in developing SMEs. In addition to protecting consumers, the halal certification policy also has an urgency to build a competitive advantage for SMEs. Halal certification guarantees halal quality, ensures production is carried out according to standards, and provides opportunities for SMEs to develop international markets. The rejection of the halal certification policy shows the lack of information on SMEs regarding

the urgency of halal certification. Therefore, the government needs to continue to educate SMEs about the urgency of halal certification, provide training, and facilitate halal certification. Besides that,

4.3 Access

This indicator determines that the program or service is accessible to the target group. Access also means that the person responsible for implementing the policy or program is quickly contacted by the people who are the target group of the policy if they need information. In this study, the intended access is to see whether SMEs can access halal certification policies and whether SMEs can access halal certification policy services. In this case, the performance in managing the halal certification policy refers to the ease SMEs can access the procedure.

Table 4 - Performance Measurement Based on Access Indicators

Category		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	25	6.3	6.3	6.3
	Disagree	122	30.5	30.5	36.8
	Agree	170	42.5	42.5	79.3
	Strongly agree	83	20.8	20.8	100.0
	Total	400	100	100	

Source: Edited by the author, 2022.

The table above shows the results regarding the statement that IKM business actors understand that the flow of filing for halal certification has changed. A total of 170 respondents (42.5%) agreed, 122 respondents (30.5%) disagreed, 83 respondents (20.8%) strongly agreed, and 25 respondents (6.3%) strongly disagreed. It means 253 respondents understood the flow for applying for halal certification, and 147 did not. This means that more respondents already understand the flow of filing for halal certification than those who do not understand the flow of filing for halal certification. However, the number of respondents who state that they do not understand is still quite large. So that it can be said that the mechanism for obtaining halal certification is not considered easy and simple by some layers of society. However, there are still more problems in applying for halal certification; as stated by the East Java IKM forum chairman, «The application for halal certification must be at least ten people who just apply for halal together. This is a massive obstacle for entrepreneurs. I want to wait for ten people who make it. How to transfer the account to Jakarta if there is no socialization, right? So there are many obstacles in submitting an independent application that must be combined. Must join the organization. You can't stand alone if it's a cheap one. Cannot directly deposit proposals.»

5 Discussion

The study results indicate that the coverage in this policy has not reached 100% of all SMEs in East Java Province. There are still many SMEs who disagree with the implementation of this halal certification policy. If viewed from urgency, at least halal certification provides competitive advantages³⁵: 1. Authority-providing compliance with guidelines and standards for raw materials and production processes; 2. Assurances to

³⁵ AKIM, A.; KONEY, N.; PURNAMA, C.; KORINA, L. C. The shifting of halal certification system in Indonesia: from society-centric to state-centric. *MIMBAR: Jurnal Sosial Dan Pembangunan*, v. 35, n. 1, p. 115-126, 2019.

Muslim consumers on the halalness of the product; 3. Competitive advantage-widening market coverage to compete in the international arena; 4. Quality-ensure compliance with Halal requirements and standards of hygiene and health practices; and 5. They are expanding international acceptance and export markets. This condition indicates that more massive socialization is needed for IKM business actors to get a complete and comprehensive understanding of the importance of halal certification and the halal certification registration process, as well as simplify the bureaucracy in its implementation to increase the enthusiasm of IKM actors to take part in halal certification for their products.

The application for halal certification is, in fact, quite challenging to do if you register independently or individually. This makes it difficult for industry players with small and medium scales, considering the costs incurred when applying independently are also not much. Thus, a collective form of business actors is needed so that they can submit simultaneously, but the problem lies in waiting for each other. Another obstacle is disseminating halal certification payments through account transfers which all IKM business actors do not understand. This condition indicates that it is necessary to simplify the bureaucracy applying for halal certification to facilitate access to its policies. In addition, socialization of the process of implementing halal certification also needs to be carried out.

Diverse races and different religious beliefs choose to buy products with the halal label, providing a significant boost to the halal Industry.³⁶ The government has authorities in a political system who are responsible for re-formulating policies that bind the people. As outlined in Government Regulations, Ministerial Regulations, and Laws, public policies on food provide guidelines for implementing halal certification to guarantee halal products in the community. However, the state is not alone in its implementation but collaborates with religious institutions and civil society.³⁷ Halal food and the Muslim fashion industry sector can be a leading sector that can contribute to encouraging national economic recovery. Several studies have shown that Islamic branding influences purchasing decisions.³⁸ Derived from religion, which influences Muslim consumer behavior based on religious affiliation, commitment, and orientation, as well as a shift in halal awareness and perception that lies in someone as Muslim.³⁹

The synergy in question is to see if there is a synergy or cooperation with other institutions to achieve the results of the halal certification policy. At the same time, the target in question is whether the policy is following the target of the halal certification policy. Implementing the halal certification policy requires collaborating with relevant stakeholders such as other government, religious, and community institutions. The shift in implementing policies from a certification management system from the community to the government provides capacity. It clarifies the position of the Institution to discuss specific matters with other ministries or government agencies, including cooperation in the halal Industry at the international level.⁴⁰

³⁶ BADI, A. S. Halal industry influence on state gdp-oic countries in the asian region in 2013-2016. *Airlangga International Journal of Islamic Economics and Finance*, v. 1, n. 1, p. 37-53, 2019.

³⁷ FARIDAH, H. D. Halal certification in Indonesia; history, development, and implementation. *Journal of Halal Product and Research*, v. 2, n. 2, p. 68-78, 2019.

³⁸ OTHMANA, A.; TAHIRB, P. R. A conceptual framework on moderating effect of frontline service employees on factors leading to strong branding of small Islamic banks. *International Journal of Innovation, Creativity and Change*, v. 7, n. 3, p. 173-185, 2019. MONOARFA, H.; JULIANA, J.; SETIAWAN, R.; ABUKARIM, R. The influences of Islamic retail mix approach on purchase decisions. *Journal of Islamic Marketing*, v. 14, n. 1, p. 236-249, 2023. WANDIRA, A.; RAHMAN, T. Islamic branding, viral marketing, online consumer review, and purchasing decision: the mediating role of purchase intention. *Annual International Conference on Islamic Economics and Business (AICIEB)*, v. 1, p. 323-337, 2021.

³⁹ WILSON, J. A. J.; LIU, J. The challenges of Islamic branding: navigating emotions and halal. *Journal of Islamic Marketing*, v. 2, n. 1, p. 28-42, 2011.

⁴⁰ MUHAMMAD, M. Challenges and opportunities for implementing mandatory halal certification (study on implementation of Law No. 33 of 2014 and PP No. 31 of 2019). *Journal of Islamic Economics and Business*, v. 2, n. 1, p. 1-26, 2020.

6 Conclusions

Based on the results of this study, it can be concluded that from the coverage aspect, 42.3% of respondents still stated that they disagree with following the halal certification policy. Although rules stipulate that all products circulating and traded in Indonesia must be certified halal, no criminal or civil sanctions are regulated in legal products, such as revocation of business licenses or other sanctions. From the aspect of bias, 46% percent of respondents think that all certification policies do not answer the needs of SMEs.

Some SMIs consider that other substantial things are needed to support SMIs, such as capital assistance and marketing expansion. Regarding access, 36.8% of respondents stated they could not access the halal certification policy. The halal certification registration process is still quite challenging, and the procedure has not been adequately socialized. Simplifying the bureaucracy in the registration of halal certification and massive socialization of IKM actors need to be given to increase IKM awareness to certify their halal products.

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