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Optimizing Good Halal Governance in the Halal Industry Through the Implementation of Law No. 33 of 2014

Linda Novianti[1*], Nanang Naisabur[2], Vinna Sri Yuniarti[3], Fitri Wahyuni[4]

[1,4]*Sekolah Tinggi Ilmu Ekonomi Gema Widya Bangsa, Indonesia*
[2,3]*Universitas Islam Negeri Sunan Gunung Djati Bandung, Indonesia*

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ABSTRACT

This study examines the implementation of Law No. 33 of 2014 and its contribution to optimising Good Halal Governance in Indonesia. Using qualitative normative legal research, the study analyses relevant legislation and academic literature through statutory and conceptual approaches. The findings identify three interconnected governance dimensions: normative, institutional, and implementation. The normative dimension emphasises legal certainty and regulatory coherence, while the institutional dimension highlights coordination, accountability, and clearly defined responsibilities. The implementation dimension concerns certification accessibility, verification, and continuous supervision. Although Indonesia has established a substantial legal framework, previous studies report challenges involving institutional coordination, regulatory literacy, and administrative procedures. This study proposes an integrated governance framework combining regulatory transparency, digital certification, institutional collaboration, human resource development, MSME assistance, and risk-based supervision. Its contribution lies in connecting legal obligations, institutional arrangements, and implementation mechanisms to strengthen halal assurance, consumer protection, and governance accountability within Indonesia's evolving halal regulatory system.

ABSTRAK

Penelitian ini mengkaji implementasi Undang-Undang Nomor 33 Tahun 2014 serta kontribusinya dalam mengoptimalkan Good Halal Governance di Indonesia. Dengan menggunakan pendekatan penelitian hukum normatif kualitatif, penelitian ini menganalisis peraturan perundang-undangan dan literatur akademik yang relevan melalui pendekatan perundang-undangan dan konseptual. Hasil penelitian mengidentifikasi tiga dimensi tata kelola yang saling berkaitan, yaitu normatif, kelembagaan, dan implementasi. Dimensi normatif menekankan kepastian hukum dan keselarasan regulasi, sedangkan dimensi kelembagaan menyoroti koordinasi, akuntabilitas, dan kejelasan pembagian tanggung jawab. Dimensi implementasi mencakup kemudahan akses sertifikasi, verifikasi, dan pengawasan berkelanjutan. Meskipun Indonesia telah memiliki kerangka hukum yang kuat, penelitian terdahulu menunjukkan adanya tantangan dalam koordinasi antarlembaga, literasi regulasi, dan prosedur administratif. Penelitian ini mengusulkan kerangka tata kelola terpadu yang menggabungkan transparansi regulasi, digitalisasi sertifikasi, kolaborasi kelembagaan, pengembangan sumber daya manusia, pendampingan UMKM, dan pengawasan berbasis risiko. Kontribusi penelitian ini terletak pada pengintegrasian kewajiban hukum, pengaturan kelembagaan, dan mekanisme implementasi untuk memperkuat jaminan produk halal, perlindungan konsumen, serta akuntabilitas tata kelola dalam sistem regulasi halal Indonesia yang terus berkembang.

1. INTRODUCTION

The global development of the halal industry shows a significant growth trend, in line with the increasing awareness among Muslims about the importance of products that comply with sharia principles. In Indonesia, as the country with the largest Muslim population in the world, the demand for halal product assurance

** Corresponding author, email address: lindanovianti99999@gmail.com*

is not only a religious matter but also part of consumer rights protected by the state. The Indonesian government responded to this need by issuing Law Number 33 of 2014 concerning Halal Product Assurance (UU JPH), which serves as the main legal foundation for the national halal product assurance system. The implementation of the UU JPH is expected to promote the establishment of Good Halal Governance, which encompasses the principles of transparency, accountability, and compliance with halal standards throughout the entire value chain of the industry.

Previous studies have discussed the implementation of the Halal Product Assurance Law (UU JPH) in the context of strengthening the halal economy and consumer protection. Lubis (2022) examined the implementation of the UU JPH in strengthening consumer trust in halal products, particularly in the food and beverage sector. Meanwhile, Rahman et al. (2021) highlighted the challenges faced by MSMEs in fulfilling halal certification requirements, including limited regulatory knowledge and certification costs. These studies provide important insights into consumer protection and business compliance but primarily address specific consequences and operational challenges of halal certification. Furthermore, Rusydiana (2023) identified institutional coordination and regulatory infrastructure as important challenges in implementing halal product assurance in Indonesia. Similarly, Ilmi (2024) examined governance problems affecting MSME halal certification, particularly transparency, accountability, and regulatory understanding. These findings reinforce the urgency of strengthening halal governance under the legal framework of Law Number 33 of 2014.

Although these studies have contributed to understanding halal certification and governance challenges, their analytical emphasis remains relatively fragmented. Research on consumer protection primarily addresses certification credibility and consumer confidence, while studies on MSMEs concentrate on administrative accessibility, certification costs, and regulatory compliance. Meanwhile, institutional governance studies identify coordination and accountability problems without consistently integrating these issues into a unified normative and institutional assessment of halal assurance implementation. Consequently, a more comprehensive explanation is needed regarding how legal provisions, institutional responsibilities, and implementation mechanisms interact in shaping Good Halal Governance. This represents the central research gap addressed in the present study.

The novelty of this research lies in developing an integrated legal and institutional perspective that connects three interrelated dimensions of Good Halal Governance: normative adequacy, institutional coordination, and regulatory implementation. Unlike previous studies that primarily examine particular aspects of halal certification, this research considers how the legal framework established by Law Number 33 of 2014 provides the basis for institutional accountability, transparent certification procedures, effective supervision, and continuous halal compliance. The study therefore extends the discussion beyond certification as an administrative requirement toward understanding halal assurance as an integrated governance system. This study aims to analyze how the optimization of Good Halal Governance through the implementation of the Halal Product Assurance Law can strengthen regulatory effectiveness, institutional accountability, consumer protection, and the governance conditions supporting halal industry competitiveness. Furthermore, this paper seeks to identify the implementation barriers faced by halal industry players, including those operating in manufacturing, services, and MSMEs.

The expected outcome of this research is the formulation of a conceptual framework that can serve as a reference for stakeholders, including the government, industry players, and certification bodies, in strengthening the halal product assurance system in Indonesia. Through the optimal application of Good Halal Governance, the national halal industry is expected not only to meet domestic market demands but also to compete in the global market. Theoretically, this study contributes to Islamic economic law and governance literature by integrating legal compliance, institutional accountability, and implementation effectiveness within a unified analytical framework. This perspective provides a conceptual basis for understanding the relationship between regulatory structures and governance quality in halal product assurance. Practically, the study offers a foundation for policymakers, BPJPH, halal inspection bodies, local governments, and business actors to identify institutional weaknesses and formulate more coordinated, transparent, and accountable certification and supervision mechanisms.

Within this framework, the optimisation of Good Halal Governance must be understood as a legal and institutional issue that goes beyond the administrative fulfilment of halal certification obligations. The effectiveness of Law No. 33 of 2014 is largely determined by the ability of the halal product assurance system to establish effective coordination between the government, the Halal Product Assurance Agency (BPJPH), Halal Inspection Bodies (LPH), the Indonesian Ulema Council (MUI), business operators, and the public as

consumers. These inter-institutional relationships determine the quality of service, legal certainty, oversight and accountability at every stage of the halal product assurance process. Therefore, the implementation of the Halal Product Assurance Act must be directed not only towards increasing the number of certifications, but also towards strengthening oversight mechanisms and institutional coordination capable of ensuring the consistency of halal standards throughout the industry's value chain. This approach becomes increasingly relevant as the halal industry evolves into an integral part of global economic activity, which demands regulatory certainty, certification credibility and consumer trust.

In addition to institutional aspects, strengthening Good Halal Governance also requires regulatory capacity to adapt to technological developments, business models and the increasingly diverse characteristics of business operators. The digitalisation of certification processes, supervision and product traceability can serve as important tools for enhancing transparency and the efficiency of halal product assurance. At the same time, the implementation of regulations must take into account the capacity of SMEs so that certification obligations do not become a structural barrier to business sustainability. Consequently, the optimisation of Law No. 33 of 2014 requires a governance framework capable of balancing legal certainty, consumer protection, ease of doing business, effective supervision, and industrial competitiveness. Accordingly, this study approaches Good Halal Governance through the interconnected dimensions of legal certainty, institutional coordination, and regulatory implementation, rather than treating certification compliance as an isolated administrative outcome.

Based on the identified research gap, this study addresses three research questions: (1) How does Law Number 33 of 2014 provide a normative foundation for implementing Good Halal Governance in Indonesia's halal industry? (2) What institutional and regulatory challenges hinder the effective implementation of Good Halal Governance? and (3) How can the integration of legal certainty, institutional coordination, and effective supervision contribute to optimizing halal governance? By addressing these questions through normative legal analysis, the study seeks to formulate an integrated governance framework that strengthens halal assurance, institutional accountability, and consumer protection while supporting the sustainable development of Indonesia's halal industry.

2. THEORETICAL FRAMEWORK AND HYPOTHESES

Good Halal Governance in the Halal Industry

Good Halal Governance refers to a governance framework that integrates legal compliance, transparency, accountability, institutional coordination, and effective oversight to safeguard halal integrity throughout the production, distribution, and marketing of products. Unlike conventional governance frameworks, halal governance incorporates Islamic principles and religious requirements into business and regulatory processes. Hudaefi & Jaswir (2019) argue that halal governance involves multiple layers of institutional responsibility, including internal control, certification, and external supervision. This perspective positions halal assurance not merely as an administrative certification process, but as a continuous governance mechanism for maintaining the integrity and reliability of halal products. The governance of the halal industry can also be examined through the concept of *Collaborative Governance*. Ansell & Gash (2008) emphasise the importance of collaboration between public institutions and non-state actors in addressing complex governance issues. This perspective is particularly relevant to the halal industry because halal assurance involves government authorities, halal inspection institutions, religious authorities, and business actors. Effective collaboration, however, requires more than the involvement of multiple stakeholders. It depends upon clearly defined institutional responsibilities, accountability mechanisms, information exchange, and consistent regulatory implementation.

Conceptually, Good Halal Governance and Collaborative Governance represent complementary perspectives. Good Halal Governance establishes the principles and expected qualities of halal assurance, particularly transparency, accountability, regulatory compliance, and halal integrity. Collaborative Governance explains how these principles can be supported through institutional cooperation, stakeholder participation, shared responsibilities, and coordinated decision-making. In this relationship, Law No. 33 of 2014 provides the normative foundation, while collaborative institutional arrangements represent mechanisms through which legal obligations may be translated into governance practices. This integration is important because the effectiveness of halal assurance cannot be assessed solely through the existence of certification regulations. It also depends on how institutions coordinate their responsibilities, communicate regulatory

requirements, supervise compliance, and maintain accountability. Accordingly, Good Halal Governance provides the evaluative principles, Collaborative Governance provides an institutional perspective, and halal assurance regulations establish the legal obligations governing the system. Together, these elements form the conceptual foundation for examining halal governance as an integrated legal and institutional process.

Legal Framework and Implementation of Halal Product Assurance

Law No. 33 of 2014 concerning Halal Product Assurance constitutes a fundamental legal basis for the development of Indonesia's halal assurance system. The legislation establishes a regulatory framework for halal certification and defines the responsibilities of relevant stakeholders in ensuring that products circulating in Indonesia comply with applicable halal requirements. Its enactment represents a significant shift in the state's role in halal assurance, particularly through the development of a more structured relationship between regulatory authority, consumer protection, and business obligations. The existence of a comprehensive legal framework does not necessarily guarantee effective implementation. Priantina & Sapian (2023) examine the transformation of halal certification in Indonesia from a voluntary to a mandatory mechanism. This transformation demonstrates the increasing role of state regulation in ensuring halal compliance, while simultaneously raising issues concerning institutional readiness, administrative accessibility, and the capacity of business actors to fulfil certification requirements. Consequently, the effectiveness of Law No. 33 of 2014 should be assessed not only from the perspective of regulatory completeness, but also from the extent to which its provisions can be implemented consistently across the halal industry.

From a legal and consumer-protection perspective, halal certification should provide both legal certainty and substantive assurance regarding the status of products. Fibrianti et al. (2026) highlight the importance of distinguishing administrative compliance from the substantive achievement of consumer-protection objectives within the halal certification system. This distinction is particularly relevant because formal fulfilment of certification requirements does not, by itself, demonstrate the effectiveness of the broader halal assurance system. The implementation of Law No. 33 of 2014 therefore requires mechanisms that connect legal obligations with verification, supervision, accountability, and continuous compliance. Within the proposed analytical framework, the legal dimension establishes the standards against which institutional responsibilities and implementation mechanisms can be assessed. Legal provisions determine the obligations of business actors and the authority of relevant institutions, while governance principles provide criteria for evaluating whether these arrangements support transparency, accountability, and consumer protection. This relationship indicates that regulatory effectiveness should be examined through both the clarity of legal obligations and the institutional mechanisms intended to ensure their implementation.

Institutional Coordination and Accountability

Institutional coordination represents another essential dimension of Good Halal Governance. The implementation of halal product assurance involves several institutions with distinct regulatory, technical, administrative, and religious functions. Hudaefi & Jaswir (2019) demonstrate that the effectiveness of halal governance is closely related to institutional arrangements and the interaction among the different actors responsible for halal assurance. The effectiveness of these arrangements depends upon the clarity of institutional authority, consistency of procedures, and availability of appropriate monitoring mechanisms. Sahhari et al. (2025), in their analysis of Indonesia's *self-declaration* mechanism, identify challenges associated with transparency, accountability, and regulatory oversight. Their findings suggest that the simplification of halal certification procedures needs to be accompanied by adequate verification and supervision in order to preserve the credibility and integrity of halal assurance. Institutional coordination should therefore be understood not merely as the participation of multiple organisations, but as an integrated process involving communication, clearly allocated responsibilities, accountability, and effective oversight. Within the framework of Law No. 33 of 2014, these elements are important for ensuring that statutory requirements are translated into consistent and reliable practices throughout the halal industry. Strong institutional coordination can also reduce administrative fragmentation and strengthen the capacity of the halal assurance system to respond to emerging challenges within an increasingly complex halal market.

From the perspective of Collaborative Governance, institutional coordination functions as a mechanism connecting legal requirements with their implementation. BPJPH, Halal Inspection Bodies (LPH), religious authorities, local governments, and business actors perform different but interconnected responsibilities within the halal assurance system. Their relationships require clear institutional mandates, information-

sharing procedures, transparent decision-making, and mechanisms for monitoring institutional performance. Consequently, accountability should be understood not only as compliance with individual institutional responsibilities but also as the ability of the governance system to ensure coordination and consistency across the certification and supervision processes. This perspective provides an analytical basis for identifying institutional governance gaps, particularly where overlapping responsibilities, fragmented procedures, or inadequate communication may weaken regulatory implementation. Rather than assuming that collaboration automatically improves governance, the present study examines whether institutional arrangements provide sufficient mechanisms for coordination, accountability, and effective oversight.

Research Gap and Analytical Framework

Previous studies have examined halal governance from various perspectives, including institutional arrangements, legal certainty, certification mechanisms, consumer protection, and accountability. Hudaefi & Jaswir (2019) provide a conceptual analysis of halal governance in Indonesia, whilst Priantina and Sapian (2023) examine the transformation towards mandatory halal certification. Fibrianti et al. (2026) and Sahhari et al. (2025) further highlight issues concerning administrative compliance, consumer protection, transparency, accountability, and regulatory supervision. Despite these contributions, the relationship between the implementation of Law No. 33 of 2014 and the optimisation of Good Halal Governance remains insufficiently examined as an integrated governance issue. Existing studies tend to focus on particular dimensions of halal certification, whereas the interaction between the legal framework, institutional coordination, accountability, and implementation mechanisms requires further analysis. More specifically, existing discussions have not consistently connected the normative foundations of halal assurance with the institutional processes and implementation mechanisms through which governance principles are operationalised. This creates a conceptual gap in understanding how legal certainty, collaborative institutional arrangements, and regulatory supervision collectively contribute to Good Halal Governance. Accordingly, this study examines how the implementation of Law No. 33 of 2014 can contribute to the optimisation of Good Halal Governance within Indonesia's halal industry. The analysis focuses on three interconnected dimensions: the normative dimension, concerning the legal basis and clarity of halal assurance obligations; the institutional dimension, concerning coordination, authority, and accountability among relevant stakeholders; and the implementation dimension, concerning regulatory compliance, verification, supervision, and the preservation of halal integrity.

First, the normative dimension refers to the legal foundations, regulatory obligations, and institutional mandates established under the halal product assurance framework. This dimension guides the analysis by examining the clarity and coherence of legal provisions, the allocation of regulatory authority, and the extent to which the legal framework supports transparency, accountability, and consumer protection. Second, the institutional dimension concerns the organisational relationships and governance mechanisms through which legal responsibilities are coordinated. Drawing on Collaborative Governance, this dimension guides the examination of institutional authority, stakeholder participation, information exchange, accountability mechanisms, and coordination among institutions involved in halal assurance. The analysis focuses on whether these arrangements provide a coherent institutional foundation for implementing the applicable regulations. Third, the implementation dimension concerns the mechanisms through which regulatory requirements are translated into certification, verification, supervision, and continuous compliance. This dimension guides the analysis of administrative accessibility, procedural transparency, monitoring arrangements, and post-certification oversight. It also considers how weaknesses in implementation mechanisms may affect the consistency and credibility of halal product assurance.

These three dimensions are analytically interconnected. The normative dimension establishes the legal obligations and governance standards, the institutional dimension explains how responsibilities are organised and coordinated, and the implementation dimension examines the mechanisms intended to translate these arrangements into regulatory compliance and halal assurance. Good Halal Governance serves as the overarching evaluative framework, while Collaborative Governance provides a perspective for understanding institutional relationships within the regulatory system. Figure 1 presents the proposed conceptual framework, illustrating how the normative, institutional, and implementation dimensions contribute to the assessment and optimisation of Good Halal Governance. The framework is intended as an analytical model for normative legal research rather than an empirically tested causal relationship. It provides the structure

for the subsequent examination of regulatory adequacy, institutional governance gaps, and proposed optimisation strategies.

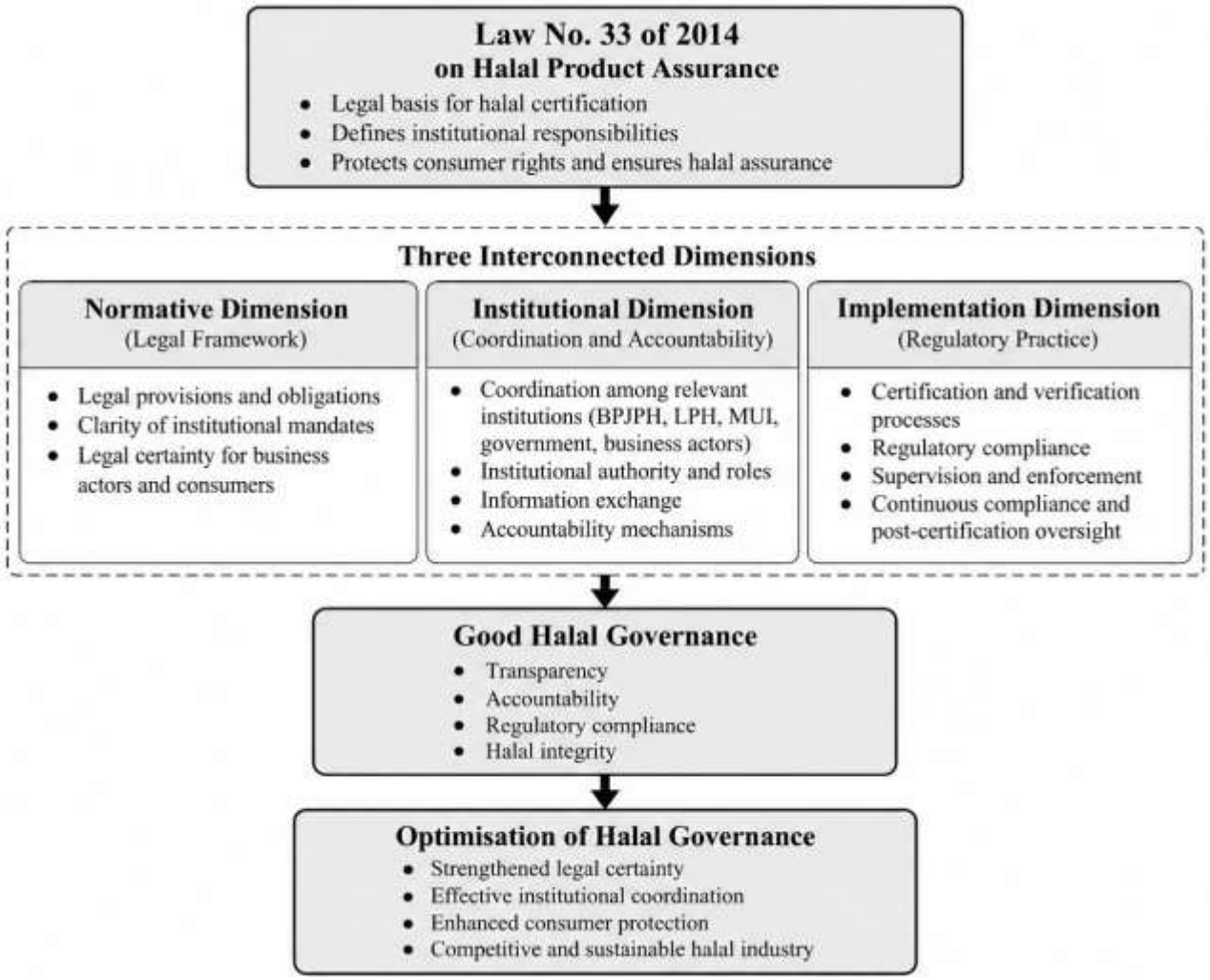


Figure 1. Integrated Conceptual Framework of Good Halal Governance

3. RESEARCH METHOD

This study employs a qualitative approach within the framework of normative legal research. This approach is used to examine and analyse various relevant laws and regulations, in particular Law No. 33 of 2014 concerning Halal Product Assurance, as well as the theoretical perspectives and conceptual frameworks relating to Good Halal Governance in the strengthening of the halal industry. The normative legal approach is used to examine legal norms, regulatory structures, and the coherence of legal provisions governing the implementation of halal product assurance in Indonesia (Novianti, 2024). The research adopts statutory and conceptual approaches. The statutory approach focuses on interpreting legal provisions governing halal certification, institutional authority, regulatory compliance, and consumer protection, while the conceptual approach examines Good Halal Governance and Collaborative Governance as analytical perspectives for understanding institutional accountability and regulatory implementation.

This research focuses on an examination of primary legal sources, including Law No. 33 of 2014 on Halal Product Assurance and other relevant legislation, supported by secondary legal sources such as books, academic articles, research reports and other academic literature relating to halal governance. The principal legal instrument is Law No. 33 of 2014, particularly provisions concerning halal certification obligations, institutional responsibilities, certification procedures, and regulatory supervision. The legal analysis also considers Law No. 6 of 2023 concerning the Stipulation of Government Regulation in Lieu of Law No. 2 of 2022

on Job Creation into Law and Government Regulation No. 42 of 2024 concerning the Implementation of Halal Product Assurance, insofar as their provisions are relevant to the governance framework examined. These instruments provide a basis for examining regulatory developments, institutional mandates, and the relationship between statutory obligations and implementing regulations. Tertiary legal sources are used where necessary to clarify legal concepts and terminology.

Secondary literature is selected based on its relevance to halal governance, halal certification, normative legal implementation, institutional coordination, accountability, and consumer protection. Priority is given to peer-reviewed academic publications, authoritative legal literature, and relevant institutional reports. The selection also considers the credibility of the publication source, its relevance to the Indonesian regulatory context, and its contribution to explaining governance challenges. Foundational theoretical literature, including Ansell and Gash (2008) and Hudaefi & Jaswir (2019), is retained because of its conceptual relevance, while more recent studies are used to contextualise developments in halal certification and governance practices.

Data were collected through a literature review and analysed qualitatively by identifying, interpreting and linking relevant legal norms to the principles of Good Halal Governance. The analytical procedure is organised into four interconnected stages. First, relevant legal provisions and academic literature are identified and classified according to their relationship with halal assurance obligations, institutional responsibilities, and regulatory implementation. Second, the selected legal provisions are interpreted systematically to examine their normative meaning, regulatory coherence, and implications for governance accountability. Third, the interpreted provisions are compared with the governance principles and institutional challenges discussed in the selected literature to identify potential regulatory gaps, coordination problems, and implementation concerns. Fourth, the findings are synthesised into an integrated analytical framework consisting of normative, institutional, and implementation dimensions.

The normative dimension examines the clarity of legal obligations, regulatory coherence, and legal certainty. The institutional dimension assesses the allocation of authority, inter-institutional coordination, transparency, and accountability mechanisms. The implementation dimension examines certification procedures, verification arrangements, regulatory supervision, and mechanisms supporting continuous halal compliance. These dimensions correspond to the conceptual framework presented in Figure 1 and provide the analytical structure for the Results and Discussion section.

This method enables the research to assess the extent to which the applicable legal framework provides a normative basis for transparency, accountability, legal certainty, institutional coordination, and effective oversight within the halal industry. Normative legal research is particularly relevant to the examination of the implementation of Law No. 33 of 2014, as it enables an analysis of the relationship between statutory provisions and the governance principles underpinning the halal product assurance system.

To maintain analytical transparency, the study distinguishes conclusions derived from legal interpretation from implementation challenges reported in previous empirical studies. Normative findings concern the content, coherence, and institutional implications of legal provisions, whereas evidence concerning certification barriers, administrative difficulties, institutional coordination, and business compliance is drawn from the reviewed literature. Such secondary findings are used to contextualise the legal analysis rather than treated as independently verified empirical observations. Consequently, the study does not claim to measure the actual effectiveness of halal governance through fieldwork, interviews, or direct institutional observation.

Through this approach, the research not only describes the applicable regulations but also critically analyses their normative adequacy in establishing an effective and accountable framework for halal governance. Consequently, the analysis is directed towards identifying the strengths of the regulations, normative gaps, and aspects requiring institutional and regulatory strengthening to optimise Good Halal Governance in Indonesia. The resulting synthesis provides a legal and conceptual basis for proposing governance improvements while recognising the methodological limitations of normative legal research in evaluating actual implementation outcomes.

4. DATA ANALYSIS AND DISCUSSION

Implementation of Law Number 33 of 2014 in Halal Industry Governance

The global economy increasingly positions halal as a value-added standard across various sectors, including food, cosmetics, pharmaceuticals, tourism, and finance. Halal certification is no longer solely associated with

religious compliance but is also increasingly recognised as an instrument supporting consumer confidence and market competitiveness (Rahmadika & Novianti, 2025). In Indonesia, Law Number 33 of 2014 concerning Halal Product Assurance establishes the principal legal foundation for the national Halal Product Assurance (*Jaminan Produk Halal*, JPH) system. From the normative perspective, Article 4 of Law No. 33 of 2014 establishes the general obligation for products entering, circulating, and being traded within Indonesia to obtain halal certification. However, this obligation must be interpreted alongside Article 26, which provides an exception for products originating from prohibited materials, subject to the requirement to disclose their non-halal status. Consequently, the legal framework does not require every product to be certified halal without distinction. Its application depends on the relevant product categories, regulatory exceptions, and implementation schedules.

The regulatory framework has subsequently developed through Law No. 6 of 2023 and Government Regulation No. 42 of 2024 concerning the Implementation of Halal Product Assurance. The latter replaced Government Regulation No. 39 of 2021 and provides more detailed provisions concerning certification procedures, institutional responsibilities, supervision, and the phased implementation of mandatory halal certification. These developments indicate that the effectiveness of Law No. 33 of 2014 should be examined within the broader and evolving regulatory framework rather than through the original legislation alone. Article 160 of Government Regulation No. 42 of 2024 establishes differentiated implementation periods. For medium and large enterprises, the first certification phase covering food and beverages, relevant ingredients, slaughtered products, and slaughtering services concluded on 17 October 2024, with mandatory implementation beginning on 18 October 2024. Micro and small enterprises were granted a longer transition period until 17 October 2026 for the relevant categories. The regulation also establishes separate provisions for imported products and additional product categories, including cosmetics, certain pharmaceuticals, chemical products, and consumer goods. These differentiated schedules demonstrate the importance of considering business scale, product characteristics, and institutional readiness when evaluating regulatory compliance.

Institutionally, the halal assurance system involves BPJPH, Halal Inspection Bodies (LPH), religious authorities, and other relevant stakeholders. Under Article 6 of Law No. 33 of 2014, BPJPH is assigned responsibilities relating to the administration of halal product assurance, including certification, registration, supervision, and institutional cooperation. Articles 30–32 regulate the involvement of LPH and halal auditors in examining and testing product compliance. Meanwhile, Article 33, as subsequently amended, governs the determination of product halal status through the relevant religious authority and applicable halal fatwa mechanisms. The regulatory developments also recognise the role of the Halal Product Fatwa Committee under specified circumstances. Accordingly, institutional responsibilities must be interpreted according to the amended legal framework rather than assuming that the original allocation of authority remains unchanged. From an institutional perspective, the implementation of halal assurance regulations has introduced a more structured relationship between regulatory authorities, certification institutions, and business actors. Nevertheless, previous studies identify challenges concerning institutional coordination, administrative accessibility, and the availability of supporting infrastructure. Rusydiana (2023) discusses weaknesses in stakeholder coordination and regulatory support, while Ariny (2020) highlights governance concerns surrounding the implementation of halal certification.

These findings from previous studies indicate potential implementation barriers but should not be interpreted as independently verified conditions across all halal certification institutions. Within the present normative analysis, the principal concern is whether the legal allocation of responsibilities is accompanied by sufficiently clear coordination, information-sharing, and accountability mechanisms. The existence of multiple institutions does not necessarily constitute institutional fragmentation; governance weaknesses arise when their respective functions are inadequately coordinated or when procedures fail to provide consistent regulatory services. The implementation of halal certification also presents challenges for business actors, particularly those with limited administrative and financial resources. Previous studies indicate that certification costs, procedural complexity, and limited regulatory understanding may discourage participation among MSMEs (Rahman, 2021; Chasanah, 2025). These challenges demonstrate that mandatory certification requires institutional support capable of facilitating compliance without compromising the integrity of halal assurance.

From the perspective of Good Halal Governance, the implementation of Law No. 33 of 2014 should therefore be assessed through three interconnected dimensions. The normative dimension concerns legal

certainty and regulatory coherence. The institutional dimension concerns the clarity of authority, coordination, and accountability. The implementation dimension concerns certification accessibility, verification, supervision, and continuous compliance. These dimensions correspond to the conceptual framework presented in Figure 1 and provide a systematic basis for distinguishing legal requirements from governance challenges reported in previous research. Technological developments also create opportunities for strengthening halal governance. Karyani (2024) examines the potential adoption of blockchain-based halal certification, while Wahyuni (2023) discusses digital transformation in halal governance. Digital systems may improve information accessibility, administrative transparency, and product traceability. However, the potential benefits of these technologies should not be interpreted as evidence that their implementation has already improved institutional performance. Their effectiveness depends on regulatory compatibility, institutional capacity, data reliability, and the readiness of business actors. The relationship between halal governance and sustainable development also deserves consideration. Novianti (2024) discusses the broader relevance of environmentally responsible economic development. Although halal governance and sustainability may share ethical concerns, halal certification does not automatically establish environmental sustainability. The relationship requires additional institutional standards and implementation mechanisms addressing environmental performance. Therefore, sustainability is considered a potential complementary objective rather than a direct legal outcome of halal certification.

Overall, the normative analysis indicates that Indonesia has established a substantial legal framework for halal product assurance. However, the existence of regulatory provisions alone cannot establish their effectiveness in practice. The principal governance challenge lies in ensuring that legal obligations, institutional responsibilities, and certification mechanisms operate coherently. This distinction between normative adequacy and implementation effectiveness provides the foundation for examining the governance gaps discussed in the following subsection.

Governance Gap and the Practice of Good Halal Governance

The principles of Good Halal Governance emphasise accountability, transparency, participation, effectiveness, and regulatory compliance. Previous studies indicate that implementing these principles remains challenging, particularly for micro, small, and medium enterprises. Ilmi (2024) discusses difficulties associated with regulatory understanding, administrative procedures, and access to certification information. Similarly, Agustin (2025) highlights the importance of institutional assistance in facilitating halal certification among smaller business operators. These findings suggest that the principal governance gap should not be understood merely as a difference between the number of certified and uncertified enterprises. It also concerns the relationship between regulatory obligations and the capacity of institutions and business actors to fulfil those obligations. Administrative accessibility, procedural transparency, institutional accountability, and continued compliance represent distinct but interconnected aspects of implementation quality.

Although Gustiana (2023) discusses the effectiveness of BPJPH in facilitating halal certification, the previously reported figure of 9.6% certification coverage in 2018 cannot be retained without verification of the original statistical source, reference population, calculation method, and product or enterprise classification. Furthermore, the manuscript does not provide a sufficiently documented BPJPH dataset to establish the proportion of certified MSMEs in 2023. Therefore, these numerical claims are excluded from the present analysis to avoid presenting unverified certification coverage as an established empirical finding. The governance challenges identified in previous literature extend beyond certification coverage. Hartati (2023) examines collaborative governance in facilitating halal certification and identifies limitations involving stakeholder communication and digital literacy. Ismanto (2024) discusses institutional assistance in supporting MSMEs through certification procedures and access to the SIHALAL system. These studies demonstrate the relevance of administrative assistance and collaboration in improving business participation. Nevertheless, the effectiveness of collaborative governance cannot be established solely from the involvement of multiple stakeholders. Consistent with Ansell and Gash (2008), collaboration requires structured interaction, clear responsibilities, mutual understanding, and mechanisms for collective accountability. In the context of halal certification, these requirements imply the need for transparent institutional procedures, coordinated assistance, and accessible information for business actors.

From the normative dimension, the governance gap concerns the relationship between legal certainty and regulatory accessibility. Although certification obligations are established by law, business actors

must also be able to identify applicable requirements, understand implementation schedules, and access information regarding certification procedures. Regulatory transparency is therefore necessary to ensure that legal obligations can be understood and fulfilled consistently. From the institutional dimension, the governance gap concerns the coordination of responsibilities among BPJPH, LPH, local governments, and supporting institutions. The literature identifies potential problems involving communication, administrative assistance, and institutional capacity. However, these reported challenges should be distinguished from legal conclusions concerning the allocation of authority. The normative issue is whether the regulatory framework provides adequate mechanisms for institutional coordination and accountability. From the implementation dimension, the governance gap extends beyond the issuance of halal certificates. Halal assurance requires continuous attention to ingredients, production processes, storage, distribution, and changes that may affect product compliance. Consequently, post-certification supervision is an essential component of governance quality. Certification should not be treated as sufficient evidence of continuous compliance without appropriate monitoring and verification mechanisms.

The literature also identifies concerns regarding the availability and competence of halal auditors. However, the reviewed sources do not provide a consistently verified national auditor-to-application ratio or comparable data on certification processing delays. Accordingly, auditor capacity is treated as an institutional concern reported in previous research rather than a quantitatively established national shortage. Further administrative data would be necessary to determine the scale and distribution of this problem.

Digital certification systems and traceability mechanisms may help address several of these challenges. Integrated information systems can support the accessibility of certification requirements, application monitoring, institutional communication, and regulatory supervision. However, digitalisation must be accompanied by data protection, reliable verification procedures, and assistance for business actors with limited technological capabilities. The analysis therefore identifies three interconnected governance gaps: the potential discrepancy between regulatory obligations and accessible legal information; the coordination challenges associated with multiple institutional responsibilities; and the need to maintain halal compliance beyond initial certification. These gaps are derived from the interpretation of the regulatory framework and contextualised through previous studies. They do not represent findings obtained from direct institutional observation or independent field investigation. Consequently, optimising Good Halal Governance requires an approach that integrates regulatory clarity, institutional accountability, and continuous supervision. Such integration is essential for ensuring that certification functions not merely as an administrative requirement but as part of a credible and sustainable halal assurance system.

Optimization Strategies for Good Halal Governance in the Halal Industry

The implementation of Law Number 33 of 2014 continues to raise important questions concerning regulatory certainty, institutional coordination, and administrative accessibility. Ariny (2020) discusses governance challenges in halal certification, while Chasanah (2025) highlights the importance of regulatory literacy among business actors. Khalfia (2023) examines the legal implications of mandatory certification under Article 4 of Law No. 33 of 2014, and Pribadi (2022) discusses legal certainty in its implementation. Based on the normative analysis and the governance challenges identified in previous literature, the optimisation of Good Halal Governance requires an integrated improvement strategy. This strategy should address the three analytical dimensions presented in Figure 1: normative adequacy, institutional coordination, and implementation effectiveness. Rather than treating digitalisation, institutional capacity, and regulatory supervision as separate interventions, the proposed framework connects them through clearly defined institutional responsibilities and measurable governance objectives.

First, regulatory transparency and legal accessibility should be strengthened through the systematic publication of certification requirements, applicable product categories, implementation schedules, administrative procedures, and relevant regulatory changes. BPJPH should serve as the principal coordinating institution for providing accessible regulatory information, supported by relevant ministries and local governments within their respective responsibilities. The expected outcome is greater clarity for business actors and reduced uncertainty concerning certification obligations. Proposed performance indicators include the availability of updated regulatory information, accessibility of certification guidance, and the number of documented regulatory clarification requests resolved. Second, institutional coordination should be strengthened through formalised communication and accountability mechanisms involving BPJPH, LPH, religious author-

ities, local governments, and relevant business-support institutions. These mechanisms may include coordination forums, standardised information-sharing procedures, institutional service protocols, and periodic evaluations. Each institution should perform its legally assigned functions while participating in coordinated administrative processes. The expected outcome is improved procedural consistency and reduced administrative fragmentation. Proposed indicators include the frequency of coordination evaluations, documented resolution of inter-institutional problems, and compliance with established service procedures.

Third, digital certification services should be developed as an integrated administrative and monitoring mechanism. BPJPH, in cooperation with relevant technical institutions, should strengthen the interoperability, accessibility, and reliability of halal certification information systems. Digital services should support application submission, document verification, status monitoring, and the dissemination of regulatory information. The expected outcome is greater procedural transparency and administrative accessibility. Proposed indicators include application processing times, system availability, the proportion of applications monitored digitally, and documented user complaints. These indicators are proposed for future institutional evaluation and are not presented as measurements obtained in this study. Fourth, the capacity of halal auditors and certification-support personnel should be strengthened through continuous professional development, competency assessment, and institutional training. BPJPH and LPH should coordinate capacity-development activities according to their respective regulatory responsibilities. Training priorities may include regulatory interpretation, verification procedures, halal production processes, digital documentation, and risk-based supervision. The expected outcome is improved technical consistency and institutional readiness. Proposed indicators include the number of qualified personnel, training completion rates, competency assessment results, and compliance with applicable verification procedures.

Fifth, MSME assistance should be strengthened through collaborative programmes involving BPJPH, local governments, business associations, universities, and relevant supporting institutions. Such programmes should focus on regulatory literacy, documentation assistance, certification procedures, and digital accessibility. Assistance should reflect the differentiated obligations and implementation schedules applicable to business categories. The expected outcome is improved readiness among smaller enterprises without reducing the substantive requirements of halal assurance. Proposed indicators include the number of assisted enterprises, completed certification applications, participation in regulatory education programmes, and the resolution of documented administrative barriers. Sixth, post-certification supervision should be strengthened through risk-based monitoring and coordinated regulatory oversight. BPJPH and other authorised institutions should develop supervision mechanisms consistent with their statutory responsibilities, supported by reliable information concerning ingredients, production processes, product changes, and distribution. Digital traceability may complement these mechanisms where technically feasible. The expected outcome is stronger continuous compliance and consumer protection. Proposed indicators include the completion of scheduled inspections, documented non-compliance findings, corrective-action completion rates, and the timeliness of complaint resolution.

Table 1 summarises the proposed governance optimisation framework by connecting the identified governance dimensions with institutional responsibilities, implementation mechanisms, expected outcomes, and performance indicators. The framework represents recommendations derived from normative legal analysis and the reviewed literature, rather than interventions whose effectiveness has been empirically established by the present study.

Table 1. Proposed Framework for Optimising Good Halal Governance

Governance priority	Responsible institutions	Proposed mechanism	Expected outcome	Proposed indicator
Regulatory transparency	BPJPH, relevant ministries	Updated legal guidance and accessible certification information	Greater legal certainty	Guidance availability; clarification resolution
Institutional coordination	BPJPH, LPH, religious authorities, local governments	Coordination forums and standardised procedures	Improved accountability	Coordination evaluations; procedural compliance
Digital certification	BPJPH, technical partners	Integrated application and monitoring systems	Administrative efficiency	Processing time; system availability
Human re-	BPJPH, LPH	Auditor training and competency assessment	Improved verification capacity	Qualified personnel; competency results

source capacity				
MSME assistance	BPJPH, local governments, business-support institutions	Mentoring and regulatory education	Improved certification readiness	Assisted enterprises; completed applications
Post-certification supervision	BPJPH, authorised supervisory institutions	Risk-based monitoring and corrective actions	Continuous halal compliance	Inspection completion; corrective-action rates

Source: Authors' proposed framework based on normative legal analysis and the reviewed literature.

The proposed strategies should be implemented through a collaborative governance approach in which institutions retain their legally assigned responsibilities while coordinating information, administrative services, and supervision. This arrangement reflects the complementary relationship between Good Halal Governance and Collaborative Governance discussed in the Literature Review. Good Halal Governance establishes the evaluative principles, while Collaborative Governance provides an institutional perspective for organising collective responsibilities and accountability.

From a legal perspective, the framework seeks to reduce the gap between *das sollen*, representing the regulatory standards established by law, and *das sein*, representing the implementation conditions described in previous studies. However, the extent to which these strategies improve certification efficiency, institutional accountability, and consumer protection requires subsequent empirical evaluation. The present research provides a normative and conceptual foundation for such improvements rather than claiming that their effectiveness has already been demonstrated.

Ultimately, Good Halal Governance can serve not only as a mechanism for regulatory compliance but also as a strategic instrument for developing a more transparent, accountable, inclusive, and sustainable halal industry. Its optimisation depends on the coherence of legal provisions, the coordination of institutional responsibilities, and the effectiveness of continuous compliance mechanisms. These three dimensions constitute the principal analytical contribution of the present study and provide a foundation for strengthening Indonesia's halal assurance governance system.

5. CONCLUSION, IMPLICATION, SUGGESTION, AND LIMITATIONS

The findings of this study indicate that Law Number 33 of 2014 concerning Halal Product Assurance provides a strong legal foundation for the governance of the halal industry in Indonesia. From the normative dimension, the law establishes essential obligations concerning halal certification, consumer protection, and institutional responsibilities. Its implementation must also be understood in relation to subsequent regulatory developments, particularly Law No. 6 of 2023 and Government Regulation No. 42 of 2024, which provide further clarification regarding certification requirements, institutional authority, and implementation procedures. These findings demonstrate that legal certainty depends not only on the existence of statutory provisions but also on their coherence, clarity, and accessibility to relevant stakeholders.

From the institutional dimension, the study identifies coordination and accountability as essential elements of Good Halal Governance. Previous research has reported challenges involving institutional communication, administrative procedures, regulatory understanding, and human resource capacity. The normative analysis indicates that effective governance requires clearly defined responsibilities and coordinated relationships among BPJPH, Halal Inspection Bodies (LPH), religious authorities, local governments, and business actors. Accordingly, strengthening institutional accountability and collaborative governance mechanisms is necessary to support the consistent implementation of halal assurance regulations.

From the implementation dimension, the study emphasises that halal governance should extend beyond the administrative issuance of certificates. Effective implementation requires accessible certification procedures, transparent information systems, reliable verification, and continuous post-certification supervision. The proposed optimisation framework therefore integrates regulatory transparency, institutional coordination, digital certification services, human resource development, MSME assistance, and risk-based supervision. These strategies provide a conceptual basis for strengthening halal integrity, consumer protection, and regulatory compliance.

The principal contribution of this study lies in integrating the normative, institutional, and implementation dimensions into a unified analytical framework for Good Halal Governance. By connecting the

legal foundations of halal assurance with institutional accountability and regulatory implementation mechanisms, the study extends the discussion beyond certification compliance towards a more comprehensive understanding of halal governance. This framework contributes to Islamic economic law and governance literature while offering practical recommendations for policymakers and institutions responsible for halal product assurance.

Nevertheless, this study is limited by its normative legal research design and reliance on secondary literature. Consequently, the analysis cannot independently establish the actual effectiveness of institutional coordination, certification services, or regulatory supervision. Future research should employ empirical approaches, including institutional interviews, business surveys, and administrative performance data, to evaluate the proposed governance framework. Further investigation may also examine digital traceability, blockchain-based certification systems, institutional readiness, and the harmonisation of halal standards within ASEAN. Such research would provide additional evidence for developing a more transparent, accountable, inclusive, and sustainable halal industry in Indonesia.

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