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CAN THE POLICY ENVIRONMENT IMPROVE THE POLICY IMPLEMENTATION PRACTICE?

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Abstract. This study aims to introduce the concept of social capital based on public policy environment into the study of policy implementation modalities. Using recent empirical data, it describes the challenge of institutionalizing a new set of social capital and its relationship within the framework of governance quality to address the question of how social capital is implemented. To answer this question, the authors used qualitative methods and case studies to discuss crucial aspects of regulating the institutionalization of social capital development and the interaction of social capital within the governance framework that government will adopt. The group of independent home-based workers at the village level was selected based on national policy and program support, which provides a comprehensive empirical foundation for observing it inside the village governance framework. The findings show that social capital can improve policy implementation through 2 things: strengthening social capital through affirmative policy support and programs for special groups/forums. Development of a variety of decision-making innovations, such as women's network leadership meetings, village discussions, women's schools and an important role in formal planning at the village level. Both are correlated to the institutionalization of a new value system, relations between institutions, and the formation of new public values that are more genuine, and reinforce the diversity of previous implementation values. Social capital is the most elementary part for the successful implementation of public policies initiated by the state. The impact is that policy implementation has the ability to reduce the socio-economic costs of development, and functions to synergize the achievement of decent work and self-reliance for groups of women homeworkers.

Keywords: policy environment, social capital, governance quality, policy implementation.

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Introduction

Decent work for groups of independent home-based workers remains a marginal concept at international, national, and local levels, including in policy practices, that has not been widely adopted (Ray et al., 2019; Lawson and Chowdhury, 2022). It is also a multidimensional concept, relating to three things: aspects of the establishment of the structure of actors dominated by women, including girls; a deficit in decent work characterized by invisibility and marginalization, vulnerability and gender-based informality (Elgin and Elveren, 2021; Domanska et al., 2019; Binelli, 2016) and the ability to reduce economic and social costs in development, survive in disaster situations, contribute to family income and education by using their social capital (Biernacka et al., 2018).

This study discusses the problem of this group's decent work deficit which ends up in Indonesian countryside. The presence of this group is not acknowledged, they are not recognized as workers, and the government has not made their issues as a priority. 43% of the Indonesian population live in villages, about 49.5% are women, and approximately 30.1% are children (under the age of 18 years). In 2020, the Indonesian National Statistics Agency (BPS) reported that this sector, which is classified as informal, employed 70.49 million people, of whom 45.79 million were women. The deficit is characterized by job insecurity, low income, substandard working and housing conditions, and lack of access to public and private social services. This group lacks a voice in the decision-making process regarding public policies and services that are crucial to their productivity, including land and housing allocation policies, basic infrastructure, and transport services. However, this group is recognized as having control over their labour management and is responsible for implementing enhancements based on strong social values.

Concerning the Indonesian government's commitment to the policy of improving women's economic output and the village's sustainable development goals

(SDGs), the issue of the group's decent work deficit is crucial. This is stated firstly in the national policy on poverty reduction as stated in the Ministry of Women's Empowerment and Child Protection Regulation number 6 of 2016 on increasing women's economic productivity (PPEP) through empowering women entrepreneurs with a gender perspective and strengthening Home Industry. Secondly, the global SDGs implementation policy in Indonesia as outlined in presidential Regulation number 59 of 2017, which addresses the implementation of the Sustainable Goals. Referring to the presidential regulation, the village SDGs were compiled, with village development across Indonesia referring to 18 sustainable goals with an inclusive development model (revitalization and utilization of social capital), through one type of village institution that must be achieved, namely a village that welcomes women and cares for children. Based on the two regulations, improving the economy and women's entrepreneurship, leadership is an integral aspect of an integrated framework for local development based on the social capital of the local community.

Studies in Indonesia and other countries have examined this topic. Mapping conducted in several regions of Indonesia, including North Sumatra, West Java, Central Java, Yogyakarta, East Java, and Banten, reveals that most independent home-based workers are tough, courageous, persistent, compassionate and kind women who are willing to help others, who are resilient and self-reliant, and who have a high level of entrepreneurial skills (ILO, 2015). During the Covid 19 pandemic and large-scale restrictions, it was discovered that economic processes in the production and distribution of commodities for this population could be maintained through collaboration and social networks (Muhyidin, 2020; Ismail et al, 2021; Narula, 2020). The networks, norms and trust associated with the practice of economic policy built by this group have proven to be able to fight for various supports for community interests in different policies, including tourism policy, waste policy and other regional economic development policies (Nasir, 2022; Tresiana and Duadji, 2021a).

Several countries, including Argentina, Ireland, Finland, Belgium, the Netherlands, Bosnia and Herzegovina, Bulgaria, the Republic of Macedonia, Albania, and Tajikistan, have attempted to address this issue by ratifying ILO Convention 177/1996, which recognizes the protection of home-based workers. However, it is recognised that gender issues continue to play a significant role in their susceptibility, particularly among the lower strata of society (England, 2017; Yap and Melchor, 2015). Countries using the term, such as Zimbabwe, Tanzania, Brazil and Ecuador, demonstrate that gender deficits in decent work are still widespread at international, national and local levels (Lawrence et al., 2008).

Thus, the challenge is how to address this, as progress in this area is likely to have ramifications not only for the growth of substantial economic productivity, but also for the achievement of gender equality (Ray et al., 2019; Ismail et al., 2022). Even the World Bank acknowledges that gender inequality has resulted in the loss of 160,2 trillion dollars' worth of global human resource capital (Kennedy et al., 2018). Failure to implement the policy is one of the contributing factors. According to several studies, most policies in this group are based solely on government capacity considerations and are insensitive to environmental

factors (Lopez, 2017; Hupe et al., 2014; Duadji et al., 2022). There is inadequate support for gender equality (Razavi, 2016), social energy production (Brown and Livermore, 2019; Izmen, 2019; Tresiana et al., 2022), local lenses (Jimenez et al., 2020; Tresiana et al., 2022), and collaboration (Emerson et al., 2012; Etzkowitz, 2012; Hysing, 2022).

Based on several previous studies, this study has attracted the attention of not only scholars and managers but also of planners and policy makers. In a study conducted in Australia between 2000 and 2009 (Bletsas and Charlesworth, 2013) gender equality was associated with decent work as a keyword. As a result, the Australian Parliament discussed and implemented the concept of a transformative model of gender equality in economic development, beginning with a precise definition of decent work and proceeding to its adoption into the policy framework. However, according to research undertaken in India and other developing countries, what is occurring in Australia remains the biggest obstacle to growth particularly in developing countries (Kumarpathania, 2017; Mohapatra, 2012; Rai et al., 2019).

Three studies conducted in Pakistan, India, and Nigeria demonstrate the significance of strengthening environmental factors, such as culture, beliefs, and individual rationality to increase women's productivity and economic success and enhance the implementation of existing programs to empower this group. In Pakistan, six rural areas of Khyber in the Province of Pukhtoonkhwah that are representative of the country's southern, northern, and central plains are being studied. According to 480 female workers, socio-cultural, economic, demographic, and environmental factors can boost economic production and promote empowerment. Strict cultural reasons necessitate that women conduct their economic activity at home. Development programs by NGOs and the government play a crucial role in providing credit, training, and awareness, especially in the northern and southern regions (Jabeen et al., 2020). The study of Nupe and Yoruba in Nigeria reveals, through a comparison of productive resource ownership, that the Nube region has a stronger culture of access to and control over productive resources than the Yorube region with its biological gender division into male and female. On selected productive resources, cultural influences come from the interaction of gender, ownership, and decision-making with culture. Better access to and control over productive resources for women can result from improvements in mainstreaming and converting gender equality issues into real government activities (Ajadi et al., 2015). Meanwhile, research linking trust and social capital in women's business groups in traditional villages in India has identified caste, region, and religion as circumstances that promote the formation of organizations and groupings characterized by trust, dependability, reciprocity, and shared values, which factor is inherent as social capital for cohesion in a customary village (Nasir, 2021).

This study focuses on managing environmental elements in the form of social capital to improve the implementation process, so that future policy implementations have a greater probability of success. In implementing change, the state is only one of several parts that build a collective network with a variety of value systems and norms carried at the supra-organizational, inter-organizational,

zational, and intra-organizational levels, and are interconnected in their social system commitment. In the end, the implementation scheme will not be neutral with regard to the diverse realities that evolve within its environment (ecology). The value system may consist of formal values produced by hierarchical and rational institutions, but it can also be impacted by numerous varieties of the value system constructed spontaneously and rationally by the public (Bryson, 2014; Fisher, 2021; Igalla et al., 2021; Cho and Moon, 2019). In this context, the successful implementation of the policy to make work feasible for groups of women homeworkers is related to the environmental factors of the policy (Adegbite et al, 2021; Kim and Yoon, 2018).

Several studies examine environmental factors as non-government stakeholders; economic-social-political factors are also examined (Duadji et al., 2022; Fisher et al., 2021; Newiq, 2014). Nonetheless, this study addresses the gap by studying two major aspects: establishing the method and mechanism for developing social capital and controlling the interplay of social capital within the governance framework adopted by the government.

Thus, this study wants to answer two questions. First, how the processes and mechanisms for the development of social capital are institutionalized at the forums of the women's home industry? Second, what is the organizational and managerial role of government to link the social capital of this group in order to improve the implementation of village-level women's home industry policies. Changes in policy implementation are in a new ecology that is full of values and requires social concerts, both resources and networking. Formal values that were previously produced hierarchically and rationally by the government need to be strengthened with spontaneous and rational values as social capital whose domain is in public entities with various variants, including groups of smaller social systems. These variants of social capital are value-building elements from entity segregations created by society that contribute to reducing the socio-economic costs of development, developing public initiatives, strong public spirit and being able to respond positively to public policies. Therefore the aim of research in the context of implementation changes is to place the social capital of specific community groups, which is the most elementary part of the successful implementation of public policies initiated by the state.

This study was conducted in South Lampung Regency, Lampung Province, Indonesia, in two villages (Canti and Way Mulih). This location was selected as one of the regencies in Lampung Province with a long history of independent home-based workers. The study was conducted in a poor family with the fairly well-established group institution, developed local values and customary villages, and attention for social capital studies, governance, and policy implementation.

Literature Review

Policy implementation, policy environment and social capital

Pressman and Wildavsky's development of policy implementation studies provides an explanation for why implementation failures occur. The purpose

aim of the study of public policy implementation is to comprehend understand phenomena of implementation, such as: why Why does the implementation of a public policy fail to be implemented in an area?; Why does a policy formulated by the same government have varying levels of success when implemented by a local government?; Why is one type of policy easier to implement than another?; and Why do differences in target groups affect the success of implementation?

The ultimate goal of efforts to comprehend diverse implementation phenomena is to map the explanatory factors/variables that influence the genesis of diverse implementation phenomena (Hudson et al., 2019). To yet, implementation studies and practices have solely focused on executing policies while stressing that the delivery of interventions, emphasising desired outcomes. Less emphasis has been placed on achieving goals inside within the target group or community (Hupe et al., 2019).

According to several experts, the democratic governance approach alters the evaluation of implementation performance. Due to the widespread democratization process in various countries, the role of the state as the sole implementer has changed dramatically in Indonesia. The demand for public accountability and the tendency to give a more decisive role to the public have become the main topic of broad public articulation. Policy implementation is carried out by a public entity, with the function of the state as implementer becoming increasingly limited, necessitating a public presence in the sense that non-state actors are gaining importance. The implementation of a policy or program cannot take place in a vacuum. Rather, it takes place in a region characterized by geographical, social, economic and political conditions and involving many stakeholders (Beer, 2017; Howlett et al, 2015). Newig and Koontz (2014) point to the existence of non-governmental actors with a set of characteristics, their values, as interacting environmental factors that make the implementation process dynamic.

Parallel to the preceding, the study by Jain et al. (2020) and Chamchong (2019) reinforce the description of changes in policy implementation in a new social ecology laden with value systems such as culture, politics, information and communication. Formal values, that are replicated in a rational and hierarchical manner contribute to the development of the nature of change. But the more significant and strategic factors that affect the nature of change are spontaneous and illogical idioms and value quadrants which constitute social capital in the implementation environment and in the groups of smaller and specific social systems, such as specific community groups and community forums (Kim and Yoon, 2018).

Fukuyama (2013), describes a shift from a bureaucratic to a participatory mode of operation, from command and control to accountability for results, from internal dependence to being competitive and innovative, from closed and slow to open and fast, and from intolerance to the freedom of implementation to fail or succeed. The application of this principle is therefore determined by the deposit and configuration of environmental factors in the form of publicly accessible social capital.

Configuration of future changes in policy implementation: the role of social capital in the quality governance framework

The function of social capital in the implementation of the change process is becoming increasingly significant and substantial. In this study, social capital is derived mostly from the public domain. The fundamental premise is that social capital is a valuable asset and its domain consists of public entities with different variants. These variants of social capital may become the value-adding components of the society-created entity segregations. The state or government is a type of public entity that can reject or impose social capital on entities outside its boundaries. The strong theoretical foundation of social capital is trust; therefore, social capital is defined as a capability coming from mutual trust in a society or a segment of a society. As one of the manifestations of the existence of collective robustness to uphold social norms of cooperation, trust is one of the defining characteristics of social cohesion. This does not evolve spontaneously; some social orders are in fact primarily governed by the presence of this spirit of mutual trust, and the emergence of this trust is also strongly determined by cultural norms. Therefore, Fukuyama's claims that formal rules created with a strong hierarchical foundation will not contribute significantly to the creation of trust if they cannot be absorbed flexibly into a network of smaller social systems (Fukuyama, 2013; Shrestha, 2015).

Changes in policy implementation ushered in the anti-government age of democratization. Two experts, namely Box, Osborne and Gaebler, highlighted governance and citizen governance, leading to the idea of linking the role of social capital and the process of enhancing policy implementation in the framework of quality government. Using a structuralist perspective as argued by Fukuyama (2013), Bryson (2014) and Tresiana et al. (2022), connecting the two in the framework of quality governance can be considered at two levels: 1) the institutional level; this section focuses on how social capital is institutionalized, starting with the value system, formal or informal regulations with a solid level of institutionalization, how the hierarchy is organized, and what the procedures are; 2) at the organisational and managerial level; how do hierarchical bureaucracies, departments, commissions and government agencies and organizations work with government responsible for social capital and governance?

Moreover, social capital can enhance the quality of governance in three ways: by widening the scope of accountability, by facilitating agreements, and by enhancing the capacity for innovation in the decision-making process (Zhang et al, 2019; Ko and Kim, 2021). Mamokhere et al. (2021), explain that the quality of government is ultimately determined by a several factors, including: 1) the performance of government reflects the contours of the value system that takes place in its niche, therefore the intelligence of government actors, including bureaucrats and other officials, in adopting these values in the form of a commitment and then incorporating them into the government process is an important investment so that government is not alienated from the public; 2) how the centralization of the civic value system in government can affect the overall effectiveness of government.

In addition, Fukuyama's (2013) study identifies four essential elements as The Principles of Community Governance: the principle of scale, the principle of democracy, the concept of accountability and the principle of accountability. Consequently, the public plays an important role in a social system. Only authorities that are able to facilitate the expansion of public preferences in a responsible manner can gain the trust of the public. According to Prudence et al. (2021) and Radhika (2012), it is crucial to present a variety of ethical alternatives for public administrators to improve their ethics at the professional level. The first is deontological, where official ethics are based on institutional oaths; the second is consequential or teleological, where utilitarian and cost-benefit analysis are examples of this group's practice; and the third is spiritual wisdom ethics, where internal ethics are reproduced from a constant dialogue between thought and intuitive awareness. There has been a significant realignment in the development of ethics. Originally an external realm, ethical issues have now returned to a more personal realm.

In this context, the deformation of his character and ethics into what is known as spiritual wisdom ethics becomes crucial. The configuration of the effectiveness of changes in policy implementation is defined by the degree to which the public, as its constituents, provides assurances and permits that the agendas and concerns that are prioritized including popular preferences. Political support, public loyalty and integrity to public values, and public appreciation of government are largely determined by the extent to which government agencies build, strengthen, and place environmental values (social capital) into the public process (Mamokhere et al., 2021; Igalla et al., 2021).

Research methodology

The research employed qualitative and case-based study. This method was selected to facilitate why and how inquiries, particularly when interactions and governance phenomena are studied (Yin, 2014). The design of this study allows for an in-depth exploration of the challenges of incorporating social capital into policy adaptation for groups of independent home-based workers. The analytical unit consists of both government and community institutions. The focal points of the research are governance of institutionalization of processes and mechanisms of social capital development within the framework of the women's home industry forum, the regulation of inter-institutional connections, and the findings produced in relation to strengthening public values. In-depth interviews were conducted as the study promotes two-way oral communication between the researcher and the subjects.

We also collect secondary data from official and non-governmental sources, such as reports and news. The interviews were recorded and encrypted to ensure accuracy and diversity of data. Methods of interactive analysis are used to reduce, present and validate the data. Interview transcripts were re-checked and field notes were used to ensure the integrity of the data. Multiple data sources were triangulated by the researchers to ensure data quality (Miles dan Huberman, 1994). In order to confirm the accuracy of the data, the

researcher used triangulation. According to the data sources, the data in this study comes from a variety of formats (interviews, questions and news articles) and sources (local communities and various government agencies) (Creswell, 2013), where information or data is compared in various ways. Interviews and observations were used to confirm the accuracy and completeness of the presented information.

Results and discussions

Profile of independent home-based workers in south lampung regency

Independent home based workers in Canti and Way Muli Villages, South Lampung Regency, are home-based business actors at the micro and super micro levels (capital below 5 million) that have existed and grown for generations, managed by one family with female business drivers (mother, grandmother, daughter, other sister).

In 2016, the Ministry of Women's Empowerment and National Child Protection (KPPPA RI), in partnership with many key Ministries/institutions, designated this area as the pilot project for a cottage industry development program with 20 additional regions in Indonesia. The program objectives are: 1) increasing family income through productive activities carried out at home by women entrepreneurs with the growing support of their husbands and other family members; 2) creating alternative business opportunities; and 3) developing creative industries through women empowerment activities to strengthen the Home Industry network. The next phase of home business stakeholders is called the Home Industry Business Group.

The results of observations and documentation characterize the two villages as fishing villages with a significant number of female migrant workers abroad in legal and illegal status (58 percent of adult women and children), and susceptibility to human trafficking crimes (average 10 cases per year), disadvantaged areas have concerns with stunting (5 cases). In the meantime, the results of the survey on the profiles of business actors reveal the following characteristics: 1) there are 201 female business actors and the participation of all family members except fathers; 2) the main business is fish food processing and cuisine based on marine products, such as fish head restaurants, fish balls, fish bone crackers and seafood handicrafts; 3) the production of goods and services is conducted in privately owned residences; 4) The actors of independent home-based workers have: primary and junior high school education and is of productive age (19–45), meaning he or she can support a family; 5) possess a business capital of less than \$5 million and a non-loan source of personal capital; 6) uses manual technology; 7) makes direct sales and orders, intra- and inter-village marketing, and cash-based payment systems; 8) minimum government training; 9) superior commercial waste treatment.

The interviews and observations were carried out from January to May 2021 with several informants, including: home industry forum members and administrators, village workers, village officials, universities, NGOs, strategic groups, were found:

“First: the main problem faced by 2 villages and villages comparable to them is the accumulation of garbage from organic waste in the form of fish scales, fish excrement, and fish bones generated by village economic operations. This produces an odor that is harmful to health and contaminates the groundwater. Through village-university partnerships, fish bones and scales can be processed into handicrafts, and innovations in transforming fish bones and fish heads into processed foods with a high nutritional value for toddlers have been used to combat stunting and have the potential to reduce the impact of emissions resulting from bone and fish skin waste, particularly CH₄ and CO₂ emissions. Second: this business group was successful in initiating and establishing: 1) a forum for cottage industries at the village level, and 2) forums to interact with similar cross-village groups and collaborate on the construction of business centers in small units of tourism buffer areas and tourist areas. The centers become a vehicle for production process activities and special areas for product commodities, marketing, and the gathering of similar business actors across villages; 3) the centers that have been established have begun operations (started up); the next step is for the government to provide assistance and institutional strengthening, but activities and technology are still basic, despite the fact that connectivity with the market, capital intervention, and interaction between centers has begun”.

The Role of the Policy Environment (Social Capital) in Policy Implementation Changes

This section discusses the relationship between social capital and policy implementation. This is demonstrated in two aspects: a) strategic aspects of establishing social capital and institutionalization carried out by the government in the framework of a home industry forum; b) aspects pertaining to how social capital influences and improves the organizational structure and management of the government. This can be seen in the government’s innovative efforts to increase decision-making capacity.

In general, we discover that there are numerous obstacles at the institutional, organizational, and management levels. Detailed explanation is provided below.

1. Building social capital through the home industry forum

This section describes the processes and mechanisms of building social capital at the institutional level in women’s home industry forums. We found that there are four strategic aspects that contribute to this: the driver aspect in the form of driving social capital (rules, policies and hierarchical procedures), the trigger aspect in the form of triggering social capital (trust, mutual cooperation, individual rationality), the mechanism aspect in the form of activities used to generate and strengthen social capital, and the perceived impact aspect (social, economic and political).

We discovered several formal and informal regulations with a moderate degree of institutionalization, hierarchical arrangement and procedures that describe the collective values established by the government. Table 1 below illustrates the explanation.

Table 1

The Process and Mechanism of Building Social Capital in the Village Women's Home Industry Forum

No	Strategic Aspects	Institutional Form	Social Capital Variant
1	Driver	<ul style="list-style-type: none"> – International policy in the form of ILO Home-workers Convention No. 177 of 1996, provides recognition of homeworkers, including self-employed; – The Indonesian Central Statistics Agency (BPS) has included questions regarding workplaces and payment systems in the National Labor Force Survey questionnaire since 2016; – Policy for Increasing Women's Economic Productivity (PPEP) in 2004; – Regulation of the Minister of Women's Empowerment and Child Protection of the Republic of Indonesia Number 2 of 2016 concerning General Guidelines for the Development of Home Industry to Improve Family Welfare through Empowerment of Women; – Declaration of women and child friendly villages, prima villages and disaster response villages and the locality-based one village one product (OVO) program from across ministries 	<ul style="list-style-type: none"> – National statistical survey recognition intervention since 2016; – Policy interventions and derivative programs at the level of state and village ministries
2	Trigger	<ul style="list-style-type: none"> – It is a disaster-prone area (earthquake and tsunami), the problem of marine waste, beaches and environmental damage, including the COVID-19 pandemic; – Homeworkers' forums have been formed for a long time, becoming a gathering space based on local processes, local skills, local knowledge, resources and local solidarity; – Trust, mutual cooperation, security, the presence of developing innovation leaders are support for strengthening social capital 	<ul style="list-style-type: none"> – Regional issues/problems; – Long-standing groups/institutions; – Variants of social capital include trust, mutual collaboration, and security; – The presence of an innovation champion facilitates the establishment of trust
3	Mechanism used	<ul style="list-style-type: none"> – Weekly and monthly meetings, arisan activities (savings and loans), and the development of self-cooperative activities among members; – Assistance from the leadership of female innovation champions in developing businesses in the form of centers and home industry startups; – Assistance from universities and local financial institutions; – Mass production, sales, and labor exchange 	<ul style="list-style-type: none"> – Regular meetings and productive economic activities; – Cooperatives, centers, and home-based business startups
4	The resulting impact	<ul style="list-style-type: none"> – Expanding forum membership, both within and between villages; – Easy access to technology and credit information, a larger market, and labor exchange; – Increasing the income of home industry players (the number of advanced IR players is growing); – Negotiating access to government services and facilities, and marketing products on a larger scale; – Participating in local level development planning deliberations 	<ul style="list-style-type: none"> – Social and economic empowerment; – Government intervention of widely accessible information facilities; – Decentralized decision making; – Integration and relations within and outside government institutions

Source: Compiled by the authors based on interviews and documentation, 2020.

Some institutional level observations are obtained as follows: a) although there is no recognition of ILO agreements, the national government encourages the implementation of two national and local policies and programs. These are the foundation and recognition of this group's decent work at all levels of government and across institutions; b) various crucial issues/problems in the region, the existence of local institutions of home industry forums that have been ongoing for a long time, security, and the presence of innovation champions all contribute to paving the way for the development of trust as the basis for social capital; c) as a tool for developing social capital, the frequent gatherings evolved from a means of saving money into economically productive activities in the form of pre-cooperatives, centers, and home industry start-ups. Initially, the mechanism for the home industry forum took the shape form of an arisan, which was merely a gathering, before transforming into a cooperative educational medium. Education on waste management, use value processing, product processing, capital savings and loans are included in the strategic content. Forums and institutions were transformed into business and pre-cooperative forums. Forum members participate in a variety of community/social activities that have economic implications as a result of impact due to intensive social relations and productive activity; d) as a result, the forum becomes dynamic and productive, and social and economic empowerment emerges, capable of addressing waste issues, capital demands, and the production of village goods. When a business has difficulties, social networks become a survival strategy. A shared responsibility method based on mutual help is the quickest way to solve problems for members. This fact makes access to economic resources more accessible and requires solid economic and business interactions for survival. Employment development can be achieved through a series of productive efforts incorporated in the forum, such as encouraging the village economy, capital mobilization and local social dialogue, government intervention in the form of access to facilities and infrastructure, decision-making power and good relations.

The home industry forum for women's groups has become a platform for the production, interaction and transaction of social capital, which has been working for a long time and continues to grow. Local processes, local skills, local knowledge and forum-owned resources serve as the foundation for the development of social capital, such as mutual cooperation, trust and social solidarity. Developing ties and networks with inter -regional/village forums/groups into a hierarchy and process that leads to the development of social capital stocks and bridges access to government resources and other service providers for mutual interests and advantages is a dynamic process. Government support in the form of relevant policies and programs has become a strategic driver for the dynamics of economic and social activities, including forum decision-making. This institutionalization provides economic, social and political benefits, albeit within a constrained political scope.

2. Innovation in institutional decision-making at the Legal Village Forum: linking the role of social capital and changes in policy implementation within the framework of governance quality

This section describes the organizational and managerial levels of government involved in accelerating the business interests of women's home indus-

try actors and other institutions within an inter-institutional network. One way in which social capital improves the quality of governance is through the regulation of capacity innovation in the government decision-making process based on the social capital. We see that the government has the ability to accelerate the interests of this group in a network between institutions. Joint decision-making can be done with the government or networking groups. Based on this, it will be described how the government develops decision-making innovations that can strengthen relations with new public values as social capital. This has an impact on increasing trust, control and the large role of this group in the successful implementation of specific policies and programs. We conducted interviews with key people and collected observations to determine what transpired. Details are provided in Table 2 below.

Table 2

Types of Innovations to Develop Decision-making

No	Type of Innovation to Develop Decision-Making	Inter-institutional Network	Strengthening Civic Minded Values
1	Meeting of Women's Network Leaders	– Groups/forums of innovation champions with the government build a collective network.	– Value of strengthening local institutions
2	Village Discussion	– Groups/forums of innovation champions, and the government develop communication and share information.	– Value strengthening trust and cooperation
3	Construction of a school for women's Home based workers	– Groups and forums improve their skill competency, leadership ability, networking capacity, and policy advocacy.	– The value of building and strengthening competencies and public initiatives
4	Village/sub-district Development Planning Deliberations, policy affirmations in the form of regent regulations and village regulations, and integrated regional development.	– Groups/forums and the government produce policies/regulatory frameworks and strategic plans.	– Establish public control via planning and decision making – Building assurance that priority agendas and issues can be included in public preferences.

Source: Research results, 2022

Table 2 illustrates how social capital enhances the quality of government. Efforts are made to promote decision-making and innovation. We observe several functions of government and regulation of diverse policies and programs, establishing productive partnerships between institutions to promote public values (participation, trust and control). This section describes the following:

1. The government arranges a gathering of women network leaders of home-based workers to boost their networks. This is the initial role adopted by the

- government with two objectives: a) sharing organizational experiences so that the results can be used to analyze the problems encountered, and b) understanding and awareness of the struggle for common rights and goals by strengthening organizations/forums; thereby growing and building critical awareness between organizations (network);
2. The government strengthens the intensity of relations through village discussions. The role aims to: a) build dialogue leading to two-way relationships between the government, stakeholders and cottage industry forums, as well as raise government awareness of this group and address their problems and needs; b) start a forum for sharing and strengthening each other, the results of which are included in this group's program in advising on development planning and the construction of women's schools at the village and sub-district levels guided by NGOs and universities;
 3. The government plays a role in improving the capacity building of independent schools for women home-based workers in villages and across villages. This role provides: a) essential skills, information and resources for leadership, decision-making and choice-making; b) the capacity and ability to advocate for policies to strengthen the guarantee of protection of decent working and living conditions.
 4. Integrate program and group needs through decision making in village planning and development deliberations (musrenbangdes) and support for regulations and policies. Both are measures to build trust, maintain public scrutiny and ensure the agenda and priority concerns of the group.

Expanding the decision-making power of groups provides a venue for interaction between government and community groups. Government roles include endorsing specific policies and programs, the promotion of dialogue, networking collaboration, and education, all of which serve to enhance the shared values of government and society. Positive interactions can be observed as a result of the government adoption of a commitment and integrity attitude to continue using local institutions, the utilization and institutionalization of local/informal value systems, the strengthening of local networks, and the strengthening and assisting of innovation champions to increase capacity and support for a range of programs at the local level. Innovation and decision-making space in the form of participation in village policy-making through formal village consultative forums have been successful in fostering high levels of trust and strong control as a result of feeling that they play a significant role in the implementation of village-specific policies and programs.

Discussions

The increasing interest of policy makers on the importance of social capital to improve policy implementation practices has stimulated various concerns, research and analysis related to how to develop the implementation of independent home-based workers. Various government strategies in South Lampung Regency have been launched to support this, one of which is through the development of village-based women's home industries.

Several researchers have studied and evaluated the implementation of the policy in the development of independent home based workers, but their studies were primarily focused on the description of homeworkers (Elgib and Elveren, 2021; Powel and Craig, 2015; Ismail et al, 2022; Narula, 2020), or the description of the policy environment, and the implementation of the policy with the government as the sole authority in policy implementation (Lopez, 2017; Hupe et al., 2014; Tresiana and Duadji, 2021).

There are now two basic routes of decent job development for independent home based workers in Indonesia. First, increasing business scale and economic productivity by extending markets so that businesses can compete not just locally, but also nationally and internationally. Access to capital, policy, marketing and information, and work skills are resolved through government intervention. Second, inclusive and integrated regional development that utilizes revitalization, social capital, decentralization of governance structures and collaboration through priority village schemes, policy support and decent work promotion programs are important foundations for enhancing decision-making capacity.

The absence of a home-based workers' convention, particularly in the form of national and local policies, presents the greatest obstacle to the development of this business group. Government makes a significant contribution by selecting policies and prioritising important and urgent policies (Bryson and Bloomberg, 2014; Fisher et al., 2021; Hudson et al., 2019; Adegbite et al., 2021). Under pressure and amidst the challenges of socio-economic transformation, building social capital values among independent home-based workers can promote sustainable rural development and livelihoods (Shrestha, 2015; Bletsas and Charlesworth, 2013; Tresiana and Duadji, 2021; Nasir, 2021).

The importance of social capital given that it is a capability arising from mutual trust within a society or a subset of a society. Trust is one of the manifestations of the existence of collective resilience necessary to maintain social norms' cohesion. Therefore, trust will not arise spontaneously, but rather as a result of the group's long-lasting cohesion (homeworkers forum). Hierarchical norms are vital, but insufficient to create trust in a community group. Indeed, social order will be mainly governed by the presence of this mutual trust, and the creation of this trust will be substantially dictated by cultural character (Tresiana and Duadji, 2022; Brown and Livermore, 2019; Izmen, 2018).

Therefore, according to Fukuyama (2013), the value of formal norms that are built with a strong hierarchical structure will not contribute to the establishment of building trust unless they can be absorbed flexibly incorporated into a network of smaller social systems, either in the form of groups or regions. Several case studies in Japan show that the Japanese population has a high level of mutual trust exhibited by the Japanese people, which serves as the primary foundation for the expanding information revolution. Those with a low level of trust will never be able to produce efficient information technology (Lim et al., 2016; Fukuyama, 2013). According to our findings, different variants of social capital ranging from trust, mutual cooperation, security, local institutions, presenting local leaders and innovation champions, combined with different drivers of policy interventions and specific programs, have been identi-

fied as priority value systems for government to improve the design of social capital implementation.

The next section discusses the relationship between the policy environment in the form of social capital and enhancing policy implementation. Democratic governance as a novel approach to policy implementation is deeply connected to value systems in the form of culture, politics, information and communication. The spontaneous and irrational idioms and quadrants of values that constitute the social capital of a society are an important feature alongside formal values. Social energy built autonomously, collaboratively and sincerely by the community determines the success of implementation (Kim and Yoon, 2017; Jain et al., 2020).

An important issue to analyze is how social capital can work to improve policy implementation in order to comprehend the debate's interactions in terms of how social capital enhances the quality of government. One method to accomplish this is through enhancing the capacity for innovation in the decision-making process while confronting new issues (Ko and Kim, 2021; Tresiana and Duadji, 2022). In this context, accelerating *public interests* in a *network* between institutions becomes strategic (Newigand Koontz, 2014; Beer, 2017; Cho and Moon, 2019; Duadji et al., 2022). Some forms of innovation carried out by the government to develop decision-making capacity include: 1) developing networks through meetings of women leaders across villages; 2) improving the quality of dialogue; 3) education and capacity building in the form of girls' schools; 4) become an important part of the village legal planning forum; 5) affirmation and integration of specific policies and programs for the development of integrated local areas (such as child- and women-friendly villages; superior villages; disaster-responsive villages, etc).

The quality of a government is achieved when its activities and performance reflect the contours of the value system that exists within the niche of its entity. The government will not alienate the public if it invests in the intelligence of government actors, including the collection and incorporation of social capital into the process (Fukuyama, 2013; Shrestha, 2015; Mamokhere et al., 2021; Prudence et al., 2021; Lim et al., 2016). The existence of broad public trust is evidenced by the group's contribution to the integrated development framework at the local level, the strengthening of self-cooperative institutions, the construction of business centers, and the establishment of home-based industries (start-ups). The government's integrity and strong dedication to the need for civic engagement through leadership meetings, dialogues, schools and iterative decision-making could have an impact on its overall performance.

Several studies conducted by Porcher (2019) and Fukuyama (2013) on a community entity with a high level of interaction with public officials indicate that public initiatives tend to evolve more effectively, particularly in response to public issues. A government that integrates its public qualities more intensively will be viewed by the public as an entity capable of providing public goods that benefit the public and engage the public. Studies of states that are the subject of research also show that the greater the citizenship in an entity, the stronger is the public spirit of community among its members, so that new policies are always positively received and polarization caused by the dominance of a few elites can be avoided.

There is a sense of civic duty that positions the community as the most fundamental component for the successful implementation of state-initiated public policies. Studies conducted in several countries, especially in Latin America, reveal that a lack of trust between people is the main cause of widespread corruption among most politicians and bureaucrats. This shows that there is a mutual relationship between the values of society and the development of society and government (Huencho and Orellana, 2020).

The study conducted by Lim (2016), Jain et al. (2020), and Zhang et al. (2019) of a sample of 30 countries in the world corroborates this with the conclusion that people with a high level of trust have a significant improvement in government performance. Furthermore, these findings support the notion of a mutual relationship framework between social capital and changes in policy implementation. This finding confirms that the relationship between trust and high interaction between the public and the government affects the efficiency of the bureaucracy, and changes in the capacity of government institutions in the provision of public goods that provide benefits and affordability. Social capital also contributes to the prospect of more easily resolving the complexities of society-government problems, poverty, reducing unemployment and crime, and enhancing the welfare of the population (Porcher, 2019; Radhika, 2012; Tresiana and Duadji, 2022). Our findings demonstrate that a high level of interaction between the government and community groups encourages the growth of initiatives and public spirit in response to new concerns and policies. On the other side, high levels of interaction can alter the capacity of government institutions to provide public goods with benefits and outreach.

Conclusions

1. This study aims to situate the concept of social capital and the success of policy implementation within the configuration of modifications designed to accommodate the work of independent home-based workers. There is a mainstream and conceptual continuum of public awareness, that the process of accelerating the public interest of this group has been structurally distorted is the main reason why adjustments in policy implementation cannot be avoided. The trend of the new reality, which demands a number of variants of social capital as a new value system and a social concert consisting of resources and networking for the successful implementation of policies
2. Specifically, this study focuses on the relationship between social capital and implementation enhancement within the framework of quality governance. Generally, we discovered two challenges, namely the challenge of institutionalizing social capital processes and mechanisms, which were determined by four important factors, namely the driver factor (in the form of national and local/village government policies), trigger factors (disaster issues, environment; a set of values in the form of trust, mutual cooperation, individual rationality, and the presence of innovation leadership), social capital development mechanism factors (activity dynamics and cooperation/partnership relationships), impact factors (changes in social, economic and political empowerment). Next is the

challenge of connecting the role of social capital within the framework of quality governance, one of which is through innovation in increasing decision-making capacity in relations and collaboration between institutions in a variety of forms including networks of similar groups, schools and dialogue, active participation in decision-making, and special policy support.

3. The findings of the study indicate that various driving factors in the form of specific government intervention policies and programs, triggers in the form of variants of social capital, mechanisms in the form of local institutional support, and the presence of important and influential personalities are strategies for institutionalizing value systems that can be adopted for building social capital as an essential instrument for successful policy implementation. On the one hand, interaction inside the framework of government can stimulate initiative and public spirit. On the other hand, it can change the behaviour of the government in providing public goods that offer benefits and have a wide public reach. The reciprocal relationship between social capital and policy implementation can be derived from a more authentic type of governance based on public values and character synergy.
4. At the strategic level, the fundamental values build a mutually beneficial relationships between the two parties and recognise the space for shared decision-making authority. The duty of government is to foster an attitude of integrity and a strong commitment to the significance of being civic-minded, which can iteratively affect government performance and enable the government to increase economic recession from low value to high productivity and success. Thus, the focus is not on the preferences of government, but on the public/community groups. This will contribute to gaining public trust.
5. In order to optimize and successfully implement policies, it is necessary to encourage changes in the government's way of doing things: a) deforming character and ethics towards spiritual wisdom ethics; b) carrying out an "inward looking ethical" contemplation process; c) define some ethical issues into a more personal area; and d) developing intuitive understanding in order to reinvent the roles of the basic elements and position genuine energy from the community as a capital for successful policy implementation).

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