

# Accelerating Halal Certification: *Al-Siyasah Shar'iyah* Analysis of Local Government Strategies and Systemic Challenges for Madura's MSMEs

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## ABSTRACT

Indonesia's mandatory Halal certification deadline of 17 October 2026 poses a pressing challenge for Micro, Small, and Medium Enterprises (MSMEs) for Sharia-compliant legal assurance to maintain consumer trust and enhance market competitiveness. This study examines the strategic role of local governments in accelerating Halal certification for MSMEs using *Siyasah Shar'iyah* approach with the principle of *Tasharruf al-imām 'alā al-Ra'iyah manūṭun bi al-Maṣlahah*. This study used interviews and policy analysis for qualitative analysis. The qualitative multi-case approach examines Halal certification acceleration across Madura's four regencies (Bangkalan, Sampang, Pamekasan, and Sumenep) through interviews with key stakeholders, participatory observation, and policy document analysis. The findings demonstrate that local governments are proactively advancing Halal certification through targeted approaches. These include deploying Islamic religious counsellors, participating in national certification initiatives, and providing free certification programs to facilitate MSME compliance with Halal requirements. Despite proactive efforts, the study identifies three persistent challenges hindering Halal certification acceleration, including fragmented coordination between implementing institutions, unequal progress across regions, and insufficient local testing infrastructure, particularly for meat and animal-derived products. To address these systemic barriers, the study proposes mobile Halal laboratories to expand testing coverage, digital platforms for accessibility, and Islamic boarding schools for continuous training. The findings bridge critical theory and practice, offering scalable approaches to enhance regulatory compliance and equitable Halal certification access for MSMEs.

**Keywords:** Halal Certification, Local Government, MSMEs, *Siyasah Shar'iyah*

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## INTRODUCTION

Indonesia's population is projected to reach 281 million by 2024, including 237 million Muslims (87% of the total), leading to the potential of Halal certification for food and beverages as a fundamental consumer protection issue (Mustaqim, 2023). Amid substantial growth in Indonesia's Halal industry, the government aims to become the world's leading Halal producer by 2024. To support this, the government launched the SEHATI programme, providing free Halal certification for Micro and Small Enterprises (MSEs) across the country (Jakiyudin & Fedro, 2022). This vision is legally anchored in Law No. 33 of 2014 concerning Halal Product Assurance (Ariska et al., 2023), which mandates Halal certification for all circulating products (Pratama, 2022). The implementation started on 17 October 2019 for food and beverage products, followed by non-food products on 17 October 2021 (Adminpkh, 2022). Under Government Regulation No. 39 of 2021 with articles 139–140, mandatory coverage for food and beverage products, raw materials, additives, auxiliary materials for food production, and slaughtered animals is applied (Rachmaniah et al., 2024). Critically, Halal certification upholds consumer rights by ensuring goods meet Islamic requirements (Siregar, 2023), affirming consumers' entitlement to Halal-verified products (Faridah, 2019).

Madura, with approximately 98% of the population adhering to Islam, is widely recognised for its strong religious character and holds significant interest in the implementation of Halal certification<sup>1</sup>. Comprising four main regencies, including Bangkalan, Sampang, Pamekasan, and Sumenep, the island possesses substantial potential as a regional Halal hub for the development of the Halal sector, particularly for MSMEs. However, local MSMEs look to face persistent challenges in obtaining certification, such as limited understanding of procedures, restricted access to certification bodies, and inadequate information dissemination to operators (Aprilia & Priantina, 2022). This is particularly critical given Madura's heavy reliance on culinary enterprises and creative industries (e.g., Batik cloth, wood carving), making Halal assurance essential under Law No. 33 of 2014 on Halal Product Assurance.

Effective implementation would strengthen the local economy and contribute to improving the community's overall welfare. Notably, religious figures in Madura demonstrated strong commitment to Halal integrity by firmly rejecting controversial revocation discourse during a 2020 summit in Pamekasan, reinforcing MUI's indispensable role in safeguarding certification standards. As occurred in 2020, discourse emerged about potentially revoking Halal certificates for some products, not eliminating Halal principles, but considering exceptions for unambiguously Halal items. Madurese ulama and MUI representatives firmly rejected this proposal at a Pamekasan summit, affirming MUI's indispensable role in safeguarding Halal integrity (Aliyudin et al., 2022).

MSMEs in Madura still face obstacles in obtaining Halal certification. To the best of our knowledge, findings from scholars at Universitas Trunojoyo Madura, who have focused on Halal certification initiatives, reveal the presence of regulatory, policy, and governance barriers that have hindered the acceleration of Halal certification implementation across the island. Certification rates vary widely between districts, even with only one year to mandatory deadlines. This situation persists despite substantial funding allocations from the central government intended to support the programme's acceleration. Therefore, local governments have a strategic role in accelerating certification through policies that are responsive and in line with the needs of the field.

Halal certification offers significant benefits for MSMEs (Ahyani et al., 2020). It enhances product credibility in broader markets (Winarto & Santoso, 2024), unlocks access to international markets, especially in Muslim-majority regions (Hartini & Malahayatie, 2024), strengthens competitive positioning (Hayya et al., 2023), and safeguards Muslim consumers by ensuring compliance with religious standards (Mustaqim, 2023). The need for *Halal* assurance extends beyond food to pharmaceuticals (Sarisae, 2023), clothing (Destriyansah et al., 2023), and cosmetics (Isa et al., 2023). Defined as goods and services adhering to Islamic law (Dube et al., 2016), Halal signifies not just religious compliance but also quality, driving demand among Muslim and non-Muslim consumers alike, who associate it with health and superior taste (Annabi & Ibadapo-Obe, 2017).

Halal certification also provides significant community goodwill (Rusydiana & Marlina, 2020), serving as both a religious imperative for Muslims requiring assurance of product compliance (Mulyati et al., 2023) and a quality marker denoting purity (free from *najis*), safety, and nutritional adequacy (Mausufi et al., 2023). The certification process enhances consumer trust in product hygiene standards (Yusuf et al., 2016), while scholarly research has examined its multifaceted dimensions: Islamic legal foundations through economic jurisprudence (Hidayatullah, 2020; Masitah et al., 2024; Syafitri et al., 2022) and *maqāṣid al-sharia* principles (Maksum, 2024); implementation challenges including regional acceleration strategies (Musadad et al., 2024) and process harmonisation (Suparto et al., 2016); and commercial impacts on consumer perception (Qomaro, 2018) and MSME performance (Tahliani & Renaldi, 2023; Mursadad et al., 2024; Tahliani & Renaldi, 2023; Rofi'ah et al.,

<sup>1</sup> Observation data obtained from the Ministry of Religious Affairs 2023-2024

2024). Despite this extensive scholarship, a critical gap remains regarding local government strategies for certification acceleration through *siyāsah shar'īyyah* frameworks. This study therefore examines Maduraese regional initiatives through the lens of the Islamic legal maxim using *Taşarruf al-Imām 'alā al-Ra'īyyah Manūṭun bi al-Maşlahah*, evaluating policy effectiveness, persistent implementation challenges, and proposing optimised strategies incorporating regulatory, financial, and stakeholder engagement dimensions with the Indonesian Ulema Council (MUI), Halal Inspection Bodies (LPH), and local business communities.

As a contribution, this study seeks to demonstrate that the practical application of Islamic legal maxims within Halal certification policies can serve as an effective model for other regions facing similar socio-economic conditions. By offering an in-depth exploration of how local governments in Madura design their strategies and engage diverse stakeholders. Furthermore, the findings offer valuable insights for policymakers and academics in developing more comprehensive and context-sensitive approaches to supporting the growth of the Halal MSME sector in Indonesia. Therefore, the study serves not only to address conceptual questions but also to make a meaningful contribution to policymakers at both local and national levels.

## METHOD

### Informant and Data

This study adopts a descriptive qualitative approach with a multi-case study design, ideal for exploring human-driven phenomena (Abdussamad, 2021; Kusumastuti & Khoiron, 2019; Emzir, 2012). The method was chosen to examine the strategic role of local governments in accelerating Halal certification for MSMEs across Madura Island's four regencies: Bangkalan, Sampang, Pamekasan, and Sumenep. The qualitative framework captures policymaking dynamics, socio-cultural contexts, and variations in local government strategies. Primary data was gathered through in-depth interviews with key informants (Table 1).

A purposive sampling technique is used to select informants with profound understanding and direct experience in the Halal certification acceleration process. Data collection is conducted through three main methods: in-depth interviews, participatory observation, and document studies focusing on local policies and regulations concerning Halal certification, including the implementation of the SEHATI programme.

**Table 1** Key Informants Profile

No.	Name	Position and Involvement
1.	R1	Member of Bangkalan Regional People's Representative Council (DPRD), providing information related to Halal certification facilities in Bangkalan
2.	R2	The Head of the General Affairs Subdivision at Ministry of Religious Affairs in Bangkalan, involved in Halal certification in Bangkalan
3.	R3	Head of Ministry of Religious Affairs in Sampang, involved in Halal certification in Sampang.
4.	R4	MSMEs facilitator from Disperindag Sampang, providing information about the collaboration of universities for supporting Halal certification
5.	R5	Head of the Legal Division at the Regent's Office of Pamekasan, involved in Halal certification in Sampang
6.	R6	Official staff from the Department of Industry and Trade of Pamekasan, providing information about Halal <i>fatwa</i> related Halal certification
7.	R7	Department of Cooperatives and SMEs, Trade and Industry of Sumenep Regency, involved in Halal certification in Sumenep
8.	R8	A business owner operating since 2012
9.	R9	Staff in Ministry of Religious Affairs involved Halal certification in Sumenep area

Noted: Developed by Authors

### Data Analysis

During interviews, this study utilised semi-structured interview guides to explore the experiences, perceptions, and strategies of various stakeholders. Participatory observation was carried out during mentoring and socialisation activities related to Halal certification in the field to gain insights into the practical implementation of policies and MSMEs' responses. Meanwhile, document analysis encompassed regional regulations from the physical data, technical implementation guidelines, institutional performance reports, and statistical data on Halal certification issuance from 2019 to 2024. Data credibility is strengthened through triangulation of sources and methods to ensure the validity and reliability of the findings.

Data analysis is performed inductively using thematic analysis techniques to identify key patterns and categories within the implementation of Halal certification acceleration policies. Interview transcripts are manually coded and classified according to the five dimensions of *maqāṣid*

*al-sharī‘ah*: religion (*dīn*), life (*nafs*), intellect (*‘aql*), lineage (*nasl*), and wealth (*māl*). Subsequently, the findings were correlated with the theory of the Islamic legal maxim *Taṣarruf al-Imām ‘alā al-Ra’iyyah Manūṭun bi al-Maṣlahah* and the hierarchy of *maṣlahah* (*dharūriyyah*, *ḥājīyyah*, *taḥsīnīyyah*). The legal maxim *Taṣarruf al-Imām ‘alā al-Ra’iyyah Manūṭun bi al-Maṣlahah* stands as one of the most renowned principles in the field of *siyāsah shar’iyyah* (Islamic political jurisprudence), frequently invoked by leaders in decision-making processes (Fausi & Mubarak, 2023). This concept is further reinforced by the Prophet Muhammad’s hadith, which affirms that every individual is a shepherd responsible for their flock, implying that every leader, whether a president or a *khalifah*, would be held accountable for their governance (Idrus, 2021). This analytical approach enables the researcher to evaluate the extent to which local government policies align with the principles of public welfare in Islamic law and to formulate practical, applicable policy recommendations.

## RESULTS AND DISCUSSION

### The Role of Local Government in Accelerating Halal Certification for MSMEs in Madura

Each district in Madura is influenced by socio-economic conditions, institutional capacity, and cultural adherence to Islamic principles. Four regencies, consisting of Bangkalan, Sampang, Pamekasan, and Sumenep, are compared to identify patterns and the role in the implementation of Halal certification.

#### 1. Bangkalan

The local government’s role in accelerating Halal certification remains underutilised, as infrastructure development dominates Bangkalan’s priorities. This was confirmed by R1, who states:

“The facilitation process for Halal certification falls under the responsibility of several agencies: Department of Trade, the Department of Cooperatives and MSMEs, and the Department of Industry and Manpower, all of which operate under the supervision of the Bangkalan Regional People’s Representative Council (DPRD).

Among the three agencies, as stated by R1, the Department of Industry and Manpower has taken the lead in accelerating Halal certification through targeted, hands-on support for MSMEs. Its initiatives range from training programmes and intensive mentoring, delivered via public workshops, to financial incentives like fee waivers for legally registered businesses. Notably, the department provides end-to-end technical assistance, ensuring MSMEs navigate certification requirements seamlessly.

Complementing these efforts, Bangkalan Regency’s Ministry of Religious Affairs actively removes cost barriers by offering free Halal certification services. In an interview with R2, he emphasised the programme’s role in democratising access for small businesses.

“This programme will continue until the end of 2025 as a form of tangible support for local businesses.”

The programme of accelerating Halal certification will continue until 2025 to support local businesses in Bangkalan. As of 2024, there are approximately 22,500 MSMEs operating in Bangkalan Regency (ANTARA, 2025). As data found from documentation of Bangkalan Regency’s Ministry of Religious Affairs shows, by the end of 2024, around 2,062 MSMEs’ products had submitted applications for Halal certification. The large number of uncertified MSMEs remains a major challenge for all stakeholders in Bangkalan, encompassing both governmental and non-governmental actors. With the introduction of the new regulation under Government Regulation No. 42/2024, the government has officially extended the mandatory Halal certification deadline for food and beverage products, including those produced by MSMEs, from October 17, 2024, to no later than October 17, 2026.

#### 2. Sampang

The acceleration of Halal certification in Sampang Regency has mobilised a multi-stakeholder push to accelerate Halal certification, with the Ministry of Religious Affairs taking the lead through innovative interventions, including the deployment of Islamic religious counsellors to serve as Halal Product Process Assistants (P3H). These P3H officers work on evaluating MSMEs, conducting outreach, and verifying MSMEs’ products eligible for Halal certification. This effort gains further momentum through the Ministry of Religious Affairs’ strategic collaboration with the Department of Industry and Trade, demonstrating how inter-agency synergy can drive Halal certification forward. The result of the interview with R3:

"Halal certification is not merely driven by legal mandates but is also a vital necessity for producers to ensure the legal strength and credibility of their products."

The Head of the Ministry of Religious Affairs in Sampang emphasises that accelerating Halal certification goes beyond legal compliance. It is a critical business imperative. For producers, certification strengthens legal standing, builds consumer trust, and enhances market credibility. The Ministry of Religious Affairs in Sampang has proactively expanded its outreach, even engaging food vendors in madrasah environments. However, significant hurdles remain, particularly for products containing animal-derived ingredients, which dominate current certification applications. A key deterrent is MSMEs' persistent misconception that Halal certification triggers additional tax liabilities, discouraging participation. R4 highlights that:

"Disperindag (the Department of Industry and Trade) has also collaborated with several universities, such as Universitas Trunojoyo Madura and UIN Maulana Malik Ibrahim Malang, to strengthen support structures."

### 3. Pamekasan

By 2025, Pamekasan Regency had issued 14,849 Halal certificates through the Ministry of Religious Affairs and local agencies, making it the most advanced region in Madura Island in Halal certification efforts. However, this achievement still represents only a small fraction of the regency's 47,000 MSMEs, highlighting both significant progress and an urgent need for wider adoption. As emphasised by R5,

"Local Government in Pamekasan has facilitated relevant agencies responsible for Halal certification affairs. These include the Ministry of Religious Affairs, the Department of Industry and Trade, and the Department of Cooperatives and MSMEs. Various initiatives have been implemented, including assistance through the Free Halal Certification Program (SEHATI)."

To support the Halal certification process, local government in Pamekasan, as explained by R5 serving as Head of the Legal Division at the Regent's Office of Pamekasan, has facilitated relevant government agencies responsible for Halal certification affairs. The government has also actively conducted awareness campaigns on the importance of Halal certification and the procedures involved, through workshops, training sessions, seminars, and direct field assistance. Additionally, Pamekasan collaborates with institutions such as IAIN Madura, UNIRA, religious NGOs, Nahdlatul Ulama, and Muhammadiyah. This collaboration involves activities like the Collaborative Community Service Program and community service-based field work, focusing specifically on Halal certification assistance.

The Ministry of Religious Affairs of Pamekasan drives Halal certification by implementing national standards and supporting BPJPH's "One Million Halal Certificates" programme. Their approach includes on-site village visits to educate and certify food and beverage MSMEs. The initiative involves collaboration with the Department of Industry and Trade, licensing and health departments, and Halal certification providers. Meanwhile, the Cooperatives and MSMEs Department expands outreach through targeted programmes, systematic data collection, and door-to-door assistance (via P3H facilitators). The certification process follows three steps: the department identifies uncertified MSMEs; P3H guides registration; and results are reported for follow-up. This collaborative model ensures wider participation through direct support to local businesses. (Gunawan et al., 2021). Despite progress, Pamekasan's Halal certification efforts face significant hurdles, particularly for animal-based food products. The key bottleneck is mandatory laboratory testing, currently requiring specialised Badan POM equipment only available in Surabaya. This logistical constraint causes substantial processing delays. As explained by R6 from the Department of Industry and Trade:

"There is a pressing need to improve the efficiency of Halal fatwa issuance to expedite the certification timeline. One P3H also emphasised that their approach not only involves large-scale socialisation forums but also proactive outreach directly to the homes of MSME actors. In this collaboration scheme, the Department of Cooperatives and MSMEs identifies MSMEs lacking Halal certification, assigns facilitators to guide them through the process, and tracks certification issuance through consistent reporting."

The infrastructure gap highlights the urgent need for localised testing solutions to accelerate certification for Pamekasan's food producers.

### 4. Sumenep

With the mandatory Halal certification deadline extended to October 17, 2026, the government has intensified efforts to fast-track MSME compliance. In Sumenep, this task falls under the

Department of Cooperatives, SMEs, Industry, and Trade, which has facilitated Halal certification initiatives since 2019. Informant R7 reveals:

"The Department of Cooperatives, SMEs, Industry, and Trade plays a critical role through socialisation activities and direct assistance to business actors. Additionally, the agency has established collaborations with various stakeholders, including a newly initiated partnership with Bank Indonesia, and has actively supported students from Universitas Trunojoyo Madura undertaking community service programmes (KKN) focused on Halal certification in Sumenep. Through intensive mentorship and the provision of facilities, the department reports that these efforts have yielded significant impacts, with no major obstacles currently identified in the implementation of Halal certification acceleration programmes at the MSME level."

**Table 2** Recipients of Halal Certification Facilitation

No.	Year	Strategic Objectives
1	2019	42 MSMEs with 96 Products
2	2020	37 MSMEs with 80 Products
3	2021	40 MSMEs with 93 Products
4	2022-2023	113 MSMEs with obtained Halal certification

**Source:** Department of Cooperatives, Small and Medium Enterprises, Industry, and Trade, 2023

Table 2 contains information about recipients of Halal certification facilities in the Sumenep region based on data from the Department of Cooperatives, SMEs, Industry, and Trade. This intensifies efforts to accelerate Halal certification through strategic collaboration between under the Department of Cooperatives, SMEs, Industry, and Trade and the Ministry of Religious Affairs, particularly via the SEHATI (Free Halal Certification) programme. This national initiative, launched under the Minister of Religious Affairs' Instruction No. 1 of 2023, initially targeted one million Halal certificates by 2023, with plans to expand to ten million certified products. The programme specifically focuses on MSMEs and food service providers in Islamic educational institutions, including State Islamic Higher Education institutions, Madrasah, and Islamic boarding schools, aiming to ensure Halal compliance and build consumer trust. However, significant challenges persist, particularly low awareness among business owners about certification importance and technical hurdles in the application process. With the mandatory Halal certification deadline set for October 2026 and non-compliance penalties looming, these issues require urgent attention. The result of the interview with R9 is as follows:

"Thanks to the various efforts and strategies implemented, Sumenep has begun to show an increase in the number of food and beverage products that have obtained Halal certification, although many others are still in the process of certification."

While many urban MSMEs, particularly ice drink and snack vendors, have begun pursuing Halal certification, adoption remains uneven across the regency. This disparity became evident during field visits to Manding Village with business actors (R8).

"No prior information about the Halal certification program and had never received any socialisation or assistance from the government or related institutions in his village. These findings highlight a significant information and access gap among MSMEs, particularly those located in rural areas."

### Under the Perspective of *Taṣarruf al-Imām 'alā al-Ra'īyah Manūṭun bi al-Maṣlaḥah*

Table 3 outlines the strategies employed by four local governments in Madura, Indonesia, to accelerate Halal certification for Micro, Small, and Medium Enterprises (MSMEs).

**Table 3** The Local Government Efforts in Accelerating Halal Certification

No.	Local Government	Strategy
1)	Bangkalan	The local government actively supports MSMEs in obtaining Halal certification by facilitating the certification process.
2)	Sampang	The Ministry of Religious Affairs deploys Halal Product Process Assistants (P3H), who identify MSMEs, conduct outreach, and verify products eligible for Halal certification.
3)	Pamekasan	The Ministry of Religious Affairs promotes Halal standards and participates in the national "One Million Halal Certificates" programme initiated by BPJPH (the Halal Product Assurance Agency).
4)	Sumenep	The Department of Cooperatives, Small and Medium Enterprises, Industry, and Trade collaborates with the Ministry of Religious Affairs to accelerate



Halal certification, particularly through the Free Halal Certification (SEHATI) programme.

**Source:** Department of Cooperatives, Small and Medium Enterprises, Industry, and Trade, 2023

Within the framework of the Islamic legal maxim *Taşarruf al-Imām 'alā al-Ra'iyah Manūṭun bi al-Maṣlahah*, every local government policy must be directed toward realising public welfare, encompassing the preservation of fundamental human necessities (*dharūriyyāt*), the facilitation of secondary needs (*hājīyyāt*), and the enhancement of social refinement (*taḥsīniyyāt*) (Widyaningsih, 2023).

- 1) *Bangkalan*. Bangkalan's local government drives Halal certification for MSMEs through three key agencies (the Department of Trade, the Department of Cooperatives and MSMEs, and the Department of Industry and Manpower), despite disproportionate infrastructure spending overshadowing Sharia-economic development. Under the tenet of *maqāṣid al-Sharia*, the policy safeguards religion, life, intellect, lineage, and property (Hilme & Raffi, 2024). By certifying products, it reinforces Islamic identity while fulfilling the state's role in guaranteeing Halal integrity. The emphasis on *maṣlahah dharūriyyah* (essential public interest) reflects MSME sustainability support (training, fee waivers, and streamlined procedures). This aligns with the Qur'anic link between *maṣlahah* and *manfa'ah* (material/psychological well-being) (Nasik, 2021). In addition to administrative ease, this programme enhances Halal literacy, reduces barriers, and meets community needs (*hājīyyāt*). The Bangkalan training and coaching programme goes beyond knowledge transfer. It empowers MSMEs to independently manage Halal certification, in line with the principle of *maṣlahah taḥsīniyyah* (improvement of governance) by encouraging technical independence. The Ministry of Religious Affairs reinforces this through free certification services (until 2025), reflecting the state's moral obligation to ensure fairness and access. However, systemic gaps persist: 2,062 applicants versus 944 issued certificates highlight barriers in *dharūriyyah* (essential needs) and *hājīyyah* (secondary needs), with the root causes lying in bureaucratic complexity and low awareness. The extension of Halal certification deadlines through Government Regulation No. 42/2024 presents Bangkalan with a strategic opportunity to revolutionise its local governance approach. Under the principle of *taşarruf al-imām*, local authorities can implement three critical interventions: 1) policy innovation to streamline certification processes; 2) targeted funding mechanisms to support MSMEs; and 3) community mobilisation through religious and business networks. This holistic strategy aligns with *maqāṣid al-Sharia* by simultaneously protecting religious obligations, public health, economic welfare, and future generations' interests. The regulatory extension should not be viewed merely as additional time but rather as a mandate for Bangkalan to transform its governance framework, converting administrative flexibility into concrete results through decisive budget reallocations, inclusive training programmes, and strengthened interdepartmental coordination to bridge the current certification gap.
- 2) *Sampang*. The government has launched an innovative Halal certification model that combines religious outreach efforts with administrative efficiency through the P3H (Halal Product Process Assistant) programme. By transforming Islamic religious advisors into multi-role facilitators, the Ministry of Religious Affairs has created a mobile workforce that provides direct technical guidance on Halal certification and Islamic economic principles to SMEs, including those in remote rural areas. This community-based approach is strengthened through strategic collaboration with the Department of Industry and Trade, which complements religious counselling efforts with efficient administrative processes and proactive door-to-door campaigns. The effectiveness of this programme is evident from its concrete results: mapping 36,919 potential SMEs and securing 828 certifications by 2024 through a combination of workshops, field visits, and personal guidance. What makes Sampang's approach highly impactful is the dual fulfilment of the principle of *maṣlahah*, ensuring Halal certainty as the foundation of the market (*dharūriyyah*) while simplifying compliance for businesses with limited resources (*hājīyyah*). The integration of real-time progress tracking and academic partnerships with institutions (Universitas Trunojoyo Madura and UIN Maulana Malik Ibrahim Malang) further strengthens the programme's ability to identify and address barriers, creating a sustainable pathway for inclusive Halal certification in the region's diverse SME landscape. Nevertheless, the Halal certification process for Sampang's animal-based food sector faces persistent challenges due to the critical shortage of local testing facilities, creating significant bottlenecks that delay compliance. Within the Islamic governance framework of *taşarruf al-imām*, regional authorities must urgently implement a three-pronged solution: establishing permanent Halal testing laboratories, deploying mobile inspection units to serve remote areas, and standardising slaughterhouse certifications. These strategic interventions would simultaneously address three dimensions of *maṣlahah*, fulfilling the essential need

(*dharūriyyah*) for religious compliance and food safety, easing the practical challenges (*ḥājīyyah*) of certification access, and enhancing quality standards (*taḥsīniyyah*) across the production chain. By developing this localised Halal verification infrastructure, Sampang can transform its current dependence on external facilities into a self-sufficient system that not only resolves existing delays but also creates competitive advantages for local producers through guaranteed compliance, streamlined processes, and strengthened consumer confidence in the region's Halal food ecosystem.

- 3) *Pamekasan*. This regency has emerged as the leader of Halal certification in Madura, obtaining 14,849 certificates by 2025 with significant achievements, yet coverage is only 32% of 47,000 MSMEs. This achievement stems from an unprecedented collaboration between the Ministry of Trade, the Department of Cooperatives and MSMEs, and the Department of Industry and Manpower, operationalising *maqāṣid al-Sharīa* through concrete actions. From the perspective of religion, the SEHATI programme, providing up to one million free certificates (with potential expansion to ten million), strengthens Islamic propagation through the formal legalisation of Halal products. Regarding life, collaborative Community Service Programs (KKN and KPM) involving IAIN Madura, UNIRA, and religious NGOs such as Nahdlatul Ulama and Muhammadiyah ensure that food products meet safety and hygiene standards, thereby protecting public health. Pamekasan's comprehensive Halal certification strategy addresses all dimensions of *maqāṣid al-Sharīa* through targeted interventions. For 'aql (intellect), technical workshops equip MSMEs with certification expertise and business management skills, fostering long-term self-sufficiency. The *nasab* (lineage) dimension is strengthened through cross-sector collaborations between Islamic boarding schools, universities, and community organisations, embedding Halal ethics as enduring cultural values. Meanwhile, *māl* (property) protections are ensured through full fee waivers and end-to-end administrative support, safeguarding MSMEs from financial burdens and market exclusion. Together, these initiatives create an ecosystem where Islamic business principles thrive sustainably. The optimal fulfilment of *maslahah dharūriyyah* and *ḥājīyyah* in Pamekasan will be realised if such policies are backed by a clear local regulatory roadmap that explicitly prioritises the five fundamental *maqāṣid*. The government must develop an integrated technical guideline covering application procedures, testing protocols, and certification issuance processes, while simultaneously setting performance indicators based on the number of MSMEs certified each semester. Hence, the acceleration of Halal certification will no longer be viewed as an ad hoc programme but rather as a manifestation of *taṣarruf*-based leadership that holistically preserves the religion, life, intellect, lineage, and property of the community in a synergistic and sustainable manner (Faika & Ilyas, 2021).
- 4) *Sumenep*. This regency has demonstrated progressive evolution in Halal certification since 2019, transitioning from initial awareness campaigns to extending the compliance deadline to October 2026. Through strategic collaborations between the Department of Cooperatives and MSMEs, Bank Indonesia, and Universitas Trunojoyo Madura's KKN programme, the regency has achieved measurable success – evidenced by 113 MSMEs obtaining certification in 2022-2023. However, persistent urban-rural disparities, particularly in areas like Manding, reveal critical gaps in programme outreach. To fully realise *maslahah dharūriyyah*, Sumenep must prioritise three key interventions: (1) establishing local Halal testing labs and mobile units to reduce dependence on Surabaya facilities, (2) certifying local slaughterhouses to accelerate animal-product verification, and (3) implementing digital tracking systems for transparent certification monitoring. These concrete steps would transform Halal certification from a regulatory requirement into authentic *taṣarruf*-based governance that holistically safeguards all *maqāṣid* dimensions – religion (*dīn*), life (*naḥs*), intellect ('aql), lineage (*nasab*), and wealth (*māl*) – while ensuring timely compliance with the 2026 mandate.

### Implementation Across Three Levels of *Maslahah*

Madura's Halal certification efforts across its four regencies reveal varying implementation levels across *maslahah*'s three tiers (*dharūriyyah*, *ḥājīyyah*, *taḥsīniyyah*), based on *maqāṣid al-Sharīa* principles. Through collaborations with LPPOM MUI and BPJPH, local governments protect (1) religion (*dīn*) via Halal standards, (2) life (*naḥs*) through quality control, (3) intellect ('aql) via training programmes, (4) lineage (*nasab*) through ethical business practices, and (5) wealth (*māl*) via financial incentives, requiring full institutional synergy (Suparto et al., 2016; Syihabuddin & Suwandi, 2024).

As MSMEs drive poverty reduction (Anugerah & Nuraini, 2021; Ali, 2023; Indika & Marliza, 2019), accelerating their certification becomes imperative, particularly as Halal lifestyles gain global traction (Monoarfa et al., 2023) and consumers demand verified products (Faridah, 2019; Widayat et al., 2020).



This necessitates *taṣarruf*-based leadership where governments set maqāṣid-aligned key performance indicators (quantitative or qualitative), institutionalise community consultations, and regularise performance evaluations. This approach transforms certification from bureaucratic compliance to holistic welfare protection (*manūṭun bi al-maṣlahah*), strengthening governance credibility (Syuhada, 2023) through the involvement of customary authorities.

## CONCLUSION

The local governments of Madura have implemented targeted strategies to accelerate Halal certification. In Bangkalan, authorities actively facilitate MSME certification, while Sampang has assigned Islamic religious counsellors as Halal Product Process Assistants (P3H). Pamekasan plays a strategic role by promoting Halal standards and joining BPJPH's One Million Halal Certificates programme, and Sumenep collaborates with the Ministry of Religious Affairs through the SEHATI free certification initiative. To further enhance these efforts, three key strategies are proposed: (1) establishing mobile Halal testing laboratories and certified slaughterhouses in each district to address logistical barriers; (2) developing an integrated digital platform for real-time monitoring of registration, mentoring, and certification; and (3) expanding training programmes by involving Islamic boarding schools as centres for Halal certification education, blending religious and technical expertise. Based on *fiqh al-taṣarruf al-imām* and field findings, concrete policy recommendations include enacting regional regulations with strict deadlines for fatwa issuance and sanctions for non-compliance, allocating dedicated local government funds for Halal testing infrastructure, forming a cross-sectoral forum (with the Regional People's Representative Council, Ministry of Religious Affairs, Department of Industry and Trade, LPPOM MUI, universities, and MSME representatives), and adopting semester-based tertiary performance indicators to track certification progress. These measures aim to institutionalise accountability, streamline processes, and ensure sustainable Halal certification acceleration across Madura.

These findings underpin the urgent need for policy reforms that strengthen institutional collaboration, standardise regional implementation, and expand testing infrastructure to ensure equitable access to Halal certification for all Indonesian MSMEs. This research is limited to analysing the strategic role of local governments in accelerating Halal certification for MSMEs, with Madura as the study sample. Future research could expand the scope by examining others in Indonesia to provide comparative insights into Halal certification dynamics. Additionally, while this study could adopt alternative *siyasah shar'iyah* as its analytical framework, subsequent research could use alternative approaches, such as a *maqasid al-Sharia* perspective, to explore the socio-economic and ethical dimensions of Halal certification policies. Such studies would deepen the theoretical and practical understanding of Halal governance in diverse contexts.

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