



# Corporate Social Responsibility Forum: Private Sector Participation Strategy in Equitable Development of the Regional Government of Muara Enim

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**Abstract.** Corporate Social Responsibility (CSR) is mandatory and every company is expected to fulfil this obligation. Generally, the company makes and implements its CSR program incidentally and eliminates obligations. Therefore, not all the benefits of CSR programs impact the community. One of the causes is the overlapping of activities between CSR and government programs. Thus, the Muara Enim Regency established a CSR forum as part of its strategies to reconcile these prevailing dilemmas. This study aims to describe the CSR forum of Muara Enim Regency and measure the impact of the CSR forum as a form of company participation in development. This study employed the before-after comparison method and post-test without a comparison group and baseline data. The results of the study analysis revealed that the CSR forum has become one of the new sources of funding for the development of the Muara Enim Regency. The records also showed that the planning and implementation of CSR programs are more targeted as they are carried out bottom-up according to community needs. Clearly, there is no overlapping of CSR programs/activities. Furthermore, the application of the strategy resulted to the increasing commitment with the local government units, private sector, and society. With all these indicators, the researchers therefore conclude that the strategy for establishing a CSR forum is an effective platform for the private sector to participate in development in Muara Enim Regency.

**Keywords:** CSR · Impact of Innovation · Development Strategy

# 1 Introduction

Corporate Social Responsibility (CSR) has been regulated in various policies, but its implementation has not significantly impacted society or the environment. On most occasions where a number of CSR activities are carried out, the offers of companies to their consumers are mostly “self-oriented values” and are not related to social or environmental issues [1]. The distribution of CSR is conducted sporadically by each company and is not well coordinated. Relatively, the same CSR activities are often carried out by different companies. But clearly, it is with no doubt that CSR is an instrument to capture the community’s needs and is a crucial link between the community and the company [2].

In the context of Indonesia, CSR is an obligation that must be implemented as stated in the law [3]. There are consequences if the company does not carry out these responsibilities. Law Number 25 of 2007 concerning Investment is the initial regulation that investors are obliged to carry out CSR. Furthermore, Law Number 40 of 2007 concerning Limited Liability Companies, Article 74 Paragraph (1), states that “Companies that carry out activities in the field and or related to natural resources are obliged to carry out Social and Environmental Responsibilities.” The most widely used form of CSR is philanthropy, with activities such as charity, money donations, and product donations [1]. Many companies provide CSR in the form of giving money to the community, whereas the provision of cash is less educational and cannot develop the potential of the community [4]. Knowing and managing what stakeholders expect can benefit the company, for instance, to improve the company’s image and competitive advantage [5].

In addition to CSR regulation, the government’s contribution to ensuring that CSR can be utilized for the community’s benefit is through the government’s authority in implementing the rules, being actively involved in CSR utilization activities, and corporatism [6]. CSR regulation needs to be contextualized based on regional conditions in Indonesia. Therefore, it needs to be operational in the form of regional regulations and regional head regulations.

One of the regencies with the potential among many companies in the area is MuaraEnim. There were 794 companies in the MuaraEnim Regency that consisted of small and medium enterprises [7]. However, the company did not have a list of community needs that could be met through CSR. Besides, the company has not realized the urgency and essence of facilitating the community’s real needs [8]. Coordination and collaboration between the company and the Regional Government of MuaraEnim Regency have not been optimal. The regional government has not been able to monitor the implementation of CSR programs that companies in the region have carried out.

Therefore, it is an urge to coordinate CSR from various companies to meet the community needs and support the development process in MuaraEnim Regency. The MuaraEnim Regency Government has a resource constraint in accommodating the community’s needs; thus, it needs other resources outside the local government budget (APBD). Moreover, Indonesia’s local government budget (APBD) structure has a higher proportion of personnel expenditures than program expenditures resulting in a relatively low proportion of capital expenditures for development and community welfare [9].

The MuaraEnim Regency Government regulates CSR as a legal product for the first time through MuaraEnim Regent Regulation Number 30 of 2011 concerning Corporate Social Responsibility-Partnership and Community Development Programs to coordinate the provision of CSR by companies in MuaraEnim Regency. The form of activity is the CSR Forum, which has accommodated the community's needs through development planning deliberations from village to district levels. Then, in 2015 the Regional Regulation of MuaraEnim Regency Number 1 of 2015 concerning Investment in Regions Article 19 states that "Every investor is obliged to carry out Corporate Social Responsibility (CSR)."

Previous researchers found out that the implementation of CSR in developing countries leads to solving socio-economic problems of the local population, for instance, educational assistance for poor children by involving NGOs as intermediaries between companies and the community [10]. Research on CSR's role and government support in China found that social CSR can increase collaboration in developed countries but not developing countries [11]. Another study found that districts/cities in East Java Province do not yet have regulations on CSR and CSR forums. It results in less collaboration between the government and companies [12]. Research on the SATRIA CSR Forum in Banyumas Regency concluded that the forum was formed through the Banyumas Regent's Decree Number 460/137 of 2018 concerning the SATRIA Corporate Social Responsibility Forum Banyumas Regency for the 2018–2021 periods, which showed efforts to improve CSR governance. However, several companies still do not have the same view regarding the CSR program indicated by stakeholders' commitment, which is still not optimal [13].

From the previous studies, the research on CSR focused on what companies in developing countries carry out forms of CSR, the role of government in CSR, and the development and management of CSR forums. Thus, this research focuses on the impact of establishing a CSR forum on development. This study aims to describe the CSR forum of MuaraEnim Regency and measure the impact of the CSR forum as a form of company participation in development.

## 2 Literature Review

### 2.1 Collaborative Governance

Collaboration is a complex process, which demands planned, intentional knowledge sharing that becomes the responsibility of all parties [14]. Moreover, it contends that collaboration is a process that lays the foundation for the emergency of trust-based cooperation, integrity, and breakthroughs achieved through consensus, ownership, and bringing together all aspects of the organization [14]. Ansell and Gash describe the government's new collaborative governance strategy as a form of governance that simultaneously involves various stakeholders or stakeholders in a forum with government officials to make joint decisions [15].

Collaborative governance is a government arrangement in which one or more public institutions directly involve non-governmental stakeholders in a formal, consensus-oriented, deliberative collective decision-making process to make and implement public

policies and manage public programs or assets [15]. The criteria used in collaborative governance are as follows: (1) the forum is initiated or implemented by public institutions and actors in public institutions; (2) participants in the forum also include non-public actors; (3) participants are directly involved in making and making decisions, and decisions do not have to refer to public actors; (4) formally organized forums and meetings are held jointly; (5) the forum aims to make decisions based on mutual agreement or consensus-oriented; and (6) the collaboration focuses on public policy and public management.

Moreover, there are several criteria for the success rate of collaborative governance. These include the success in reaching a mutual agreement. Though the negotiation process tends to be more complex, collaborative governance can solve more problems than conventional processes. Another criterion involves the level of efficiency of the collaborative process. Several studies found that reg-neg in collaborative governance spends more resources than in conventional rule-making, but the benefits outweighed the costs. From this, the stakeholder satisfaction with the process and results is also considered. The process tends to be more responsive with better results than conventional rule-making. Finally, the achievement of other benefits of social capital is being assessed. For instance, participants are more likely to learn something new during reg-neg processes and they tend to better understand issues in contrast with the traditional rule-making [15].

## **2.2 Corporate Social Responsibility**

Theoretically, CSR is defined as a company's moral responsibility to its strategic holders, especially the community or community around its work area and operations. The World Business Council for Sustainable Development (WBCSD) defines CSR as a business commitment to contribute to sustainable economic development through collaboration with employees and their representatives, families, local communities, and the general public to beneficially enhance the quality of life, both for business and for development [16]. The motivation and benefits expected by the company by carrying out corporate social responsibility include: (1) the aim to primarily avoid the negative reputation of destroying the environment by only pursuing short-term profits without caring about the consequences of the company's bad behaviour; (2) a solid ethical framework that can help managers and employees deal with problems such as job demands in the environment where the company works; (3) the mechanism where the company gets respect from people who need the company's existence, especially in terms of providing employment opportunities; and (4) the assurance that the company's ethical behavior is safe from environmental disturbances to operate smoothly.

### **Mandating Corporate Social Responsibility**

The adoption of mandated CSR legislation provides an alternative way for developing countries to engage businesses in social provision [17]. However, there is a concern that these programs might fail due to bad experiences in managing social programs [18]. As an implementing regulation of this law, the CSR claims turned into explicit claims for the government and local communities [19] and refer to simultaneously working toward value creation, thus the consequence is beneficial to the firms because it is responding to social demands [20]. The CSR obligations of business companies would formulate

business responsibilities to social concerns following local government and cultural realities for the long-term benefit and wellbeing of business and society [20].

### 3 Method

This study used a qualitative method with an objective perspective on the behaviour of CSR implementation in MuaraEnim. In this study, the approach used is qualitative (exploratory) by choosing the before-after comparison method (comparing data before and after CSR innovation) and baseline data. The difference with quantitative research is that this research departs from data using existing theories or instruments as explanatory material and ends with a theory [21].

This qualitative method conveys data in people's words, quotes, texts, or other discourses [22]. In other words, in the qualitative method, the data is collected in the form of words or pictures, not numbers [21]. Objective perspective research can be classified into descriptive, co relational, explanatory, or exploratory. Descriptive studies systematically describe a situation, problem, phenomenon, service, or program, provide information about, say, the living conditions of a community, or describe attitudes towards a problem. A correlation study aims to find or establish a relation, association, or interdependence among different aspects of a situation. Explanatory research tries to clarify why and how there is a relationship between two or more aspects of a situation or phenomenon [22].

Data was collected through observational literature studies, surveys, and interviews. In preparing the survey and interview methods, descriptive reporting planning was carried out on the past, comparative or evaluative past, and findings [23].

### 4 Results and Discussion

This section will describe the CSR forum of MuaraEnim Regency and analysis of the CSR Forum as a form of company participation in development.

#### 4.1 Description of the Corporate Social Responsibility Forum—Partnership and Community Development Program (CSR-PKBL) MuaraEnim Regency

Muara Enim Regency is one of the regencies in South Sumatra Province with various superior regional potential. In general, the potential of the MuaraEnim Regency is dominated by primary sectors such as agriculture, forestry, mining, and energy [24]. Due to the enormous potential, it is not surprising that in MuaraEnim, many large companies operate in the mining, energy, plantation, livestock, and other similar sectors. In 2021, there were 84 companies in MuaraEnim Regency [25].

The presence of these companies is expected to positively impact the development progress and community welfare in MuaraEnim Regency. One of the efforts to have a positive impact is to regulate the company's obligation to carry out Corporate Social Responsibility (CSR). It is a mandate from Law Number 40 of 2007 concerning Limited Liability Companies article 74 paragraph (1), which states that "Companies that carry out their business activities in the field and or related to natural resources are obliged to

carry out Social and Environmental Responsibilities” [26]. It has also been regulated by the MuaraEnim Regency Regional Regulation Number 1 of 2015 concerning Investment in Regions Article 19, which states that “Every investor is obliged to carry out Corporate Social Responsibility (CSR)” [27].

The implementation of CSR does not always run smoothly and faces many challenges. Some companies consider CSR an onerous burden, so they do not want to be involved in its implementation. On the other side, some companies have carried out CSR but are not coherent with the local community’s needs or overlap with the CSR programs of other companies. It is because the company runs its CSR without coordination. Companies perceive that the provision of CSR funds is less effective and wasteful. Besides, the community located near the company also does not experience significant benefits from the company’s CSR program. Moreover, as a regulator, the local government of MuaraEnim Regency cannot intensively monitor the implementation of CSR in its area.

To overcome the issues, in 2011, the Regional Development Planning Agency (Bappeda) of MuaraEnim Regency took the initiative to meet various parties’ needs through an innovation entitled Forum Corporate Social Responsibility-Partnership and Community Development Program (CSR-PKBL). The CSR-PKBL Forum is regulated in MuaraEnim Regent Regulation Number 30 of 2011 concerning CSR-PKBL in MuaraEnim Regency [28]. The CSR-PKBL is a company’s commitment to participating in community empowerment and sustainable economic development to improve the quality of life and the environment located near the company. It benefits the company itself, the local community, and society. Meanwhile, the CSR-PKBL forum is an organizational/institutional model that allows stakeholders to build systems and implementation mechanisms to implement participatory, accountable, transparent, and sustainable CSR-PKBL in the MuaraEnim Regency with management and membership consisting of members of stakeholders.

The CSR-PKBL forum was established to unite various stakeholders to communicate, consult, and act together sustainably in the development and management of CSR-PKBL to provide significant benefits for regional development. The objectives of the CSR-PKBL forum are as follows. Firstly, to establish a forum that provides opportunities for all stakeholders to have an optimal role in developing and managing the CSR-PKBL program. Secondly, to harmonize, synergize, and provide input and improvement efforts in developing and managing CSR-PKBL programs.

The CSR-PKBL forum carries out several stages of activities that begin with planning, implementation and monitoring, and evaluation to implement sustainable CSR. In the planning aspect, the potential problems and resources in the scope of CSR-PKBL are carried out on a bottom-up basis, starting from the village, sub-district to district levels. Furthermore, at this stage, village and sub-district development planning deliberations, coordination meetings of CSR-PKBL forums, district development planning deliberations, and dissemination of development planning deliberations results are also encouraged.

This planning stage produces output in a non-government budget of local government work/development plan/s, which contains various activities resulting from the MuaraEnim Regency regional planning deliberation that the local government budget cannot finance. Activities in the non-government budget of local government

work/development plan/s are directed to be implemented through CSR activities of companies located in the MuaraEnim Regency. In addition, the forum also discussed the distribution of CSR zoning. CSR zoning maps the work area of each company so that the possibility of overlapping between one company and another can be avoided.

The next stage is related to implementation. Activities are implemented by conducting visits and supervision to locations or objects of CSR-PKBL implementation and carrying out roles and functions in consultation, facilitation, and mediation if necessary.

The last stage is monitoring and evaluation. Monitoring and evaluation of the CSR-PKBL program consisted of monitoring the program's implementation, evaluating the benefits and impacts, disseminating the monitoring and evaluation, and providing recommendations on the CSR-PKBL program.

After implementation for more than one decade, in 2021, out of 84 companies in the MuaraEnim Regency area, only 21 companies have contributed to the CSR-PKBL forum; the other 63 have not contributed [29]. However, though the CSR-PKBL forum has not run optimally, many benefits derive from its existence.

One company that has been actively contributing to this program since 2011 is PT Bukit Asam [30]. Through CSR-PKBL, the company implements the "Let's Go to School" education program and distributes scholarship funds to elementary, middle, and high school students (2011). Education is the basis for poverty alleviation and economic growth [31]. The process of changing the community's economy is expected what happens is that MSME empowered in running their business, becoming independent MSME [32]. Furthermore, the "Bukit Asam Industrial Center" program brings together various industry players from the community around the company in agribusiness, manufacturing, catering, and general services. As well as the "Teranglah Desaku" program is the construction of PLTMH (Micro Hydro Power Plant) in the Village area. PekatSemdeDaratUlu (2012). From 2013 to 2020, PT Bukit Asam's various CSR-PKBL activity programs are as follows: "BIDIKSIBA" (college-level scholarships), "Desa Gemilang Economic Improvement" (development of community-produced coffee commodities), Normalization of the Alur River, "Students Get to Know the Archipelago" (inter-provincial student exchange in Indonesia), "Bara Lestari Fostered Village" (community empowerment and relocation of uninhabitable settlements), "Integrated Agricultural Circular Economy Development" (climate village program), Improvement of the MSME People's Economy, and community empowerment in the program Economic Recovery Impact of COVID-19.

## **4.2 Analysis of the Corporate Social Responsibility Forum as a Form of Participation in Development**

### **Budget**

The CSR program positively impacts budgeting for development in MuaraEnim Regency. The CSR funds collected are used to implement the local government work/development plan/s with a non-government budget. It means that local governments have other sources of funds to carry out development.

These funds are a form of collaboration between the government and the private sector to advance the region because not all programs can be accommodated in the local

government budget. For instance, in 2019, the realization of PKBL-CSR funds that have been reported amounted to IDR 88.71 billion. The funds are used to improve the welfare of the surrounding community or the company's zoning.

### **Involvement of Non-government Stakeholders**

Inter-company involvement in the CSR-PKBL program is an essential step in the MuaraEnim Regency development progress. The CSR zoning, which maps each large company's location or work zone based on their respective locations, is expected to optimize cooperation in realizing the quality of life and welfare of the surrounding community in their respective work zones. In 2021, the MuaraEnim Regency Government handed out certificates of appreciation to 10 companies that have contributed to development in MuaraEnim Regency, including: PT Bukit AsamTbk (PTBA); PT TanjungEnim Lestari Pulp & Paper; PT Medco EP Lematang; PT Pertamina Asset 2; PT PN VII Banyan Unit; PT JapfaComfeed Indonesia; PLTGU GunungMegang (PT MEP-POGEN); PT Bank Sumsel Babel MuaraEnim Branch; PT Pacific Global Utama (PGU); and PT Bara Anugerah Sejahtera (BAS).

### **Mechanism**

The intended mechanism is the method or procedure for implementing CSR in MuaraEnim Regency after the established CSR-PKBL forum. Previously, the implementation of CSR in the MuaraEnim Regency was carried out individually by the company to the community and had not been coordinated. Hence, CSR programs often overlapped between companies and thus were not effective. Then, with the CSR-PKBL forum, companies could coordinate with all stakeholders to plan and conduct CSR programs together. There is a distribution task between the stakeholders and the companies.

Through this CSR-PKBL forum, companies in MuaraEnim Regency can coordinate, communicate, and collaborate in planning and implementing their CSR. Likewise, the Regency Government, who is also involved in this forum, can also find out about the CSR programs implemented by the company. A significant result of implementing this CSR mechanism is that overlapping CSR programs can be overcome.

### **Productivity**

The productivity aspect is a product resulting from this CSR-related innovation, namely the Non-Government Budget of Regional Government Development Plan (non-APBD RKPD). Because CSR is non-government financing for development, the mechanism used is similar to the Regional Government Development Plan financed by the Local Government Budget.

The Non-APBD RKPD document contains proposed activities financed from CSR, both physical and non-physical, resulting from community aspirations. In 2021, CSR in MuaraEnim Regency will also carry out a CSR zoning model so that the community's use of CSR is more effective, based on the company's location and the community's needs. Although the non-APBD RKPD is made separately from the regional government development plan financed by the local government budget, the results from CSR, both physical and non-physical, will be reported in the local government performance report.



The non-APBD RKPD document aims to improve the management of the CSR-PKBL program. For this innovation idea, the MuaraEnim Regency Government has received an award from The La Tofi School of CSR in the 2016 Nusantara CSR Awards and AnugrahPangripta Nusantara 2017 from the Ministry of National Development Planning for the best innovation through the preparation of the non-APBD RKPD.

### **Quality**

Previously, companies determined their CSR programs without considering the program's long-term benefits and community needs. The previous CSR programs were more incidental and only distributed gifts. Sometimes it causes overlapping of CSR activities between one company and another or even with government programs. As a result, only certain people receive the benefits, and some people do not even know that the program exists. CSR management that coherence with the development program will target the CSR activities to align with the local community's needs and provide long-term benefits for the community.

### **Mindset Change**

The CSR-PKBL forum can change the perception and mindset of the stakeholders involved. The interview results show that the business community in MuaraEnim Regency has committed and is competing to implement CSR programs that have become their obligations without considering CSR as a burden. The community is also directly involved in planning development programs that they need. The regional government is no longer the single actor in development in MuaraEnim Regency but is also supported by the private sector and community. Thus, all stakeholders are aware of the joint commitment to regional development.

## **5 Conclusion**

This study describes the implementation of corporate social responsibility (CSR) in MuaraEnim Regency through the Corporate Social Responsibility Forum-Partnership and Community Development Program (CSR-PKBL Forum). This innovation also produces non-APBD RKPD documents. The non-APBD RKPD contains activities proposed by the community and agreed upon by companies and local governments based on development priorities. Program activities can be in the form of physical and non-physical. Through this PKBL CSR forum, CSR activities in MuaraEnim Regency are more coordinated and do not overlap, so they are more effective.

The non-APBD RKPD document is prepared as the basis for planning programs and activities and evaluating CSR implementation at the end of the fiscal year. The preparation of the non-APBD RKPD is similar to the development program financed by the local government budget. The difference is only the source of funding and the program of activities. The non-APBD RKPD, as an innovative product in the MuaraEnim Regional Government, has received awards from both the central government and the private sector in the field of development planning. Since 2021, CSR in MuaraEnim Regency has already used a zoning system; this facilitates the distribution of CSR benefits to the community.

The impacts of the PKBL CSE forum on CSR governance in MuaraEnim Regency encompassed the aspects involving budget, involvement of stakeholders, the CSR management mechanisms, the productivity of the for and the quality of CSR programs and activities. With regard to the aspect involving budget and financial consideration, the CSR is beneficial for the development of programs in MuaraEnim Regency considering that not all programs can be funded by the local governments. Interestingly, the active involvement of non-governmental stakeholders in regional development has been very evident. Consequently, the CSR management mechanisms become more effective and well-coordinated as it eliminated the potential overlaps. Furthermore, the productivity of this PKBL-CSR forum innovation which is based on the non-APBD RKPD document has been a considered. Finally, the quality of CSR programs and activities are parts of the considerations made in this PKBL-CSR forum documented in the non-APBD RKPD. The proposed programs and activities must align with regional development priorities. Generally, this study revealed that the mindset changed toward CSR programs and activities as a shared responsibility. Thus, the significance of commitment to regional development must be carried out together, not as a burden but as a responsibility that must be carried out jointly between the regional government, the company, and the community.

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