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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 a social capital-based public policy environment to the study of policy implementation arrangements. Using actual 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 interacts with enhanced implementation. This study's analysis will focus on two hypotheses pertaining to the question of how social capital is built, the role of government in this process, and how to relate the role of social capital within the framework of governance quality. To answer the question, the article employs qualitative methods and case studies to discuss crucial aspects of regulating the institutionalization of processes and mechanisms of social capital development and the interaction of social capital within the governance framework that the government will adopt. The village-level independent home based workers group was selected due to national policy and program support, providing a comprehensive empirical foundation for observing it inside the village government framework. The findings demonstrate that social capital can improve and influence the success of policy implementation by establishing a mutually exclusive relationship between the two and altering the nature and ethics of government deformation, which is directed at two governance orientations: adopting the four stages of capital development, continuing to utilize existing local institutions, and presenting female leaders and innovation champions as a strategy for institutionalizing a new value system. In addition, implementing a strategy to increase relations and decision-making capacity at the local level by encouraging public initiative and spirit through stages of expanding networks, quality meetings and dialogues, capacity building, and integration of needs by becoming an integral part of village legal planning forums and integrated village development programs.

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

Introduction

Decent work for groups of independent home-based workers remains a marginal concept at the international, national, and local levels, including in policy practices, that has not been broadly adopted (Ray et al,2019; Lawson and Chowdhury, 2022). It is also a multi-dimensional concept, relating to three things: aspects of the establishment of the structure of the actors dominated by women, even girls; a decent work deficit 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 utilizing their social capital (Biernacka et al 2018).

This study discusses the issue of this group's decent work deficit which ends up in Indonesian countryside. The presence of the 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 lives in villages, around 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, classed as informal, employed 70.49 million people, of which 45.79 million were women. The deficit is characterized by job uncertainty, 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, as well as basic infrastructure and transportation services. However, this group is recognized as having control over their work management and as being accountable for implementing enhancements based on strong social values.

Concerning the Indonesian government's dedication 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 in: first, the national policy for poverty reduction as stated in the Ministry of Women's Empowerment and Child Protection Regulation Number 6 of 2016 concerning Increasing Women's Economic Productivity (PPEP) through empowering women entrepreneurs with a gender perspective and strengthening Home Industry. Second, the global SDGs implementation policy in Indonesia as outlined in presidential regulation number 59 of 2017, which addresses the implementation of achieving sustainable goals. Referencing the presidential regulation, the village SDGs were compiled, where village development throughout Indonesia refers 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 is welcoming to women and provides for children. Based on the two regulations, improving the economy and women's entrepreneurship, leadership is an integral aspect of an integrated local development framework based on local community social capital.

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 women who are tenacious, courageous, persistent, compassionate, and kind and willing to aid others, resilient, self-reliant, and endowed with a high degree of entrepreneurial skill (ILO 2015). During the Covid-19 pandemic and large-scale restrictions, it was discovered that economic processes in the manufacture 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 built by this group, which is associated with the practice of economic policy, have proven to be able to fight for various supports from the community's interests into various policies, including tourism policies, waste policies, and other regional economic development policies (Nasir, 2022; Tresiana and Duadji, 2021).

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 acknowledged that the issues of gender relations continue to play a significant role in their susceptibility, particularly in the lower strata (England, 2017; Yap & Melchor, 2015).Countries that utilize this notion, such as Zimbabwe, Tanzania, Brazil, and Ecuador, demonstrate that gender-based decent work deficits are still prevalent at the 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 this group's policy promotions rely 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 & Livermore, 2019; Izmen, 2019; Tresiana et al, 2022a), local lenses (Jimenez et al, 2020; Tresiana et al, 2022b), and collaboration (Emerson et al., 2012; Etzkowitz, 2012; Hysing, 2022).

Based on several previous studies, this study has caught the attention of not only scholars and managers but also planners and policy makers. Between 2000 and 2009, A study conducted in Australia (Bletsas & Charlesworth, 2013) associated gender equality with decent work as a keyword. As a result, the Australian parliament discussed and implemented the concept of a transformative gender equality model 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 greatest growth obstacle, 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, belief, and individual rationality to increase women's productivity and economic success and enhance the implementation of existing programs aimed at empowering 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 will be examined. 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's 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. Increased access to and control over productive resources for women can result from improvements in mainstreaming and converting gender issues into real government activities (Ajadi et al,2015). In the meantime, research linking trust and social capital in women's business groups in traditional villages in India identify 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 the management of 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 that are carried at the supra-organizational, inter-organizational, and intra-organizational levels, and are interconnected value system offered in its social system deposit (Fisher). 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 can be 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 success of implementation will depend on the improvement of the levels of this value system and the regulation of roles in relationships, as well as institution-to-institution cooperation through a network *(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 hole by studying two major aspects: establishing the method and mechanism for developing social capital and controlling the interplay of social capital within the government-adopted governance framework.

Thus, the research question that must be answered is: how does social capital connect with the improvement of implementation? Several answers relate to the questions of how social capital is built, what role the government plays in this process, and how social capital fits within the framework of quality governance? This paper will investigate. The aim of this study is to address the challenge of how to position the concept of social capital and the successful implementation of policies within the configuration of decent work transformations for independent home-based workers.

This study was conducted in South Lampung Regency, Lampung Province, Indonesia, specifically in two villages (Canti and Way Mulih villages). This location was selected as one of the regencies in Lampung Province with a long history of independent home-based workers and has been carried out in a poor family for a long time, following 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 of the study of public policy implementation is to comprehend implementation phenomena, such as: why does 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 the desired outcomes. Less emphasis has been placed on achieving goals inside 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 evolved dramatically in Indonesia. Demands for public accountability and the trend to place the public in a more crucial position have become the the mainstream of broad public articulation. Policy implementation is carried out by a public entity, with the function of the state as an implementer becoming increasingly limited, necessitating a public presence in the sense that non-state actors are gaining importance. An understanding of policy or program implementation cannot be conducted in a vacuum; rather, it takes place in a region characterized by geographical, social, economic, and political conditions, and it involves many stakeholders (Beer, 2017;

Howlett et al, 2015). Newig and Koontz (2014) note the existence of non-governmental actors with a set of attributes, their values, as interacting environmental factors that make the implementation process dynamic.

Parallel to the preceding, Jain et al (2020) and Chamchong (2019) study strengthens by describing changes in policy implementation in a new social ecology, which is laden with value systems such as culture, politics, information, and communication. Formal values that are replicated in a rational and hierarchical manner do in fact 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 society (Kim and Yoon, 2018). Fukuyama (2013), through his paper describes a real change in the form of 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 allowing implementation freedom to fail or succeed. Therefore, the application of this principle will be governed by the deposit and configuration of environmental factors in the form of publicly accessible social capital.

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

The function of social capital in the implementation change process becomes 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 value asset whose domain consists of public entities with various variants. These variants of social capital may become the value-adding components of the society-created entity segregations. The state or government is one type of public entity that has the ability to reject or impose social capital on entities outside its borders. Strong theoretical foundation of social capital is trust, so social capital is defined as a capability coming from mutual trust in a society or 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 greatly determined by cultural character. Therefore, Fukuyama's claim is accurate 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 antigovernment age of democratization. Two experts, namely Box, Osborne, and Gaebler, highlighted governance and citizen governance, leading to the notion of connecting the role of social capital and the process of enhancing policy implementation within the framework of quality government. Using a structuralist perspective as argued by Fukuyama (2013), Bryson (2014) and Tresiana et al (2022), connecting the two within the framework of governance quality can be viewed at two levels: 1) the institutional level, this section focuses on how to institutionalize social capital, beginning 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) organizational and managerial levels, in this section it is projected on the role of accelerating public interests in an inter-institutional

network. How are hierarchical bureaucracies, departments, commissions, and government agencies, as well as organizations with a working relationship with the government, responsible for social capital and governance?.

Moreover, according to an expert (Zhang et al, 2019; Ko and Kim, 2021), 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. Mamokhere et al (2021), explain that the quality of government is ultimately determined by a several factors, including: 1) the performance of the government reflects the contours of the value system that takes place in its niche, therefore the intelligence of government actors including bureaucrats and other public officials in adopting these values in the form of a commitment, then incorporating it in the governance process is an important investment that the government will not be alienated from the public; 2) How the centralization of the "civic-minded" value system in governance can affect the overall effectiveness of the government.

In addition, the Fukuyama (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, in such a social system, the public plays an important role. Only public authorities who are able to facilitate the expansion of public preferences in a responsible manner can earn public trust. 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 on a professional level. The first is deontological, where office 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 thoughts and intuitive awareness. A significant realignment occurred in the development of ethics. Originally an external area, ethical issues have now returned to a more personal area.

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 include popular preferences. Political support, public loyalty, and integrity to public values, as well as public appreciation of the government, are largely determined by the extent to which government agencies build, strengthen, and place environmental values (social capital) within the public process (Mamokhere et al. 2021; Igalla el al, 2021).

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 present (Yin, 2014). This study's design permits an in-depth examination of the challenges of incorporating social capital into policy implementation adjustments 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, regulation of inter-institutional connections, and the findings produced in relation to strengthening public values. In-depth interviews were utilized because the study encouraged two-way oral communication between the researcher and the research subject. Interviews for research purposes are semi-structured, with themes specified only as a guide (Cresswell, 2014). We invites informants

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to share their thoughts on issues and possibilities, preferably as explanatory factors. In the meantime, a survey was undertaken to acquire the profiles of 201 independent home-based workers and to discover social capital variants. Interview data were obtained with a number of different sources, consisting of the Central Government, Regency Government, Village Government, Head of the Office of Women's Empowerment and Child Protection, Home Industry Forum of two villages, Village Facilitators, NGOs, Universities, trustworthy community groups.

We also collect secondary data from official and non-government sources, such as reports and news. The interviews were recorded and encrypted to assure the accuracy and diversity of the data. Methods of interactive analysis are used to reduce, present, and validate data. To assure data integrity, interview transcripts were rechecked, and field notes were utilized. Multiple data sources were triangulated by researchers to assure data quality (Miles dan Huberman, 1994). In order to confirm the accuracy of the data, the researcher triangulated. According to the data sources, this study's data comes from a variety of formats (interviews, questions, and news articles) and sources (local communities and various government offices) (Creswell, 2013). This data is subsequently submitted to data triangulation, which involves comparing information or data in various ways. Interviews and observations were utilized to confirm the accuracy and completeness of the presented information.

Results and discussions

Results

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's empowerment activities to strengthen the Home Industry network. The next phase of home business actors is referred to as a 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). years), 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 with the exception of fathers; 2) the primary 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 manufacturing of goods and services is conducted using privately owned residences; 4) The perpetrator has an elementary school 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) manual technology; 7) direct sales and orders, inside and between villages marketing, and cash-based payment systems; 8) minimum government training; 9) Superior commercial waste treatment.

The results of interviews and observations carried out in January-May 2021 on several informants, including: members and administrators of the cottage industry forum, village assistants, village officials, universities, NGOs, strategic groups 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 CH_4 and CO_2 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; 2) 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 within the framework of a home industry forum; b) Aspects pertaining to how social capital influences and improves the organizational structure and government management. This is evident from the government's innovative efforts to increase decision-making capacity.

We conducted a search for documentation, observations, and surveys with independent homeworkers/home industry entrepreneurs and conducted interviews with the national and local governments, members and administrators of home industry forums, non-governmental organizations, community organizations, and universities regarding the two aforementioned aspects.

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

Building social capital through the home industry forum

This section describes the *institutional level processes* and mechanisms of social capital building 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 mechanisms aspect*, in the form of activities used to produce 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 government's established collective values. Table 1 below illustrates the explanation.

Table 1. **The Process and Mechanism of Building Social Capital in the Women's Home Industry Forum in the Village**

No	Strategic Aspects	Institutional Form	Social Capital Variant
1	Driver	▪ International policy in the form of ILO Homeworkers 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.	▪ National statistical survey recognition intervention since 2016; ▪ Policy interventions and derivative programs at the level of state and village ministries.
2	Trigger	▪ 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.	▪ 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	▪ Weekly and monthly meetings, arisan activities (savings and loans), and the	▪ Regular meetings and productive

			economic activities.
		• 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.	• Cooperatives, centers, and home-based business startups
4	The resulting impact	• 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.	• Social and economic empowerment. • Government intervention of widely accessible information facilities. • Decentralized decision making. • Integration and relations within and outside government institutions.

Source: 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, frequent gatherings evolved from a means of saving money into economically productive activities in the shape of pre-cooperatives, centers, and home industry start-ups. Initially, the mechanism for the home industry forum took the shape of an arisan, which was merely a gathering, before transforming into a cooperative educational media. Education on waste management, use value processing, product processing, and capital savings and loans are included in the strategic content. Forums and institutions were transformed into business and pre-cooperative forums. Members of the forum participate in a variety of social activities of the community/social organization that have economic implications as a result of 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 networking space becomes a survival strategy. A method for shared responsibility based on mutual aid is the quickest way to solve problems for members. This circumstance makes access to economic resources more accessible, requiring solid economic and business interactions for survival, and some of these

relationships have improved. Developing employment can be obtained through a series of productive efforts incorporated in the forum, such as encouraging the village economy, mobilizing capital, and local social dialogue, government intervention in the form of providing access to facilities and infrastructure, authority to make decisions, 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 occurring for a long time and is undergoing growth. Local processes, local skills, local knowledge, and forum-owned resources serve as the foundation for the development of social capital variants, such as mutual cooperation, trust, and social solidarity. Developing ties and networks with cross-regional/village forums/groups into a hierarchy and procedure 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. In the end, this institutionalization provides economic, social, and political benefits, albeit within a constrained political scope.

Innovation in legal village forum institutional decision making: the role of social capital in the quality governance framework

This section describes the organizational and managerial levels of government involved in accelerating the business interests of women's home industry actors and other institutions within an inter-institutional network. One manner in which social capital improves the quality of governance is through the regulation of capacity innovation in the government's decision-making process, based on the social capital held and utilized by this group. We observe government commitment and capacity in the form of various innovations in government decision-making, acceleration with existing relationships/networks, and the government's strengthening of civic-minded values. We conducted interviews with key persons and collected observations to determine what transpired. Details are provided in table 2 below.

Table 2: **Types of innovation for developing decision-making capacity**

No	Type of Innovation for Developing 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 undertaken to promote decision-making ability and innovation. We observe several functions of government and regulation of diverse policies and programs, establishing productive partnerships amongst institutions to advance public values (participation, trust and control). This section describes the following:

1. The government arranges a gathering of network leaders of women homeworkers 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 fighting for common rights and goals through strengthening organizations/forums; as a result, critical awareness between organizations grows and is built (network);

2. The government strengthens relationship intensity through village discussions. The role aims to: a) build a dialogue that results in mutual relations between the government, stakeholders, and cottage industry forums as well as growing government awareness regarding this group, and responding to their problems and needs; b) become a forum for sharing and strengthening each other, the results of which are included in this group's program in the deliberation on development planning and the construction of women's schools at the village and subdistrict levels guided by NGOs and universities;

3. The government plays a role in improving capacity building independent female homeworkers' schools in villages and across villages. This role provides the following: 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 create trust, maintain public oversight, and ensure the group's agenda and priority concerns.

Expanding the decision-making capacity of groups provides a venue for government and community group interaction. Among the government's responsibilities are the affirmation of specific policies and programs, the promotion of dialogue, networking-collaboration, and education, all of which serve to enhance the government and society's shared values. Positive interactions can be observed as a result of the government's 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 number of local level programs. Innovation and decision-making space in the form of participation in village policy making through formal village deliberation forums were successful in fostering high levels of trust and strong control as a result of a sense of playing a significant role in the implementation of village-specific policies and programs.

Discussions

The growing interest of policymakers in the importance of the policy environment in the form of social capital to the successful implementation of policies has prompted an increase in design modifications to support the successful implementation of decent work policies for independent home-based workers and increased economic productivity of women. Various government strategies, particularly in the Indonesian province of South Lampung, have been implemented to assist this objective.

Several researchers have studied and evaluated the implementation of the policy in the development of independent home based workers, but the research has primarily focused on the description of homeworkers (Elgib and Elveren, 2021; Powel and Craig, 2015; Ismail et al, 2022; Narula, 2020), 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 were overcome through government intervention. Second, inclusive development and integrated local development through revitalization and utilization of social capital, decentralization of government structures and collaboration via priority village schemes and support for decent work promotion policies/programs as a foundation for enhancing decision-making capacity.

This section begins with a discussion of the challenges associated with building social capital and the role of government in this regard. The driving aspect in the form of 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. The government provides a significant contribution through its selection of strategies and prioritization of crucial and urgent level policies (Bryson and Bloomberg, 2014; Fisher et al, 2021; Hudson et al, 2019; Adegbite et al, 2021). Under pressure and amidst the challenges created by socio-economic transformations, building social capital values in 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 trust if they cannot be absorbed flexibly into a network of smaller social systems, either in the form of groups or regions. Several case studies in Japan indicate the 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). Our findings, various variants of social capital, ranging from trust, mutual cooperation, security, local institutions,

presenting local leaders and innovation champions, combined with various drivers of policy interventions and specific programs, have been identified as government-priority value systems for enhancing the design of social capital development 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 laden with value systems in the forms of culture, politics, information, and communication. The spontaneous and irrational idioms and value quadrants that constitute a society's social capital are an important feature aside from formal values. Social energy that is built autonomously, collaboratively and genuinely from the community determines the success of implementation (Kim and Yoon, 2017; Jain et al, 2020).

A significant topic is explored 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 (Newig and Koontz, 2014; Beer, 2017; Cho and Moon, 2019; Duadji et al, 2022). The government has developed various innovations through network development, meeting quality, *education, and capacity building*, becoming an integral part of policy formulation through legal development planning forums, and integration in integrated local area development programs (child and women friendly villages, prima villages, disaster response villages, and others).

The quality of government will be attained when the government's activity and performance reflects the contours of the value system that exists in its entity's niche. The government will not alienate the public by investing in the intelligence of government actors, including the collection and incorporation of social capital into the governance process (Fukuyama, 2013; Shrestha, (2015; Mamokhere et al, 2021; Prudence et al, 2021; Lim et al, 2016). The existence of a broad public trust is demonstrated 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 launch of home-based industries (start-ups). In the meanwhile, the government's integrity and strong dedication to the necessity of being civic-minded through leadership meetings, dialogues, schools, and iterative decision-making might affect the government's 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 on the states that are the object of research also indicate that the greater the spirit of citizenship in an entity, the stronger the public spirit of the community's 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 obligation* that positions the community as the most fundamental component of the successful implementation of state-initiated public policy. As an illustration, studies conducted in several countries, particularly Latin America, reveal that a lack of trust between individuals is the root cause of the widespread corruption of the majority of 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. The variables being compared are public trust in the government and the effectiveness of the government's bureaucracy. In the meantime, research on seven European countries demonstrates that countries with a higher social capital index are able to cut death rates and community mobility by 17 to 32 percent. Social capital also contributes to the prospect of more easily resolving the complexities of society-government problems, conquering poverty, lowering unemployment and crime, and enhancing the welfare of the population (Porcher, 2019; Radhika, 2012, Tresiana and Duadji, 2022). Our findings demonstrates that a high level of interaction between the government and community groups will foster the growth of initiatives and public spirit in response to new concerns and policies. On the other side, high interaction can alter the capacity of government institutions to offer public goods with benefits and public 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 a conceptual continuum of public awareness, that the process of accelerating the public interest of this group has been structurally distorted is the primary reason why policy implementation adjustments cannot be avoided. The trend of the new reality, which demands a set of social capital variants as a new value system and a social concert consisting of resorsis 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 study's findings 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 figures are strategies for institutionalizing value systems that can be adopted in 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, and on the other hand, it can alter the government's pattern of providing public goods that offer advantages and have a broad public reach. The reciprocal relationship between social capital and policy implementation can be gleaned from a more authentic type of administration, based on public values and character synergy to achieve the public benefit.

4. At a strategic level, the fundamental values are building a mutually beneficial relationship between the two parties and recognizing the space for joint 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 the state, but rather on the public/community groups in this instance. This will be favored for obtaining public trust;

5. For optimization, ethical encouragement is required in implementing policies that play a role in deforming character and ethics towards spiritual wisdom ethics, conducting a inward looking ethical contemplation process, determining several ethical issues that were originally an external area, now returning to the territory which is more personal, developing an intuitive understanding of what is truly right and wrong, and in the end rediscovering the roles of these basic elements of human life in the contemporary arena, namely to place the original energy of society which has never been used as capital in the successful implementation of policies.

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