

ANALYSIS OF COMMUNITY PARTICIPATION LEVEL IN THE COMMUNITY EMPOWERMENT PROGRAM OF GOLD MINING COMPANY

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ABSTRACT

Mining companies play an important role in creating sustainable communities around their operational areas. PT ANTAM Tbk UBP Emas (ANTAM UBP Emas), located in Bantar Karet Village, Nanggung District, Bogor Regency, focuses on the exploration of mineral resources, particularly gold and silver. The surrounding community generally works in the agriculture, plantation, home industry, and fishery sectors. This study aims to analyze: (i) community empowerment program activities run by the company, (ii) the level of community participation in empowerment program planning, (iii) the level of community participation in program implementation, (iv) the level of community participation in the utilization of program results, and (v) the level of community participation in empowerment program evaluation. The research design used is qualitative research with descriptive analysis method. The results showed that the level of community participation in the empowerment program which includes the stages of planning, implementation, utilization of results, and evaluation still needs to be improved. ANTAM UBP Emas needs to evaluate mentoring methods, implement training programs, and capacity building for group members as an effort to accelerate the increase in participation to achieve the level of Citizen Power participation, so that this program can become a means of corporate exit strategy in accordance with the needs and context of the community.

Keywords: Community empowerment, community participation ladder, CSR, sustainability

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INTRODUCTION

Having a high potential for mineral reserves, globally Indonesia is ranked third for nickel commodities. For gold commodities, Indonesia is listed as a country that contributes as much as 39% to world gold production and is only inferior to China. One of the well-known mining firms in Indonesia is PT ANTAM Tbk, with its business concessions spread across the country, for various commodities such as gold, tin, nickel ore, coal and bauxite.

Mining activities have two main characteristics, namely non-renewable and renewable. Renewable mining activities tend to have lower risks and impacts on the environment and society (Br Tarigan, 2023). In contrast, non-renewable mining activities have a higher risk to social and environmental conditions. As a company that carries out non-renewable resource exploration activities, PT ANTAM Tbk realizes the impact of its activities on the environment around its operational area with attention to social impact and environmental impact, instead of only pursuing business profits (Nurswild & Kabir, 2023). One of the efforts made is through improving mutualism relationships with stakeholders related to corporate social responsibility schemes (Rosyida & Nasdian, 2011). Attention to the performance of social, economic, and environmental aspects, in addition to having an impact on the sustainability of activities, can also have a wide impact and create added value for the community (ANTAM, 2022).

One of the gold mining business lines carried out by PT ANTAM is carried out by the Gold Mining Business Unit (UBP Emas) Pongkor, Bogor Regency, covering an area of 6,047

hectares. The potential of gold mines owned by this area also invites the community to carry out mining activities without permits (PETI), which can have a bad impact on environmental conditions due to the lack of application of good mining practices. This activity continues because the community feels that they have the right to participate in utilizing existing mining products even though they do not have a clear legal basis (Libassi, 2024).

This PETI activity is detrimental to the company and has a bad impact on the environment. Even though it has been regulated in Law No. 3 of 2021 concerning Mineral and Coal Mining and is threatened with the imposition of fines of up to Rp 100,000,000,000,-, this activity is still ongoing. This practice is carried out without using WWTP (wastewater management permit) so that the water contains harmful toxic substances (B3) and is directly discharged into the river and results in water pollution.

In response to these conditions, the company routinely conducts law enforcement and campaigns as well as education on the adverse impact of PETI on the environment. One of the root problems identified is economic factors. Thus, through the corporate social responsibility (CSR) mechanism, empowerment activities are carried out that are directed to become economic, social, and cultural strengths, especially for the communities around the operating area (ANTAM, 2022). This is in line with the active role in sustainable economic development to improve the quality of life and the environment that is beneficial to the company, the local community, and the community in general, which is regulated in the Limited Liability Company Law (UUPT) No. 40 of 2007, especially in Article 74 Paragraph 2.

Various strategies are carried out in the CSR mechanism, one of the goals of which is to increase community participation through a collaboration mechanism between the company and the local community. Participation is one of the vital aspects to support sustainability in various aspects through environmental protection, social welfare, and economic growth efforts (Trane et al., 2023). (Driskell, 2017) sees participation as an effort to encourage recognition and improvement of the rights and obligations of the community. It is also the key to building trust between mining companies and the local community. However, the attention paid to the implementation of community participation involvement is still felt to be quite low so that this can affect the achievement of social permits to operate from the community for companies (Owen & Kemp, 2024).

PT ANTAM Tbk carries out social responsibility activities, one of which is in the form of the Cisangku Environmental Conservation Program (Pepeling) as a community empowerment program based on environmental conservation. This effort is to answer social, economic, and environmental problems. Even though it has been implemented, it is necessary to measure the level of community participation in it. Low participation of the community in development activities, according to (Creamer et al., 2019) can cause development initiatives in various aspects to run slowly, have the potential for disruption that cause conflicts and face various implementation challenges (Kourouma et al., 2023). (Bronfman, 2022) argue that through community involvement in the decision-making process of large-scale mining business development can have a positive impact on the social, environmental, and economic order (Kourouma et al., 2023). Departing from this, the analysis of the level of community participation in the Pepeling Cisangku program became interesting to implement. In this study, the author tries to explore the form of community empowerment programs implemented and the level of community participation in each stage of the program.

Based on the above background, the purpose of this study is to determine and analyze the level of community participation in the gold mining company's community empowerment program. The benefit of this research is to contribute to the company in designing a more effective strategy in increasing community participation. This research is also expected to be a reference for the development of empowerment programs in the mining sector, especially in the context of sustainability and empowerment of local communities. In addition, the results of this study are expected to provide insight for stakeholders regarding the importance of community participation in every stage of the empowerment program, from planning to evaluation, so that the programs run are more targeted and provide long-term benefits for the local community.

METHOD

The research design used is qualitative research with a descriptive analysis method. The descriptive method of analysis is a research method that is carried out through data collection to be processed at the stage of compiling, processing, and analyzing data in order to form an overview of the existing problems. In the qualitative approach method, data are collected through informal in-depth interviews and observations during the participatory process with the community (Brewer, 2013). The research was carried out in the community empowerment program area of PT ANTAM Tbk UBP Emas (UBP Emas), Pongkor, Nanggung District, Bogor Regency, West Java. This location was chosen because the company's activities have a direct impact on the surrounding community, especially in Bantar Karet Village and Malasari Village.

The selection of informants is carried out purposively with the population, namely beneficiaries (beneficiaries) of community development programs, especially for empowerment programs. In addition, other interested parties from outside the company such as Village Heads, Community Leaders, to field facilitators, as well as from the company's internal such as the CSR & External Relations Division, and other parties that are considered relevant. The qualitative data obtained is analyzed using NVIVO to obtain results in the form of data presentation in tables, graphs, drawings, diagrams, and/or models that will be used by researchers. In addition, analysis of data is carried out through the data reduction process, data presentation, and conclusion drawing through qualitative analysis.

The research activity was carried out for 5 months (February-June 2024) which began with literature research as a secondary data support and continued with observation and in-depth interviews with informants according to a list of in-depth interview questions compiled based on informal initial conversations with research subjects.

RESULTS AND DISCUSSION

Form of Community Empowerment Program

The community development program carried out by PT ANTAM, in this case PT ANTAM Tbk UBPE Pongkor, is a mandate from the Minister of Energy and Mineral Resources Regulation No. 25 of 2018 concerning the Mineral and Coal Mining business which regulates the Community Development and Empowerment program. This regulation provides a mandate to contribute to efforts to improve the economy, education, socio-culture, health, and environment of the communities around the mine. The results of the initial assessment

around the company's operational area show the potential for physical capital, human capital, social capital, and natural resource capital (Azim, 2021). But it is still low in financial capital. Therefore, one of the focuses of the company's CSR program is to increase the economic independence of the community, with the program that is the company's focus as well as the subject of this activity is the Cisangku Environmental Conservation-Based Community Empowerment Program (Pepeling).

The Decree of the Minister of Forestry No. 175 of 2003 became the beginning of the dynamics of natural resources in the Cisangku community. This decree is related to the change in the function of production forest areas into conservation forests. People who originally relied on forest products for economic activities, had to look for other livelihood alternatives. In response, there was illegal logging of forests in Cisangku Village covering an area of 15 hectares. The Gunung Halimun Salak National Park Authority (BTNGHS) as an extension of the Ministry of Environment and Forestry (KLHK) then accommodated the existence of the existing community long before the policy was determined. A collaborative forest area management model was formed, which was named the Conservation Village Model (MKK Cisangku). As a form of collaboration, PT Aneka Tambang Tbk (ANTAM) is committed to carrying out activities in Cisangku Village, through the Cisangku Environmental Conservation-based Community Empowerment Program (Pepeling).



Figure 1. Map of Malasari Village

Source: PT ANTAM Tbk UBPE Pongkor (2024)

The three activities that are the Road Map of the Pepeling Cisangku program include, namely, 1) Regional restoration, 2) Economic empowerment activities, and 3) Participatory area patrol. The three have different goals to be achieved, which are compiled after an assessment of the problems and potential of the region with community involvement through social mapping and focused-group discussion (FGD) with elements of the government, society, and academia.

Based on the roadmap prepared, the Pepeling Cisangku program focuses on efforts to increase the economic independence of the community. So, in 2023, independence will be the main target of the program after running for 5 years. If pulled further, based on the CSR program plan of PT ANTAM Tbk UBPE Pongkor, this year 2024 will be the year when the program enters the Exit Program stage by means of replication. The goal is that the benefits felt from the program can reach more people. As a form of collaborative program, community participation is the key to the implementation and success of the implementation of the Pepeling Cisangku program.

The impact of Pepeling Cisangku as a community empowerment program is felt from the level of 1) individuals for intrapersonal, interactional, and behavioral aspects; 2) organizational level; and 3) the level of community according to theory (Zimmerman, 1995) (Eisman et al., 2016). The Pepeling Cisangku program begins with social mapping, where the community as the main subject of the program is given the freedom to express opinions in the preparation of the program. At the implementation stage, ANTAM's community development officer (CDO) also provides intensive assistance and the involvement of academics to provide education during the implementation process. The growth of motivation and awareness of the importance of education is felt by the community as an impact, in addition to the mental maturity to communicate and interact with visitors who come to ecotourism places managed by the group. This is an important factor in the intrapersonal aspect because according to research Intrapersonal empowerment is focused on self-perception that can foster initiative, confidence, and motivation to realize behaviors that support the achievement of common goals in a group (Eisman et al., 2016). In the interactional aspect, the program has an impact on community participation for environmental conservation while supporting efforts to achieve economic independence. A comprehensive understanding of the resources available in the environment around community group activities is an important component that can encourage a person to be able to control effectively, which is one of the social capital needed to achieve a common goal (Morrel-Samuels et al., 2018). Group activities also expanded to protect water sources in tourist areas so that their vigilance is maintained and can continue to be used by the community. Meanwhile, at the community level, the community is already at the stage of being able to make their own decisions about the implementation of the program. Overall, group members are already on the participation ladder already at the Citizen Power level, with the participation ladder ranging between partnership, delegated power, and citizen control (Arnstein, 1969). This includes monitoring and evaluation activities where group members are actively involved in discussions for joint decision-making. In terms of behavior, the existence of this program has brought changes to the community, which previously carried out a lot of illegal logging and illegal practices which included violations of the law, into agricultural cultivation activities. Understanding and education are needed for the public to accept this change, considering that previous activities can bring instant results even though they are illegal. Illegal mining activities, which were originally carried out by 70% by local communities, have also gradually decreased after the existence of alternative livelihoods from existing activities in Pepeling Cisangku, one of which is through tourism activities. (Sia & Wilson, 2022) stated that the behavior change implemented at the community level involves collective action where the behavioral component is a manifestation of the collaborative nature of social actions that seek to improve the environment, influence policies and create an inclusive environment to support each other (Eisman et al., 2016).

At the organizational level, despite the rejection and lack of disclosure of financial management in the early stages of the program, awareness of the division of tasks and functions can eventually resolve this dynamic. In the empowering organizational aspect, the division of duties in Pepeling Cisangku has been implemented and is an internal responsibility and is carried out through group deliberation. For example, for nursery activities, plant care, livestock, tourism, including participatory patrols. According to research, empowerment is a proactive and participatory approach in which people within an organization gain greater control and the

opportunity to make decisions (Gerçek, 2023). In the empowered organizational aspect, the group is able to collaborate with the forest police, village government, Muspika, to increase capacity, including sharing knowledge to various parties. Collaboration with external parties is the first step to specialization, cost efficiency that can be used to fund program development (Rupp et al., 2022).

Meanwhile, at the community level, the group has begun to collaborate with young people to be involved in the program through active participation in planning so that the target target is achieved. The innovation of the Cisangku Pepeling program involves the commitment of members of the Cisangku MKK group to carry out community empowerment activities based on environmental conservation as well as a driving force to protect the environment in Cisangku Village. The intervention carried out by the company in community empowerment is a learning process for group members in making collective decisions and facilitating group participation in open forums to create equal opportunities and access to the use of community resources.

Participation in Program Planning

Pepeling program planning is not only carried out at the beginning of the program, but is also carried out at the beginning of each year, with discussions such as program plans, activity development, and task division. The measurement results show a variety of variations, with 37.5% on non-participation and citizen power, and 25% on tokenism, respectively. This condition is because positions such as group leaders have greater access to participation and decision-making at the planning stage than group members so that they can achieve the level of citizen control.

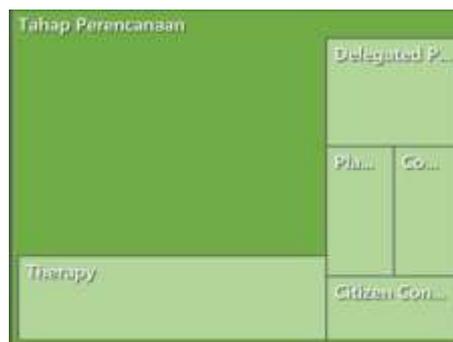


Figure 2. Data visualization (hierarchy chart) participation level in program planning

Source: Research data processing (2024)

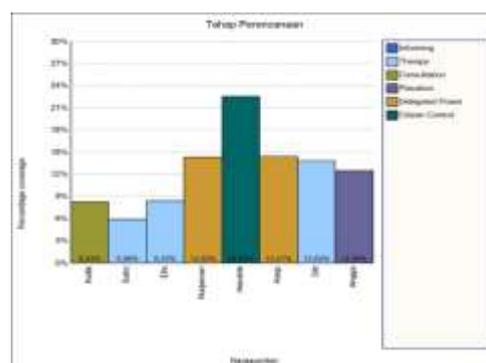


Figure 3. Visualization of data (diagrams) of participation levels in program planning

Source: Research data processing (2024)

(Sattayapanich et al., 2022) Assess at this level that the group leader has the power to influence decisions and his or her opinion is considered in decision-making by the program owner (Sattayapanich et al., 2022). Meanwhile, the level of non-participation shows that communication is still one-way from the program owner to the program implementer, which is in line with the results of the study (Palimbunga, 2018), where there is no guarantee that public opinion will be heard in decision-making. In addition, the planning stages are generally carried out in the form of representation, so not all members can be involved in it. "As far as we know, every year Antam carries out Muspemasdes activities to determine what CSR programs are for all villages in Nanggung District. One of them is also a program for the MKK group through Musrenpong which is held every year. This activity involves the Village Government more but then it is handed down to the community for the implementation of its programs" -Malasari Village Secretary.

The results of interviews with informants that show varying levels of participation are also due to the fact that this planning stage is not aimed at all villagers, but only certain elites in the government, especially at the village level. Community participation has been 'represented' by the village government through the selection of aspirations to be conveyed at the village community leadership deliberations (Muspimasdes).

Participation in Program Implementation

Activities carried out in Pepeling Cisangku include; (a) Provision of TNGHS endemic wood seedlings, (b) Restoration of the area, (c) Manufacture of bokashi manure, (d) Sheep livestock & tilapia cultivation, and (e) Development of Twin Waterfalls tourism. The level of community participation is quite high at this stage, where 75% is included in the degree of citizen power category and the rest in the degree of tokenism category.



Figure 4. Data visualization (hierarchy chart) of the level of community participation in program implementation

Source: Research data processing (2024)

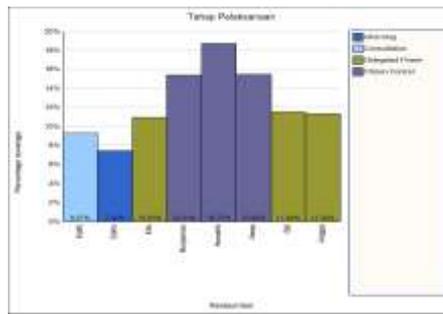


Figure 5. Visualization of data (diagram) of the level of community participation in the implementation of the program

Source: Research data processing (2024)

Based on the above conditions, it can be concluded that the community has a great influence on the implementation of the program, both through the form of two-way communication, as well as the authority to carry out the program. This includes access for the community to fully manage the program and make decisions independently and collaborate with outside parties. "For daily activities, I continue to be present and participate in the group in accordance with the division of duties. I also have the opportunity to share my knowledge with the surrounding community who want to learn tree nurseries and planting because it happens that if we have a lot of orders, we like to run out of stock. From the Chairman, he directed that cooperation with the surrounding community be taught to make seeds in their respective homes and later the results will be the group that will buy. Alhamdulillah, it went smoothly." – Group Member.

The village government is also involved in coordination and communication to be used as consideration and decision-making material for the implementation of the program. Evidence that the opinions of the community are listened to by the program owner is shown through the following speech by the Village Secretary. "I do ask Antam to provide briefing in the field of management so that all members can run this group more effectively. Evidently, after that, the Cisangku group became the only group that survived." - Secretary of Malasari Village

The Malasari Secretary said above that PT ANTAM Tbk as the owner of the Pepeling Cisangku program also listened to the aspirations of the community so that there was two-way communication and public opinions were taken into consideration for decision-making. This has shown that community participation is dominant, intact, not dominated by program owners, and puts the community in an equal position. According to Uphoff et al. (1979), participation in this stage of implementation includes participation in the form of thoughts, participation in the form of material contributions, and participation in the form of involvement as a member (Kaufmann et al., 2020). The three have been seen in the implementation of the Pepeling Cisangku program.

Participation in Utilization of Results

The benefits that the community gets at this stage include; economic benefits, social benefits, and environmental benefits, in accordance with the concept of the triple bottom line in community empowerment programs. This concept includes aspects of the 3P, namely People, Planet, and Profit. The bottom line tripple framework allows organizations to evaluate the consequences arising from organizational decisions in the long term and adjust to the

specific needs of the organization (Slaper & Hall, 2011). The results of the participation rate measurement showed that 50% of the informants were in the Degree of Citizen Power category, which showed a positive aspect in the participation rate for the utilization of activity results.



Figure 6 Data visualization using the Hierarchy Chart of the level of community participation in the utilization of program results

Source: Research results data processing (2024)

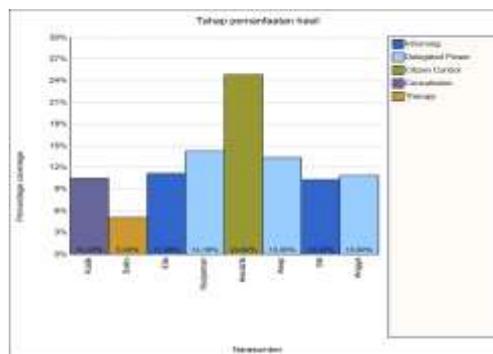


Figure 7. Data visualization using a diagram of the level of community participation in the utilization of program results

Source: Research data processing (2024)

Some of the benefits felt by the community in Pepeling Cisangku include economic, social, and environmental benefits. The level of community participation at this stage varies, Therapy and Informing which indicates that some members are involved in the discussion of the use of program results but are still limited in conveying their ideas or ideas. Then continued with the participation ladder at the Consultation level shown by the group treasurer, indicating that the involvement of the concerned in the process of utilizing the results is a form of understanding of all parties regarding the importance of group management or management, adjusted to the group's financial strength to maintain financial stability, including in efforts to distribute profits for all group members. Furthermore, for members who have reached the level of participation on the Delegated Power ladder, it implies that some members already have the authority to make decisions on the use of results from material, social and personal aspects. This is marked by the following excerpt from the interview: "If we participate in social activities, we help the community around us as well. In addition, I am happy to have the opportunity to help the community, as our group usually does. Mr. Chairman made it known that we can also help the local community."

Group Members. The group leader has always been an aspect of pulling the participation rate. Meanwhile, other positions in groups that are quite high such as secretaries and treasurers do not guarantee high participation in the stage of utilization of results. The thing that the community really feels from the impact of the program is on the environmental aspect. The Malasari Village area because it borders the IUP PT ANTAM Tbk area, used to be rampant illegal mining activities. However, after the Pepeling Cisangku program runs, according to residents, this unlicensed gold mining activity (PETI) has been greatly reduced so that the environmental impact is also felt by the community. "... Especially after the program that used to have illegal miners, their existence has been greatly reduced. Therefore, for the tourism program at MKK Cisangku and other activities carried out by the group, it can really encourage positive results for the community." - Secretary of Malasari Village.

Participation in Program Evaluation

The evaluation of the Pepeling Cisangku program is carried out both internally by the group and from external sources such as ANTAM as the program owner. This evaluation activity is carried out at the end of the year to assess the extent of effectiveness and achievement of the targets that have been prepared at the beginning of the year. At this stage, public participation is only in the category of degree of citizen power and degree of tokenism with 50% each. This means that most of the members have been involved in the program evaluation process and are able to convey ideas and ideas as suggestions for improvement according to the following visualization.

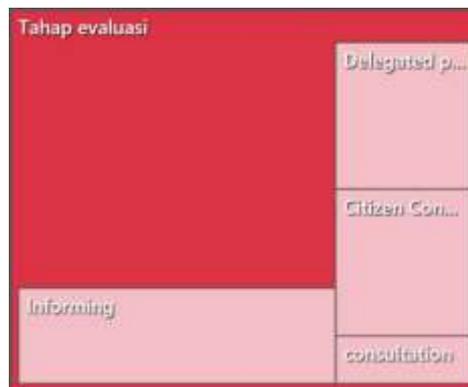


Figure 8. Data visualization (Hierarchy Chart) of the level of community participation in program evaluation

Source: Research data processing (2024)

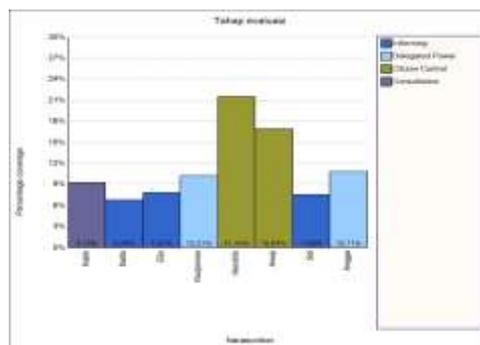


Figure 9. Data visualization using a diagram of the level of community participation in the evaluation of program results

Source: Research data processing (2024)

Monitoring and evaluation activities are the final stage of the community empowerment program and are an input for program improvement for the next implementation. In this evaluation stage, other members have also achieved a fairly high level of participation, namely in the Delegated Power category, which shows their commitment to the preparation of program improvement measures which are then expected to be able to guide other members to continue to monitor and evaluate effectively.

Based on the results of measuring the level of participation, monitoring and evaluation activities are carried out in the form of discussion forums and joint evaluations. Evaluations are carried out regularly every week and every month where the group leader is the main initiator for this activity. Even so, the obstacle faced so far is the impression of 'unpleasant' or embarrassment and fear by group members to express their opinions, especially those that are evaluative so that there is still an impression that there are limits in expressing opinions. Therefore, in this stage of evaluation, the role of the group leader is very dominant. This is felt in the dynamics of the group as conveyed through the following interview results. "If you want to prepare a work program according to the results of the evaluation, what about the Chairman, I feel that it is still necessary to improve his ability in the group so that he can work better." - Group Member "Yaa... Usually follow if you prepare a work plan, especially related to tourist visit activities or prepare a schedule and who is given the task. But usually just follow as informed by the Chairman." - Group Members

From the perspective of the program owner, namely the company, this monitoring and evaluation is carried out to check the suitability of performance indicators that have been set with their implementation and are carried out routinely every month. Wandersman (2005) stated that in the evaluation of community empowerment programs, stakeholders must be involved to be able to participate directly in the evaluation process. The evaluation process must run in a transparent and accountable manner so that it can be used as a scientific reference to make improvements and encourage changes in organizational and/or community culture (Vojtek, 2021).

CONCLUSION

The empowerment program run by PT ANTAM Tbk UBP Emas has an impact on the level of empowerment at the individual, organizational, and community levels. At the individual level, the company has encouraged the improvement of competence in plant breeding activities, sheep farming, organic fertilizer manufacturing, to be able to carry out collective action through active participation in group activities. This can also be seen from the improvement of the collaboration ability of group members, with academics, facilitators, NGOs, and local governments. Empowerment at the individual level can also be seen from the change in the behavior of unlicensed miners (PETI) and illegal logging to the utilization of natural potential for ecotourism. At the organizational level, empowerment can be seen from improving the ability of members to collaborate with other parties such as the forest police and companies in the implementation of the program. It can also be seen from the organization and division of tasks in groups.

The level of community participation is quite diverse in each stage of program implementation. The lowest level is at the planning stage of the program, because of the

dominance by the group leader and the village elite who are said to already represent the members. Meanwhile, at the stage of program implementation, utilization of results, and program evaluation, the level of community participation tends to be stable and at the level of Citizen Power, as evidenced by active involvement in program implementation, division of duties and authorities, as well as the ability to convey ideas and ideas for program improvement. The practice of collaboration with the community and other parties as a step to improve the program can provide added value for the group. It is hoped that the results of this study will be used as material for evaluating mentoring methods, implementing training programs and capacity building for group members as an acceleration in increasing the participation of group members to achieve the degree of Citizen Power participation so that this program becomes a means of exit strategy for companies that are in accordance with the needs and context of the community.

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