

IMPLEMENTATION OF CORPORATE SOCIAL RESPONSIBILITY POLICY AT PT.  
INDONESIA MOROWALI INDUSTRIAL PARK

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**Abstract:** This study aims to identify the implementation of corporate social responsibility policies concerning community empowerment in the industrial area of PT. Indonesia Morowali Industrial Park (PT. IMIP). This study used a qualitative approach involving internal and external parties of PT. IMIP as informants. The internal parties were representatives of the company, while the external parties were the government and the community who benefit from the CSR implementation of PT. IMIP. The informant was determined by purposive sampling technique meaning that the researcher deliberately chose informants who were considered to know the problems of the study with a total of 15 people. Data were collected by observation, in-depth interviews, and documentation. Then, the data were analyzed through simultaneous interactive analysis including (1) data condensation, (2) data display, and (3) conclusion drawing/verification. The results of the study indicate that the implementation of CSR policies in the community empowerment of PT. IMIP is quite effective. Of the six aspects studied (policy standards and objectives; policy resources; communication between organizations; characteristics of implementing agents; economic, social, and political conditions; and attitude of implementing agents), only one aspect has not run well, namely aspects of economic, social, and political conditions, especially the parameters of political conditions.

**Keywords:** CSR, implementation, policy, empowerment, PT. IMIP

## INTRODUCTION

The issue of the implementation of Corporate Social Responsibility (CSR) is increasingly considered, especially in Indonesia. The success of CSR implementation is highly determined by the company's willingness and awareness that problems that arise in society are parts of the company's problem and responsibility (Anatan, 2009). The increasing attention to the implementation of CSR marks the era of a community rises so that CSR should not only emphasize the philanthropic aspect (charitable acts that comes from universal norms and ethics to help others and fight for social equality) and the strategic level but further expanded at the policy level which is more macro and real (Korhonen, 2003).

CSR is closely related to sustainable development in which there is an argument that a company must base its decisions not only on financial factors, such as profits but also on social and environmental consequences both short and long terms, in carrying out its activities (Hardjosoemantri, 2002). Sustainable development is intended to synergize profit aspects (economic value) with environmental aspects, as well as social aspects such as community empowerment through social and environmental responsibility policies. Social and environmental responsibility is widely known as CSR (Disemadi & Prananingtyas, 2020). CSR aims to pay attention to the community and empower local communities (Situmeang, 2016). The goal of this community empowerment is to make the community independent, self-sufficient, and able to adopt innovations to independently increase their welfare (Rakhmadani & Mulyono, 2021).

This study focuses on the implementation of the CSR program of PT. Indonesia Morowali Industrial Park (PT. IMIP). As a company in Morowali District, PT. IMIP has implemented various CSR programs for a long time. For Bahodopi Sub-district, the presence of PT. IMIP is a new motivation in increasing regional growth and development as the operation of nickel mines and industrial estates increases economic activity in this region. Besides, the existence of the industrial area has also provided new job opportunities for job seekers in the productive age category. CSR is one of the obligations of each company as stated in Article 74 of Law Number 40 of 2007 concerning Limited Liability Companies. Various studies have been conducted at PT. IMIP. However, studies focusing on the implementation of CSR policies are very limited.

This study used the implementation model developed by Van Meter & Van Horn (1975) as a tool to determine the extent of CSR implementation. Based on this model, the performance of the implementation of CSR policies at PT. IMIP can be seen from some variables. The implementation cannot be said successful due to some obstacles in the process of community empowerment. It is necessary to determine the size and objectives of the CSR policies, communication between organizations, both among companies within the PT. IMIP and with the community and local government, and political issues affecting the successful performance of CSR policies. The implementation of the CSR policies faced some problems. The management of the CSR is poor and causes fund problems, and even the program is considered a money-sharing program (Admintobungku, 2018). Therefore, this study concerns with the implementation of corporate social responsibility policies concerning community empowerment in the industrial area of PT. Indonesia Morowali Industrial Park.

## LITERATURE REVIEW

### Public Policy

The term 'wisdom' according to the United Nations; Johnson, is widely used in relation to government actions or activities and state behavior in general (Wahab, 2008a). In this context, it is easy to understand that wisdom is often defined as a political act. According to Jones, policies are often used and exchanged with goals, programs, decisions, laws, proposals, and large certain goals (Waluyo, 2007). It means that policy is something related to certain goals, programs, decisions, laws, proposals, and purposes carried out for the public interest.

Eulau and Prewitt define policy as a permanent decision characterized by the consistency and behavior repetition of the decision-maker and implementers (Hutasoit, 2011). It means that policy is a consistent decision of policymakers and implementers. Meanwhile, Dye defines public policy as whatever government chooses to do or not to do (Suharto, 2005). It means that public policy is an action taken or not taken by the government as Anderson states that public policies are policies set by government agencies and officials (Subarsono, 2009).

### Policy Implementation

Ripley and Franklin explain that implementation is what happens after a law is enacted that gives the authority of a program, policy, benefit, or some kind of tangible output (Winarno, 2008). Gordon states that implementation relates to various activities directed at the realization of the program. It means that implementation is various activities to complete the specified program (Keban, 2004). In general, the function of implementation is to form a relationship that can realize goals or objectives of public policies into the outcome (final result) of activities carried out by the government (Wahab, 2008b). Therefore, successful program implementation may be necessary but not sufficient for the achievement of positive outcomes.

In principle, policy implementation is a way to achieve the goal of the policy (Dwijowijoto, 2003). No more and no less. The implementation of public policy covers two ways, namely direct implementation in the form of programs and the formulation of derivative policies. Besides, Van Meter and Van Horn limit policy implementation as actions taken by individuals or officials or government or private groups directed to achieve the goals outlined in policy decisions (Agustino, 2008). The action includes efforts to turn decisions into operational actions within a certain period and to continue achieving major and minor changes determined in the policy.

Dunn (2000) defines policy implementation as the controlling policy actions within a certain period. It implies that policy implementation is regulated within a certain period.

Policy implementation can be viewed as a process of implementing policy decisions (usually in the form of laws, government regulations, judicial decisions, executive orders, or presidential decrees) (Wahab, 2008a). Policy implementation is the government's effort to fulfill the community's wish which cannot be separated from political conflicts in society (Abidin, 2004). The policy outcomes are often a compromise of various interests in society. Thus, the implementation of the policy prioritizes compromise to solve the problems faced by the community.

## Corporate Social Responsibility (CSR)

Corporate Social Responsibility (CSR) is a business commitment to act ethically, operate legally and contribute to improving the quality of life of employees and their families, the local community, and the wider community. The concept of CSR involves active and dynamic partnership responsibilities between the government, companies, and local communities (Anatan, 2009). CSR is a company activity in managing business processes to produce a positive impact on society, the economy, and the environment (Haris & Purnomo, 2016). The company's involvement in implementing CSR activities is a responsibility for the impact of losses suffered by the community, especially on environmental damage. The public's view of the effectiveness of the implementation of CSR can be seen from multidimensional constructions such as social, economy, and environment which will directly affect the satisfaction and sentiment of the surrounding communities (Gursoy et al., 2019).

## METHODS

This study used the descriptive qualitative method. Bogdan and Taylor said that qualitative study is one of the research procedures that produce descriptive data in the form of spoken or written and the behavior of the people involved (Basrowi and Suwandi, 2008). This study involved internal and external parties of PT. IMIP as informants. The internal parties were from the company, while the external parties were the government and the community receiving the benefit of CSR implementation.

The informants were determined by the purposive sampling technique in which the researcher deliberately chose informants who are considered to know the problems that would be studied. The consideration in the determination of the sample was the implementing agencies and beneficiaries involved in community empowerment that know the problems and provide complete information. This study involved 15 informants consisting of 8 implementing agencies and 2 government staff, and 5 beneficiaries. Especially for the beneficiary of the community, the determination used the snowball sampling technique. The data were collected by observation, in-depth interviews, and documentation. Then, the data were analyzed through simultaneous interactive analysis of (1) data condensation, (2) data display, and (3) conclusion drawing/verification (Miles et al., 2014).

## RESULTS AND DISCUSSION

Implementation is an action taken by the government or the private sector, either individually or in groups to achieve the predetermined goals. The implementation in this study refers to the implementation of the CSR program. CSR is one of the obligations of companies as stated in Article 74 of Law Number 40 of 2007 concerning Limited Liability Companies (UUPT). In Indonesia, CSR has been legalized to be implemented by private companies and state-owned enterprises (BUMN). CSR policy is a legal strategy to increase community empowerment through free educational assistance programs, local business development training to open up business opportunities for the community, and care program in the form of recruitment of local workers.

Today, companies do not only face the responsibility to obtain profits or economic value, but also social and environmental aspects (Wahyuningrum, 2014). To find out the implementation of CSR policies, this study used the theory of public policy implementation by Donald Van Metter and Carl Van Horn. These results indicate that the implementation of the CSR program has been carried out according to the desired and planned objectives as the program is carried out in synergy between all relevant parties, including implementing agencies and related stakeholders including sub-district and village heads.

The implementation of the CSR program by PT. IMIP does not only emphasize the interests of the company but also considers environmental and social aspects. In terms of the environmental aspect, PT. IMIP manages and avoids environmental pollution. Then, in terms of the social aspect, the company improves community welfare through community empowerment programs in its industrial area. The existence of the company or the development of industrial estates is expected to improve social and economic conditions and community welfare (Nuraeni, 2018a). The economic improvement can be seen from the increase in the community's income due to an increase in labor absorption and the provision of wider business opportunities for local communities to increase their welfare and quality of life.

CSR implementation has standards and goals. It means that the implementing agency has to consider them to implement the policy smoothly and according to the plan. The standards and objectives of the CSR policy have been carried out in accordance with the predetermined procedures considering both internal and external aspects and the conditions of the surrounding community.

The implemented CSR program indirectly changes the community in PT. IMIP. CSR policies or programs can provide job opportunities for the community, especially in the 12 (twelve) assisted villages. Besides, the program also has a positive impact on immigrant communities. It is evidenced by the number of employees at IMIP in which almost half of the total employees are from South Sulawesi and only some are from Central Sulawesi.

The success of policy implementation highly depends on the ability to utilize available resources. Humans are the most important resource in determining the success of policy implementation. Each stage of implementation demands the existence of qualified human resources in accordance with the work required by a politically determined policies. Besides human resources, financial and time resources are also important. Human resources at PT. IMIP can implement CSR program policies in the 12 assisted villages. The capabilities of the human resources are always improved to obtain sufficient knowledge to implement CSR policies.

The overall results of the human resource aspect show that the quality of human resources is not doubted, but in terms of quantity, it is quite sufficient and it does not become a serious problem as the implementing agency has adequate capabilities in carrying out the CSR policy. The wide scope of the implementation of CSR programs makes the staff of implementing agencies have a great responsibility. This responsibility has been demonstrated with their ability to facilitate policy administration in all target villages. It is not easy so that competent human resources are needed to succeed in the implementation of the CSR program by PT. IMIP.

Furthermore, budget resources in implementing CSR programs are sufficient. It means that there is no doubt about the budget for the implementation of the policy, both the budget to meet the needs of the implementing agency and the budget for carrying out the CSR program. The budget in the implementation of CSR determines the success of its implementation. In this study, the amount of budget resources for the implementation of CSR programs is large and clear. The budget resources are very supportive of the success of the implemented CSR policies. The resources are budget for the implementation of CSR and human resources or company employees assigned to carry out CSR programs. The sufficient budget resources indicate that PT. IMIP can carry out its social responsibilities properly according to the wishes of the policy targets.

The implementation of CSR has significantly changed the community condition, especially the social and economic conditions in the 12 assisted villages. These villages get a clear CSR budget with clear distribution focusing more on empowerment. The empowerment is to utilize the existing budget resources as in the beginning, CSR program of PT. IMIP tends to just distribute money. Then, this company makes changes by using some stages in the disbursement of CSR funds for community empowerment. The implementation of the CSR program needs to be monitored to ensure that it is in accordance with the predetermined plan (Prakoso, 2021).

Concerning the implementation of CSR policies by PT. IMIP, implementing agencies have shown a good understanding of the implementation of CSR programs. This understanding helps them to communicate policies to targets properly. Besides, communication between implementing agencies can also be performed well as they understand what to be explained to other organizations involved in the implementation of CSR policies, such as sub-district government, village government/village head, Village Consultative Body, community leaders, etc. The implementing agencies understand the standards and policy objectives resulting in the proper implementation of the policy with good communication among agencies or stakeholders and to policy targets. It shows that CSR aims to build positive and mutually beneficial relationships between companies and local communities (Lampe et al., 2019). Policy communication is carried out by implementing agencies, in this case, all actors involved in CSR program policies, such as PT. IMIP, local government, and community leaders can help implement policies consistently in target communities. The center of communication is PT. IMIP initiates coordination with stakeholders such as the sub-district government, village heads, community leaders, and the Village Consultative Body. Clarity, accuracy, and consistency of policies facilitate the implementation of policies as all implementing agencies and stakeholders have a good understanding to assist the implementation of the CSR program.



Furthermore, the hierarchical level of control among implementing agencies runs well. PT. IMIP carries out strict control over the implementing agencies to achieve the expected results. Control is carried out based on clear mechanisms and rules, both based on the law and agreements between the company and stakeholders in the local government. Besides, the characteristics of implementing agencies also discuss the communication between implementing agencies and communication with people outside the organization. Implementation of CSR program by PT. IMIP emphasizes communication with stakeholders and people outside the organization, including experts and environmentalists to minimize weaknesses. The communication is carried out to gain understanding and input in the implementation of CSR policies and evaluate the weaknesses of the implemented CSR programs.

Evaluation of the performance of policy implementation covers some aspects concerning how the external environment contributes to the success of public policies. An unfavorable social, economic, and political environment can be a source of problems for the failure of policy implementation. The results show that the CSR program of PT. IMIP provides significant economic and social benefits for the community. The changes are visible in various fields including education, health, economy, society and culture, and environment. This policy indirectly has a positive impact on the progress of the Morowali District, and particularly in the 12 assisted villages.

All assisted villages receive a CSR budget from PT. IMIP through empowerment is expected to create community independence and increase community welfare. The empowerment shows good results in which many communities in the 12 assisted villages become the suppliers of raw materials for PT. IMIP. It indicates that the implementation of CSR has provided good benefits for the community. The presence of large companies that exploit natural resources in Bahodopi raises hope for the local community for an increase in income through CSR programs (Lampe et al., 2019). Along with the development of the industrial area of PT. IMIP, the Bahodopi also experiences changes. Physically, before the development of the nickel industry, Bahodopi was only a remote village which then turned into a sub-district (Yoto, 2020).

Furthermore, the existence of a CSR policy changes the community in the surrounding area of PT. IMIP. The changes are caused by the CSR policies focusing on empowering the community. Indirectly, many of these policies are not well targeted in other areas. Industrial developments based on the natural resource in an area often do not have an impact on the welfare of the surrounding community (Nuraeni, 2018b). According to Lampe et al. (2019), in the midst of the socio-economic changes, the issue of inequality in access to income sources between the local community and skilled migrants is increasingly visible.

Besides discussing economic and social conditions, this study also discusses the issue of public opinion and the importance of the CSR policy. The issue of CSR policies implemented by PT. IMIP is sensitive. On the other hand, the circulating issues receive a lot of positive responses from the community, especially in the 12 assisted villages as the policy brings positive impacts on the community. However, it will be different if the issue of CSR is raised with a different perception. Field observations show that the issue of CSR sometimes heats up during the political years so that the issue is exploited by irresponsible individuals and parties to get personal gain.

Many issues circulate but the truth can be doubted, such as the issue of foreign workers (TKA). Concerning foreign workers (TKA), mining industry operations have caused some problems. Based on the data of PT. IMIP, this company has 3,121 foreign workers, mainly from China. Compared to the total number of workers in the company, this number is relatively small. However, due to the prominent involvement of foreign workers in the mining industry, some problems have arisen in the communities in the surrounding villages. The Morowali District Government, especially the Manpower Office states that it is difficult to supervise as the office does not receive reports on the number of foreign workers in the Morowali District, especially in Bahodopi Sub-district. The surrounding community has complained about the reduced job opportunities for local workers. Although the company always states that the share of work for foreign workers is for skilled workers, the community claims that this is not true. They claim that many foreign workers do not have special skills as the foreign workers get higher wages and more facilities, such as better food and housing compared to local workers (Hudayana et al., 2019).

Leading public opinion raises pros and cons as the issue is sensitive which is used as a tool to turn it into personal gain. The issue concerning foreign workers needs to be viewed objectively as if it is viewed subjectively, the actions of PT. IMIP hiring them is considered wrong, but objectively they are hired to gain professionalism and to provide knowledge and experience to the local workforce. However, the presence of foreign workers does not affect the social conditions of the surrounding villages because the company limits the space for foreign workers and does not

allow them to leave the industrial area. Some communities state that they understood the reasons why companies prefer to employ foreign workers who are more disciplined and productive than local workers (Hudayana et al., 2019).

The issue of elite support concerning the CSR program policy by PT. IMIP has a variety of responses. But sometimes, it is utilized in certain situations. It makes a public opinion on the policy considered futile by the community, especially with the issue of foreign workers and marginalized local workers. According to Lampe et al. (2019) in the midst of these socio-economic changes, the issue of inequality in access to income sources between the local community and more skilled migrants is increasingly visible.

Moreover, this study also discusses the issue of the interest groups outside the implementing agency being mobilized to support or oppose CSR policies at PT. IMIP. The results of the study indicate that political conditions highly affect the success of CSR policies. It means that PT. IMIP needs to take this issue seriously to avoid its reoccurrence. Further, it implies that the existence of CSR is an arena for political actors to seek profits for certain purposes. However, during the implementation of CSR policies, political conditions fluctuate at certain times only such as general elections and regional head elections.

The importance of CSR issues at PT. IMIP becomes a 'stage' for political actors. Thus, it is necessary for PT. IMIP to think about it to avoid image problems that can harm the company and the target community in the 12 assisted villages. It can be seen that in implementing public policy, it is necessary to pay attention to political conditions in detail, not only limited to the acceptance or rejection of elites but more comprehensively, especially in the implementation of CSR policies in large companies such as PT. IMIP. However, political conditions that reject or accept the policy are not enough. It is necessary for implementing policies, in this case, PT. IMIP to pay attention to the whole or if urgent, a special team can be formed to design and analyze the political situation comprehensively as anticipation, especially in a political year that often causes turmoil in the community causing the public's trust in decline due to unaccountable opinion.

The last, the study discusses the attitude of implementing agencies. The results of the study indicate that the attitude of the implementing agencies towards the standards and objectives of the CSR policy leads to acceptance. It means that the implementing agencies and stakeholders highly accept the policies in Morowali District, especially in the 12 assisted villages. The implementing agencies see that the policy is considered successful in bringing significant changes to the surrounding community of PT. IMIP. Current conditions indicate that CSR policies have been implemented well as results have been seen in almost all fields including education, health, environment, socio-culture, and others.

The role of CSR is indispensable as a form of awareness and corporate responsibility for its operational actions towards society and the environment. Corporate social responsibility or CSR is one of the corporate responsibilities to stakeholders. In this case, stakeholders refer to people or groups who can influence or be influenced by various decisions, policies, and company operations (Roza, 2014).

Besides the attitude of the implementing agencies, this study also focuses on the level of participation of the implementing agencies in the CSR program as a whole. The results of the study indicate that the implementing agencies of the CSR program by PT. IMIP is strongly supported by the implementing policies with high participation in supporting the implementation and success of the CSR program. A high level of participation can bring the implementation of CSR policies better. The participation indirectly provides an opportunity for the implementing agencies to study the situation in the field related to the obstacles faced. Therefore, the participation of implementing agencies in monitoring the policy is helpful to find out all the weaknesses faced and as evaluation material for each year during the implementation of the CSR program.

The study reveals that the success of implementation is influenced by political aspects. The political aspect according to Van Meter & Van Horn (1975) only focuses on elite support and interest groups. Meanwhile, this study finds that policy implementation is not only limited to the political aspects proposed in the Van Meter & Van Horn (1975) model, but also the importance of looking at the political aspects comprehensively. It means that the political aspect in the study is not limited to only looking at the support of elites and interest groups, but also looking at the broad political aspects such as the situation of the political year (general election period and regional head elections).

In this study, the situation of the political year determines the success of CSR policy implementation. During the political year, public opinion on CSR implementation becomes bad due to individuals or groups seeking personal gain. Indeed, CSR implementation has been carried out according to its standard and objectives. Based on these findings, this study tries to complement the model developed by Van Meter & Van Horn (1975), particularly on political parameters. Thus, the political parameters do not only focus on the support of elites and interest groups, but also the political year situation as one of the parameters as it can determine the success or failure of policy implementation.

## CONCLUSION

Based on the results of the study and discussion concerning the implementation of CSR policies in empowering the surrounding community of PT. IMIP, it can be concluded that the performance of the implemented CSR policies is quite effective. Of the six aspects studied (policy standards and objectives; policy resources; communication between organizations; characteristics of implementing agencies; economic, social, and political conditions; and attitude of implementing agencies), only one aspect has not gone well, namely aspects of economic, social, and political conditions which are devoted to the parameters of political conditions.

The political condition in this study shows one repeated problem, namely the political year situation. The political situation has greatly disrupted the implementation of CSR policies by PT. IMIP so far as individuals or groups often take advantage of the situation and take irresponsible profits by looking for the weaknesses and shortcomings of CSR policies to gain political support and public sympathy. This problem needs attention and follow-up as it can interfere with the performance of the implementing agencies of CSR policies in the future and decline public trust in PT. IMIP.

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