
Advocacy Coalition Framework Policy in Halal Certification of Packaging Ink Chemicals

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ABSTRACT

This study aims to analyze the dynamics of halal certification policies for packaging ink chemicals in Indonesia through the Advocacy Coalition Framework (ACF) approach. AFC is used to understand the interactions and learning processes between actors with different belief systems in the implementation of halal policies in the non-food sector. This study uses a qualitative approach with descriptive-exploratory case studies. Data were obtained through in-depth interviews, observations, and documentation studies of BPJPH, MUI, LPH, industry players, academics, and Islamic community organizations. The results show that policy implementation involves a multi-actor coalition that negotiates between normative (sharia compliance) and technical (industrial efficiency) values. BPJPH acts as a policy broker that bridges these interests through formal and informal forums that produce collective policy learning. The effectiveness of implementation is influenced by external factors such as the harmonization of international halal standards (JAKIM, SFDA, ESMA) and global market pressures, as well as internal factors such as institutional reform, service digitalization, and capacity building of LPH. Strategic recommendations include simplifying procedures, cluster certification, auditor training, and the development of a database of hazardous chemicals. Translated with DeepL.com (free version).

Keywords: Halal certification, packaging ink, Advocacy Coalition Framework

1. INTRODUCTION

The development of the halal industry in Indonesia has expanded significantly from the food sector to the non-food sector, including chemicals such as packaging ink. In the global industrial context, halal aspects are no longer limited to product content, but also include packaging, adhesives, and printing ink that come into direct or indirect contact with the product. (Nurfadhilah et al., 2024). This is in line with the increasing awareness of Muslim consumers regarding the principles of halalan thayyiban, which demand comprehensive halal guarantees. Ink components consisting of solvents, resins, pigments, and additives have the potential to contain non-halal ingredients such as alcohol or animal derivatives (Syazwan Ab Talib & Remie Mohd Johan, 2012).

Therefore, halal certification for packaging ink chemicals is an urgent necessity in maintaining the integrity of the halal supply chain.

The implementation of halal certification policies for packaging ink chemicals in Indonesia faces complex challenges. Differences in perception between regulators and industry players still often occur: halal authorities such as BPJPH and MUI emphasize comprehensive sharia compliance, while the industry tends to view ink as a technical component that does not directly affect the halal status of products (Aristyanto et al., 2023). These dynamics reflect differences in belief systems between normative and technical actors, which require a policy mediation process. In this context, the Halal Product Guarantee Agency (BPJPH) plays the role of policy broker, bridging the interests of various actors through formal and informal participatory forums (Khayati et al., 2024). This approach is in line with the Advocacy Coalition Framework (ACF) principle, which emphasizes the importance of cross-coalition policy interaction and learning (Weible et al., 2017).

Halal policies for packaging ink chemicals are also heavily influenced by external pressures. International standards such as JAKIM (Malaysia), SFDA (Saudi Arabia), and ESMA (United Arab Emirates) are becoming increasingly strict in setting halal rules for non-food ingredients (Zunirah Talib, 2020). Export market pressures demand supply chain transparency (traceability) and more accurate material documentation, while at the national level Undang-Undang No. 33 Tahun 2014 and PP No. 39 Tahun 2021 require all products circulating in Indonesia to meet halal certification, including supporting elements such as packaging ink (Prathama et al., 2025).

Limitations in the technical capacity of the Halal Inspection Agency (LPH), limitations in testing laboratories, and a lack of halal literacy among business actors remain major obstacles (Ansyah et al., 2024). This condition confirms that the effectiveness of halal policies is not only determined by regulations, but also by the ability of policy actors to adapt and collaborate across sectors.

Previous studies have focused more on halal certification in the food, pharmaceutical, and Micro, Small, and Medium sectors (Fadliyah & Nurwahyuni, 2022; Najiburrahman & Rozak, 2025). Meanwhile, studies on non-food chemicals such as packaging ink are still very limited. In addition, most previous studies used classical implementation theory approaches such as the top-down Van Meter & Van Horn or Edward III models (Purwanto et al., 2021). There has been little research examining how the dynamics of policy actor coalitions and belief systems influence the halal certification implementation process in the non-food technical sector. Thus, there is a research gap in understanding the multi-actor interactions and cross-value policy learning processes that occur in the implementation of halal policies for ink packaging chemicals.

Based on this background and gap, this study aims to analyze the patterns of interaction and formation of the Advocacy Coalition Framework (ACF) in the process of implementing halal certification policies in the packaging ink chemical sector. In addition, this study aims to identify external and internal factors that influence the adaptation of halal policies and formulate policy recommendations to strengthen the effectiveness of halal certification implementation within the framework of an inclusive and sustainable policy coalition. This study is expected to contribute theoretically to the development of ACF-based public policy studies in Indonesia, as well as practically to strengthening the halal product assurance system in the non-food sector to be more adaptive, collaborative, and competitive at the global level.

2. LITERATURE REVIEW

Public policy is a series of decisions made by the government or official authorities to address specific issues in society. In the context of halal certification, the issues that often arise concern not only the substance of halal products themselves, but also supporting aspects that come

into direct contact with the products, such as packaging, adhesives, and printing ink. The main challenge in implementing this policy is the lack of a uniform perception among relevant actors regarding the urgency of certifying non-food ingredients. Some industry players view ink as a technical element that does not affect the halal status of a product, while regulators emphasize the importance of comprehensive verification of all components (Aristyanto et al., 2023; Trisista et al., 2024).

To understand these dynamics in greater depth, the Advocacy Coalition Framework (ACF) approach was used. ACF enables analysis of how policy actors with different values and interests form coalitions that influence the direction of halal policy implementation, particularly in the packaging ink chemical sector. In this context, the ACF maps the interactions between the government (BPJPH), religious authorities (MUI), industry players, and civil society in the process of drafting regulations, conducting audits, and granting certification. This approach is relevant because it simultaneously considers ideological, political, and technical factors, which are crucial in explaining resistance to or support for halal policies based on non-food chemicals.

3. RESEARCH METHOD

Qualitative data was analyzed using a thematic approach guided by the Advocacy Coalition Framework (ACF). The analysis process began with open coding to identify units of meaning related to actors, interactions, and policy dynamics, followed by axial coding to group codes into the main themes of policy coalitions, belief systems (deep core, policy core, secondary beliefs), external-internal factors, and policy learning patterns. Next, selective coding was conducted to compile core categories representing coalition interaction patterns and the role of policy brokers (BPJPH) in managing normative and technical belief differences. The coding tree was constructed deductively-inductively: deductively based on the ACF concept and halal policy provisions (Law No. 33 of 2014, Government Regulation No. 39 of 2021), and inductively based on recurring themes in interview transcripts, FGDs, and policy documents.

4. RESULTS AND ANALYSIS

The results of the analysis show that the dynamics of the implementation of the halal certification policy for ink packaging are in a complex policy coalition system configuration as described by ACF. Empirical findings show that there are three main coalitions: normative actors (MUI, Islamic organizations) who adhere to deep core beliefs regarding total halal obligations; technical actors (ink industry, printing industry) with an orientation towards production efficiency; and civil society actors (academics, consumers, associations) who emphasize supply chain transparency. These differences in beliefs shape the policy core beliefs of each coalition and often give rise to friction regarding the urgency of non-food certification.

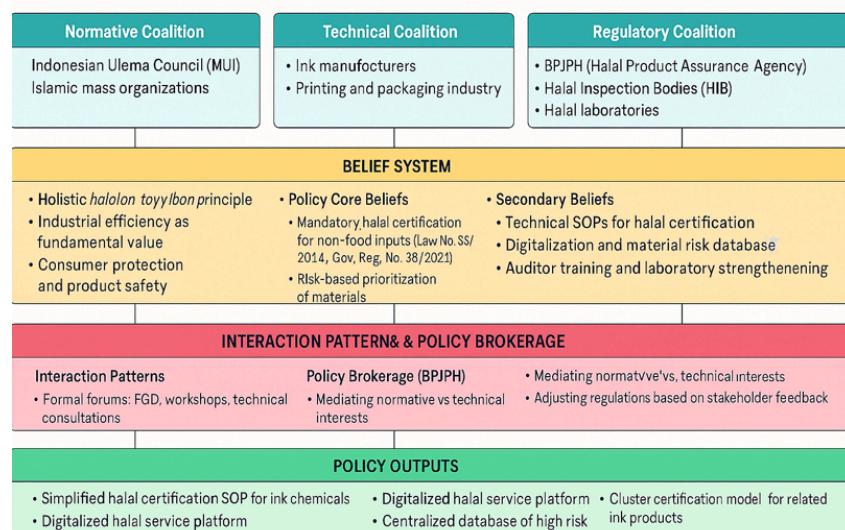
The Halal Product Guarantee Agency acts as a policy broker that mediates these differences through Focus Group Discussion forums, technical consultations, and standard harmonization, thereby enabling policy-oriented learning. At the operational level, changes occur most rapidly through secondary beliefs, such as simplifying Standard Operating Procedures, digitizing services, and strengthening laboratories. As a result, the policies produced become more adaptive, realistic, and acceptable to various coalitions without compromising sharia principles.

Tabel 1. Resources and Strategies of Advocacy Coalitions in Halal Ink Certification

Coalition / Actor Group	Key Resources	Strategies Used	Impact on Policy
1. Normative Coalition (MUI, Ormas Islam)	- Fatwa authority - Moral and religious legitimacy - Network of community organizations	- Affirming the principle of total halal - Establishing sharia boundaries - Strengthening public pressure for compliance	- Promoting inclusive Sharia policies - Strengthening the normative legitimacy of policies
2. Technical-Industry Coalition (Industri tinta, percetakan, distributor)	- Control of raw material data - Production capacity & supply chain - Access to export/import markets	- Cost and efficiency advocacy - Gradual standard negotiation - Resistance to excessive bureaucracy	- Promoting a risk-based approach - Simplification of SOPs and technical documents
3. Regulatory Coalition (BPJPH, LPH, Lab Halal)	- Regulatory mandate - Halal service infrastructure - Human resources for auditors and analysts	- Normative-technical coalition mediation - FGD, halal clinic, workshop - Process digitization	- Realization of policy-oriented learning - Adaptive and implementable technical policies
4. Civil Society Coalition (Akademisi, Konsumen, Media)	- Evidence-based research - Public opinion pressure - Educational networks	- Halal supply chain education - Publication of chemical risk issues - Advocacy for label transparency	- Raising industry awareness - Accelerating regulatory response
5. International Standard Actors (JAKIM, SFDA, ESMA)	- Global standards & export regulations - International benchmarks	- Harmonization of standards - Tightening of export requirements	- Promoting traceability and global competitiveness

Halal certification policy subsystem for ink packaging within the Advocacy Coalition Framework (ACF). There are three main coalitions normative (MUI and Islamic organizations), technical (ink and printing industries), and civil society (academics and consumers) with different beliefs covering the principles of halalan tayyiban, industrial efficiency, non-food halal certification obligations, and global standard harmonization. Interactions between actors occur through formal forums such as focus group discussions and technical consultations, as well as informal coordination. BPJPH acts as a policy broker that mediates interests, facilitates cross-coalition learning, and adjusts regulations based on stakeholder input. The result is an operational policy in the form of simplifying the halal certification SOP for ink and digitizing halal services.

Gambar 1. Policy Subsystem Halal ink Certification System
Policy Subsystem (Halal Ink Certification System)



The results of the study provide an overview of the Interaction Patterns and Formation of AFC in the Halal Certification Policy Implementation Process, External and Internal Factors, and recommendations from the research results.

a. Interaction Patterns and Formation of Advocacy Coalition Framework in the Halal Certification Policy Implementation Process

The study reveals that the interaction patterns in the halal certification policy for ink chemicals engage a range of actors with diverse roles and interests. BPJPH serves as the central coordinator, MUI functions as the authoritative institution for issuing fatwas, LPH operates as the technical implementer, while industry representatives, academics, and Islamic organizations contribute to reinforcing policy legitimacy. These interactions are characterized by a cross-sector participatory mechanism, where variations in belief systems form the core dynamic—normative actors focus on compliance with Sharia principles, whereas industry participants emphasize operational efficiency and cost-effectiveness.

“Managing halal certification... cannot be done alone, it must involve many parties... MUI, LPH... business actors... academics and Islamic organizations (A-01)”.

Compromises between actors were reached through formal and informal forums such as Focus Group Discussions and workshops, which served as deliberative spaces for reconciling sharia and technical interests. The Halal Product Guarantee Agency acts as a policy broker that bridges these differences and encourages the creation of adaptive and realistic policies.

This coalition has produced policy lessons in the form of the development of a database of risky materials, auditor training, service digitization, and simplification of Standard Operating Procedures, so that policies are more accepted by the industry without abandoning sharia maqashid values. The results of the study show that there is still a coalition imbalance due to the weak role of academics and the dominance of certain institutional actors, which has the potential to reduce policy effectiveness if not balanced with transparency and accountability.

Advocacy Coalition Framework theory, These findings reflect the formation of a policy subsystem consisting of a coalition of actors with different belief systems (normative vs. technical)

who are able to reach compromises through dialogue, policy brokers, and mutual learning. This pattern is in line with a participatory and adaptive approach to public policy, as mandated in UU No. 33 of 2014 and PP No. 39 of 2021 About Halal Product Guarantee.

The findings of this study are consistent with the results of previous studies (Weible et al., 2017) which confirms that policy changes within the ACF framework occur through cross-coalition learning. Research results Prasetyanti et al. (2025) also shows that the effectiveness of halal certification in Indonesia requires strong inter-agency coordination to maintain the legitimacy and sustainability of implementation. Harmonization of international halal standards is important to improve the competitiveness of the non-food industry (Lutfika et al., 2022) and the importance of traceability and databases of risky ingredients in the halal supply chain (Masudin et al., 2022).

b. External and Internal Factors Affecting the Advocacy Coalition Framework in Adapting Halal Policies in the Printing Ink Packaging Chemicals Sector

The results of the study show that the adaptation of halal certification policies for packaging ink is influenced by a combination of interrelated external and internal factors within the Advocacy Coalition Framework (ACF). External factors include the tightening of international halal standards such as JAKIM, SFDA, and ESMA, which expand the scope of certification to include auxiliary materials such as ink and packaging adhesives.

This forces industry players to improve the traceability of raw materials to meet export demands and avoid rejection by foreign markets. At the national level, the implementation of UU No. 33 of 2014 dan PP No. 39 of 2021 reinforces the halal certification requirement for non-food products, including packaging ink chemicals. The results of the study show that public opinion and social media play a role as social pressure that accelerates policy adaptation to the issue of halal non-food ingredients.

“start discussing non-food ingredients... prepare a more flexible system” (E01); public opinion adds pressure when the issue of “haram ingredients” goes viral (C01, E01)”.

Internal factors emphasize institutional reform and the enhancement of technical capacity within BPJPH and its partner institutions. Key initiatives include streamlining SOP, digitizing service systems, establishing halal clinics, and conducting regular consultation forums with industry stakeholders. These efforts represent a shift from a purely regulatory stance to a more facilitative and collaborative implementation model. The technical preparedness of LPH plays a crucial role through auditor training, laboratory capacity building, and the creation of a comprehensive database on hazardous chemicals to address the complexity and opacity of the ink supply chain. However, challenges such as trade secrecy and limited transparency regarding material origins necessitate the adoption of risk-based policies that remain flexible and responsive to global developments.

c. Policy Recommendations Based on Research Findings

Policy recommendations to promote the effectiveness of halal certification of ink chemicals as a collective strategy that requires cross-sector collaboration. This approach is not only oriented towards technical acceleration, but also includes regulatory adjustments, procedural improvements, expansion of international recognition, and strengthening innovation and synergy between institutions. BPJPH acts as a policy broker and mediator that bridges the differences in interests between the sharia and technical dimensions through formal and informal forums. The implementation strategy is carried out in a gradual and persuasive manner, starting from public education to technical discussions, so that the resistance of business actors can be transformed into support.

Technical recommendations that emerged included digitization of certification services, simplification of SOPs, cluster certification, auditor training, and development of a database of hazardous chemicals. The recommendations also highlighted the need for public education through social media, seminars, and communities to strengthen awareness that halal covers the entire production chain, including packaging ink as part of a comprehensive halal supply chain system.

From the perspective of public policy, the policy recommendations move beyond the normative scope by incorporating the practical aspects of on the ground implementation. The adoption of a collaborative and gradual approach signifies a policy direction that remains responsive and adaptive to the dynamic interactions among actors and the evolving industrial context. BPJPH serves as a mediator that reconciles differing belief systems between Sharia-oriented and technical actors through policy-oriented learning processes. Such learning fosters negotiation and mutual understanding among coalitions, resulting in policy outcomes that are pragmatic, achievable, and effectively implementable.

5. CONCLUSION

The results of this study reveal that the implementation of halal certification policies for packaging ink chemicals in Indonesia reflects a collaborative interaction among various actors within the framework of the Advocacy Coalition Framework (ACF). In this context, BPJPH serves as a policy broker, bridging the divergent belief systems of normative actors (such as MUI and religious institutions) and technical actors (including industry representatives and halal inspection agencies) through deliberative forums that encourage shared policy learning and mutual understanding.

The effectiveness of the policy is determined by the coalition's ability to balance sharia, technical, and economic interests with the support of internal factors such as institutional reform, increased technical capacity of the Halal Inspection Agency, and digitization of services, as well as external factors such as harmonization of international standards and global market pressures. This study confirms that the success of halal certification for packaging ink depends not only on regulations, but also on synergy, transparency, and continuous cross-sector adaptation, so that the resulting policies are inclusive, realistic, and support the competitiveness of the national halal industry at the global level

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