Volume: 5 | Number 12 | pp. 1307 – 1316 ISSN: 2633-352X (Print) | ISSN: 2633-3538 (Online)

ijor.co.uk

DOI: https://doi.org/10.61707/yp5fpd33

# Role of Department of Islamic Development Malaysia (JAKIM) in Controlling the Importation of Halal Meat in Malaysia

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## Abstract

The issue relating to meat smuggling from abroad and repackaging in Malaysia and labelled using halal logo has raised public concerned recently as regards to the public trust to halal imported meat. The recent discoveries within the halal meat industry have impeached the reliability of the existing legal framework governing the import of halal meat to Malaysia including reliability to the JAKIM as the halal certification authority related to halal meat import. The existing halal legal framework that is scattered and non-unified contributed to the uncertain jurisdiction of multi-authority including JAKIM. The objective of this study is to examine the role of JAKIM in controlling the halal meat import for assurance of halal throughout supply chain for sustainability of halal meat industry in Malaysia. This study adopts qualitative method utilizing doctrinal research, interview, observation. The instruments used is semi structured interview question related to the determined research objectives. In addition, the data was also acquired through doctrinal study. The primary data was collected via a semi structured interview which was conducted via face-to-face with representative of selected informants from JAKIM. The collected data were analysed using thematic analysis to answer question aroused in this study. The finding indicated that exportation of halal meat products must adhere to stringent certification processes provided by the authority. The findings present suggestions for the monitoring agency in formulating plans and policies to strengthen the control over halal meat activities for importation. By addressing challenges such as diverse interpretations and ensuring strict adherence to halal practices.

Keywords: Halal Meat, Halal Certification, Halal Governance, Role of JAKIM, Malaysia

## **INTRODUCTION**

Although it has its own agricultural production, Malaysia nevertheless relies on meat imports from other countries to satisfy domestic food demands. According to the Malaysia Department of Statistics, about 70% of the mutton in the local market is imported from Australia, while beef is imported from India. Thus far, the greatest imported number reported is beef RM2.2 billion followed by mutton RM879.4 million (Sinar Harian, 2019).

Considering Malaysia's rapid expansion of halal imported meat, various halal concerns have startled consumers, causing them cautious to buy and consume imported meat. Among the issues are recent, the halal certification of an Australian slaughterhouse that imports halal meat to Malaysia has been suspended after JAKIM and the Department of Veterinary Services discovered that the slaughterhouse did not follow Malaysia's Halal Protocol (Zin, 2022).

Secondly, in December 2020, we were shaken by the exposure of authorities confiscating 1,500 tons of frozen meat worth RM30 million that had been imported from Ukraine, Brazil, Argentina, and China and then repackaged with the fake halal mark. (New Straits Times, 2020). An unanticipated incident happened with cartel meat at a warehouse in Senai, Johor, that had been in operation for a few years. The facility was allegedly used

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to create bogus labels and stamps, which were then pasted on meat packages before they were sold at the local market. By disguising itself as a frozen meat provider, the cartel was able to keep its operations hidden.

Those issues have opened the eyes of many quarters to the importance of supply chain management systems for halal products in Malaysia. Then JAKIM established three mechanisms to improve the quality of import standards and guarantee the safety of halal food products. Firstly, products based on imported animals that are kept in warehouses are required or highly recommended to have a Malaysian halal verification certificate under the logistics scheme of the warehouse category. Second, imported animal-based products must use a transport network that has a Malaysian halal verification certificate under the logistics scheme of the transport category. Lastly, establishing a mandatory repackaging procedure requires companies to obtain Malaysian halal certification under the food product scheme (Harun, 2021).

According to Business Wire in his study entitled the 'Halal Food Market: Global Industry Trends, Share, Size, Growth, Opportunity, and Forecast 2022-2027' indicated that global halal food exports are predicted to reach USD3 trillion (RM13.3 trillion) by 2027, up from USD2 trillion in 2021. This expansion is being fuelled by the rising worldwide Muslim market, which will account for 24% of the world's population, or 1.9 billion people, by 2022(MIDA, 2022). Meat, poultry, and processed seafood are major halal food product groups, as are processed fruits and vegetables, dairy products, cereal and grains, oil and fats, and confectionery. Asia Pacific leads the way in terms of halal product demand, followed by the Middle East, Africa, Europe, North America, and Latin America.

The recent discovery on local meat cartel that had been smuggling frozen meat from abroad before repackaging it using the halal logo and selling it throughout Malaysia (Bernama, 2020, Akmal, H., 2020) has raised public concern. This have greatly impeached the credibility of the multi-authority agencies that control the importation of halal meat and the existing legal framework. Due to the absence of specific halal Act, halal industries in Malaysia is positioned under the existing legal framework that comprised of at least twenty statutory regulations which governed by diversified jurisdiction and agency. For halal meat product in specific, the provisions regulate the subject matters may be found in few acts includes Trade Description Act 2011 and its subsidiaries, Animals Act 1953, Malaysian Protocol for the Halal Meat and Poultry Productions 2011, Customs Act 1967, Food Act 1983 & Food Regulations 1985 and relevant directives/circular and rules (Noradha, 2017). The weaknesses of the current legal framework lie in the uncertainty of laws and the on-going debate on jurisdiction to make laws on the regulation of halal between federal and state government (Nor Adha, A.H, 2018, Zainal Abidin, F. A., et.al, 2019;Abdul Aziz, N.,2017; Abdul Aziz, N., 2011). Thus, the problem is why the existing legal framework have weaknesses in controlling halal meat import into Malaysia.

In managing the halal meat from slaughter house from exporting country throughout the shipment until the entry port in Malaysia, the process is monitored by cooperation of a multi government agencies namely Department of Veterinary Services, Ministry of Health, Ministry of Domestic Trade and Consumer Affairs headed by JAKIM and at state level it is headed by the State Department of Religious Affairs. Custom Order (Prohibition of Imports)1988 provides a control over the import of milk and milk products, poultry fat, lard, pig fat and others which requires that all meat and livestock imported into Malaysia to be halal. Besides, Animal Importation Order 1962 provides a requirement that all meat and livestock must be halal, safe and disease free that enforced by the Department of Veterinary Services and the Customs and Excise Department at entry points in Malaysia. For an abattoir or poultry facility to be approved for the Malaysian market, the Department of Veterinary Services (DVS) and JAKIM conduct a joint inspection, initiated by an invitation from DVS. In this collaboration, JAKIM ensures halal compliance based on Malaysian Protocol for Halal Meat and Poultry Productions and MS 1500:2019: Halal food-general requirement, while DVS is responsible for assessing the safety and health standards of the facility. This comprehensive approach guarantees that all products meet both halal requirements and safety standards before being approved for importation into Malaysia.

With six agencies involved in monitoring meat imports, it is highly probable that there exists a redundancy of functions that deter efficiency (Fatimah, 2021). Thus, the inadequacy of the existing legal framework that is scattered and non-unified has contributed to the non-effective control by multi-agencies that are involve throughout the control chain. The authorities involved that includes JAKIM, Custom of Malaysia, Ministry of

Domestic Trade and Consumer Affairs (MDTCA), Department Veterinary Services, Ministry of Health were made answerable to the current scenario and conflict (Zainal Abidin, F. A., et al, 2019). Some issues have been identified that and attached to the uncertain and scattered coordination and jurisdiction of these different agencies (Che Mohd Zaina, C.Ret.al., 2015, Soraji, Awang, & Mohd Yusoff, 2016). The current control system which is uncertain and scattered has led to several issues (Hadi, A et.al, 2017). The downsides of the multiagency approach in a national food control system have always been a major problem that contributes to lack of coherence, over-regulation and time gaps in adequate regulatory activity. (FAO & WHO, 2003). The multiagency approach makes the overall management control more complex, and this may affect transparency and the free flow of information between the different agencies (Al-Busaidi & Jukes, 2015; Alomirah et al., 2010). Thus, the problem is why the jurisdiction, role and power accorded to these agencies by the existing statutory provision contributed to the non-efficient control. With that, the objective of this research is to discover the role, management, mechanisms as well challenges related to the certification and the approval process of halal meat in Malaysia by JAKIM to provide a compilation of guidelines and insights on how halal meat is certified and monitored by the certification body.

## LITERATURE REVIEW

Malaysia has positioned itself as a global leader in the halal industry, with its halal governance system serving as a model for other countries. Islamic institutions play a crucial role in this governance structure, ensuring compliance with Shariah law and maintaining the integrity of halal products and services. Department of Islamic Development Malaysia (JAKIM) is the primary institution responsible for halal certification and governance in Malaysia. The Department of Islamic Development Malaysia, known by its Malay acronym JAKIM (Jabatan Kemajuan Islam Malaysia), was officially established on January 1, 1997. However, its roots can be traced back to earlier institutions (Ghani et al., 2014). According to Abdullah (2018), the precursor to JAKIM was the Islamic Affairs Division established in 1968 within the Prime Minister's Department. This division coordinated Islamic affairs at the federal level and between states. In 1974, the division was upgraded to become the Islamic Affairs Secretariat, expanding its role in Islamic administration (Mohd Yusof, 2011). This change reflected the growing importance of Islamic affairs in the Malaysian government's agenda. The department issued a halal confirmation letter for products that have fulfilled Shariah law requirements.

In 1994, halal certification was established as a verification certificate with a Halal mark. On September 30, 1998, Syarikat Ilham Daya, a government-appointed corporation, initiated halal inspections.

The transformation of the Islamic Affairs Secretariat into JAKIM in 1997 marked a significant milestone in Malaysia's institutionalization of Islamic governance. Hashim (2012) notes that this upgrade was in response to the increasing complexity of Islamic affairs and the need for a more comprehensive approach to Islamic development. One of JAKIM's most notable roles has been in halal certification.

On September 1, 2002, the government decided that JAKIM would fully implement all halal verification matters through the Islamic Food and Consumer Goods Research Division. JAKIM was renamed to the Halal Hub Division on November 17, 2005, in the response to Malaysia's fast expansion of the food sector and the demands of Muslims. One of JAKIM's most notable roles has been in halal certification. In 2005, JAKIM was given the authority to issue halal certificates at the international level, cementing Malaysia's position as a global halal hub (Noordin et al., 2014).

On April 2, 2008, the Halal Industry Development Corporation (HDC) took over the handling of halal certification. Nevertheless, on July 8, 2009, the cabinet agreed that management of Malaysia's both domestic and foreign halal certifications would be returned to JAKIM (Department of Islamic Development Malaysia, n.d.).

According to Zaina et al. (2015), JAKIM's role includes developing halal standards and guidelines, issuing halal certificates, conducting audits and inspections and promoting Malaysia's halal industry globally. JAKIM's authority in halal matters is recognised domestically and internationally, contributing to Malaysia's reputation as a halal hub (Noordin et al., 2014). State Islamic Religious Departments (JAIN) and State Islamic Religious Councils (MAIN) state-level institutions work in conjunction with JAKIM to implement halal governance at the local level. Othman et al. (2016) note that JAIN and MAIN are responsible for enforcing halal regulations within their respective states, supporting local halal industry development and conducting halal awareness programs, while the Halal Industry Development Corporation (HDC) was established in 2006, focuses on the commercial and industry development aspects of the halal sector. According to Rashid et al. (2019), HDC's roles include promoting halal industry growth; the Department of Islamic Development Malaysia (JAKIM) first became involved in confirming the halal status of Islamic food products and consumer goods in Malaysia in 1974, when the research centers, Islamic Affairs Division of the Prime Minister's Facilitating halal certification for businesses and conducting training and capacity building programs.

JAKIM also has responsibility in other areas besides halal governance. JAKIM has played a crucial role in Islamic education. In 1999, it established the Darul Quran, an institution for Quranic studies (JAKIM, 2021). The department also oversees the curriculum for Islamic studies in national schools. Recognizing the importance of media, JAKIM launched JAKIM TV in 2012, later rebranded as TV Al Hijrah, to disseminate Islamic content (Salman et al., 2017). JAKIM has been instrumental in fostering international relations in Islamic affairs. It has organized several international conferences and represents Malaysia in various international Islamic forums (Mohd Yusof, 2011). Islamic banks and financial institutions play a significant role in supporting the halal industry. Mohd Noor and Mohd Shafiai (2013) highlight their contributions, providing Shariah-compliant financing for halal businesses, developing halal-specific financial products, and supporting halal supply chain management. Besides the Islamic banks and financial institutions, various Islamic research institutions contribute to the development of halal governance through research and innovation. The Halal Professional Board, established under JAKIM, is crucial in maintaining the professionalism of halal auditors and consultants. According to Nurrachmi (2017), the board accredits halal professionals, develops competency standards for halal auditors and ensures the integrity of the halal certification process.

Despite the comprehensive governance structure, challenges remain. Musa (2018) points out that there have been debates about JAKIM's role in a multi-religious society, particularly regarding its involvement in areas such as entertainment censorship and moral policing.

Furthermore, Wan Hassan and Awang (2009) note that JAKIM has faced challenges in standardizing Islamic practices across different states due to Malaysia's federal system, where Islamic affairs are largely under state jurisdiction. Tieman (2019) identifies several areas for improvement, including harmonization of halal standards across different states and institutions, enhancing traceability in halal supply chains and addressing emerging issues such as halal in the digital economy and biotechnology.

The literature review reveals that Islamic institutions in Malaysia have established a robust and comprehensive system for halal governance. The multi-tiered approach, involving federal, state, and private institutions, has contributed to Malaysia's position as a global leader in the halal industry. However, ongoing research and development are necessary to address emerging challenges and maintain this leadership position.

#### **METHODOLOGY**

This study adopts a qualitative method based on doctrinal and empirical work. Qualitative method is an important mechanism in this research to answer the questions raised and to achieve the aims of this study that is to explore the role of JAKIM as a statutory competent authority in controlling the halal meat import in Malaysia. The primary data was collected via a semi structured interview which was conducted via face-to-face with representative of selected informants from JAKIM who are experts and knowledgeable in the area of halal certification of foreign halal Certification bodies and have numerous audit inspection abroad and in managing the foreign halal Certification body authorized by JAKIM. The informants were purposely selected based on their expertise especially on the focus area of the research. The criteria of selection among others are their specific position in the organization and being directly involved in halal slaughterhouse audit certification and surveillance for halal meat importation into Malaysia. The informants' extensive knowledge and experience in the halal meat certification process in Australia and other countries was an important skill needed for the study particularly in the aspect of involvement in the certification process or monitoring the compliance of halal certification in the meat industry. The selection of the informant was carefully been conducted after fulfilled

the determined classifications aligns with the well-defined aims of the research. Only one informant was interviewed and were coded as informant P1. The coding system was utilized purposely to uphold the information's secrecy as declared in the authorization letter. Finally, it was used to simplify the identification of the codes for the whole data collected. The data collection was made using 5 themes namely foreign halal certification, the auditing and inspection, halal slaughter, halal labeling and traceability. These themes are analysed based on content and thematic analysis of the data acquired from doctrinal and interview. Data from both sections were then systematically integrated to provide depth and comprehensive findings. The recorded data then were transcribed in verbatim and was analyzed using thematic analysis. In addition, secondary data were collected from library resources, including journal articles whether in the form of hardcopy or online from the previous studies, books and online database. The collected data were analyzed thoroughly using content analysis following the theme set in order to achieved the objectives of this study.

## **RESULT AND DISCUSSION**

## Role of JAKIM In the Importation of Halal Meat

JAKIM is Malaysia's legally mandated competent authority for halal certification. Its duties include implementing the halal certification system and owning the Malaysia halal logo. JAKIM has been Malaysia's exclusive halal certification organization since the Trade Descriptions Act was amended in 2011. JAKIM's functions in the importation of halal meat into Malaysia can be understood as those of a certifying authority and an auditor.

## **Certification Body**

As for the importation of halal meat and meat products to Malaysia, all imported meat and meat-based products (including poultry) must be halal certified by authorized Foreign Halal Certification Organizations. In addition, JAKIM and the Department of Veterinary Services (DVS) must examine and approve the plants, which must be in accordance with the Malaysian Protocol for Halal Meat and Poultry Products and MS 1500: 2019. The Department of Veterinary Services (DVS) is an agency of the Federal Government under the Ministry of Agriculture and Food Security (MAFS). The DVS in Malaysia was established in 1888 as an agency to control exotic and domestic animal diseases. Over the years, the structure and functions of the organisation have evolved to meet the growing demand for veterinary services (Mohd Noor et al, 2003). The regulations provide for control by the DVS on the issuance of license for new processing plant/abattoir

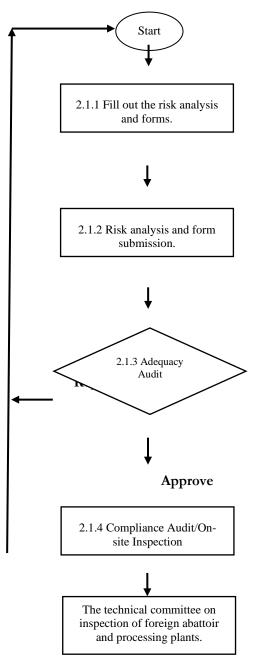
#### Auditor

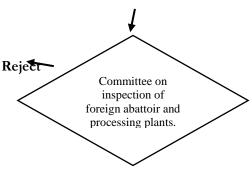
JAKIM and the Department of Veterinary Services Malaysia (DVS) will examine and audit the abattoirs and processing plants as part of the importation approval procedure. JAKIM will examine halal features, while DVS will inspect for animal health and food safety. The abattoirs and processing plants will be added to the Malaysian authorized plant list once approved by both authorities. The halal certificate the authorized certifying organization provides will be valid only when the Malaysian authorities approve it. Malaysian Standard Halal Food-Production, Preparation, Handling, and Storage General Guidelines (MS 1500:2009) and Malaysian Protocol for Halal Meat Production will be utilized for auditing. As a result, the plants must adhere to these standards and processes.

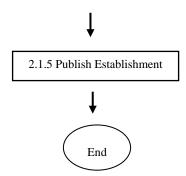
# Procedure Before Importation of Meat and Meat Products to Malaysia

# Responsibilities

- 2.1.1: Exporter (EU)/Authority
  - Department of Veterinary Services (DVS)
- **2.1.2:** Exporter (EU)/ Veterinary Authority of Exporting Country
  - Department of Veterinary Services (DVS)
- **2.1.3: -** Department of Veterinary Services (DVS) JAKIM
- 2.1.4: Department of Veterinary Services (DVS)
  - JAKIM
- 2.1.5: Department of Veterinary Services (DVS)







# JAKIM enforcement authority in controlling Halal meat import based on Provision in Trade **Description Act 2011**

In this study, the Trade Description Act 2011 was examining to oversee the JAKIM's jurisdiction in controlling imported halal meat for domestic used in Malaysia. Generally, the Act is regarded as an important regulation for protecting consumers from all types of unhealthy business activities involving provisions related to the labeling of products, price tags, and other items that keep people from learning about the authenticity and quality of anything. There are other rules regarding violations, sanctions, and enforcement areas of power. As the halal logo is one of the features of commerce in food items, drinks, premises, or slaughterhouses using the halal mark, enforcement obligations under this act are within the Enforcement Division of Ministry of Domestic Trade and Cost of Living. The Act empowers the Minister of Ministry of Domestic Trade and Cost of Living to gather the relevant information before supplying or offering to supply items during trade or commerce (Hasan, 2008). According to the Trade Description (Certification and Marking of Halal) Order 2011, JAKIM and MAIN have been granted as the sole competent authority for certifying the halal product and services and jurisdictions to allow JAKIM to oversee halal concerns. Thus, JAKIM is considered as the country's sole halal certifying agency (Che Rosmawati Che Mohd Zain, 2015). The certification that any foods and goods and services are halal in accordance with Trade Description (Definition of Halal) Order 2011.

The 2011 Act and order has aided in elevating the status of JAKIM (Section 29, Act 730) by authorising the Minister of Ministry of Domestic Trade and Cost of Living to appoint the competent authority to certify that any food, goods or services concerning food or goods is lawful under the Trade Descriptions (Definition of Halal) (Amendment) 2012(Abdul Aziz et al.,2017) This has helped strengthen the halal certification administration in Malaysia (section 28 & 29, Act730). Zakaria et al. (2014) commented that the Trade Description Act 2011 imposes the responsibility on the manufacturer to ensure that the product they label as halal is, as a matter of fact, halal. In compliance with halal requirements, manufacturers are obliged to act responsibly to maintain the halal status of their products.

Regarding the halal matters, the Minister of Ministry of Domestic Trade and Cost of Living

is vested with the power to assign the appropriate definitions to the expressions (Abdul Aziz, 2017) and the power to appoint exclusive awarding bodies of such expressions and descriptions. It is under this power that the Minister has ordered the enactment of the Trade Description (Definition of Halal) (Amendment) Order 2012, Trade Description (The Certification and Marking of Halal) Order 2011 and Trade Description (Certification and Marking of Halal Fees) Regulation 2011. This law was amended in response to Muslim consumers' voices for better halal governance. Through the same provision, JAKIM, the sole agency appointed by the Ministry of Domestic Trade and Cost of Living Minister, issued halal certification and logo. It is said that (Zakaria, 2014; Abdul Aziz et al , 2017) the 2011 Order has empowered JAKIM's halal enforcement officer to monitor and enforce on its own without relying on the presence of officers from the Ministry of Domestic Trade and Cost of Living. However, in practice, the enforcement activities require JAKIM to work in

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cooperation with other relevant Ministries and departments such as the Ministry of Domestic Trade and Cost of Living, Department of Veterinary Services (DVS), Customs and the Ministry of Health.

Based on the informant, JAKIM and MAIN hold three important role that are monitoring, investigator dan foreclosure. In term of prosecution, if there is issue related to the mislead of halal logo, the jurisdiction is vested on the Ministry of Domestic Trade and Cost of Living. JAKIM is just acting as a monitor and confirmer of halal non-compliance violations and a witness for the prosecution of halal-related matters (Abdul Aziz & Sulaiman, 2014). It is in line with the provision in sec 62 of TDA 2011 which provided that no prosecution for or in relation to any offense under this act shall be instituted without the consent of the public prosecutor. The informant further stated that the controlling of halal under this Act is made only on the aspect of mislead of the usage of halal logo including imported halal meat product. The action could be taken by the JAKIM as regards to the mislead of halal logo by verifying on the misused of the halal logo by the company. Thus, indicating that JAKIM and MAIN act as assistant for Ministry of Domestic Trade and Cost of Living in trade description certification.

Basically, enforcement under TDA 2011 for domestic product is put under jurisdiction of Ministry of Domestic Trade and Cost of Living. However, for halal imported product according to the law it shall be marked with halal logo and named with the foreign Halal Certification body recognised by JAKIM. For imported meat or meat product for Malaysian market, requirement for importation of the halal meat product must be adhered for examples inner and outer packing must have halal from halal certification body recognised by JAKIM. certification and prosecution related to halal is difficult to be implement without JAKIM authority due to authority given by Ministry of Domestic Trade and Cost of Living to JAKIM in confirmation of halal logo and foreign certification bodies for halal meat. For the entry point control of imported meat which falls under jurisdiction of Malaysian Quarantine and Inspection Services (MAQIS), before any decision for foreclosure, MAQIS will call JAKIM for conformity of the product and verify on the halal logo and foreign halal certification body. Thus, it indicates that JAKIM in implementing its role depending on other agencies (informant).

Based on the informant, JAKIM has administrative control over the halal imported meat whereas the certification control was given to the Foreign Halal Certification body (FHCB). The FHCB is the competent authority and agent for certifying the abattoirs and processing plant abroad and recognized by government for export market into Malaysia. JAKIM recognised the FHCB and the surveillance inspection will be conducted for every three years for ensuring the compliances of halal certification requirements (informant).

## CONCLUSION

It is to conclude that, JAKIM as a sole authority for halal certification plays and important role governing the halal meat imported into Malaysia. The halal supply chain process from meat processing plant abroad to the Malaysian market was governed by various agencies with their specific roles and jurisdiction vested by Malaysian Law. JAKIM as the certifier authority acts hand in hands with other agencies in term of certification of halal meat import, prosecution, inspection and others. For controlling of halal meat imported product, JAKIM has administrative control over the recognised foreign Halal certification body in ensuring only FHCB recognised by JAKIM and only approved Establishment or Meat processing plant that can exported into Malaysia market. In ensuring of non-occurrence of the breakdown of halal supply chain, halal transportation, halal documentation related to the consignment and transaction of the halal meat product is crucial and need to be adhered to suggestions for the monitoring agency in formulating plans and policies to strengthen the control over halal meat activities for importation.

#### **ACKNOWLEDGMENTS**

Indefinite and sincere gratitude from authors expressly to the Ministry of Higher Education for funding this research under Fundamental Research Grant 2021-FRGS/1/2021/SSI0/UITM/02/29 and Universiti Teknologi MARA for supporting researchers in term of material and moral throughout the completion of this research.

## CONFLICT OF INTEREST STATEMENT

The authors agree that this research was conducted in the absence of any self-benefits, commercial or financial conflicts and declare the absence of conflicting interests with the funders.

## PAPER CONTRIBUTION TO RELATED FIELD OF STUDY

The study offers insights into the role and jurisdiction of JAKIM governing the halal meat import's control and governance. These revelations could offer valuable insights to halal administrator and regulators in Malaysia.

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