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Policy Network in BERPENDAR Service Innovation at the POM Center in Yogyakarta

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Abstract
This article aims to analyze the role of policy networks in supporting public service innovation through a study of the Joint Program for Assistance to MSMEs to Obtain Distribution Permits (BERPENDAR) implemented by the Food and Drug Monitoring Agency (BPOM) in Yogyakarta. The study used a qualitative approach supported by descriptive quantitative data through a single case study design. Data were collected through in-depth interviews with 15 key informants, a survey of 66 MSMEs participating in BERPENDAR, document studies, and network structure mapping using Social Network Analysis (SNA). The analysis was conducted using Frans van Waarden's seven-dimensional policy network framework. The results show that the effectiveness of BERPENDAR is not solely determined by formal regulatory design, but rather by the configuration of the policy network that works adaptively and collaboratively. The SNA findings emphasize the Center's central role in coordinating regional government actors, academics, the private sector, facilitators, and MSMEs. In terms of outcomes, BERPENDAR contributes to accelerating the issuance of distribution permits, increasing MSME satisfaction with services, and strengthening business actors' confidence in accessing wider markets.

Keywords: Policy network; Public service innovation; BERPENDAR.

INTRODUCTION

The provision of public services faces increasingly complex challenges as demands for service quality rise, societal needs become more diverse, and government bureaucratic capacity remains limited. These developments have driven a shift in public administration from approaches emphasizing bureaucratic efficiency toward those prioritizing participation, collaboration, and public value creation (Janet V. Denhardt and Robert B. Denhardt, 2007; Osborne, 2010). In this context, government is no longer positioned as the sole service provider, but rather as a facilitator that coordinates multiple actors in responding to complex and cross-sectoral public problems.

Public service innovation has therefore emerged as a crucial instrument for addressing public problems that cannot be resolved through conventional bureaucratic mechanisms. Innovation is no longer understood merely as

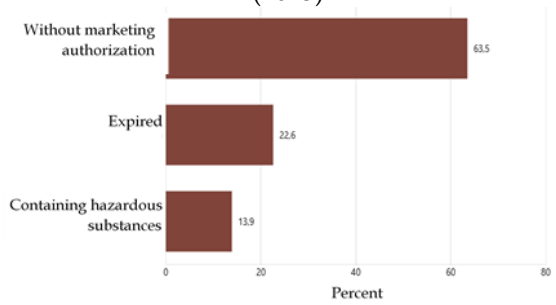
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procedural reform or the use of technology, but as a transformation in how the state interacts with citizens and non-governmental actors (Mulgan, Geoff; Albury, 2003; Osborne & Brown, 2011). This perspective positions cross-actor collaboration as a prerequisite for creating adaptive public services that generate public value, particularly in sectors characterized by high levels of regulatory and social complexity (Osborne & Brown 2011, Sorensen & Toffing, 2011; Mazzucato, 2018).

One public service arena that reflects such complexity is business licensing for micro, small, and medium-sized enterprises (MSMEs), particularly in the food sector (World Bank, 2021). Globally, MSMEs account for more than 90 percent of all businesses and absorb 60–70 percent of total employment, while in Indonesia they contribute approximately 61 percent of gross domestic product and employ more than 97 percent of the national workforce (Arnanto Nurprabowo & Mei Mei Meilani, 2023; Bayraktar & Algan, 2019). Despite their strategic role, MSMEs continue to face significant constraints, especially in terms of business legality, market access, and compliance with regulatory standards (Papadopoulos, 2010).

Issues of legal compliance represent a critical challenge for food-sector MSMEs. The Digital MSME Market Survey (PaDi UMKM) indicates that approximately 84 percent of processed food products produced by MSMEs do not yet possess BPOM marketing authorization, with the primary obstacles being licensing costs and limited understanding of registration procedures (MetroTV News, 2024). In addition, BPOM data from 2023 show that 63.5 percent of processed food violations involved products without marketing authorization (Katadata, 2024). This condition underscores that low levels of licensing not only restrict MSME market access, but also pose risks to food safety and consumer protection.

Figure 1. Proportion of Crime Types Related to Processed Food Products Identified by BPOM (2023)



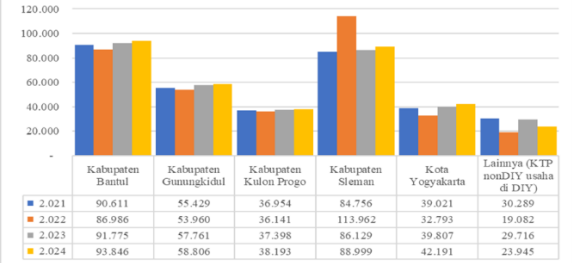
Source: Katadata.com, 2025

At the same time, the process of obtaining marketing authorization for processed food products typically requires an average of approximately 71 working days, with costs ranging from IDR 3–12 million per product, depending on laboratory testing requirements and the readiness of production facilities (Klijn & Koppenjan, 2016; Scharpf, 2017; Badan POM, 2023). This situation demonstrates that MSME food licensing is not merely a technical administrative issue, but a public service problem with direct implications for food safety and consumer protection (Provan & Kenis, 2008; Howlett dkk., 2009; Adam & Kriesi, 2017).

The Special Region of Yogyakarta (Daerah Istimewa Yogyakarta/DIY) is one of the regions with a high concentration of MSMEs. Data from Jogja Dataku DIY indicate that in 2024 there were 394,790

MSMEs across five regencies and municipalities, with the largest concentrations in Sleman and Bantul Regencies (Jogja Dataku DIY, 2025). The large number of MSMEs reflects significant regional economic potential, while simultaneously highlighting the urgency of addressing food business legality issues at the local level (see Figure 2).

Figure 2. Number of MSMEs by Regency/Municipality in the Special Region of Yogyakarta, 2021–2024

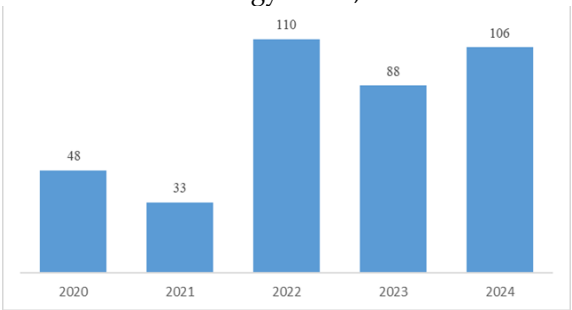


Source: Jogja Dataku, 2025 (author's processing)

Numerous studies suggest that addressing complex public service problems requires the involvement of multiple actors with diverse roles and resources (Sørensen & Torfing, 2015). However, much of the existing literature continues to frame public service innovation primarily in terms of formal institutional design or hierarchical policy mechanisms. Such approaches often fail to capture the dynamics of relationships, working practices, and interactions among actors that emerge during policy implementation at the operational level (Klijn & Koppenjan, 2016), particularly in the context of local public service delivery.

The BERPENDAR Program (Collaborative Assistance for MSMEs to Obtain Marketing Authorization), implemented by the Yogyakarta Regional Office of the National Agency of Drug and Food Control (BBPOM in Yogyakarta), presents a relevant empirical phenomenon in this context. The program was designed as a public service innovation to accelerate food MSME licensing through a cross-actor assistance scheme. Rather than establishing new institutional structures or formal cooperation agreements, BERPENDAR leverages existing working relationships and optimizes the role of connecting actors in the service process. Empirically, the program has reduced the average licensing processing time from approximately 71 days to around four days, while increasing the number of licensed MSMEs in the Special Region of Yogyakarta from 56 in 2019 to 452 in 2024 (BBPOM di Yogyakarta, 2024). Between 2020 and 2024, BERPENDAR facilitated 385 MSMEs (see Figure 3), supported by cross-sectoral funding totaling IDR 3.01 billion, including the utilization of DIY Special Allocation Funds for laboratory testing and improvements to production facilities (BBPOM di Yogyakarta, 2024).

Figure 3. Number of Food MSMEs Facilitated by BBPOM in Yogyakarta, 2020–2024



Source: BBPOM in Yogyakarta, 2024 (authors' processing)

These practices align with the policy network perspective, which emphasizes the importance of interaction and interdependence among actors in the policy process (Waarden, 1992).

Nevertheless, despite the growing application of network-based approaches in public service practice, academic studies that specifically examine how policy networks contribute to public service innovation at the local level in Indonesia remain relatively limited. Many studies focus on program outcomes or policy impacts without deeply linking them to actor configurations, working norms, power relations, and strategies that underpin innovation success.

Accordingly, this article aims to analyze the role of policy networks in supporting public service innovation through a case study of the BERPENDAR Program at the Yogyakarta Regional Office of the National Agency of Drug and Food Control, using Frans van Waarden's seven dimensions of policy networks as an analytical framework. Through this approach, the article contributes to the public service innovation literature by positioning policy networks and cross-actor collaborative practices as key mechanisms for accelerating and enhancing the quality of public services.

METHODS

This study employs a qualitative approach supported by descriptive quantitative data (embedded mixed methods) to obtain an in-depth understanding of policy network dynamics in public service innovation, while also providing an empirical overview of program outcomes from the perspective of MSMEs. The primary focus of the study is directed toward analyzing processes, inter-actor relationships, and network mechanisms, with quantitative data used to reinforce qualitative findings (Creswell, 2010; Creswell & Creswell, 2018). This mixed-methods approach aligns with the pragmatic perspective in social research, which emphasizes selecting methods based on their utility in addressing research questions and the context of the issues under investigation (Creswell & Creswell, 2018b). Within this design, qualitative data serve to explain meanings, interactions, and policy dynamics, while quantitative data provide empirical support through network structure mapping and actor perceptions (Djamba & Neuman, 2002).

The study adopts a single case study design, with the BERPENDAR Program as the unit of analysis. This case was selected because the program represents a network-based public service innovation involving multiple cross-sectoral actors and implemented within a specific local context. This approach allows for an in-depth examination of actor configurations, network operating mechanisms, and their implications for public service outcomes (Melindir et al., 2022; Rifiqi et al., 2025). As Yin (2018) argues, case study designs are particularly appropriate for understanding complex social phenomena within real-life contexts, especially when the boundaries between the phenomenon and context are not clearly evident.

Research data were obtained from three primary sources (Agustini et al., 2023). First, in-depth interviews were conducted with 15 key informants selected purposively to represent various roles within the policy network, including regulators, local government agencies, facilitating actors, and MSME participants. The interviews focused on

actor roles, coordination patterns, operational mechanisms, and strategies within the policy network. Second, a survey was administered to MSMEs participating in the BERPENDAR Program. The number of respondents was determined using the Slovin formula, given that the size of the facilitated MSME population was known with certainty. The research population consisted of 304 MSMEs that received facilitation from the Yogyakarta Regional Office of the National Agency of Drug and Food Control during the 2022–2024 period. Of this population, approximately 50 percent had obtained marketing authorization numbers, resulting in a potential respondent population of 152 MSMEs.

The Slovin formula used was as follows:

$$n = \frac{N}{1 + Ne^2}$$

Where:

- n = sample size
- N = population size (152)
- e = margin of error (0,1 or 10%)

Based on the calculation:

$$n = \frac{152}{1 + (152 \times 0{,}1^2)} = \frac{152}{1 + (152 \times 0{,}01)}$$

$$= \frac{152}{2{,}52} \approx 60{,}32$$

Using the Slovin formula with a 10 percent margin of error, the minimum required sample size for this study was approximately 60 respondents. This calculation was considered adequate for an exploratory study aimed at obtaining a general overview of the implementation of MSME licensing facilitation programs. Third, document analysis was conducted, including policy documents, program implementation reports, and other supporting materials related to BERPENDAR. These documents were used to complement and verify data obtained from interviews and surveys. Document triangulation is a common strategy to enhance the validity of qualitative research, particularly in governance studies where institutional practices are often embedded in texts (Bowen, 2009).

Qualitative data were analyzed using thematic analysis, guided by Frans van Waarden's seven dimensions of policy networks to identify actor roles, network structures, institutionalization mechanisms, rules of conduct, power relations, and actor strategies in the implementation of the BERPENDAR Program. Quantitative data from the MSME survey were analyzed descriptively to capture general trends and patterns of program outcomes, particularly regarding MSME perceptions and business performance after facilitation, without the intention of testing causal relationships. In addition, this study employed Social Network Analysis (SNA) in a limited capacity as a visualization tool to illustrate the relative positions of actors within the policy network, consistent with the study's objective of using policy networks as an analytical framework rather than as objects of statistical measurement.

RESULTS AND DISCUSSION

Policy Network Structure of the BERPENDAR Program

The policy network structure of the BERPENDAR Program reflects a configuration of inter-actor relationships that is multi-level and cross-sectoral in nature. This structure illustrates how central and local government actors,

supporting institutions, and MSMEs are interconnected within a policy network that underpins the acceleration of processed food licensing services. Within Van Waarden's (2012) framework, network structure constitutes a key element for understanding coordination flows, role distribution, and the strategic positions of actors in the implementation of public service innovation.

To map this structure, the study employs Social Network Analysis (SNA), visualized using Gephi software. SNA is used as an analytical support tool to clarify patterns of interconnectivity among actors and their relative positions within the BERPENDAR policy network. This analysis is not intended as an inferential statistical measurement, but rather as a visualization and reinforcement of qualitative findings regarding network structure.

The network visualization results indicate that the BBPOM in Yogyakarta occupies a central position within the network structure. This actor exhibits the highest level of connectivity with various other actors, including "Dinas Koperasi dan UKM DIY", "Dinas Perindustrian dan Perdagangan DIY", "Dinas Pertanian dan Ketahanan Pangan DIY", PTRPPPP BRIN, "mahasiswa pendamping UMKM", and participating MSMEs. This central position reflects the role of the BBPOM in Yogyakarta as the primary coordinator of assistance, the hub of technical communication, and the connector between national regulatory policy and local public service practice.

Figure 1. Visualization of Degree Centrality among Actors in the BERPENDAR Policy NetworkVisualisasi



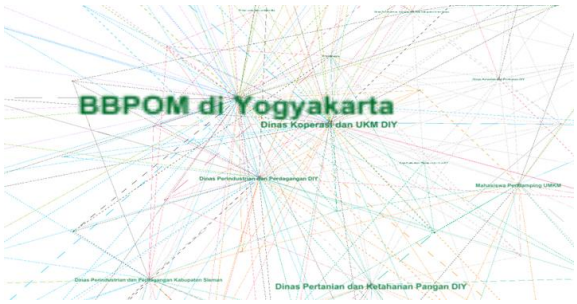
Source: Author, 2025 (Processed in Gephi 0.10.1)

Based Figure 1, Degree centrality analysis shows that BBPOM in Yogyakarta is the actor with the highest interaction intensity within the network, followed by "Dinas Koperasi dan UKM DIY" and "Dinas Perindustrian dan Perdagangan DIY". The high degree values of these three actors confirm that the BERPENDAR network structure does not rely on a single institution alone, but is supported by active regional actors involved in MSME facilitation. Meanwhile, technical Actors such as PRTPPP–BRIN and MSME facilitators occupy intermediate degree positions, reflecting their more specific and technical forms of involvement.

From the perspective of betweenness centrality, BBPOM in Yogyakarta again holds the highest position, indicating its role as the primary broker within the BERPENDAR policy network shown in Figure 1. This actor connects various clusters, including local government agencies, research institutions, field facilitators, and MSMEs. In addition to BBPOM in Yogyakarta, "Dinas Koperasi dan UKM DIY" and "Dinas Pertanian dan Ketahanan Pangan DIY" also exhibit relatively high betweenness values, signifying their roles as intermediary

connectors that shorten communication paths between MSMEs and technical actors or regulators. MSME facilitators emerge as micro-level brokers who bridge daily operational communication between MSMEs and other actors within the network.

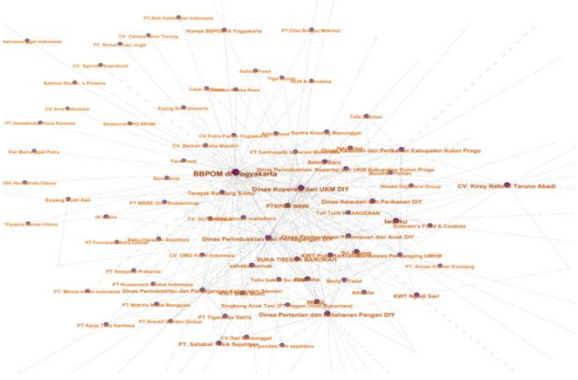
Figure 2. Visualization of Betweenness Centrality among Actors in the BERPENDAR Policy NetworkVisualisasi



Source: Author, 2025 (Processed in Gephi 0.10.1)

Closeness centrality analysis reveals that BBPOM in Yogyakarta has the fastest access to the entire network, followed by "Dinas Koperasi dan UKM DIY" and "Dinas Perindustrian dan Perdagangan DIY". This positioning indicates that these actors possess high coordination capacity and play a critical role in accelerating information flows and resolving technical constraints. Notably, several MSMEs such as Iwakku and CV Kirey Natural Taruno Abadi also demonstrate relatively high closeness values, indicating that certain MSMEs function as proactive and well-connected actors within the assistance network.

Figure 3. Visualization of Closeness Centrality among Actors in the BERPENDAR Policy NetworkVisualisasi



Source: Author, 2025 (Processed in Gephi 0.10.1)

Meanwhile, eigenvector centrality results show that the core of the BERPENDAR netw ork consists of BBPOM in Yogyakarta, "Dinas Koperasi dan UKM DIY", "Dinas Perindustrian dan Perdagangan DIY", and PTRPPPP BRIN. These actors are connected to other influential nodes, forming a core network that sustains collaborative continuity. In contrast, the Directorate of Processed Food Registration (RPO) of BPOM RI displays a relatively low eigenvector value, underscoring that although it holds the highest regulatory authority, its role is not situated within day-to-day collaborative structures but rather at the final stage of marketing authorization decision-making.

Table 1. Eigenvector Centrality of Actors in the BERPENDAR Program

Label	Eigenvector Centrality
BBPOM in Yogyakarta	1.0
DIY Cooperatives and UKM Service	0.927192
Department of Industry and Trade of the Special Region of Yogyakarta	0.861955
PTRPPP BRIN	0.801567

DIY Maritime Affairs and Fisheries Service	0.684972
Department of Agriculture and Food Security of the Special Region of Yogyakarta	0.684012
DIY Women and Children Empowerment Service	0.551536
Department of Industry, Cooperatives, and SMEs of Kulon Progo Regency	0.533222
Department of Industry and Trade of Sleman Regency	0.442806
Department of Maritime Affairs and Fisheries of Kulon Progo Regency	0.347183
MSME Companion Students	0.332618
PT. Sarihusada Generasi Mahardika	0.328934

Source: Author, 2025 (Processed in Gephi 0.10.1)

Overall, the BERPENDAR policy network structure exhibits a polycentric and layered pattern, in which public service acceleration is not determined solely by formal authority but by a configuration of inter-actor relationships that places regional actors and facilitators in strategic positions. This structure enables cross-sector coordination to operate in a more adaptive and responsive manner to MSME needs, while maintaining compliance with national regulatory standards.

Figure 4. Visualization of Eigenvector Centrality among Actors in the BERPENDAR Policy NetworkVisualisasi



Source: Author, 2025 (Processed in Gephi 0.10.1)

Rules of Conduct Dimension in the Policy Network

While the institutionalization dimension explains the structures and mechanisms that enable policy networks to operate in a stable manner, the rules of conduct dimension high lights the norms, ethics of interaction, and working habits that guide actors' behavior within the network. In Van Waarden's (2017) framework, this dimension is essential for understanding how actors exercise their roles and authority in everyday practice.

The findings indicate that the BERPENDAR policy network has developed a set of rules of conduct that combine both formal and informal elements. On the formal side, all actors refer to technical standards and food safety regulations as the primary reference for interaction, including CPPOB, PB-UMKU provisions, the use of the E-REG system, and food risk classification. These regulations function as normative boundaries that ensure all mentoring and licensing processes comply with consumer protection mandates.

On the other hand, unwritten rules play a crucial role in maintaining network effectiveness. One prominent norm is the use of direct and flexible communication as the main coordination mechanism. This practice enables technical issues to be resolved swiftly without waiting for lengthy hierarchical bureaucratic procedures. Such a norm is widely accepted by actors as a legitimate and effective way of working within the context of MSME assistance.

Another important norm concerns role differentiation and respect for institutional boundaries. Actors share a

common understanding of their respective mandates without the need for formal agreements. BBPOM in Yogya is responsible for technical food safety aspects, local government agencies handle business development and facility facilitation, research institutions contribute scientific expertise, industry actors provide resource support, and MSMEs are responsible for supplying accurate data and implementing improvements in accordance with technical recommendations. This division of roles is carried out based on mutual respect and recognition of each actor's competence.

The BERPENDAR network is also supported by norms of responsiveness and problem-solving orientation. There is a shared expectation that technical constraints should be addressed quickly and directly, whether by field facilitators, Regional Office officers, or central evaluators. This pattern fosters a solution-oriented working culture that distinguishes the BERPENDAR network from more hierarchical bureaucratic procedures.

In addition, trust serves as the primary foundation for collaboration in the absence of formal memoranda of understanding. Trust among actors is built through repeated collaborative experiences and consistency in the implementation of assistance activities. This trust enables the network to remain cohesive despite its reliance on non-formal mechanisms and acts as the social glue that binds actors with diverse interests and institutional mandates.

Overall, the rules of conduct within the BERPENDAR policy network function not merely as a complement to formal regulations, but as a critical mechanism that ensures collaboration remains adaptive, responsive, and sustainable. Understanding this dimension provides a foundation for analyzing the subsequent dimension namely power relations and actor strategies within the policy network.

Power Relations Dimension in the Policy Network

Within policy networks, power is not determined solely by formal positions within bureaucratic structures, but also by control over resources, technical capacity, and the degree of dependence of other actors on the roles performed (Warden, 2012). The findings indicate that power relations within the BERPENDAR Program are layered and functional, with regulatory, technical, administrative, and implementation authority distributed across different actors according to their respective mandates and capacities.

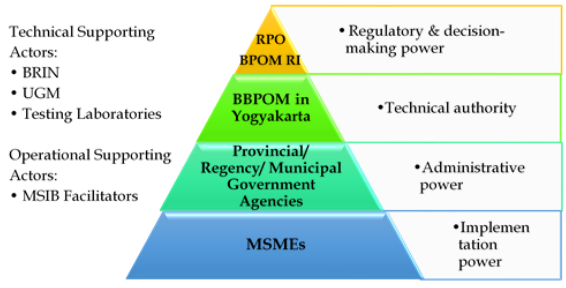
At the highest layer, the Directorate of Processed Food Registration (RPO) of BPOM RI holds regulatory power that determines the final decision on the issuance of marketing authorization. This authority includes the establishment of technical standards through PB-UMKU, food risk classification, and the final evaluation of registration documents via the E-REG system. This position places the Directorate as the actor with the highest normative influence, despite its lack of direct involvement in mentoring interactions at the regional level.

At the next layer, the BBPOM in Yogyakarta exercises substantial technical power within the mentoring process. The Regional Office is authorized to assess the adequacy of production

facilities, issue recommendations for improvement, evaluate IPC–PPOB documents, and guide MSMEs prior to submitting registration applications to the central authority. This technical authority positions the Regional Office as the primary gatekeeper within the local policy network, as well as the most influential actor in accelerating or delaying the marketing authorization process.

Subsequently, provincial and regency/municipal government agencies (OPD) hold administrative power that supports MSME readiness. These agencies play roles in business development, facilitation of regional resources such as laboratory testing and facility improvements funded through the Special Region Funds and provision of supporting infrastructure. Although OPD actors do not possess technical or regulatory authority over marketing authorization, their administrative influence is complementary, as it determines the extent to which MSMEs are able to meet BPOM's technical requirements.

Figure 5. Power Structure within the BERPENDAR Policy Network



Source: Author's processed results in 2025

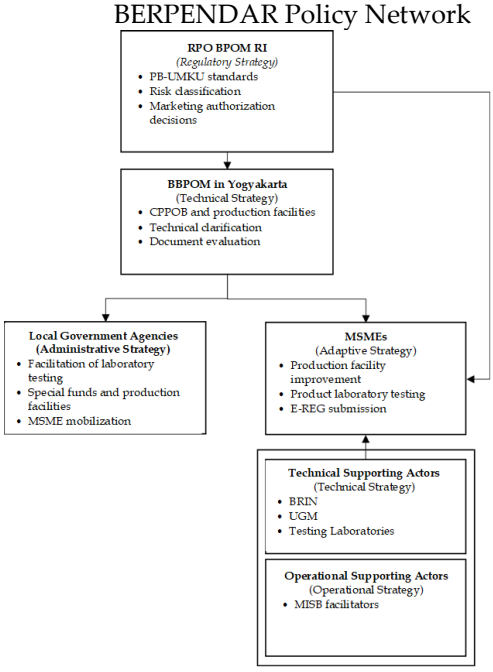
At the implementation layer, MSMEs possess implementation power, which lies in their decisions and commitment to improve production facilities, complete documentation, conduct laboratory testing, and submit registration applications appropriately. MSME power is individual in nature and located at the downstream end of the network, yet it is highly decisive for overall program success, as the entire mentoring process depends on MSMEs' willingness to comply with established standards.

Beyond these core actors, there are supporting technical actors such as BRIN, UGM, and testing laboratories that hold auxiliary technical power. Their roles are limited to providing test results as prerequisites for registration and do not extend to network-level decision-making. Similarly, MSIB facilitators exercise operational power that is temporary and non-directive, yet crucial for supporting documentation processes and system data entry. This layered distribution of power demonstrates that the BERPENDAR network does not operate through the dominance of a single actor, but rather through complementary role differentiation. Power relations are functional and cooperative, enabling effective coordination without blurring the boundaries of authority among actors.

Actor Strategies Dimension in the Policy Network

The actor strategies dimension explains how each actor within the network leverages authority, resources, and positional advantages to achieve policy objectives and institutional interests. In the context of policy networks, actor strategies are not always competitive, but are often complementary and oriented toward maintaining implementation effectiveness.

Figure 6. Structure of Actor Strategies within the BERPENDAR Policy Network



Source: Research results processed in 2025

The findings indicate that actor strategies within the BERPENDAR Program develop in accordance with the type of power held by each actor. The Directorate of Processed Food Registration of BPOM RI applies a regulatory standardization strategy by simplifying and harmonizing technical requirements through PB-UMKU and optimizing the registration desk mechanism to accelerate document evaluation. This strategy aims to safeguard regulatory integrity while enhancing service efficiency.

BBPOM in Yogyakarta adopts a technical–facilitative strategy that emphasizes the quality of MSME mentoring. This strategy is implemented through detailed inspections of production facilities, measurable technical recommendations, assistance in preparing IPC–PPOB documentation, and guidance on CPPOB and labeling. In addition, the Regional Office utilizes direct and flexible communication to expedite the resolution of technical constraints, which has proven effective in the context of MSME assistance. Government agencies at the provincial and regency/municipal levels pursue administrative facilitation strategies, including providing access to laboratory testing, delivering business management training, developing shared production facilities, and coordinating MSMEs to ensure readiness for participation in the BERPENDAR mentoring process. These strategies are supportive in nature and aim to fill gaps that cannot be directly addressed by BPOM, thereby strengthening MSME preparedness for legal compliance processes.

At the implementation level, MSMEs employ adaptive and compliance-based strategies by adjusting production facilities, documentation, and business processes in accordance with technical guidance. MSMEs that consistently apply these strategies tend to obtain marketing authorization more rapidly and expand market access, indicating that adaptive strategies constitute a key factor in mentoring success. Supporting technical actors such as BRIN, UGM, and testing laboratories implement service-provision strategies, while MSIB facilitators apply operational bridging strategies by linking MSMEs with core actors during documentation preparation and system data entry. Although these supporting actors do not determine policy direction, their strategies play a crucial role in ensuring smooth technical execution at the operational level.

Overall, actor strategies within the BERPENDAR network are complementary and integrated. The

combination of regulatory, technical, administrative, operational, and adaptive strategies enables the mentoring process to proceed more rapidly and responsively without compromising compliance with food safety standards. These strategies explain how the BERPENDAR policy network is able to generate effective and sustainable public service innovation.

MSMEs' Perceptions of BERPENDAR Service Quality (Quantitative Findings)

MSME perceptions were measured using 17 service indicators based on a 1–4 Likert scale. Prior to descriptive analysis, the instrument was tested for validity and reliability. The validity test results indicate that all indicators have calculated correlation values (r-count) exceeding the r-table value (0.244; n = 66; α = 5%), confirming that all items are valid. Reliability testing produced a Cronbach's Alpha value of 0.918, indicating very high internal consistency.

Descriptive statistical results show that the average MSME perception scores range from 3.14 to 3.71, with an overall mean score of 3.50, which falls within the "very good" category. The highest-scoring indicators relate to expectations for program expansion (3.71), increased consumer trust (3.61), and willingness to recommend the program to other MSMEs (3.61). Meanwhile, indicators with relatively lower yet still positive scores pertain to turnover growth (3.14) and access to mentoring services (3.29).

These findings suggest that MSMEs perceive the quality of BERPENDAR services very positively, particularly with regard to process clarity, business legitimacy, and non-financial benefits. However, perceptions related to turnover growth indicate that economic impacts are not always experienced evenly in the short term.

Table 2. Descriptive Statistics of the MSME Survey in the BERPENDAR Program

Descriptive Statistics

	N	Minimum	Maximum	Sum	Mean	Std. Deviation
Akses_Informasi	66	1	4	227	3.44	.659
Pendaftaran_mudah	66	1	4	217	3.29	.674
Pendampingan_jelas	66	1	4	225	3.41	.581
Waktu_perizinan_cepat	66	3	4	230	3.48	.504
Omzet_meningkat	66	2	4	207	3.14	.426
Kepercayaan_konsumen	66	3	4	238	3.61	.492
Pasar_meluas	66	3	4	224	3.39	.492
Kualitas_produk_meningkat	66	3	4	230	3.48	.504
Percaya_diri	66	3	4	236	3.58	.498
Kerjasama_antar_lembaga	66	3	4	229	3.47	.503
Dukungan_pendamping	66	3	4	225	3.41	.495
Partisipasi_UMKM	66	3	4	221	3.35	.480
Harapan_luaskan_program	66	3	4	245	3.71	.456
Rekomendasi_UMKM_lain	66	3	4	238	3.61	.492
Model_pemberdayaan_efektif	66	3	4	233	3.53	.503
Kepuasan_program	66	3	4	231	3.50	.504
Kesesuaian_kebutuhan	66	3	4	227	3.44	.500
Total_Skor	66	48	68	3883	58.83	5.809
Valid N (listwise)	66					

Source: Author(s), 2025 (Processed using SPSS Version 29)

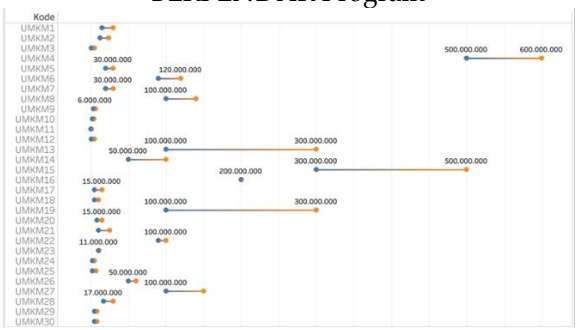
Regional analysis indicates that all areas in the Special Region of Yogyakarta fall within the "satisfied" category, with the highest score recorded in Yogyakarta City (3.75) and the lowest in Gunungkidul (3.40). This variation is influenced more by factors such as geographic accessibility, production facility readiness, and the intensity of mentoring rather than by differences in program design.

Changes in MSME Turnover After Participating in the BERPENDAR Program (Quantitative Findings)

The economic impact of the program was analyzed using a before–after approach involving 30 MSMEs that provided complete turnover data. The analysis shows that all MSMEs experienced an increase in turnover, although with a relatively high degree of variation. The average increase in

turnover was recorded at 107.72%, indicating substantial business growth following the acquisition of marketing authorization and participation in the mentoring process.

Figure 7. Visualization of MSME Turnover Changes Before and After Participating in the BERPENDAR Program



Source: Authors, 2025 (Processed using Tableau Public 2025.2)

MSMEs with lower initial turnover tend to exhibit higher percentage increases, while medium-scale MSMEs demonstrate more stable and consistent growth, particularly in the frozen food, bakery, and processed beverage sectors. None of the MSMEs experienced a decline in turnover, reinforcing the indication that the program delivers universal economic benefits to participating businesses. These findings suggest that business legality and technical mentoring obtained through the BERPENDAR network contribute to increased consumer trust, expanded market access, and greater MSME confidence to enter more formal market segments.

CONCLUSIONS

Based on the integration of qualitative findings, survey data from 66 MSMEs, and network structure analysis using SNA and Frans van Waarden's seven dimensions of policy networks, several key conclusions can be drawn.

1) The BERPENDAR Program demonstrates that cross-actor policy networks can function effectively in supporting the acceleration of MSME marketing authorization issuance. The involvement of central and local government actors, academia, the private sector, facilitators, and MSMEs forms a network that enables complementary role distribution. Within this network, regulatory authority rests with the Directorate of Processed Food Registration of BPOM RI as the final decision-maker, while BBPOM in Yogyakarta occupies a strategic position at the technical and operational levels as the implementer of mentoring activities and the connector among actors at the local level.
2) The effectiveness of the BERPENDAR network is determined not only by formal structures and regulations, but also by non-formal, trust-based network norms. The absence of formal cooperation agreements such as memoranda of understanding does not weaken network performance, as collaboration is carried out through flexible coordination practices, direct communication, and a shared orientation toward solving MSME-related problems. These network norms constitute a critical factor in strengthening network stability and adaptability within the local context of the Special Region of Yogyakarta.

3) In terms of outcomes, BERPENDAR contributes to the gradual enhancement of MSME capacity, including improvements in legal compliance, production quality, and business actors' confidence. Quantitative findings indicate high levels of MSME satisfaction with service quality, as well as increased business turnover following the acquisition of marketing authorization. Marketing authorization is perceived not merely as an administrative achievement, but as a form of legitimacy that encourages MSMEs to access broader and more formal market segments.
4) The study finds that after marketing authorization is obtained, MSME challenges shift from licensing-related issues toward business sustainability, particularly in product promotion and marketing. At this stage, the BERPENDAR network continues to play a role through promotional support, facilitation of exhibitions, and collaboration with local governments and the private sector. However, variations in MSME performance indicate that post-authorization support still needs to be strengthened to ensure that increased confidence is accompanied by sustainable business performance improvements.
5) This study underscores the importance of network leadership in the success of the BERPENDAR Program. Despite the absence of formal MoUs, BBPOM in Yogyakarta exercises a facilitative and orchestrative leadership role by directing workflows, coordinating cross-sector actors, and managing relationships and decision-making processes collaboratively. This leadership is not manifested through hierarchical command, but rather through the ability to build trust, maintain communication, and align actors' interests.

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