



# Strategy of Batam City Governance in Implementing the Free Halal Certification Program: Governance Perspective

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ARTICLE INFORMATION	A B S T R A C T
<p>Received: November 12, 2025            Revised: March 28, 2026            Accepted: March 30, 2026            Available online: April 22, 2026</p>	<p>The Halal Certification Program (SEHATI) is a strategic policy aimed at enhancing the competitiveness of MSMEs. The Batam City Government has set a target of 8,000 certifications by 2024 as a form of support for this national policy. This study aims to evaluate the program's implementation through a meta-governance perspective to provide critical insights for stakeholders. Using a mixed-methods approach with a parallel convergent design, data were collected through focus group discussions, in-depth interviews, document reviews, and a satisfaction survey of 100 micro-business owners. The analysis was conducted by integrating the SWOT/TOWS matrix to create strategic priorities. The findings reveal a governance paradox: the program has successfully gained strong social legitimacy based on service performance (output legitimacy), yet remains structurally fragile due to institutional fragmentation, the absence of a formal legal framework at the local level, and weak inter-agency data integration. This study concludes that the sustainability of SEHATI in Batam requires a transformation from an operational facilitation function toward the strengthening of an institutionalized meta-governance structure. Key recommendations include the codification of local regulations, the establishment of a regional Halal Certification Body (LPH), and cross-sectoral data synchronization to mitigate structural barriers and the threat of illegal products.</p>
KEYWORDS	
<p>Policy Evaluation; Out-of-School Children; Education Governance; Policy Implementation; Local Politics</p>	
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## INTRODUCTION

The implementation of halal certification has become a critical policy priority in Indonesia since the enactment of Law No. 33 of 2014 on Halal Product Assurance. This police requires that every product distributed in Indonesia must be halal certified through the Ministry of Religious Affairs under the Halal Certification (SEHATI). This is an effort to enhance the competitiveness of local products in an increasingly competitive market (Pardiansyah et al., 2022).

Halal certification verifies that the stages, ingredients, and production processes comply with the standards of the Indonesian Halal Assessment and Certification Agency (Mulyono & Hidayat, 2022). Halal refers to Islamic regulations regarding the permissibility of a product for consumption or use (Fitri & Jumiono, 2021). Therefore, the SEHATI program is an effort to promote the implementation of the Halal Product Law in the SME sector. Halal certification is facilitated through the Halal Product Process Assistance Agency (LPPPH), starting from registration, inspection, product audits, the issuance of halal fatwas, to the issuance of halal certificates (Putri Aprillia et al., 2023).

Halal certification promotes economic growth in small and medium enterprises (SMEs). This is urgent because Indonesia is a country with a Muslim majority population (Fitri & Mardiah, 2023), thereby attracting loyal customers and building a highly promising business (Warto & Samsuri, 2020). Furthermore, the number of halal-certified SMEs remains very low. For example, in 2019, there were 65,471,134 SMEs, but by the end of 2021, only 1% were halal-certified (Jakiyudin & Fedro, 2022). According to the Ministry of Religion and based on data, many businesses still lack halal certification (Warto & Samsuri, 2020).

This halal certification program is crucial for Muslim consumers to have confidence in the halal status of food and other products. It is increasingly recognized as a global quality standard, benefiting both Muslim and non-Muslim consumers due to its association with safety, hygiene, and ethical considerations (Mezentseva et al., 2024). At the local level, the Batam City government, as one of the centers for industrial, economic, and trade development in Indonesia, considers it important to achieve economic sustainability and community welfare through the implementation of the Free Halal Certification Program (SEHATI). Batam City's strategic location, bordering directly on Malaysia and Singapore, presents significant opportunities for economic growth (Banjarnahor & Effendi, 2022). Therefore, the halal label is a critical factor that must be considered. Consequently, the free halal certification program is a valuable resource that should not be overlooked.

The Batam City Government is highly enthusiastic about supporting the SEHATI program launched by the Ministry of Religious Affairs. Consequently, the Batam Office of the Ministry of Religion has also expressed its appreciation, as the target is for 8,000 halal-certified SMEs by 2024 (kepri.antarnews.com, 2023), and it has been noted that 5,927 SMEs in Batam have already obtained halal certification (batamos.jawapos.com, 2023). The Batam City Government's commitment to supporting the SEHATI program is also evident in the regulations issued, which state that if, by 2024, any products are found to be uncertified, they will be subject to sanctions by the Batam City Government (Puspaningtyas, 2023).

The strong commitment and ambitious targets set by the Batam City Government raise important questions regarding how local governance strategies are organized to support the

implementation of the SEHATI program. Achieving large-scale certification targets requires coordination among various stakeholders, including government agencies, halal certification, bodies, facilitators, and business actors. Therefore, understanding the governance strategies adopted by the Batam City Government is crucial to explaining how policy objectives are translated into implementation at the local level. In a governance system involving multiple actors, the government's role is not only to implement policies but also to coordinate and guide collaborative arrangements among stakeholders (Romzek, B., & Dubnick, 1987). One relevant approach to analyzing coordination within multi-actor governance systems is the concept of meta-governance. As mentioned, the concept of meta-governance refers to governance that focuses on coordination, direction, and the establishment of governance processes, rules, and norms by higher-level actors or mechanisms to achieve policy objectives.

The framework of the meta-governance concept allows for an analysis of governance through several key aspects. First, institutional structure, wherein the government constitutes a complex network of public, semi-public, and private institutions, as well as the specific government agencies and institutions involved and the nature of their involvement. Second, coordination mechanisms, specifically to understand interventions in unsustainable practices and what types of coordination mechanisms are employed. Third, legitimacy, which relates to the extent to which policy interventions gain acceptance from the involved actors, as limited legitimacy can weaken the effectiveness of the policy regime and hinder the change process.

Several studies on halal certification and the SEHATI program have been conducted previously, such as the study (Santoso & Rachman, 2024) regarding the urgency of digitizing the halal certification process to improve time efficiency, by (Widigdo & Triyanto, 2024), which analyzed the influence of knowledge on MSMEs' compliance in implementing halal certification in Indonesia; a study on halal certification assistance for MSMEs in rural areas by (Putra et al., 2024); the impact of the SEHATI program on SMEs' interest in applying for halal certification (Zayudi et al., 2025); challenges faced in the self-declaration halal certification scheme (Hasan et al., 2024); and a study reviewing how halal certification policies are implemented from the perspective of SME stakeholders (Darmalaksana, 2023).

Although these various studies have made significant contributions to understanding the dynamics of halal certification, attention to governance aspects in the program's implementation remains relatively limited. Most studies have focused more on business operators' compliance, the administrative certification process, or SMEs' perceptions and interest in halal certification. The implementation of the SEHATI program involves various actors and institutions that interact, coordinate, and adapt.

To strengthen the identification of gaps, a bibliometric analysis was also conducted on 461 Scopus-indexed documents using the keyword "halal certification." Data visualization using the VOSviewer application shows that most studies focus on consumer behavior, the halal supply chain, and compliance with halal certification. Meanwhile, studies highlighting the governance perspective in its implementation remain limited. These findings indicate that the governance dimension within

the SEHATI program still requires greater attention in academic research.

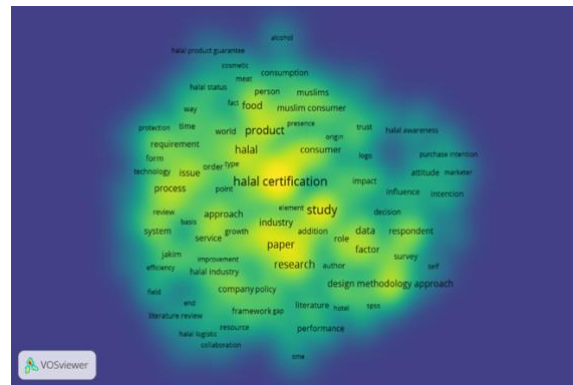


Figure 1. Results of Scopus data mapping using VOSviewer

Based on the gaps in previous research, this study aims to contribute by examining the governance strategies of the Batam City government in implementing the SEHATI program. The analysis was conducted using a SWOT analysis approach to identify the strengths, weaknesses, opportunities, and threats faced (Puyt et al., 202). Through this approach, this study seeks to provide several key contributions. First, it will empirically enrich the literature on the implementation of halal certification programs at the local government level. Second, it conceptually advances meta-governance analysis by highlighting coordination among actors and the institutional capacity of the government. Third, it will provide practical strategic recommendations for local governments to enhance the effectiveness of halal certification policy implementation.

**METHOD**

The method used in this study is a mixed methods approach, a combination of qualitative and quantitative data (Siddiqui et al., 2023), chosen to support and strengthen each other (Justan et al., 2024). The dominant qualitative method applied in this study was the exploration of interview findings related to the social issue under study (Creswell, 2014), namely, the Batam City Government's policy on halal certification for small businesses. Quantitative data served as supporting data. More specifically, this study employs Creswell's convergent parallel design, in which qualitative and quantitative data are collected simultaneously, analyzed separately, and then synthesized during the interpretation phase to achieve a comprehensive understanding.

The data were analyzed to describe business owners' perceptions of leadership, policies, and public services. Meanwhile, qualitative data were obtained through supporting documents, journals, books, statistical data, and other documentation (Putri et al., 2021), focus group discussions (FGDs), interviews, and (Romdona et al., n.d.) to gain an in-depth understanding of the dynamics of program governance. Furthermore, this research was conducted in a structured manner with several informants selected purposively to maintain relevance to the research objectives (Hicks et al., 2021), including the Regional Secretary for the Batam City Economic Sector, the Cooperatives and Micro Enterprises Office, the Industry and Trade Office, the Sagulung District Office, and the Halal Certification Institute. The 100 microentrepreneur respondents were selected incidentally to support quantitative

data. The instruments used to survey 100 respondents underwent validity and reliability testing to ensure measurement consistency. The validity of the qualitative data was ensured through source triangulation (comparing interview results among different informants) and methodological triangulation (comparing interview results with policy documents) (Sugiyono, 2019).

Data analysis was conducted through several stages, including data collection, data reduction, data presentation, and drawing conclusions (Miles et al., 2018). These stages aim to systematically organize the data obtained to produce a comprehensive interpretation of the implementation of the SEHATI program. To identify the factors influencing program implementation, this study uses SWOT analysis (Strengths, Weaknesses, Opportunities, Threats) as a strategic analytical framework.

This method is widely used in policy analysis because it provides a comprehensive overview of the state of an organization or program in relation to its internal and external environments (Benzaghta M et al., 2021). SWOT factors were identified through a thematic coding process of interview transcripts and FGD results. Informants' statements were categorized into internal themes (strengths and weaknesses) and external themes (opportunities and threats) using data reduction techniques (Miles et al., 2018). The results of SWOT factor identification were used to develop program governance strategies through the TOWS matrix approach (SO-WO-ST-WT). Analytical logic was constructed by mapping empirical findings into an internal-external matrix (IFAS/EFAS). Subsequently, strategic formulations are developed through matching logic within the TOWS matrix, which integrates strengths to capitalize on opportunities (SO) and mitigate weaknesses through external threats (WT).

**RESULTS AND DISCUSSION**

**Public Satisfaction with Stakeholders**

Analyzing or assessing business actor satisfaction in the implementation of the SEHATI program is a crucial step to ensure the program's success and to increase its effectiveness and sustainability in the future. Business actor satisfaction with stakeholders is also a crucial pillar in the implementation of good governance. The concept of public governance states that this represents the government's ability to meet individual satisfaction and material prosperity (Wahyuningsih & Hartanto, 2012). Beyond satisfaction, the concept of public governance is important to realize because it also relates to

leadership skills and how public policy serves as an important foundation for program implementation. The results of a survey of business actor satisfaction in Batam City regarding the three pillars of public governance shown at table 4.

Based on the table and figure 2, it appears that the community of small business owners in Batam City, who have received assistance from stakeholders in the process of applying for halal certification for their products, rated the overall experience as good. Statistically, the accumulation of 'Good' and 'Very Good' responses, which reached an average of over 90% across all elements, indicates low data variance. This suggests a homogeneity of perception at the grassroots level (micro-business operators) regarding the success of the technical implementation of the SEHATI program in Batam City.

Leadership perspective. High levels of satisfaction regarding coordination indicate effective transactional and transformational leadership within the local bureaucracy. However, when viewed through the lens of governance theory, leadership functions more as a facilitator than merely as a regulator. The success of leaders in building inter-agency synergy (between the Ministry of Religious Affairs, the Industry and Trade Office, and HCCM) demonstrates that local leadership is capable of reducing vertical and horizontal barriers in collaborative governance.

Policy perspective. Findings indicate that satisfaction does not stem from regulatory complexity but rather from responsive bureaucratic discretion at the lower levels. Drawing on bottom-up policy implementation theory, the success of SEHATI in Batam proves that inclusive policies can overcome structural barriers, such as the costs and complexities of digitization. Although there has been an administrative transition to an electronic system, human intervention (mentoring) has become a decisive factor that compensates for the weaknesses in the policy's infrastructure.

Public service perspective. The high ratings for service quality (Table 4, items 7 and 8) reflect the fulfillment of the responsiveness dimension in public sector governance. However, there is a structural inconsistency that warrants critical attention: despite high satisfaction scores, the processes of "intensive communication" and "problem-solving" received slightly higher "poor" ratings than other elements. This indicates that while the output (halal certificates) is achieved, the feedback channels between the government and micro-level actors still require institutional capacity building to prevent information bottlenecks in the future.

Table 4. Results of the business actor satisfaction survey

No.	Element	Atrocious	Bad	Good	Excellent	Total Respondents
1.	Facilitating MSMEs	0	0	43	57	100
2.	Maintaining a conducive climate	0	1	58	41	100
3.	Making good policies	0	1	54	45	100
4.	Providing assistance	0	0	57	43	100
6.	Establishing intensive communication	0	3	67	30	100
7.	Providing good service	0	0	48	52	100
8.	Resolving emerging problems	0	3	65	32	100

Source: survey results (processed by researchers), 2024

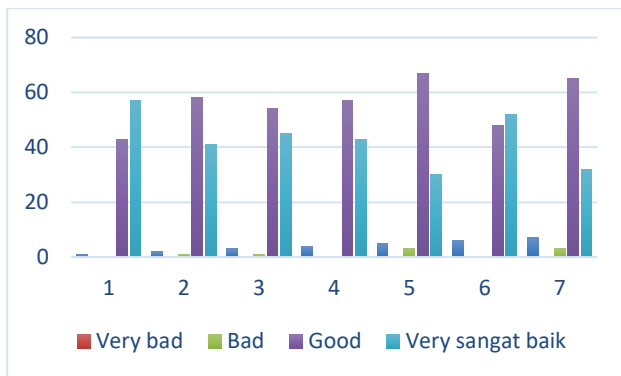


Figure 2. Mapping graph of the public satisfaction survey on public governance indicators

Source: Source: survey results (processed by researchers), 2024

### SWOT Analysis of Batam City Governance in Implementing the SEHATI Program

Many experts state that analyzing a strategy, whether for a project, activity, or action, particularly a government policy, can be done using a SWOT analysis (Benzaghta M. A. et al., 2021). This is also the case in discussing the Batam City government's strategy for implementing the Ministry of Religious Affairs' policy requiring all small businesses to have halal certification for their products, particularly food. The SEHATI program aims to improve the quality of integrated healthcare services. Therefore, an evaluation is necessary to identify factors supporting success and sustainability, as well as the challenges faced by the Batam City government in implementing the Ministry of Religious Affairs' policy.

Based on this, a SWOT analysis is a relevant method for analyzing internal and external factors, such as strengths, weaknesses, opportunities, and threats (King et al., 2023). Because strategies are established to leverage internal strengths and address weaknesses, a SWOT analysis focuses on these internal and external factors as key to success (Pereira et al., 2021). The factors identified below are not merely categorized descriptively but are also assessed based on their level of urgency and impact on the success of the SEHATI program. Prioritization is conducted using a matching technique that aligns the government's internal capabilities with external environmental pressures to identify critical leverage points that determine policy sustainability.

#### 1. Strengths

Strengths in a SWOT analysis are internal factors that provide a competitive advantage and can support the successful implementation of a program. Typically, in a government context, strengths can be seen as relevant policy support, adequate infrastructure, and, most importantly, competent human resources. Regarding the implementation of the SEHATI program by the Batam City Government, the following are the results of focus group discussions regarding the strengths:

- a. The government services to the public: The service patterns provided influence the interest and motivation of MSMEs to register their products for halal certification. Therefore, excellent service delivery is needed to meet public expectations (Muhammad et al., 2024), for example, by focusing on time efficiency in the process.

- b. Strong socialization: The Batam City Government is actively promoting the SEHATI program to MSMEs, increasing public knowledge and awareness of the importance of halal product certification. Socialization is a powerful tool because it can influence individual behavior (Frögéli et al., 2023).
- c. Competent government resources: The quality of human resources in the Batam City government environment is quite good in terms of competence, even though it still faces various unavoidable challenges. This is similar to the results of research conducted by Dianto (Dwianto, 2025) related to the Development of Apparatus Resource Competencies in the Batam City Government, Riau Islands Province. This is evidenced by the roles and responsibilities of each party, such as the Regional Secretary for the Economy as the representative of the Mayor of Batam who bridges and facilitates any existing obstacles, the Cooperatives and Micro Enterprises Office, which provides training, coaching, facilitation, and assistance until the process of obtaining halal certificates for its fostered SMEs, and then the Sub-district, which plays a role in socializing and helping to facilitate the creation of business permits and bridging the community with halal certification institutions.
- d. Availability of financial resources: The Batam City Government has sufficient financial resources to launch a free halal certification program to assist MSEs. Furthermore, financial resources are a crucial aspect in the operation of a program to ensure its sustainability and long-term success (Adibaturohmah & Safitri, 2024).

#### 2. Weaknesses

Although the SEHATI program has had a positive impact on small businesses in Batam City, based on survey results, their satisfaction with government governance in implementing the SEHATI program remains a concern. These weaknesses may indicate that, despite the program's goal of growing the halal economy, its implementation still faces several obstacles that require evaluation and improvement for sustainability. Based on interviews and focus group discussions, the following weaknesses emerged in the implementation of the SEHATI program in the Batam City Government:

- a. The validity of the halal certificate is questionable.
- b. There is no collaboration between regional government work units: the absence of collaboration weakens the program implementation system because good collaboration will produce efficiency, increase capabilities, and increase financial resources (George et al., 2024).
- c. There is no legality at the Batam City Government regarding the SEHATI Program.
- d. Data are not yet integrated: this condition can hinder the number of MSMEs that are halal certified. If data between related institutions are integrated, data collection can be carried out more efficiently.

Weaknesses in data integration and collaboration among work units reflect the existence of bureaucratic fragmentation (silo mentality). Theoretically, in good governance, this lack of horizontal coordination constitutes a structural barrier that can undermine the effectiveness of available financial resources (Peters, 2018). Although public satisfaction is high (Table 4), this inconsistency indicates that the success of current programs

remains sporadic and depends on the initiatives of specific units, rather than on an institutionally integrated system.

### 3. Opportunities

The SEHATI program essentially opens up various opportunities for developing MSMEs and the halal economy sector in Indonesia. With free halal certification, this program provides opportunities for micro, small, and medium enterprises to increase the competitiveness of their products. Competitiveness is essential because it will strengthen economic growth. In terms of halal certification, economic growth is achieved through improved product quality that meets the expectations and needs of the community regarding the value of halal products. This opportunity also opens the way for MSMEs to access a wider market, particularly markets that prioritize halal products. The following are some opportunities available to the Batam City Government related to the implementation of the SEHATI program:

- a. Number of assistants: The number of halal certification assistants integrated with the Halal Product Assurance Organizing Agency (BPJPH) opens wider access and makes it easier for MSMEs that need assistance (Anas et al., 2023).
- b. Collaboration with halal certification institutions: Collaboration between directly involved institutions and cross-agency collaboration has demonstrated a positive atmosphere. This collaboration is evident in the Department of Industry and Trade, which provides training and mentoring, as well as facilitating the bridging of its SMEs with halal certification institutions. The HCCM is a key stakeholder that plays a significant role in assisting the community in the halal certification application process.
- c. High public enthusiasm and awareness: The public considers halal certification to be an urgent matter to consider (Putri Rima & Nasir, 2025) in daily consumption behavior, as an implication of the demands of Batam's predominantly Muslim population (Manurung et al., 2021). This condition creates a circular awareness that is also felt by MSEs. Therefore, high public awareness is likely followed by high awareness among MSEs.

### 4. Threats

Although the implementation of the SEHATI program has many opportunities, several threats can hinder its success in the long term, such as

- a. The presence of non-committed facilitators: Commitment significantly impacts the optimal performance of facilitators. This commitment is reflected through behavior, loyalty, and actions taken to achieve goals and fulfill responsibilities (Budi Raharjo et al., n.d.), so non-committed facilitators can hinder the quantity of halal certification facilitators.
- b. Unlicensed imported products are frequently found in circulation: This is due to Batam's strategic location and its borders on Malaysian and Singaporean waters. Furthermore, according to Yudho Prakoso (2021), the widespread circulation of illegal imports is due to a lack of law enforcement resources and the superior networks and communication equipment of smugglers. This makes it easy for illegal imports to reach Batam via waterways.
- c. It is difficult to find a Halal Inspection Institution (LPH) for processed food: LPH is responsible for conducting

inspections and audits of product halalness through a series of assessments starting from raw materials, supporting facilities, and production processes (Astiwara, 2024).

The threat posed by circulating illegal imported products is the most critical factor undermining the effectiveness of SEHATI in Batam. Without strong law enforcement against imported products, the economic competitiveness of halal certification incentives for local SMEs will be undermined. Therefore, strategic evaluations indicate that the success of SEHATI depends not only on administrative ease but also on the local government's ability to conduct market oversight as a form of protection for the local halal ecosystem.

### TOWS Matrix Analysis

The implementation of the SEHATI Program in Batam City requires a well-thought-out strategy to achieve its primary objective, which is to increase the competitiveness of MSME products through free certification. In this context, a SWOT analysis can be used to evaluate the strengths, weaknesses, opportunities, and threats faced by the Batam City Government in implementing the program. This approach allows for an assessment of Batam City's potential, identification of challenges to be overcome, and design of strategic steps to maximize program outcomes. Judging from its strengths, the Batam City Government has a strong commitment to supporting MSMEs and the halal economy. Batam, a special economic zone (Yudho Prakoso, 2021), is one of Indonesia's economic centers with adequate infrastructure and broad market access, both domestically and internationally. Furthermore, collaboration with halal certification institutions is a crucial strength in the implementation of the SEHATI program.

The presence of institutions such as the Halal Center Cendekia Muslim (HCCM) has also significantly contributed to providing technical assistance to MSMEs, which is a valuable asset for the program's success. However, several weaknesses in its implementation need to be addressed. One is the lack of legal documentation issued by the Batam City Government regarding governance for the sustainable implementation of the SEHATI program policy. Furthermore, some facilitators are still found to lack commitment. This has resulted in a lack of trust in the validity of self-declared halal certification. The SEHATI program also presents various opportunities, both in terms of market and government policy. One key opportunity is the increasing consumer awareness of the importance of halal products, leading to their enthusiasm. Furthermore, central government support in terms of funding and policies, including actions to expedite the halal certification process, presents a significant opportunity to expand the program's scope. MSMEs in Batam can capitalize on this opportunity to improve product quality and expand market reach domestically and internationally. However, threats also pose challenges that must be addressed in the implementation of the SEHATI program. One major threat is the large number of imported products being resold by residents of Batam City without distribution permits. Another challenge is the difficulty of finding LPH (Lembaga Percetakan Makanan) (LPH) for processed foods.

Through this SWOT analysis, the Batam City Government can create a more targeted strategy to address existing challenges and capitalize on opportunities to optimize the implementation of the SEHATI Program. This strategy should include strengthening coordination between stakeholders,

developing human resource capacity, and more effective outreach efforts to ensure the program reaches all MSMEs in Batam, especially those with the potential to grow with the support of halal certification. This TOWS analysis serves not only as a tactical framework but also as a tool for identifying critical leverage points. The logic behind the matrix is based on efforts to transform structural barriers (such as data fragmentation) into opportunities for digital innovation, as well as leveraging public pressure (public enthusiasm) as political capital to expedite policy implementation at the local level.

### 1. Strengths-Opportunities (SO) Strategy

This strategy maximizes internal strengths to seize existing opportunities. It also increases the effectiveness of program implementation and ensures the sustainability of the SEHATI program, benefiting the community. Based on internal factors (strengths) and external factors (opportunities) and the various indicators described previously, the SO strategies that can be implemented to support the sustainability of the SEHATI program in Batam City are as follows:

- a. Optimizing socialization with the support of halal companions.

The government can leverage strong outreach and the involvement of numerous halal facilitators to expand the reach of the SEHATI program. Halal facilitators can be empowered as agents of change in the community, helping explain the program's benefits and motivating active participation from various groups.

- b. Using government resource competencies to strengthen cooperation

With competent government human resources, collaboration with halal certification bodies can be enhanced. This competence enables the government to act as a facilitator, supporting the halal certification process, making it more expeditious, organized, and integrated.

- c. Allocate financial resources to support community awareness.

With sufficient sustainable financial resources, the SEHATI program can allocate funds for innovative and in-depth public campaigns. These campaigns can be designed to increase public enthusiasm and awareness about the importance of halal products and the benefits they provide through the program.

- d. Building multi-stakeholder collaboration to expand and accelerate the program

The partnership with HCCM has been excellent, so the government needs to further enhance it by collaborating with other halal certification bodies. This will allow the government to quickly facilitate all small- and medium-sized businesses in Batam City to obtain halal certification.

### 2. Weaknesses-Opportunities (WO) Strategy

This weakness-opportunity strategy aims to capitalize on external opportunities to overcome internal weaknesses. Based on the elements of both weaknesses and opportunities, the following are effective WO strategies:

- a. Building a collaboration system between Regional Works Units (SKPD).

The presence of many halal facilitators can serve as a catalyst for building collaboration between regional government

agencies (SKPD). Halal facilitators can serve as liaisons to align cross-sectoral activities, such as public education, halal product supervision, and certification. The government can establish cross-SKPD forums or working teams to improve coordination and prevent data duplication.

- b. Creating legality related to the SEHATI program.

The high public awareness of the importance of halal products can be a key reason for expediting the program's legal approval by the Batam City Government. With public support, the government can advocate more strongly with policymakers to establish a legal basis to strengthen the implementation of the SEHATI program.

- c. Using collaboration with halal certification bodies to create committed partners.

The government can strengthen relationships with trusted halal certification bodies to enhance the validity of their halal certifications. This could include developing more transparent standard operating procedures (SOPs), conducting regular audits, and providing a certification verification system that is easily accessible to the public.

- d. Developing an integrated data system.

With the opportunity for effective collaboration between the government and halal certification bodies, the government can develop an integrated data system across regional government agencies (OPDs). This system will help reduce data duplication, expedite the certification process, and provide more accurate reports for program evaluation. Halal facilitators can also be involved to ensure that the data received reflect the reality on the ground.

The strategy for establishing a collaborative system among local government agencies and ensuring the program's legal standing is an effort to address the frequent coordination failures that occur in the implementation of top-down policies. Theoretically, strengthening the legal foundation at the local level (local regulations/mayoral decrees) will provide institutional legitimacy for the SEHATI program, so that data integration is no longer merely a technical option but an administrative mandate that must be fulfilled by every work unit.

### 3. Strengths-Threats (ST) Strategy

The Strengths-Threats strategy aims to use various internal strengths to overcome or minimize the impact of external threats. Therefore, the following ST strategies can be implemented:

- a. Increase the commitment of halal companions with strict evaluation.

To address uncommitted or fraudulent halal facilitators, the government can leverage existing services to create mechanisms for regular monitoring and evaluation of facilitators. Further training and awards for high-performing facilitators can also be implemented to encourage motivation and accountability (Weinstein, 2023). Community-based reporting systems can also be improved to ensure transparency through public oversight (Hanim & Inapty, 2025).

- b. Strengthening the supervision of imported products with support for outreach and collaboration with certification

bodies. Strong outreach can be used to raise public awareness of the risks of imported products without distribution permits. The government can also collaborate with halal certification bodies to tighten on-the-ground supervision and strengthen control over the distribution of illegal products. A digital-based complaint system can be implemented to involve the public in oversight.

- c. The government is collaborating with the private sector and BPJPH to establish a Halal Inspection Agency for processed foods. With the government's existing competencies and strong partnerships with halal certification bodies, the government can encourage the establishment of additional Halal Inspection Institutions (LPHs), particularly for processed foods. This could be achieved through strategic partnerships with universities, community organizations, or the private sector to meet LPH needs.
- d. Optimizing financial resources for business actors who do not receive the SEHATI quota. Sufficient financial resources can be used to support independent halal certification programs involving local institutions, eliminating the need for full reliance on quotas from the Ministry of Religious Affairs. This funding can also be directed toward halal certification subsidy programs for small- and medium-sized businesses not covered by the national quota.
- e. Using public awareness to suppress the circulation of unlicensed products. Public enthusiasm and awareness for halal products can be leveraged to build a community monitoring network. Programs such as crowdsourced monitoring through apps or digital platforms can help the government detect and reduce the circulation of illegally imported products in local markets.

**4. Weaknesses–Threats Strategy**

This WT strategy aims to minimize internal weaknesses while mitigating the impact of external threats that could hinder the implementation of the SEHATI program in Batam City. Therefore, these strategies are possible:

- a. Increasing the accountability of halal assistants through a monitoring and re-certification system.

To address non-committal halal facilitators, the government can implement technology-based oversight mechanisms, such as real-time reporting and performance evaluation systems. Facilitators found to be in violation can be included in retraining

or have their licenses revoked. Such strategies ensure that only competent and professional facilitators participate in the program, thereby increasing public trust.

- b. Integrating data between SKPDs and reduce dependence on quotas from the Ministry of Religion

The Regional Secretariat's Economic Affairs Division needs to initiate data integration across regional government agencies to prevent duplication of business actors being mentored. This can also help address quota limitations by calculating the actual number of business actors.

- c. Encourage the formation of local LPH.

The government can collaborate with universities, community organizations, and the private sector to establish local Halal Inspection Institutions (LPH). Furthermore, regulations that facilitate the formation of new LPHs should be prioritized.

- d. Strengthen the legality of programs to reduce unlicensed products.

The government needs to expedite the enactment of policies or regional regulations (Perda) that provide a strong legal basis for the SEHATI program. This legislation will also support strict oversight of illegally imported products circulating in the market. With a clear legal basis, the government has stronger authority to regulate the distribution of halal products and enhance credibility.

- e. Involving the community in monitoring and reporting illegal products.

The government can educate the public to be more active in reporting imported products without distribution permits through complaint apps or hotlines. Reward programs for valid reporting can increase public participation. This approach creates community-based oversight that helps the government reduce the threat of illegal product distribution.

The WT strategy highlights the most vulnerable aspect of this program's implementation. The contradiction between high public satisfaction and dependence on central quotas, coupled with the scarcity of local LPHs, indicates systemic vulnerability. If local governments do not immediately intervene by establishing local LPHs and strengthening facilitator accountability, the effectiveness of the SEHATI program in Batam will be trapped in administrative formalities without providing substantial guarantees of halal quality.

Table 2. SWOT Analysis of Batam City Governance in Realizing the SEHATI Program

Internal Factors	Strength:	Weakness:
	<ol style="list-style-type: none"> <li>1. Excellent government services</li> <li>2. Strong outreach</li> <li>3. Competent government resources</li> <li>4. Availability of financial resources</li> </ol>	<ol style="list-style-type: none"> <li>1. The validity of halal certificates is questionable.</li> <li>2. There is no collaboration between regional government agencies.</li> <li>3. There is no legal basis.</li> <li>4. Data are not yet integrated.</li> <li>5.</li> </ol>
External Factors		
Opportunity:	SO Strategy:	WO Strategy:

<ol style="list-style-type: none"> <li>1. Numerous assistants</li> <li>2. Good cooperation with halal certification institutions</li> <li>3. High public enthusiasm and awareness</li> </ol>	<ol style="list-style-type: none"> <li>1. Optimizing outreach with the support of halal facilitators</li> <li>2. Using government human resource competencies to collaborate with halal certification institutions</li> <li>3. Managing financial resources to support all MSMEs</li> <li>4. Building multi-stakeholder collaboration to expand and accelerate the program</li> </ol>	<ol style="list-style-type: none"> <li>1. Establish a collaborative system between regional government agencies</li> <li>2. Establish legal frameworks related to the SEHATI program</li> <li>3. Leverage collaborations with halal certification bodies to create committed partners.</li> <li>4. Develop an integrated data system</li> </ol>
<p>Threat:</p> <ol style="list-style-type: none"> <li>1. The presence of non-committed assistants</li> <li>2. The prevalence of imported products without distribution permits</li> <li>3. It is difficult to find LPH (Land Management Institution) for processes foods.</li> <li>4. SEHATI quotas are limited.</li> </ol>	<p>ST Strategy:</p> <ol style="list-style-type: none"> <li>1. Increase the commitment of halal assistants through rigorous evaluation</li> <li>2. Strengthen the supervision of imported products through outreach and collaboration with certification bodies</li> <li>3. The government collaborates with the private sector and BPJPH to establish a Halal Inspection Agency for processed foods.</li> <li>4. Optimize financial resources for businesses that do not receive the SEHATI quota.</li> <li>5. Leverage public awareness to suppress the circulation of unlicensed products</li> </ol>	<p>WT Strategy:</p> <ol style="list-style-type: none"> <li>1. Increase the accountability of halal assistants through a monitoring and recertification system.</li> <li>2. Integrate data across regional government agencies to reduce dependence on quotas from the Ministry of Religious Affairs.</li> <li>3. Encourage the formation of local LPHs.</li> <li>4. Strengthen the legality of programs to reduce unauthorized products.</li> <li>5. Involve the community in monitoring and reporting illegal products.</li> </ol>

**Meta-Governance Perspective Strategy for Implementing the SEHATI Program in Batam City**

The implementation of the SEHATI program in Batam can be analyzed through a meta-governance perspective to understand how the local government directs, coordinates, and secures legitimacy in the governance of the halal certification program for business operators. Meta-governance emphasizes the government’s role as a facilitator of the network of actors involved in the policy process rather than as the sole implementer. In this study, the meta-governance analysis uses three main aspects: institutional structure, coordination mechanisms, and legitimacy.

**1. Institutional Structure**

From a meta-governance perspective, institutional structure refers to how the government establishes an institutional framework capable of guiding the interactions of various actors involved in a policy network. This structure encompasses formal rules, the division of roles among institutions, and institutional mechanisms that ensure the sustainability of policy implementation. According to, institutional structure is a crucial element in meta-governance as it determines the stability of governance and the government’s ability to facilitate collaboration among actors.

Based on the research findings, the implementation of the SEHATI program in Batam City indicates that an institutional structure has been established through the involvement of various stakeholders, including the local government, halal certification bodies, halal consultants, and MSME operators as program beneficiaries. The Batam City Government serves as the

primary facilitator in encouraging business operators to obtain halal certification. The presence of these various actors indicates that program implementation occurs within a governance network involving interactions between the government and external stakeholders. This is also reflected in the results of a business operator satisfaction survey, which showed that the majority of respondents gave positive ratings regarding stakeholder support in program implementation, particularly regarding facilitation and services provided to business operators.

Nevertheless, the SWOT analysis indicates that the institutional structure supporting the program’s implementation still faces several limitations. Some identified weaknesses suggest that the regulatory and institutional frameworks governing the program’s implementation have not yet been fully and systematically integrated into local policies. This situation means that program implementation remains heavily reliant on the initiative of program actors and their commitment rather than on a strong, institutionalized system. In other words, while the operational success of the program—as reflected in business operator satisfaction levels—has been achieved, this has not yet been accompanied by the strengthening of an institutional foundation capable of ensuring the program’s long-term sustainability. Reliance on the individual commitment of actors indicates that SEHATI governance in Batam remains “person-dependent” rather than “system-dependent.”” In meta-governance theory, this is referred to as the risk of network failure, where coordination breaks down if key actors change roles due to the absence of a “shadow of hierarchy” or binding formal rules.

This finding indicates a gap between business actors' positive perceptions of program services and the structural governance conditions that still require strengthening. From a meta-governance perspective, this situation illustrates that the local government has been able to perform its facilitation functions operationally, but its regulatory functions and strengthening of institutional structures still need further development. Therefore, strengthening the institutional structure is a critical strategy, particularly through the development of a clearer regulatory framework, the establishment of a more structured division of roles among agencies, and the integration of programs into a sustainable local policy system.

## 2. Coordination Mechanism

This coordination mechanism refers to how the government regulates, facilitates, and aligns interactions among actors within a policy network so that shared objectives can be effectively achieved. The coordination mechanism is concerned not only with inter-agency communication but also encompasses program integration, information exchange, and the alignment of roles among institutions involved in policy implementation. Coordination mechanisms are a crucial instrument in meta-governance as they determine the government's ability to manage relationships among actors with differing interests, resources, and authorities.

Based on the research findings, the implementation of the SEHATI program in Batam City involves various stakeholders who play distinct roles in the process of facilitating halal certification for business operators. The Batam City Government acts as a liaison between MSMEs and authorized institutions in the halal certification process, including halal consultants. This role demonstrates that the local government functions not only as a policy implementer but also as a coordinator guiding interactions among actors within the program's governance network.

Survey results on business operator satisfaction indicate that stakeholders' support in facilitating the halal certification process was rated fairly good by respondents. This indicates that, from the service users' perspective, coordination among stakeholders in providing support to business operators is relatively effective, particularly regarding service delivery and program facilitation. This positive perception reflects that the operational coordination mechanisms implemented by the local government are capable of producing tangible benefits for business operators in accessing halal certification services.

However, findings from the SWOT analysis reveal that coordination among the involved institutions still faces several structural challenges. Several identified weaknesses indicate that coordination among local government agencies and relevant stakeholders has not yet been fully integrated into a formal and sustainable governance system. In some cases, coordination remains sectoral and relies on the individual initiatives of each agency in program implementation. This situation indicates that while operational coordination is underway, more systematic institutional coordination mechanisms still need to be strengthened.

These findings indicate an imbalance between the effectiveness of coordination at the implementation level and institutional coordination capacity. The high level of business operator satisfaction with program services suggests that coordination among actors is capable of delivering services that are directly felt by beneficiaries. However, without more

structured and integrated coordination mechanisms, the sustainability and consistency of program implementation may face various challenges in the future. This inconsistency between operational satisfaction and structural barriers indicates high transaction costs of coordination that must be borne by local governments. Although the public may not perceive it, this burden of unintegrated coordination can lead to resource fatigue at the bureaucratic level in the long term. Therefore, from a meta-governance perspective, local governments must strengthen coordination mechanisms through the development of a more integrated inter-agency collaboration system, improved information exchange among stakeholders, and the establishment of coordination forums capable of aligning policies and programs related to the development of the halal ecosystem at the local level.

## 3. Legitimacy

Based on the Meta-Governance perspective, this legitimacy refers to the level of acceptance and trust that stakeholders have in the policies and actors involved in the governance process. This legitimacy is an important factor in the concept of meta-governance because the success of a policy is determined not only by institutional capacity and coordination among actors but also by the extent to which the policy gains support and recognition from target groups and the broader public. This legitimacy serves as a normative foundation that enables the government to effectively steer the governance network, as the involved actors are willing to participate and comply with the established policy direction.

This research found that the legitimacy of the SEHATI program's implementation in Batam City can be observed through the results of a business operator satisfaction survey regarding the performance of stakeholders involved in the program's implementation. The survey results show that most respondents gave positive ratings regarding the support provided by the local government and related agencies in facilitating the halal certification process. This level of satisfaction shows that business operators, as the program's target group, feel direct benefits from the policy, particularly in terms of public services, ease of access to information, and support during the halal certification application process. This positive perception indicates that the program has gained sufficiently strong social legitimacy from business operators.

The results of the public satisfaction indicator mapping also show that the public service dimension is an aspect receiving relatively high ratings compared to others. This indicates that the program's success in providing responsive and easily accessible services significantly contributes to building business operators' trust in government policies. In the context of meta-governance, such legitimacy serves as a crucial asset for local governments in strengthening their role as network coordinators, as the involved actors maintain a high level of trust in the implemented program.

However, the SWOT analysis indicates that while business actors' satisfaction levels are relatively high, several structural challenges remain in program governance, such as limited institutional coordination and insufficient local regulatory support. This finding suggests an intriguing phenomenon in policy implementation: high program legitimacy at the service-user level persists even as institutional structures and coordination mechanisms still require strengthening. This condition can be understood as a form of performance-based legitimacy, where business actors' acceptance of the program is

strengthened more by the direct benefits they experience than by the strength of the policy structures underpinning the program. Analytically, this phenomenon demonstrates the dominance of output legitimacy (legitimacy based on outcomes perceived by the public) over input legitimacy (legitimacy based on proper procedures and regulations). Although this is positive for the government's image, healthy meta-governance requires a balance between the two so that policies are not viewed merely as populist programs but rather as permanently institutionalized public service functions.

From a meta-governance perspective, strong legitimacy must be balanced with the strengthening of institutional structures and coordination mechanisms so that program success is not only short-term but also sustainable in the long term. Therefore, the Batam City government must leverage the level of trust among business actors that has been established as social capital to strengthen program governance, including through increased policy transparency, expanded stakeholder participation, and the strengthening of a regulatory framework that can ensure the sustainability of the SEHATI program's implementation in the future.

## CONCLUSION

This study concluded that the implementation of the SEHATI program in Batam City is caught in a governance paradox. On the one hand, the program has successfully established strong output legitimacy through high-quality operational services and responsive on-site assistance, as reflected in the high level of satisfaction among MSME actors. However, on the other hand, this success rests on a fragile institutional foundation, characterized by data fragmentation, the absence of a specific local legal framework, and weak horizontal coordination among agencies.

Theoretically, this study contributes to public governance studies by demonstrating that governance fragmentation is a major obstacle to policy effectiveness at the local level. This finding underscores that the success of a program cannot be measured solely by user satisfaction but must also account for the stability of meta-governance (structure, coordination, and legitimacy). The case in Batam demonstrates that without systemic integration, policy sustainability will depend heavily on the commitment of individual actors (person-dependent) rather than on institutionalized systems, which in turn creates a risk of vulnerability to changes in leadership or political fluctuations.

In a broader context, this study outlines critical implications for the implementation of decentralization in Indonesia. National programs delegated to local governments (such as halal certification) often face obstacles in terms of vertical and horizontal synchronization. The implication is the need for a shift in the role of local governments from mere implementers to network steerers capable of consolidating various local actors. Decentralization should not merely impose administrative burdens but also be accompanied by strengthening local regulatory discretion to create a harmonious policy ecosystem between national standards and the realities of local needs.

Rather than merely a SWOT analysis, this study offers a conceptual framework that the transformation from "good public service" to "sustainable governance" requires three pillars of integration:

- a. Legitimacy based on regulation, not merely short-term performance.

- b. Integrated data-driven coordination to eliminate sectoral ego
- c. Strengthening the capacity of local halal infrastructure (such as LPHs) to reduce dependence on central quotas.

Although this study employed mixed methods, the questionnaire served only as supporting material and provided minimal data. Furthermore, this study was limited to the regional context of Batam, using a SWOT-based analysis. To deepen the findings, the author recommends further research through in-depth quantitative analysis in Batam and other industrial cities. The study could be conducted in areas with a larger Muslim population to provide a comparative study of the demand for halal products and their availability. The analysis model could also be combined with other theories to be more comprehensive and provide new perspectives that cannot be captured by the SWOT analysis model.

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