

Policy Cluster: Affirmative Empowerment and Strengthening of Coastal Community Women Home Industries

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ABSTRACT

Purpose. The failure of policies and development programs for Home Industry (HI) that have been carried out by the local government is due to the implementation of the previous policies which were carried out sporadically, incidentally, not based on the community learning model. Clusterization is an option to overcome failure. Connecting clusters with policies through affirmative policies is expected to increase the empowerment and strengthening of the home industry. Mapping Research Methodology, qualitative. The results of the study map the measurement of the home industry cluster stratification and obtain cluster results in the pilot cluster classification, with social capital and policy support as strategic elements in cluster development. Preliminary assessment of the description of important elements for cluster formation and cluster typology can be useful and serve as a basis for policy makers to consider the ideal cluster concept and form to be applied to women entrepreneurs. **Contribution:** development of public policies based on data, social capital and support for policies and budgeting schemes.

Keywords: Policy development, policy clusters, Home Industry, social capital, women, gender equality

1. INTRODUCTION

Home Industry Actors (HIA), including the micro business group in the informal sector [1], classified as super micro business group with a number of more than 70% in rural areas. Her condition is quite vulnerable, unstable and ups and downs, dominated by women. Gender inequality is a picture seen from the absence of recognition, the absence of protection even though it is recognized that there are many potentials in improving the quality of life for the economy of women, families, education and health [2] [3]. The study conducted shows that various home industry policies and the like at the regional level are generally aimed at poverty reduction, employment, job creation, prevention of migration to become migrant workers with informal jobs, and prevention of trafficking. In particular, it aims to achieve gender equality by ending economic disparities between men and women [1].

The research was based on the failure of the Home Industry (HI) development policies and programs that had been carried out by the local government, especially in South Lampung Regency. Previous policy implementation was carried out sporadically, incidentally, not based on the community learning model [4] [5]. As a result, it is difficult to monitor and evaluate the business development of home industry actors [6]. The fact that the growth is increasingly rapid,

even though the contribution to GRDP is low, the productivity of workers is lagging behind, but has been able to play a strategic role in increasing the dynamics of the village economy, especially in absorbing the overflow of labor, but it is not taken into account in playing an improvement in the welfare of the poor [6] [7]. Local governments need to focus more on developing women's home industries (WHI), as a new potential to accelerate social welfare and gender equality [8].

This study focuses on gender equality as an important target of development, especially sustainable development. Sustainable development recommends that the conditions, contributions and benefits of development be carried out and accepted equally by women and men, so as to achieve women's economic empowerment [9] [10]. The existence of a Women's Economic Policy through a home industry development strategy aimed at micro-scale business activities, which are mostly carried out by women in households, is relevant [1].

One of the efforts to develop the home industry is a cluster model. Clusters are the development of a system of individual businesses carried out by women of the same type in an area, formed by groups, so as to create collaboration, synergy, unity that will become strength [11]. Some of the fundamental features characterized

by clusters are: a) Community, in the form of businesses operating in similar fields with a common market focus; b) concentration, the grouping of businesses that actually interact; c) connectivity, which is an organization that is interrelated / dependent on a variety of different types of relationships [12]. The Home Industry Cluster (HIC) was created to overcome field problems including: there is a tendency to change the development of the industrial sector to be more targeted, the discovery of competition between similar businesses, so that bargaining power for suppliers and buyers is low, administrative barriers and authorization from policy-making institutions, weakening motivation as a result of low power in asset ownership [13].

There are several cluster objectives, namely the formation of specializations between home industries from the cluster, the creation of new products needed by the market / consumer, developing technology in accordance with product innovation, developing partnerships with related industries both in product development, strengthening linkages at all levels of related industries from upstream to downstream in one region [12] [13]. Some of the identities that are expected to be formed are economically and socially independent. Economically independent, the growth of women's productive businesses, entrepreneurial awareness and increased business and cluster cooperation will become dynamic. Socially independent, growth of collective cooperation, social institutions and levels of social participation, strengthening of social knowledge and awareness and a better social life [12] [14]. Several studies indicate an important element in the cluster. Research on the Kasongan ceramic industry shows the role of social networks as an important element of the cluster model [15]. Social networks play a role in obtaining economic capital, labor transactions between entrepreneurs and in maintaining the sustainability of business activities in clusters, transactions or economic exchanges as shown [16]. The dense social networks that involve many people in a community can facilitate the dissemination of information and increase social solidarity [17]. Communities whose communities have many dense social networks are more conducive to economic development [18].

Several previous studies linked the cluster to the role of business groups and universities [19], tradisi berkelompok [20] [21]. It is still limited in terms of its relationship with policy [4] [4]. Affirmative policies, through policy development, can increase the empowerment and strengthening of the home industry [22]. The existence of policies is needed to protect the economic rights of women groups. The form of affirmative policies is needed to achieve gender equality [4] [22].

The research objectives are 1) mapping of home industry cluster classification in terms of cluster institutional, cluster activity, business performance and cluster connectivity; 2) mapping the potential for social capital and policy support. Research recommendations as a basis for strengthening and developing public policies that can achieve gender equality.

2. METHODS

The research was conducted in the coastal area of South Lampung Regency, in particular Canti Village and Way Muli, Rapada District in March-June 2019. The stages of the research were carried out: **First**, an inventory of data, both primary and secondary, which was intended to (1) trace the existence of data on HI actors and various problems home industry; (2) identification of potential clusters. **Second**: Data collection is carried out by type, namely primary data and secondary data. Primary data is extracted from field realities through several techniques: (a). questionnaire (b). in-depth interview (c). observation (d). participatory mapping and e). FGD [23]. **Third**, the stage of data analysis and synthesis with qualitative analysis [23]. **Fourth**, the preparation of cluster mapping for the development of the home industry as a recommendation for the most appropriate policies and programs to achieve gender equality for women in the economic sector.

3. RESULT

3.1. Study Location

The Rajabasa sub-district of South Lampung, especially the villages of Canti and Way Muli Timur, is a coastal area and is one of the pilot projects for the home industry in Lampung Province, dominated by women management. Based on data, Rajabasa District in 2014 with a population of over 15 years of age was 14,596 people, and 13,248 people were the working workforce and the rest were unemployed and not the work force [24]. Canti Village and Waymuli Timur Village, Rajabasa District, are part of the villages in South Lampung Regency which are directly adjacent to the sea. The boundaries of these two villages can be seen in the following table.

Mapping the home industry players is the first step to trace the basis for the development of the home industry cluster in South Lampung Regency. Based on the survey, a mapping of home industry players was carried out and described several things, including: gender, age / age, education level, status in the home industry, and experience as a migrant worker. When viewed according to gender, 100 percent are women. The involvement of women in the economic sector is often seen as an informal activity and is valued less than the formal one. The existence of data on IR actors can be evidence if women have potential in the economic

field, both at the family level and at the community level.

Table 1. Boundaries of the villages of Canti and Waymuli Timur

| Boundaries | Village of Canti | Village of Waymuli Timur |
|------------|---------------------|--------------------------|
| North | Village of Canggung | Mount Rajabasa |
| South | Village of Banding | Sunda Strait |
| East | Mount Rajabasa | Village of Waymuli |
| West | Sea | Village of Kunjir |

Table 2. Home Industry Actors

| Gender | Frequency | Percentage (%) |
|--------|-----------|----------------|
| Male | 0 | 0 |
| Women | 101 | 100 |
| Total | 101 | 100 |

3.2. Mapping Of The Coastal Community Home Industry Clusterization Of South Lampung Regency

The coastal community in South Lampung Regency is one of the locus of home industry in Lampung Province, which is mostly managed by women. Admittedly, the government's role in developing HI was initially still very minimal and limited to providing sporadic training or counseling which was often not on target. HI groups, which are dominated by women, still have to struggle on their own in the midst of unequal market competition and the swift import of small and medium enterprises from neighboring countries. On the other hand, the number of people who are supported by HI is large and the potential to support national economic resilience and human resource development is quite significant. Many changes have been made by the government, starting from policies, capital and market provision. The following describes cluster development in terms of cluster institutional, of cluster institutional, cluster activity, business performance and cluster connectivity.

3.2.1. Cluster Institution

Initiator

The cluster initiator becomes a measure in seeing cluster development as shown in Table 3.

As many as 70.93% of the clusters were founded on the initiative of business actors in the Kalster. The awareness to organize as an effort to develop the

business and the group will raise awareness of the importance of group institutions. Meanwhile, stakeholders with an interest in developing and empowering IR actors also play a role in initiating the formation of cluster management, which in this case is the private sector and the community, although those who play a role are small, namely 14.18% and 14.89%. Different institutional forms determine the cluster management pattern. The institutional cluster indicator is explained in the cluster institutional form indicator in Table 4.

Table 3. Initiator of HI Cluster

| No | Initiator of Cluster | Amount | Percentage (%) |
|-------|----------------------|--------|----------------|
| 1 | Government | 50 | 70,93 |
| 2 | Privat | 21 | 14,89 |
| 3 | Community | 20 | 14,18 |
| Total | | 101 | 100 % |

Institutional Form

Table 4. Institution Form

| No | Initiator of Cluster | Amount | Percentage (%) |
|-------|--|--------|----------------|
| 1 | Cooperative entity | legal | 0 |
| 2 | Not having a formal entity: forums, clusters | 1 | 1% |
| 3 | Formation: Paguyuban, Gapoktan | 30 | 29,7 |
| 4 | Natural: center, group | 70 | 69,3 |
| Total | | 101 | 100 % |

There are 4 institutional forms selected in managing clusters, the following table provides an overview of these institutional forms. The center is the simplest form of institution in the cluster, there is no cooperation or business connection (connection) that occurs between business actors in the cluster. Their existence is only due to geographical conditions that are in one nearby location. There are 69.3% of business actors who are at the level of the institutional form of the center. The institutional form of groups and associations is an institutional form that is also found in many clusters. This institutional form is widely preferred because it is not binding, and uses a social bonding pattern. In the agricultural-based cluster, they choose to interact with fellow business actors in the Gapoktan forum, this is shown by 29.7% of the clusters accommodating their institutions in the form of Gapoktan. The institutional forms of Gapoktan and forums have been formalized but are usually not legal entities, so that the involvement of business actors in this institutional form is more semi-formal, even though there is already a clear organizational structure and specifications for the

division of roles. In the institutional form of the cluster, there is already a clear division of roles according to cluster management principles. The institutional form of the cluster in the form of a forum is deemed feasible compared to other institutional forms.

Cluster Agency Activities

Table 5. Impact & Benefits of Institutional Activities

| No | Institutional Activities | Amount | Percentage (%) |
|----|--------------------------|--------|----------------|
| 1 | no support | 0 | 0 |
| 2 | Little support | 11 | 10,90 |
| 3 | so support | 90 | 89,10 |
| | Total | 101 | 100 % |

Source: Processed Primary Data, 2019

Institutional activities in the cluster can be seen from the activities carried out in the cluster, such as regular meetings as a forum for discussion to solve problems, market sharing, access to government programs, a forum to gather information on business development, trainings. As many as 10.90% think that the institutions in the cluster do not support HI activities and business development. Meanwhile, the remaining 89.90% felt that the institutions in the cluster supported business development and progress.

3.2.2. Cluster Activity

Duration Cluster Of Activities

Table 6. Ownership of Business Permits

| Ownership of Business Permits | Amount | Percentage (%) |
|-------------------------------|--------|----------------|
| Exist | 5 | 4,95 |
| Nothing | 96 | 95,05 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

Table 7. Old Business

| Old Business | Frequency | Percentage (%) |
|--------------|-----------|----------------|
| <1 year | 29 | 28,7 |
| 1-2 years | 18 | 17,8 |
| >2 years | 54 | 53,5 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

Table 8. Production Pattern

| Production Pattern | Frequency | Percentage (%) |
|--------------------|-----------|----------------|
| Uncontinuous | 9 | 8,9 |
| Semi Continuous | 11 | 10,9 |

| | | |
|------------|-----|------|
| Continuous | 81 | 80,2 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

Table 9. Status of Business Place

| Status of Business Place | Frequency | Percentage (%) |
|--------------------------|-----------|----------------|
| One's own | 96 | 95 |
| Rent | 3 | 3 |
| Commonly Owned | 1 | 1 |
| One's own | 1 | 1 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

The year when the cluster institutional activities were started is one of the indicators on the variables of business activities that have been carried out. The longer the cluster establishment years are expected to be at a more ideal level of development. Mapping results show that 55% of the clusters studied were established less than 5 years ago, and 100% stood between 1-5 years ago. As an organization, the existing cluster institutions are still in the early stages and growing, because they are under 10 years old. Furthermore, the development of the number of business units in the last 5 years becomes an indicator of business activity, which can be used to see the progression of the cluster

Amount of Business Units in the Cluster

Table 10. Business Categories

| Business Categories | Frequency | Percentage (%) |
|---------------------|-----------|----------------|
| Food | 101 | 100 |
| Craft | 0 | 0 |
| Tailor | 0 | 0 |
| Agriculture | 0 | 0 |
| Fishery | 0 | 0 |
| Ranch | 0 | 0 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

Table 11. Business Class

| Business Class | Frequency | Percentage (%) |
|-------------------|-----------|----------------|
| HI 1 (Skor 0-6) | 2 | 2,0 |
| HI 2 (Skor 7-12) | 91 | 90,1 |
| HI 3 (Skor 13-18) | 8 | 7,9 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

The amount of business units in the cluster illustrates the size of the cluster and the developments that have occurred. The size of the cluster determines the strata in a cluster, there are 101 business units. According to the definition of grouping of business unit clusters below 20, they can be categorized as clusters. The results of this study indicate that it can be considered worthy of being called a cluster.

Market Conditions

Table 12. Production Sales Way

| Sales Way | Frequency | Percentage (%) |
|----------------------------|-----------|----------------|
| Sell direct / off | 62 | 61,4 |
| Taken by traveling traders | 9 | 8,9 |
| Consignment / entrusted | 23 | 22,8 |
| Regular customer | 7 | 6,9 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

Table 13. Marketing Zone

| Marketing Zone | Frequency | Percentage (%) |
|----------------------|-----------|----------------|
| Around the Village | 70 | 69,3 |
| Outside the Village | 25 | 24,8 |
| Outside the District | 5 | 5,0 |
| Outside the Regency | 0 | 0 |
| Outside the Province | 1 | 1 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

Table 14. Payment Method

| Payment method | Frequency | Percentage (%) |
|----------------|-----------|----------------|
| Cash | 75 | 74,3 |
| Non Cash | 26 | 25,7 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

One indicator of the business activity variable is the condition of demand, where this indicator shows the scope of accessibility of an IR business actor to his business development in terms of demand where this variable also indicates his business network / networking. As much as 69.3% of the product demand generated by the IR business actors studied only fulfills local / village demand. Meanwhile, as many as 6% already have buyers outside the area of their business activities. This condition of demand which is only limited to local demand can illustrate that the business actors in the cluster have not been able to access markets that are wider in reach, their distribution chains are

short, they are directly sold to consumers or traders around.

3.2.3. Business Performance Value-Added

Table 15. Value-Added

| Value-Added | Frequency | Percentage (%) |
|---------------|-----------|----------------|
| >75,00% | 55 | 54,45 |
| 50,00%-75,00% | 40 | 39,60 |
| 25,00%-50,00% | 5 | 4,95 |
| <25,00% | 1 | 1 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

The added value is an indicator to see whether the efforts being carried out can provide more value than the products produced. High added value indicates that the product has a high selling value or an increase compared to the previous one. Most HI actors can add value to the products produced by between 50-75%. Overall, the added value is above 90%, this shows that the businessactors in the cluster are relatively well-established with their business conditions. The high added value also shows its ability to make efficiency with production by using the existing network in the cluster.

Profit Rate

Table 16. Profit Rate

| Profit Rate | Frequency | Percentage (%) |
|----------------|-----------|----------------|
| Decreased | 1 | 1 |
| Fixed / Stable | 5 | 4,95 |
| To increase | 95 | 94,05 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

One important emphasis in observing cluster development is seeing changes in profit. The following shows the development of the profit level of business actors in the cluster. A high profit rate indicates that the production costs are low. Business continuity in the cluster group will be able to survive when the business activity cluster becomes efficient, one of the indicators is low costs or high profits. During the last 3 years 94.05% of business actors in the cluster experienced an increase in profits, while 4.95% was stable and 1% experienced a decline. Cluster development strata can be seen by looking at the business performance in terms of profit. Declining profits indicate that the type of business or product produced is no longer able to generate good profits. This shows that when there is a decline, the cluster is also in a decreasing cycle. Likewise, when profits increase, the cluster will also grow.

Marketing Reach

Tabel 17. Market Orientation Development

| Marketing Reach | Frequency | Percentage (%) |
|---------------------|-----------|----------------|
| Export | | |
| Province / National | | |
| Out of town | 1 | 1 |
| Local | 100 | 99 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

Development Market orientation is one of the measures of business performance, a market orientation that is increasingly broad represents a high development. As many as 55% of the development cluster market orientation is still local. Meanwhile, 45% are oriented to areas outside their business locations. The wider market development indicates the cluster development stratum is at a higher stage. To be able to export, the supply and production of a business unit must be at a steady / stable level, a stable business unit that is incorporated in a cluster shows the performance of the cluster is growing or decreasing in demand.

3.2.4. Connectivity

Business Connection

Tabel 18. Business Connection

| Value-added | Frequency | Percentage (%) |
|----------------------------------|-----------|----------------|
| Core, Suppliers, Services, Trade | 0 | 0 |
| Supplier and core | 0 | 0 |
| Producer | 101 | 100 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

Connectivity by experts in the cluster field is a variable that has a high score because cluster performance is very prominent, especially in the relationship between work and existing relationships. The existence of a core system and sub-box is one of the characteristics of the cluster. As many as 100% of IR actors are only producers, and are not related to other businesses.

Vertical and Horizontal Cooperation

Tabel 19. Vertical & Horizontal Cooperation

| Vertical&Horizontal Cooperation | Frequency | Percentage (%) |
|---------------------------------|-----------|----------------|
| Nothing | 12 | 11,88 |

| | | |
|----------|-----|-------|
| Existing | 89 | 88,11 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

Cooperation between entrepreneurs already exists in the cluster, this shows that 88.11% of the cluster. Meanwhile, those who did not have cooperation were 11.88%.

Specialization of Business

Tabel 20. Specialization of Business

| Specialization of Business | Frequency | Percentage (%) |
|----------------------------|-----------|----------------|
| Nothing | 0 | 0 |
| Existing | 101 | 100 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

Job specialization shows whether in a HI there is already a clear division of work according to the stages of production activities, and production activities are already specialized in different business units. The more complex it is, the higher the strata a cluster has. On average, HI already has a specialization / division of labor which is in its own unit. This is indicated by 100% stating that in HI there is already specialization, especially in the production process.

Supporting Institution Involvement

Tabel 21. Supporting Institution

| Supporting Institution | Frequency | Percentage (%) |
|-------------------------------|-----------|----------------|
| Government | 50 | 49,50 |
| College | 0 | 0 |
| Banking, Indonesian Bank | 0 | 0 |
| Government, College | 40 | 39,60 |
| Government, Business | 10 | 9,9 |
| Government, Business, College | 1 | 1 |
| Total | 101 | 100 |

Source: Processed Primary Data, 2019

The involvement of supporting institutions is an indicator of the connectivity variable. The involvement of an increasing number of institutions and organizations shows higher connectivity, so that the opportunities for clusters are higher.

3.3. Home Industry Cluster Development Support Element

3.3.1. Elements of Support for Women's Social Capital

The main elements of social capital consist of norms, reciprocity, trust, and networks. This, historically, is not something new and foreign to the people in Indonesia, including in South Lampung Regency, because it is deeply rooted and institutionalized in people's daily lives [25]. Social capital is a pillar that embodies the spirit of togetherness in achieving a goal [17] [18]. The woman who runs the home industry (HI) in South Lampung Regency, whom the writer observes, has the capacity in the form of a spirit entity with endurance and fighting power with dynamic and creative characteristics capable of overcoming various family economic problems. If identified, the components of the social capital of women HI actors can be illustrated as follows:

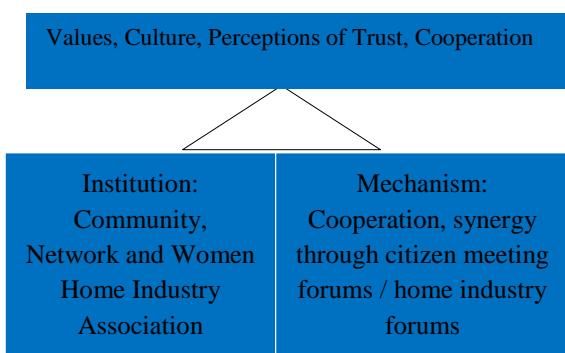


Figure 1. Social Capital for Women in Home Industry
From this scheme it can be shown that female

HI actors have a stock of social capital in the form of cultural values of mutual cooperation or mutual assistance with a motive of trust (trust), a mechanism that is realized through collaboration and synergy in various activities of HI actors meeting forums, as well as citizen forums and in the end can become an institution formed by a female IR actor in the form of an HI forum (business association). The willingness of women doing HI to involve themselves in various social activities of the community or social organizations is an opportunity that was not initially calculated economically. In other words, the economic implications of the active participation of women as HI actors will only be felt after intensified social relations are added with productive activities.

This is like what was done in a mentoring activity by one of the community leaders (youth), a female HI actor in the South Lampung regency without having to form a new social institution but entering a community meeting forum (female HI he introduction and education of family economic management, including business management, are the main content, coupled with limited savings and loan activities, using the joint responsibility

model (group loan). The meeting forum became increasingly dynamic and productive because it was able to answer the needs of women who are HI actors, especially in business management which has implications for the family economy. Thus, women who practice HI use this social networking space as a coping strategy when their business is hit by a problem. This is because the joint responsibility mechanism on the basis of helping each other when a member is in need is the fastest solution to the problems faced by female HI actors. The active participation of these women then contributes to improving the family economy as well as strengthening capacity through mentoring activities.

3.3.2 Elements of Policy Support: Home Industry and Cash for Work From The Program of Village Cash For Work

There are 2 policies to support empowerment and strengthening of the home industry. First, support for the development of a home industry policy and secondly, the village cash-intensive program scheme.

The gender equality development strategy of the Government of Indonesia through the Ministry of Women's Empowerment and Child Protection has focused its activities and policies in an effort to end 3 (three) main points, namely 3ENDs, namely: (1) ending violence against women and children, (2) ending human trafficking , and (3) ending economic disparities between men and women [1]. For the achievement of the 3rd END, Women Empowerment and Child Protection of the Republic of Indonesia issued a Policy for Increasing Women's Economic Productivity (PPEP), and in 2016 the policy was applied in the form of a Home Industry Development Policy. Through the regulation of the Minister of Women Empowerment and Child Protection Regulation No. 2 of 2016, the Home Industry policy focuses on one of the components of micro and small businesses, namely home-based business actors with inadequate working conditions, lacking government attention and then aligned with the terminology of home industry business actors (HI) who are in the household economic system which involves a lot of women.

The home industry (HI) has great potential in strengthening family resilience, both in terms of economy, health, and education, as well as more harmonious family member relations. In addition, HI encourages women's independence in the economic sector which also has an impact on decision making. The study conducted found that the HI development mechanism in Indonesia especially in South Lampung Regency, had brought HI women actors closer to access to capital, access to information and technology, market access, access to training, through the pilot cluster policies (centers) of women's businesses, so that in Finally, there is an increase in family welfare and family resilience as well as sustainable livelihood [10].

Furthermore, cash for work policy support or cash for work in the village is one of the schemes in allocating

Village Funds to improve the community economy and alleviate poverty in the village [6] [7]. The scheme, which was implemented in January 2018, has been directed towards self-management. Self-management in the sense that villagers, including women, will be actively involved as workers in several village programs and projects and receive wages. Cash labor intensive is an improvement in the distribution pattern of village funds from previous years. By considering village funds as a strategic instrument to alleviate poverty, the government is optimistic about the results of this cash-intensive scheme. So, in order to accelerate the welfare of rural communities, the government has coordinated to formulate this policy at the end of 2017 so that it will be implemented immediately in January 2018, and continue until 2020.

The cash-for-work scheme is a village fund implementation pattern in the form of labor-intensive form which is expected to absorb a large number of workers, by providing direct cash honoraria (wages) to the workers involved on a daily or weekly basis. This cash intensive work has been regulated in Law No. 6 of 2014 concerning Village Funds, Article 127 of Government Regulation Number 43 of 2014 concerning Implementation Regulations of Law Number 6 of 2014 concerning Villages, and Article 128 of Regulation of the Minister of Finance Number 50 / PMK / 07/2017 concerning Management of Transfers to Regions and Village Funds . The effect of labor-intensive programs is expected to measure the impact on unemployment and poverty, but also to increase national productivity. Policy support can increase the competitiveness of the Micro, Small and Medium Enterprises (MSMEs) sector, including the home industry. Labor-intensive does not require sophisticated technology or large capital to empower human resources, only the commitment of village officials is needed to create and provide added value to the superior potential in each village. With women's HI in 2 villages in South Lampung Regency, the village is given a budget, so that with the help of sustainable industrial creation, the village community will become independent without being continuously supported by government funds.

The cash-intensive program scheme in the village is implemented with several criteria. First, these activities must be self-managed. Planning and implementation of activities are carried out independently by the village and are not contracted to third parties / private contractors, or contractors from outside the region. Second, the activities in the program must use as much local labor as possible or be labor intensive, so that they can absorb labor and provide income for those who work. Third, the activities in the program use local raw materials or materials so that they can develop productive economic activities in the village. The goal is to be able to provide income to the community, including female HI actors who have raw materials. With this principle, the Village Fund will not flow out of the village but only rotate in the village itself, thus providing the maximum possible welfare of the local

village community [6] [7]. Cash-intensive program schemes need to pay attention to certain principles in order to run effectively and efficiently. Activities that use village funds are allocated a maximum of five activities according to village needs and priorities.

This needs to be done so that the Village Fund can be more focused and provide higher wages to its workers. For the amount of wages themselves, he explained that at least 30 percent of the value of physical work is used to pay workers' wages. In addition, workers' wages must be paid on a daily or weekly basis. Furthermore, Ubaidi added that the Village Fund program is intended for activities that do not require heavy equipment / large equipment. In terms of the scope of activities it has also been expanded, starting from procurement, construction, development and maintenance. In order to have a positive impact, the process is not carried out at the same time as the harvest, so that it can provide income to the community during the harvest transition period. The last one is the need to pay attention to the sustainability of job opportunities for a year, and optimize the role of village assistants.

Some of the focus of the village cash-intensive program in South Lampung Regency is focused on several areas of development in the village, including: 1) development and / or rehabilitation of rural infrastructure in accordance with the list of authorities of the village, such as repairing river flow and irrigation, building or repairing roads and village scale bridges, as well as construction of boat moorings; 2) land use in order to increase production, including in forest areas, other productive activities, as well as for community empowerment; 3) other activities that are not directly related to the completion of physical building works, but support the successful implementation of the physical work, such as driving a vehicle that transports materials and work tools; 4) productive and sustainable empowerment activities involving Village-Owned Enterprises (BUMDes), Cooperatives and Micro, Small and Medium Enterprises (MSMEs), including home industries. The cash for work program is sourced from the Village Fund, so the allocation is based on priority for the use of the Village Fund which consists of two fields, namely the field of physical development and the field of community empowerment [6] [7].

3.3.3 Policy Cluster: Policy Development

The home industry (HI) has proven a significant proportion of its contribution and continues to increase in the dynamics of economic development, especially in villages. HI is a great potential that exists in the community which, if managed properly, will provide significant added value to increase the capacity and economic resilience of the community. Many HI business actors are women and they need to be upgraded so that the added value of their work increases and can provide more opportunities to develop themselves. Efforts to increase HI is also triggered by the need for employment and income which will reduce the risk of

women entering dangerous jobs, such as migrant workers without adequate preparation.

However, the development of the home industry has several obstacles, including capital, markets, infrastructure, innovation, government support and personal capacity. Intervention is required for the clustering of cottage industries in one contiguous area, which is easily recognized as an industrial area. Location proximity is intended to increase contact between companies and increase added value to the actors involved in the cluster. Proximity of location also plays a role in creating time and cost efficiency. The advantages of forming industrial clusters are increasing efficiency, reducing transportation and transaction costs, reducing social costs, creating assets collectively, and increasing the creation of innovation [14].

The industrial cluster phenomenon has attracted the attention of economists to engage in the study of location problems, giving rise to a new paradigm called a new geographic economy [21] which depicts an economic map that is dominated by clusters [11]. Industries tend to agglomerate in areas where they can potentially benefit from the proximity of companies. Meanwhile, the meaning of industry itself has a broad meaning as a certain business association, not just the processing or manufacturing industry. Thus, the meaning of "industrial cluster" is a specific group of industries connected by a network of value-added creation / enhancement processes. The specific industry group is a network of interrelated industrial associations (core industries) which become the "focus of attention" of supporting industries and related industries, parties / institutions that produce knowledge / technology (universities and research, development and engineering / R&D institutions), institutions that play a role of bridging institutions and buyers, which are connected to one another in the value adding production chain [26] [27].

4. CONCLUSION

1. A crucial issue of gender in the economic sector has the potential to create public distrust of development outcomes, especially results for women's groups, therefore the gender equality perspective and the perspective of sustainability development goals (SDGs) serve as a macro umbrella in realizing women's equality in the field. the economy. The implementation of both perspectives requires an affirmative approach through the home industry policy (HIP/KIR).
2. Policy recommendations for the home industry cluster starting with the measurement of cluster stratification, through a preliminary assessment of the important elements for cluster formation and cluster typology, can be useful and serve as a basis for policy makers to consider the ideal cluster concept and shape to be applied to group business actors. girls. Cluster policy as a form of innovation

is made through the cluster pilot capacity assessment process. The cluster pilot formation was carried out by considering the requirement that the women home industry center has the potential to be developed from the center to the initial cluster and developed into a mature cluster. Interventions can be carried out by considering developmental patterns that occur naturally, this will be better because with excessive and forced interventions, it results in failure.

3. The institutional cluster strategy needs to be strengthened, considering that institutions are important as collective strengths that can encourage the desire to grow together, so that the motive for the desire of individuals to get personal benefits from the policies being implemented can be minimized. The government needs to encourage the development of centers into ideal clusters.

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