

Dynamics of Interaction and Collaboration Between Actors in Formulating Corporate Social Responsibility Policies: A Case Study of Regional Regulations of East Java Province

Dinamika Interaksi dan Kolaborasi Antar Aktor dalam Formulasi Kebijakan Tanggungjawab Sosial Perusahaan: Studi Kasus Peraturan Daerah Provinsi Jawa Timur

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Abstract

The study and implementation of public policy mechanisms, whether conducted by academics, political actors, or public officials, inevitably encounter complex challenges. In particular, the process of public policy formulation often involves competing interests among the actors affected by these policies. This article examines the mechanisms, roles, and interaction patterns among actors involved in the formulation of East Java Provincial Regulation Number 4 of 2011 on Corporate Social Responsibility (CSR). Using a descriptive qualitative approach, this study explores two types of interaction models: associative and dissociative. The findings reveal that the interaction model in the policy formulation process is inherently dynamic, with variations in how the interests of each actor are aligned. Dissociative interactions often transform into associative ones when the interests of the actors converge. The formulation of the CSR Regional Regulation in East Java follows a group model characterized by a non-decision-making interaction pattern. The interaction among actors aims to accommodate various interests, including those of local governments, politicians, entrepreneurs, and the community. This collaborative process reflects the importance of cooperation and interest accommodation for effective and sustainable policies. This research provides an in-depth understanding of the dynamics of interaction and collaboration among actors in the CSR policy formulation process and offers valuable references for similar policy formulation studies in other regions.

Keywords: public policy, policy formulation, interaction, collaboration

Abstrak

Dalam proses mempelajari atau mengimplementasikan mekanisme kebijakan publik, baik yang dilakukan oleh para akademisi, aktor politik, atau oleh para pejabat publik, pastinya akan mengalami tantangan yang kompleks. Terutama, dalam proses formulasi

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kebijakan publik terdapat berbagai persaingan kepentingan di antara para aktor yang akan menjadi objek kebijakan tersebut. Artikel ini akan membicarakan mekanisme dan peran para aktor sekaligus pola interaksi antar aktor dalam formulasi Perda Provinsi Jawa Timur nomor 4 tahun 2011 tentang Tanggungjawab Sosial Perusahaan. Penelitian ini akan menggunakan deskriptif kualitatif untuk memahami bagi dua jenis model interaksi yang terjadi, asosiatif dan disosiatif. Hasil penelitian menunjukkan bahwa model interaksi yang dipergunakan dalam proses formulasi kebijakan juga tidak selalu stabil, sehingga akan selalu berbeda-beda tergabung bagaimana kepentingan masing-masing aktor. Interaksi disosiatif, terkadang berubah menjadi asosiatif ketika kepentingan aktor aktornya tersebut sudah terpenuhi. Formulasi kebijakan Perda tentang Tanggungjawab Sosial Perusahaan di Jawa Timur dilakukan melalui model kelompok dengan pola interaksi non-decision making. Interaksi antar aktor merupakan upaya untuk mengakomodasi berbagai kepentingan yaitu kepentingan pemerintah daerah, politisi, pengusaha, dan masyarakat. Proses interaksi tersebut memperlihatkan adanya kerja sama dan akomodasi kepentingan, yang merupakan dua hal penting bagi efektifitas dan keberlanjutan kebijakan. Oleh sebab itu, penelitian ini menghasilkan pemahaman yang mendalam mengenai dinamika interaksi dan kolaborasi antar aktor dalam proses formulasi kebijakan Tanggungjawab Sosial Perusahaan, dan dapat memperoleh referensi bagi studi lebih lanjut dalam konteks formulasi kebijakan serupa di daerah lain.

Kata kunci: kebijakan publik, formulasi kebijakan, interaksi, kolaborasi.

Introduction

Public policy formulation is a complex process involving multiple actors with diverse and often competing interests. In the era of rapid globalization and industrialization, corporate social responsibility (CSR) has emerged as a critical issue receiving substantial attention from governments, corporations, and communities. CSR is not merely a corporate strategy to enhance image and reputation but also a tangible demonstration of corporate accountability for the social and environmental impacts of business operations.

The concept of CSR gained significant momentum in the early 1970s in the United States, catalyzed by the establishment of the Committee for Economic Development (CED) by corporate leaders and researchers. The CED's 1971 report highlighted a transformative shift in the relationship between society and business, wherein businesses were increasingly expected to take on broader responsibilities and contribute more significantly to societal well-being (Solihin, 2009:20). This evolution

underscores the integral role of CSR in corporate operations, emphasizing its necessity in fostering a balanced and sustainable relationship between businesses and society.

Companies in Indonesia have increasingly adopted the concept of Corporate Social Responsibility (CSR) in their business operations. However, the implementation of CSR often encounters various challenges, particularly in aligning corporate CSR programs with government policies. In East Java Province, for instance, CSR implementation is regulated through Regional Regulation (Perda) Number 4 of 2011 concerning Corporate Social Responsibility. This regulation represents the outcome of interactions and collaborations among various actors involved in the policy formulation process.

The interaction between actors in policy formulation is a crucial aspect that warrants analysis to understand the underlying dynamics and mechanisms. According to public policy theory, the formulation process involves multiple actors with differing interests and objectives. These actors include governments, corporations, non-governmental organizations (NGOs), academics, and communities. Their interactions may involve collaboration, negotiation, or conflict, ultimately influencing the policy outcomes (Howlett, Ramesh, & Perl, 2009:56).

In the context of formulating the Regional Regulation on CSR in East Java, actor interactions can be categorized into two models: associative and dissociative. Associative interactions are characterized by cooperation and collaboration among actors to achieve shared objectives, while dissociative interactions involve conflict and competition between actors with opposing interests (Susiloadi, 2008:123–130). This study reveals that the interaction models used during the policy formulation process are dynamic and subject to change based on the alignment of actors' interests. When actors' interests are accommodated, dissociative interactions may transform into associative ones.

Research Methods

This study employs a qualitative research method, which focuses on understanding social phenomena by examining the actions and meanings of social symptoms from the perspective of the research subjects. According to Bogdan and

Taylor, qualitative methods are defined as research procedures that produce descriptive data in the form of written or spoken words from individuals and observed behaviors. This approach emphasizes a holistic understanding of the background and individuals involved (Moleong, 2007:14). The choice of a qualitative method is driven by the nature of the research problem, which seeks to uncover and understand the complexities behind a phenomenon and gain deeper insights into the interactions between actors involved in the policy formulation process. This is particularly relevant to the case study of the Regional Regulation on Corporate Social Responsibility (CSR) in East Java. The primary data for this study were collected through interviews with informants, yielding descriptive data expressed in written or spoken form, consistent with Bogdan and Taylor's definition (Moleong, 2007:14).

A descriptive research approach is adopted within this qualitative framework, aiming to describe the interactions among actors and the interests of various stakeholders in the formulation of the Regional Regulation governing CSR. Descriptive research is understood as a procedure for solving problems by describing the current state of the subject or object based on observable facts. In this context, the study seeks to explain the patterns of interaction between actors during the formulation of CSR policies in East Java Province. The data collection involves extracting information from informants and does not rely on quantitative measurements alone.

The study was conducted in East Java Province, a region with significant industrial potential recognized at the national level. The province's industrial areas span various districts and cities, supported by international port facilities, agriculture, mining, fisheries, forestry, and a thriving SME sector. Given the economic and industrial significance of the region, a policy framework to regulate corporate social responsibility is both relevant and necessary.

The informant selection technique used in this study is non-probability sampling, specifically purposive sampling. Purposive sampling involves selecting informants as data sources based on specific considerations. These considerations include selecting individuals who are deemed most knowledgeable about the subject of interest or those in positions of authority, making it easier for researchers to explore the

objects or social situations being studied. Several informants were predetermined, and those interviewed by the researchers are referred to as key informants.

The data obtained through interviews with informants were analyzed qualitatively, with the aim of presenting and interpreting the findings in depth. Detailed analysis of the data was conducted to draw conclusions about the interactions between actors in the formulation of corporate social responsibility (CSR) policies. These conclusions aim to identify how such policies can accommodate various interests and be effectively implemented in East Java Province. To ensure the validity and trustworthiness of the data, a triangulation process was employed.

In qualitative research, data validity is assessed based on specific criteria, including credibility (degree of trust), transferability, dependability, and confirmability (Moleong, 2007:324). This study applied credibility criteria by using triangulation techniques. Specifically, source triangulation was conducted, involving the collection of data from various sources about the issue being studied, followed by a comparison of these data sources to ensure reliability.

The implementation of CSR in East Java exhibits various motives and forms. Research conducted by the Development Planning Agency at Sub-National Level of East Java Province (2009) revealed that companies in the region engage in CSR activities for several reasons, including customer engagement, human resource development through education, environmental sustainability, community development support, and other strategic objectives. However, the research also found that CSR implementation often overlaps, lacks clear targeting, and is not consistently sustainable (BAPPEDA Jatim, 2010:45–50).

One of the main challenges in implementing corporate social responsibility is the lack of convergence between corporate CSR programs and the government's development agenda. Corporate social responsibility programs run by companies are often not in line with government development priorities, so that the potential contribution of CSR to regional development is not optimal. Therefore, a policy is needed that can regulate and direct the implementation of corporate social responsibility to be more effective and in accordance with community needs and regional development priorities.

The formulation of policies governing the implementation of corporate social responsibility in East Java involves various actors with different interests. The local government, as the main actor in policy formulation, seeks to synergize the company's corporate social responsibility program with the regional development program. Meanwhile, the company as the implementer of corporate social responsibility has an interest in maintaining the company's image and reputation, and ensuring that the corporate social responsibility program being implemented can provide benefits for the company. In addition, NGOs and the community also have an interest in ensuring that the corporate social responsibility program being implemented can provide real benefits for the local community (Achda, 2006:78).

Table 1. Preliminary Research

No	Content	Description
1	Government Regulation and CSR Policy	Numerous studies emphasize the critical role of government regulations in ensuring the effective implementation of Corporate Social Responsibility (CSR). McWilliams and Siegel (2001) highlight the significance of government policies in guiding companies to adopt CSR practices that address societal and environmental needs comprehensively.
2	Voluntary Model of CSR	Several studies, including those by Carroll (1999), emphasize the importance of a voluntary approach to Corporate Social Responsibility (CSR) implementation, where companies proactively adopt CSR practices without external coercion. This approach is often motivated by the pursuit of reputational benefits and the desire to build consumer trust.
3	Partnership and Collaboration	Collaboration between companies, governments, and civil society has been recognized as an effective method for implementing CSR. Porter and Kramer (2006) demonstrate that strategic partnerships can amplify both the social and economic impacts of CSR programs.
4	Synergy between Policy and Voluntary Initiatives	Research indicates that the most effective CSR implementation arises from a combination of government regulation and voluntary corporate initiatives. For instance, Matten and Moon (2008) found that in countries with robust government policies and high levels of CSR awareness, companies

		are more likely to engage in socially responsible practices..
5	Collaborative Model	Collaborative models involving multiple stakeholders are widely regarded as the most effective approach. Effective collaboration minimizes conflicts of interest and enhances synergies between different parties. Austin and Seitanidi (2012) further support this view, showing that strong partnerships can foster sustainable social innovation.

Source: rewritten by the author

Limitations of previous studies: 1). Many previous studies do not provide clear measurement tools to assess the impact of CSR programs. This makes it difficult to determine the effectiveness and sustainability of CSR programs. 2). Many CSR studies focus on the context of developed countries and do not take into account the social, economic, and political dynamics in developing countries. This results in a lack of relevance and applicability in various contexts. 3).

Some studies rely too much on voluntary initiatives without considering the need for stricter regulations to ensure accountability and transparency in CSR implementation. This study makes an important contribution to the public policy literature by highlighting the importance of interactions between actors in the policy formulation process. The results of this study can be a reference for local governments and companies in formulating and implementing more effective corporate social responsibility policies that are in accordance with community needs and regional development priorities.

This study provides an important contribution in understanding the dynamics of interaction and collaboration between actors in CSR policy formulation. The findings of this study indicate that interactions between actors are not always consistent and can change based on the interests involved. In addition, this study also highlights the importance of synergy between corporate social responsibility programs and government development agendas to achieve more effective and sustainable results.

Results And Discussion

Results

The formulation of Corporate Social Responsibility (CSR) policies in East Java can be delineated into several key stages: problem identification, policy formulation, implementation, and evaluation. At the problem identification stage, issues related to the implementation of CSR are identified and framed as matters requiring policy intervention. These issues are then deliberated by policymakers, specifically Commission E of the East Java Provincial Regional People's Representative Assembly, which is responsible for drafting and ratifying the Regional Regulation on CSR (BAPPEDA East Java, 2010:52–55).

During the policy formulation stage, interactions between actors become highly intensive. Local governments, the Regional People's Representative Assembly, companies, NGOs, academics, and the community engage in discussions, negotiations, and lobbying to develop policies that balance and accommodate diverse interests. These interactions aim to achieve consensus on the policy's content and substance. In this process, local governments and the Regional People's Representative Assembly act as facilitators, coordinating and directing interactions among stakeholders to ensure that the resulting policies are acceptable to all parties (Howlett, Ramesh, & Perl, 2009:59–63).

The policy implementation stage involves a range of actors responsible for executing the agreed policies. Local governments oversee and ensure that CSR programs implemented by companies align with the provisions outlined in the Regional Regulation. Companies are accountable for fulfilling their CSR commitments as stipulated, while NGOs and the community monitor implementation and provide feedback to improve the effectiveness of CSR programs (Moleong, 2005:102). Finally, the evaluation stage assesses the policy's effectiveness and impact. Local governments, in collaboration with various stakeholders, evaluate the implementation of CSR policies to determine the extent to which the objectives have been achieved and the benefits delivered to the community. The findings from this evaluation are then utilized as inputs for refining and improving future CSR policies (Howlett, Ramesh, & Perl, 2009:66).

Discussion

In the context of formulating the Regional Regulation on Corporate Social Responsibility (CSR) in East Java, this study found that interactions between actors predominantly take an associative form. The involved actors, including local governments, companies, NGOs, and communities, tend to collaborate and work together to achieve shared goals, although dissociative interactions occasionally occur. This suggests that the CSR policy formulation process in East Java is largely driven by mutual interests in promoting community welfare and environmental sustainability (Wahyudi & Azheri, 2011:88).

The dynamics of interaction between actors in CSR policy formulation reflect a combination of associative and dissociative interactions. Associative interactions signify cooperation and collaboration among actors to achieve common objectives. Key stakeholders often engage in joint efforts to ensure the development of effective policies. Susiloadi (2008) describes associative interactions as indicative of consensus and agreement among actors involved in the policy formulation process (pp. 123–130). Conversely, dissociative interactions involve conflict and competition among actors with opposing interests. In such cases, actors may compete to safeguard their respective priorities. However, Howlett, Ramesh, and Perl (2009) note that dissociative interactions can transform into associative ones when the interests of the involved actors are adequately addressed (pp. 56–66).

The CSR policy formulation process comprises several stages, including problem identification, policy formulation, implementation, and evaluation. At the problem identification stage, various issues related to CSR implementation are identified and framed as matters requiring policy intervention. Interactions among actors, such as local governments, companies, and communities, play a crucial role in identifying and prioritizing relevant problems.

During the policy formulation stage, intensive interaction among actors occurs through discussions, negotiations, and lobbying to reach a consensus on the policy's content and substance. Local governments and the Regional People's Representative Assembly serve as facilitators, ensuring that the diverse interests of all actors are accommodated (Howlett et al., 2009, pp. 59–63).

At the implementation stage, various actors are responsible for executing the agreed-upon policies. Finally, an evaluation stage assesses the policy's effectiveness and impact while providing insights for future improvements. This stage involves collaboration among multiple stakeholders to evaluate the extent to which the CSR program has achieved its objectives and delivered benefits to the community (Howlett et al., 2009, p. 66).

Collaboration among actors in formulating Corporate Social Responsibility (CSR) policies in East Java involves various stakeholders with diverse interests and objectives, including local governments, companies, non-governmental organizations (NGOs), academics, and communities. This collaborative process is essential to ensure that the resulting policies accommodate different interests and produce effective and sustainable outcomes. According to Doberstein (2016), collaboration among actors seeks to achieve synergy and consensus through intensive and continuous interaction (pp. 819–841).

Collaboration begins during the problem identification stage, where actors work together to identify relevant issues and define problems that require policy intervention. At this stage, discussions and negotiations are crucial for fostering a shared understanding of the issues at hand. Chang (2014) emphasizes that effective collaboration requires the active participation of all stakeholders from the outset of the policy formulation process to ensure that diverse perspectives and interests are adequately represented (pp. 75–90).

During the policy formulation stage, interactions among actors intensify through various forms of communication, including discussions, negotiations, and lobbying. The local government and Regional People's Representative Assembly act as facilitators, coordinating and guiding these interactions to ensure that the resulting policies are broadly accepted. Breugel (2013) asserts that the success of collaboration depends significantly on the ability of actors to work together and reach compromises that benefit all stakeholders (pp. 45–55).

Collaboration continues into the policy implementation stage, where each actor fulfills their agreed-upon roles. Local governments oversee policy execution, companies implement CSR programs, and NGOs and communities monitor progress

and provide feedback on program implementation. Collaboration is also crucial during the policy evaluation stage, where stakeholders assess the effectiveness and impact of policies and offer recommendations for future improvements (Doberstein, 2016, pp. 835–839).

In the formulation of the Regional Regulation on CSR in East Java, two main issues were identified and addressed: the challenges of implementing CSR in East Java and formal issues related to the national legal framework underpinning CSR policies, including higher-level laws and regulations. To address these challenges, a regulation is needed to synchronize CSR programs implemented by companies in East Java with those managed by the Provincial Government. This synergy aims to prevent overlapping CSR initiatives concentrated in specific areas and ensure that CSR programs contribute to improving the welfare of disadvantaged populations, addressing social welfare issues, and supporting environmental sustainability across the entire province.

The challenges in implementing the CSR program have been incorporated into the policy agenda due to several considerations: a) Companies operate within community environments, making it reasonable for them to address community interests through CSR programs aimed at empowering the surrounding environment; b) CSR activities help mitigate and prevent social conflicts arising from company operations; c) The canalization of CSR programs in East Java is essential to optimize and accelerate the success of social welfare initiatives. If CSR programs are aligned with the East Java Provincial Government's initiatives, they can support the Regional Revenue and Expenditure Budget, enabling these funds to be maximized for the welfare of all East Java residents; d) A lack of transparency in the implementation of CSR programs in certain areas limits access for external communities or organizations. The Regional Regulation allows community organizations to propose initiatives to companies, ensuring equitable allocation of CSR resources to relevant community groups.

These issues significantly impact the community and require immediate attention. The challenges related to CSR implementation prior to the issuance of the Regional Regulation on Corporate Social Responsibility were included in the policy

agenda for discussion by policymakers, specifically Commission E of the East Java Provincial Regional People's Representative Assembly. The Draft Regional Regulation on Corporate Social Responsibility was initiated by Commission E (People's Welfare) and formally proposed on October 18, 2010, following a meeting of its members.

The Initiative Draft Regional Regulation underwent various stages of discussion, starting with the Regional People's Representative Assembly Initiative Proposal as outlined in Article 21 of the Assembly's Rules of Procedure. Based on the results of the Council Leadership Meeting with Faction Chairpersons and the Deliberative Body Meeting on January 3, 2011, the Assembly Leadership issued Decree Number 1 of 2011, assigning Commission E to oversee the discussion of the Draft Regional Regulation on Corporate Social Responsibility in accordance with its duties and functions.

During the policy formulation stage, interactions among actors intensified, involving all Commissions within the East Java Provincial Regional People's Representative Assembly, the Governor of East Java and his staff, academics, NGOs, company representatives, and community representatives in Plenary Meetings. These interactions indicate that the policy formulation model employed was a group model. Commission E, as the primary discussion body, navigated pressures from various groups, including local government officials, politicians, business representatives, and community organizations such as NGOs. This dynamic interaction underscores the complexity of balancing diverse interests in the policy formulation process.

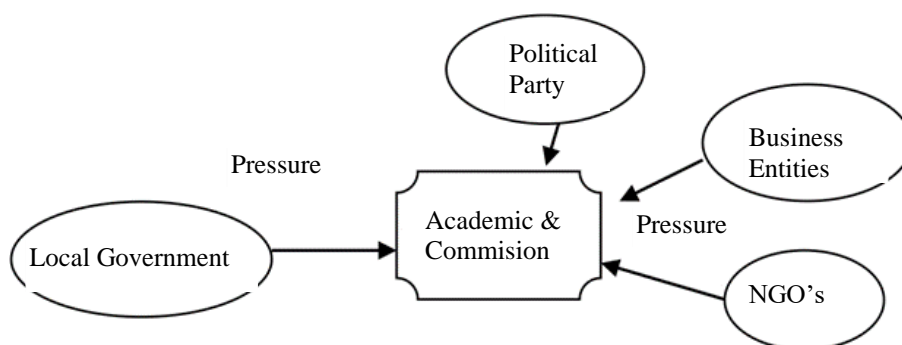


Figure 1. Illustration of the Group Model in the Formulation of Regional Regulations on CSR

From Figure 1, the pressure exerted by business entities or their owners is positioned on the left side, alongside NGOs that influence the formulation of Regional Regulations on CSR, as discussed by Commission E. These discussions are informed by theoretical frameworks provided by academics and experts in the field of CSR. Notably, some NGOs align their interests with the business sector because they act as distributors or managers of CSR programs owned by specific companies. Consequently, these NGOs are invested in continuing to manage the CSR programs of their partner companies, particularly when the program objectives align with the NGO's initiatives. As a result, such NGOs tend to oppose transferring control of CSR programs to the Provincial Government.

Interviews also reveal that business entities or companies maintain their position, arguing that they already have established CSR programs and do not require government guidance for implementation. These companies believe their programs are adequately planned and targeted. When Commission E of the East Java Provincial DPRD conducted an aspiration survey, it found that companies were concerned about the potential burden of government-managed CSR activities under the proposed Regional Regulation.

Conversely, the Regional Government, as the executive body, aims to synergize corporate CSR programs with initiatives addressing poverty alleviation, social welfare issues, and environmental sustainability. The objective is to reduce reliance on the Regional Revenue and Expenditure Budget. Interviews with executive informants frequently emphasize the importance of aligning CSR initiatives with government programs. However, the executive branch also seeks to avoid deterring investment in East Java and thus refrains from imposing strict sanctions on companies that fail to implement CSR programs.

Commission E, as the discussion commission, occupies a central position, balancing the interests of the regional government, companies, and NGOs. Commission E must accommodate each stakeholder's concerns within the framework of existing laws and regulations to establish a robust basis for the Regional Regulation on CSR. In addition to addressing the aspirations of the executive branch, business entities, and NGOs, Commission E also integrates input from other political parties. All political

parties, including Commission B, which initially contested to lead the discussion, support the CSR Regional Regulation. Constructive feedback from various factions has further strengthened the regulation.

The interaction between actors during this process predominantly reflects an associative and accommodative dynamic. Stakeholders' interests are carefully analyzed and balanced to prioritize community welfare, address social welfare issues, and enhance environmental quality, all without imposing excessive burdens on East Java's business sector. The accommodation process involves an element of coercion, wherein legislative and executive actors exercise their authority to establish regulations governing CSR in East Java Province. However, this coercion is not intended to weaken specific stakeholders but to serve a greater purpose: achieving societal, social, and environmental welfare for the broader community.

The formulation of the Regional Regulation on Corporate Social Responsibility (CSR) in East Java reflects two distinct policy formulation styles: proactive and rescriptive. The proactive style demonstrates strong, strategic responses to the CSR challenges in East Java, particularly in addressing social welfare issues, reducing economic disparities, and promoting environmental empowerment. This style is characterized by a high level of commitment to advancing recommendations and advocating for policy adoption with well-reasoned explanations. Commission E, as the discussion commission, exemplifies this style through its intellectual and verbal abilities to formulate and accommodate diverse interests, including those of entrepreneurs, NGOs, the government as executive actors, and the East Java community as the primary beneficiaries of the CSR program. Contributions and suggestions from various stakeholders—executive actors, political factions within the Regional People's Representative Council, NGOs, the community, and the business sector—are incorporated into the Regional Regulation on CSR. The rescriptive style is evident among political actors who, despite limited knowledge of CSR's core principles, actively participate in the policy formulation process. This style becomes apparent during interactions and persists through the stages leading to the adoption of the Draft Regional Regulation as formal policy. Compared to proactive actors, those exhibiting a rescriptive style are more prevalent.

The policy formulation process employs a group model, which reflects the political reality of interest-based interactions. Individuals and groups with aligned interests organize formally or informally to advocate for or impose their agendas on the government. The interaction among actors in the formulation of the Regional Regulation on CSR is categorized as a non-decision-making type. Both the regional government and the Regional People's Representative Council leverage their authority and resources to shape policies, addressing substantive and contextual factors such as public opinion, the agendas of external interest groups, and procedural elements. This interaction also includes third-party stakeholders such as business entities, experts, and academics specializing in CSR. Indirectly, the Regional People's Representative Council exerts influence over the government in drafting and issuing the Regional Regulation on CSR, underscoring its role as the initiator of this policy in East Java Province.

This interaction occurs within the framework of an associative process through co-optation, where the demands of various groups are accepted to maintain stability in East Java Province. For local governments, this approach facilitates governance by leveraging the CSR program for community empowerment, addressing Social Welfare Problem Sufferers, and improving environmental quality, thereby reducing the burden on the Regional Revenue and Expenditure Budget. For the Regional People's Representative Council, it enhances political support and legitimacy among both the entrepreneurial and industrial sectors as well as the broader community.

Interest groups are defined as collectives sharing a unified stance that make demands on other societal groups or government institutions, gaining political relevance when these demands are directed at state policy. Interest groups play a crucial role in the political process, with politics often described as a contest among groups seeking to influence state policies. In the formulation of the Regional Regulation on Corporate Social Responsibility, these groups can be categorized into formal and non-formal groups.

Formal groups include: a) Administrative bodies or agencies of the East Java Provincial Government, such as the Legal Bureau of the East Java Provincial Secretariat, the Development Planning Agency at Sub-National Level, the Economic

Bureau of the East Java Provincial Secretariat, the Social Welfare Bureau of the East Java Provincial Secretariat, and the Manpower, Transmigration, and Population Service of East Java Province; b) The Governor of East Java, as the Head of the Region; c) Legislative institutions, including Commission E (Social Welfare) as the commission responsible for discussing the Draft Regional Regulation on CSR, and the factions within the East Java Provincial People's Representative Council.

Non-formal groups include: a) Company groups, comprising associations of companies and entrepreneurs in East Java Province, including State-Owned Enterprises, Regional-Owned Enterprises, and private companies; b) NGOs, which contribute to the formulation of the Regional Regulation on CSR, focusing on community development, empowerment, or environmental sustainability; c) Academics, who participate in the preparation of the Academic Manuscript and plenary meetings, ensuring theoretical validity in the formulation of the Regional Regulation.

Input and suggestions from these interest groups are reflected throughout the plenary meetings and other sessions. However, debates within the Regional People's Representative Council are particularly prominent, as political parties often have differing visions and missions. Despite these differences, the Regional Regulation on CSR successfully accommodates the interests of all groups, prioritizing the welfare of the people of East Java.

Conclusion

The policy formulation for the Regional Regulation on Corporate Social Responsibility (CSR) in East Java Province adopts a group model. The key actors involved in this process are divided into several groups: Commission E, supported by academics as the Discussion Commission; political party factions applying pressure; executives (local government); business entities; and NGOs. Before determining the commission responsible for discussing the Regional Regulation, dissociative interactions characterized by competition occurred, particularly between Commission B (Economy) and Commission E (Social Welfare), both vying for the lead. Ultimately, Commission E was appointed to oversee the discussion. During the formulation process, the interaction patterns transitioned to associative interactions, marked by

cooperation among stakeholders. In the agenda-setting phase, associative interactions involved accommodation with elements of coercion, as the government, a dominant group in this context, sought to "encourage" business owners and companies to comply with CSR implementation in accordance with legal provisions. Throughout the drafting of the Regional Regulation, associative interactions predominantly took the form of accommodation.

The interactions among actors in this policy formulation are categorized under a Non-Decision-Making pattern, as two dominant groups—the executive (local government) and the legislature (Regional People's Representative Council)—held significant influence over the policy process. Business entities or companies, as the primary policy objects, played a critical role, while NGOs were divided into two subgroups: those partnering with companies in implementing CSR programs and aligning their interests with businesses, and independent NGOs focusing on community and environmental empowerment. Although the East Java Provincial Government and the Regional People's Representative Council substantively agreed on the necessity of a Regional Regulation governing CSR, initial resistance from business entities was evident. However, through pressure from the local government and the legislature, coupled with relatively lenient sanctions outlined in the Regional Regulation, business entities ultimately supported the policy, enabling its successful enactment.

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