



Implementation of Corporate Social Responsibility (CSR) Program in Empowering Communities Around the Medan Industrial Area (KIM) Mabar

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ABSTRACT

This study aims to analyze the implementation of the Corporate Social Responsibility (CSR) program in empowering the community around the Medan Industrial Estate (KIM) Mabar through a qualitative descriptive approach. Data collection was conducted using in-depth interviews, participant observation, and documentation to obtain a comprehensive picture of the implementation of the CSR program in the area. Data validity was ensured through data triangulation, which combines the three data collection techniques to provide a holistic and accurate perspective. The results of the study indicate that the implementation of the CSR program has had a significant positive impact on local community empowerment, including improving community skills and economic capacity, developing social infrastructure, and strengthening community institutions around the industrial area. Key findings indicate that the CSR program serves not only as an instrument of corporate social responsibility but also as a catalyst for sustainable development that creates positive synergies between the industrial sector and the local community. However, this study also identified several challenges in program implementation, such as coordination between stakeholders and long-term program sustainability, which require further attention to optimize the impact of community empowerment.

INTRODUCTION

The sustainable development paradigm has undergone a fundamental transformation in a global context, where companies are no longer viewed solely as economic entities oriented toward maximizing profits, but rather as agents of social change with a moral and ethical responsibility to their communities and the surrounding environment. The concept of Corporate Social Responsibility (CSR) has evolved from a conventional philanthropic approach to a sustainable empowerment strategy integrated with business objectives and the global development agenda of the Sustainable Development Goals (SDGs) (Suprpto et al., 2024; Nurhadi, 2022).

In a theoretical context, public policy implementation is defined as a complex process involving various actors, organizations, procedures, and techniques working synergistically to achieve specific policy or program objectives (Pratama & Susanti, 2021; Widayanti, 2012). The complexity of this implementation phenomenon can be understood not only as a linear process but also as a multidimensional set of outputs and impacts. This aligns with a critical perspective that views CSR program implementation as an arena for contestation of interests between capital, the state, and civil society in the struggle for space for empowerment and social justice (Sartika & Wijayanti, 2020; Wijaya, 2022).

The era of globalization and rapid industrialization has positioned industrial areas as catalysts for regional economic growth, but simultaneously gives rise to negative externalities in the form of environmental degradation and socio-economic inequality (Bryson et al., 2019; Sari & Pratiwi, 2021). Medan Industrial Estate (KIM), one of North Sumatra's strategic industrial centers, faces a classic dilemma between achieving economic efficiency and socio-environmental responsibility. With 555 industrial partners employing 55,000 people by 2022, KIM holds significant potential to drive the regional economy. However, its industrial activities also have the potential to cause air, water, and soil pollution, and socio-economic disruption to surrounding communities.

National regulations, through Government Regulation No. 142 of 2015 concerning Industrial Estates, have established a legal framework mandating industrial responsibility for infrastructure provision and environmental impact management. Furthermore, Regulation of the Minister of State-Owned Enterprises No. PER-1/MBU/03/2023 concerning Special Assignments and Social and Environmental Responsibility Programs for State-Owned Enterprises (SOEs) provides the operational foundation for the implementation of CSR (Corporate Social and Environmental Responsibility) in SOEs. At the local level, the Deputy for Human Resources, Technology, and Information's Letter No. S-134/DSL.MBU/10/2023 concerning the 2024 Corporate Social Responsibility Work Plan and Budget Agreement, as well as Medan Mayoral Decree No. 891/12.K concerning the Medan City Corporate Social Responsibility Program Coordination Team for the 2025-2030 Fiscal Year, and Medan Mayoral Regulation No. 37 of 2019 concerning Guidelines for the Implementation of Village Facilities and Infrastructure Development Activities and Village Head Community Empowerment provide a more operational implementation framework (Arief & Budi, 2024)/.

Empirical data shows a significant evolution in CSR/TJSL practices in Medan City, with corporate contributions increasing from IDR 13.67 billion in 2022 to IDR 31.13 billion in 2023, representing an 85% year-on-year increase. However, of the 10,020 companies operating in Medan City, only 31 reported their CSR/TJSL contributions, indicating a gap between the potential and realization of corporate social responsibility programs.

PT Kawasan Industri Medan, as a state-owned enterprise entrusted with the management of a strategic industrial area, has demonstrated its commitment through various CSR/TJSL programs focused on the three pillars of sustainable development: economic, social, and environmental. Based on an assessment by the Medan City CSR Coordination Team, PT KIM received the CSR Award for Best Periodic CSR Company II in 2023. This achievement demonstrates a paradigm shift from a charitable approach to a more sustainable empowerment approach post-2021 (Putri & Irwansyah, 2022).

This shift is evident in the types of programs implemented since 2021. While previously programs tended to be charitable in nature, such as basic food aid, PT KIM now strives to foster community self-reliance. This transformation is supported by top management commitment and is aimed at aligning with the company's business strategy and complying with the 2023 Minister of State-Owned Enterprises Regulation concerning Social and Environmental Responsibility (Cornellisen, 2021).

Nevertheless, the implementation of CSR/TJSL programs still faces various structural and cultural challenges. From a structural perspective, there is often a misalignment between the objective needs of the community and the programs designed by the company, indicating weak needs assessment mechanisms and community participation in the planning stage. From a cultural perspective, low public awareness of the importance of active participation in empowerment programs also presents a systemic barrier that requires a communicative and dialogical approach (Wahyuni, 2018; Hamidah, 2022).

A critical analysis of PT KIM's CSR practices reveals a duality between its temporary charitable programs and its empowerment programs, which focus on sustainable development. Programs such as providing basic food aid or renovating public facilities reflect a charitable approach, while SME entrepreneurship training programs, waste bank development, and mangrove planting demonstrate a more transformative, empowering orientation. However, the effectiveness and long-term impact of these programs have not been thoroughly explored through comprehensive implementation studies (Yuliawati et al., 2022; Hanum & Hamzah; 2020).

This knowledge gap is all the more relevant considering that PT KIM, as a state-owned enterprise (BUMN), has a dual mandate as a business entity that must generate profits and also as a development agent contributing to community welfare. Within the framework of stakeholder capitalism theory, BUMN companies are required to create shared value that holistically integrates economic, social, and environmental interests.

Given the complexity of these issues, this research is urgently needed to examine in depth how PT Kawasan Industri Medan's Corporate Social

Responsibility (CSR) program implements its efforts to empower the surrounding community. This research is expected to provide theoretical contributions to the development of a sustainable CSR implementation model and practical recommendations for optimizing community empowerment programs in industrial areas.

LITERATURE REVIEW

Policy implementation is an integral component of the public policy process and cannot be separated from the formulation and evaluation stages. To achieve the desired goals or impacts, policy programs must be implemented through systematic and measurable mechanisms. Contemporary literature offers a variety of theoretical and conceptual discussions that enrich our understanding of the dynamics of policy implementation in the context of modern governance. Essentially, a policy must be implemented effectively to achieve its objectives; no alternative can replace the importance of a quality implementation stage. Public policy implementation can be operationalized in two main modalities: directly in the form of executive programs involving government officials, or through the creation of derivative policies, which are derivatives or operationalizations of previously established parent policies (Nugroho, 2021).

Donald Van Meter and Carl Van Horn (1975) made a fundamental theoretical contribution by defining policy implementation as actions taken by individuals or groups in the government and the private sector to achieve the goals established in previous policy decisions. The Van Meter and Van Horn implementation model emphasizes that implementation actions include systematic efforts to translate decisions into operational actions within a specific timeframe, as well as ongoing efforts to achieve the planned changes. Fundamental to Van Meter and Van Horn's perspective is that the policy implementation phase will not begin until the policy decision establishes clear and measurable objectives and recommendations. Therefore, implementation can only begin after legislation is enacted and funding is provided to implement the policy, along with adequate institutional mechanisms to carry out the designed programs (Wahab, 2020).

The Van Meter and Van Horn model identifies six critical variables related to policy implementation performance. First, policy standards and objectives must be clear, specific, and measurable to provide guidance for implementers. Second, resources, including adequate funds, personnel, facilities, and information, to support the implementation process. Third, effective inter-organizational communication and implementation activities to ensure program coordination and synchronization. Fourth, the characteristics of implementing agents, including competencies, organizational structure, and prevailing norms within the implementing institution. Fifth, the implementer's disposition reflects the implementer's attitude, understanding, and commitment to the policy being implemented. Sixth, the economic, social, and political conditions surrounding the implementation process can influence the program's success or failure. This model emphasizes that the interaction between these variables determines the

level of implementation success, where weaknesses in one variable can impact the performance of the entire implementation system (Winarno, 2022).

Based on this theoretical synthesis, the author can conclude that policy implementation is a transformative process or systematic effort undertaken by various parties, both government and the private sector, to transform policymakers' decisions into concrete actions oriented towards achieving policy objectives effectively and sustainably. Implementation involves a series of interrelated steps and processes, such as policy interpretation, resource organization, implementation of operational mechanisms, and continuous adjustment to evolving contextual dynamics. A multiplicity of factors influences the success of policy implementation, including: the quality of policy communication, the availability and allocation of resources, the structure and capacity of the bureaucracy, the disposition or attitude of policy implementers, and political and social support from various stakeholders involved in the implementation process (Pratama et al., 2023).

From a practical perspective, a deep understanding of implementation objectives helps policy practitioners design more effective implementation strategies. Action research conducted by the University of Indonesia Consortium Team showed that "training on the concept and application of implementation objectives for local government officials has been proven to improve the quality of regional development program planning and implementation by 45%" (UI Consortium Team, 2021).

Thus, in general, the goal of policy implementation, according to Donald Van Meter and Carl Van Horn, is to realize predetermined policy objectives by creating structured relationships and working mechanisms so that policies can be realized and achieve the desired impact or end result.

The complexity of policy implementation in the modern era requires a deeper understanding of the interactions between the variables in this model. Sari and Widodo emphasize that "the success of policy implementation is not determined by a single variable, but by the optimal synergy of the six variables in the Van Meter and Van Horn model" (Sari & Widodo, 2020).

The Definition and Basic Concepts of Corporate Social Responsibility (CSR) is a contemporary business paradigm that integrates economic, social, and environmental dimensions into company operations. This concept reflects a business organization's commitment to contribute sustainably to economic development while maintaining a balance between profit-making, community care (people), and environmental preservation (planet). In the context of globalization and the increasing complexity of social issues, CSR has evolved into a strategic instrument expected to provide alternative solutions for community empowerment, particularly in addressing poverty and social inequality (Hendrik, 2021).

The development of the CSR concept is inseparable from the evolving understanding of the role of corporations in modern society. Friedman (1982) laid the foundation for the idea that corporate responsibility should not be limited to economic aspects alone but should be expanded to encompass social and environmental dimensions. This perspective subsequently underwent significant

development with the emergence of the Triple Bottom Line framework, which emphasizes the importance of balancing profit, people, and planet in every business activity. The Triple Bottom Line (TBL) approach requires companies to be accountable not only for their economic results but also for their impact on society and the environment (Wibowo & Pratiwi, 2020; Ulum & Anggraini, 2020)

CSR Dimensions and Implementation in the Context of Sustainable Development The implementation of CSR in modern business practices is undergoing significant transformation, particularly in the context of achieving the Sustainable Development Goals (SDGs). The Triple Bottom Line framework offers a holistic approach to evaluating corporate performance by integrating economic, environmental, and social perspectives (2025). This approach is becoming increasingly relevant given increasingly complex global challenges, where the evolution of Environmental, Social, and Governance (ESG) research represents a critical development in corporate sustainability practices, particularly in relation to the Triple Bottom Line perspective and the specific objectives of the Sustainable Development Goals (SDGs).

METHODOLOGY

The research approach used by the author in this study is a descriptive method with a qualitative approach, providing an overview of how the Corporate Social Responsibility (CSR) program is implemented to empower the community around the Medan Industrial Estate (KIM). Descriptive methods within a qualitative approach are research methods that aim to describe, illustrate, and interpret a phenomenon, event, or situation in depth and comprehensively using qualitative data, such as interviews, observations, and documents (Creswell, 2021). This research was conducted in the Medan Industrial Estate (KIM), located in the Mabar sub-district, Medan Deli, Medan, North Sumatra, Indonesia. Part of the area is within the village of Saentis, Percut Sei Tuan, Deli Serdang Regency, North Sumatra. KIM is managed by a State-Owned Enterprise (BUMN) with a total area of 514 hectares. The implementation of the Corporate Social Responsibility (CSR) or Social and Environmental Responsibility (TJSL) program in empowering the community around the Medan Mabar Industrial Estate. PT KIM's CSR/TJSL program is currently underway in terms of its implementation, and there are several issues related to implementing the CSR program to the community around the company's environment affected by the environmental impact in the industrial area. The Medan industrial area has a CSR/TJSL allocation target of several percent of the company's profits, while internal and external issues are related to its implementation. In this case, the user uses an in-depth interview technique. In this case, the user uses an in-depth interview technique (Sugiyono, 2022).

RESEARCH RESULT AND DISCUSSION

As a leading industrial estate operator in North Sumatra, PT KIM has developed a comprehensive management portfolio by implementing a horizontal diversification strategy to optimize asset utilization and expand its service reach to both domestic and international investors. The six industrial estates it manages cover a total area of 1,060 hectares, implementing various

management schemes tailored to each area's characteristics and market needs. The company directly manages two of its own industrial estates, totaling 650 hectares, KIM 1 and KIM 2, as flagship projects, demonstrating the company's core competency in industrial estate management.

This diversified management model strategy allows PT KIM to access external resources, share investment risks, and accelerate industrial estate expansion without compromising effective operational control. This collaborative governance approach aligns with global trends in modern industrial estate management, which emphasize flexibility, efficiency, and responsiveness to market dynamics (Purnasari, 2021).

In terms of corporate governance, PT KIM implements Good Corporate Governance (GCG) principles that are comprehensively aligned with state-owned enterprise governance standards and compliance requirements of Indonesian capital market regulations. The company has adopted best practices in corporate governance by establishing a transparent organizational structure with a clear segregation of duties and an accountability framework between the Board of Commissioners as supervisory board and the Board of Directors as executive management. It also implements an integrated risk management system to identify, measure, monitor, and control various business risk exposures that could impact the achievement of the company's strategic objectives (PT Kawasan Industri Medan, 2024).

This commitment to transparency and accountability is manifested through the consistent publication of comprehensive annual reports and active participation in the Social and Environmental Responsibility (TJSL) program, with systematic reporting to stakeholders in accordance with regulatory requirements and voluntary disclosure standards. This robust GCG framework serves as a foundation for building stakeholder confidence and long-term corporate credibility (Ahen & Zettinig, 2015).

The identification and selection of informants in this study used a purposive sampling technique, considering demographic representativeness criteria, including gender distribution, age stratification, and heterogeneity in education levels. This was done to obtain a comprehensive and multidimensional perspective on the implementation of Corporate Social Responsibility programs in industrial areas. Purposive sampling was chosen as the most appropriate sampling strategy given the characteristics of qualitative research, which requires informants with in-depth knowledge and direct experience related to the phenomenon under study, as well as the ability to provide rich, contextual insights into the dynamics of CSR programs (Patton, 2021).

Based on empirical data obtained through systematic fieldwork and in-depth interviews with ten strategic informants, the demographic characteristics of respondents can be categorized into three main dimensions: gender distribution, age stratification, and education level. This enabled the researcher to conduct a comprehensive analysis of the variations in community perspectives and responses to the empowerment program. This systematic categorization facilitated the distribution of data by research object and enabled the

identification of specific patterns in community perceptions and participation based on different socio-demographic characteristics (Kizlin & Ozkan, 2021)

The composition of informants showed a relatively balanced gender distribution, with women representing 40% (4 informants) and men representing 60% (6 informants) of the ten informants involved in the study. This proportion reflects the researcher's conscious effort to ensure gender balance in the perspectives obtained, considering that experiences and perceptions of CSR programs can differ based on gender roles and social positions in the societal structure (Greeberg, 2025).

The implementation of Corporate Social Responsibility (CSR) programs in the Medan Industrial Estate (KIM) in Mabarak can be analyzed using the six main dimensions of the Van Meter and Van Horn (1975) model, which is widely used as a conceptual framework in evaluating the effectiveness of public policy implementation processes, including CSR policies (Rakhmadani, 2021, p. 5). These six dimensions include: policy standards and objectives, resources, inter-organizational communication, implementing agent characteristics, implementer dispositions, and the social, economic, and political conditions that influence policy implementation.

The Implementation of Corporate Social Responsibility in the Medan Industrial Estate will present data findings from each variable in the Van Meter and Van Horn implementation model, with reference to existing or ongoing CSR programs in KIM Mabarak, specifically covering the sub-districts and villages that are the focus of the research. Data will be obtained through interviews, observation, and documentation.

Policy standards and objectives are fundamental components that significantly influence the success rate of policy implementation within an organization. Clarity in success indicators and policy objectives is essential to ensure policy implementers avoid ambiguity regarding policymakers' directives, which ultimately can prevent the organization from systematically failing to implement the policy (Van Meter & Van Horn, 1975).

In the context of Corporate Social Responsibility (CSR), policy standards and objectives serve not only as operational guidelines but also as a strategic compass that directs all CSR activities toward achieving measurable and sustainable impacts. This theoretical foundation aligns with policy implementation theory, which emphasizes the importance of clearly communicating standards from policymakers to implementers to ensure consistency and effectiveness in program implementation.

Based on in-depth research conducted through interviews with the management of PT KIM Mabarak, it was clearly identified that the implementation of the company's Corporate Social Responsibility policy is deeply rooted in a dual orientation consisting of two main strategic pillars: achieving shareholder satisfaction as the primary stakeholder and strict compliance with the 2023 Regulation of the Minister of State-Owned Enterprises concerning Social and Environmental Responsibility (TJSL). This orientation strategy reflects the implementation of a stakeholder capitalism approach that integrates shareholder

value creation with regulatory compliance as the foundation for sustainable business practices.

This aligns with the global trend where more corporations, particularly State-Owned Enterprises (SOEs), are integrating sustainability aspects into their core business strategies in response to rising stakeholder expectations and regulatory pressures. The focus on the 2023 SOE regulations is crucial, as they provide a clear, comprehensive framework for defining the scope, reporting requirements, and accountability mechanisms for CSR programs (Rahmadi, 2021).

This situation creates a strategic tension between a top-down regulatory compliance approach and bottom-up community development needs. The key challenge, then, is how to strike an optimal balance between a strong business orientation and the needs and aspirations of broader community empowerment, so that the resulting impact is truly transformative and sustainable in the long term. Meanwhile, program distribution shows that empowerment and charity programs receive a larger allocation (50% each) compared to MSME, education, and environmental programs (33.3% each). This pattern indicates that the company's CSR strategy prioritizes direct community assistance and capacity-building initiatives.

Based on comprehensive field observations and interviews, strong indications were identified that PT KIM Mabar's CSR/TJSL programs remain one-way, with a primary focus on compliance with company policy standards and state-owned enterprise regulations, without adequate active community participation. The findings indicate that the company's policy objectives are more focused on shareholder interests and compliance with the 2023 Minister of State-Owned Enterprises Regulation, resulting in communities, the intended beneficiaries, often being excluded from planning processes and decision-making mechanisms.

The analysis shows that to increase the effectiveness of CSR programs in empowering communities, a holistic approach is needed that optimally integrates all three dimensions of resources, with a particular emphasis on human resource capacity development and improved coordination systems in utilizing existing infrastructure.

To increase the effectiveness of CSR programs in empowering communities, the following are required: (1) Strengthening the capacity of human resources specifically for CSR with community empowerment competencies; (2) Developing a continuous monitoring and evaluation system; (3) Implementing a participatory approach in program planning; (4) Improving coordination with local stakeholders; and (5) Developing programs that focus on increasing long-term community capacity and independence.

The implementation of CSR programs by PT. KIM Mabar's community empowerment efforts have shown mixed results. Economically, the program has provided concrete assistance such as business tools and skills training, but it remains charitable in nature and fails to foster long-term independence. The social dimension demonstrates fairly good participation in direct assistance programs, but communication and participatory planning remain limited.

Politically, despite government support and regulatory compliance, community political empowerment in CSR program decision-making remains minimal. The environmental dimension is the weakest, with programs remaining largely symbolic and lacking any real understanding of ecological empowerment.

CONCLUSION AND RECOMMENDATION

The implementation of PT. KIM Mabar's CSR program demonstrates a dual orientation focused on achieving shareholder satisfaction and compliance with the 2023 Minister of State-Owned Enterprises Regulation concerning Corporate Social Responsibility (CSR). However, there is a significant gap between the company's strategy and community participation. The CSR program continues to operate in a top-down manner, without active community participation in the planning and decision-making process. The community experiences limited information and understanding of the comprehensive CSR program, only aware of specific programs such as MSME assistance and health programs. The CSR budget allocation is in accordance with regulatory requirements (2-3% of net profit), but challenges remain in optimizing fund utilization. Limited human resources competent in community development are a major obstacle, with most internal teams juggling other responsibilities to manage the CSR program. Although supporting infrastructure is available, coordination and synergy in facility utilization still require improvement. The CSR program socialization process faces challenges in information accessibility, with communication channels limited to instructional WhatsApp groups. Coordination between stakeholders demonstrates an established formal structure through regular coordination forums, but communication tends to be one-way and less responsive to community needs. Information transformation still faces barriers in understanding the community's contextual context. State-owned enterprises' competency in CSR implementation shows limitations in efficiency and responsiveness, with processes that are time-consuming and lack transparency.

Management commitment exhibits an ambivalent pattern between formal commitment and challenges of operational consistency. Organizational experience in community empowerment programs is still in its infancy, with most CSR initiatives being charitable and reactive, yet to reach the stage of sustainable empowerment. Implementer dispositions demonstrate varying levels of commitment across organizational levels. While there is strong commitment at the management level, the operational level faces challenges in consistent implementation. Community response is mixed, with appreciation for direct assistance programs but criticism of the top-down approach. CSR programs remain compliance-driven rather than impact-driven. Economic empowerment has demonstrated concrete initiatives such as business capital and production equipment assistance, but program distribution is uneven and remains charitable rather than sustainable empowerment. Social empowerment faces the challenge of community heterogeneity, with communication tending to be one-way. Political empowerment demonstrates positive local government support, but community participation in decision-making remains minimal.

Environmental empowerment is the weakest aspect, with programs remaining largely symbolic and lacking the substance of ecological empowerment.

ADVANCED RESEARCH

Future research should examine the effectiveness of community-based CSR implementation in industrial areas using a mixed-methods approach to assess participation, institutional capacity, and sustainability. Comparative studies between PT Kawasan Industri Medan and other industrial zones could identify key success factors, while stakeholder network analysis may reveal strategies for strengthening multi-sector collaboration in sustainable community empowerment.

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