

IMPLEMENTATION OF TJSL POLICY FOR ENVIRONMENTAL DEVELOPMENT PROGRAM AT PTPN IV TEA PLANTATION AND FACTORY

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Abstract

The purpose of this study was to understand and describe the Implementation of the Corporate Social Responsibility (CSR) Policy for the Community Development Program at PTPN IV Nagori Bah Butong II Tea Plantation and Factory with a focus on the implementation of the Community Development program and the constraints that limit it. The results of the study indicate that the implementation of the CSR policy for the Community Development Program by PTPN IV Kebun and Tea Factory was first implemented in 1996. The implementation of the CSR policy for the Community Development program implemented by PTPN IV Kebun and Tea Factory is considered ineffective. This is because the CSR for the community development program implemented in Nagori Bah Butong II is considered not to have been running consistently and has not had a long-term positive impact. The effectiveness of the implementation of the CSR community development program is hampered by a number of factors in Van Meter and Van Horn's "a model of the policy implementation", including the lack of coordination and communication between PTPN IV and institutions and stakeholders. The large number of proposals received by the company makes PTPN IV implement the most priority programs first while still measuring the resources it has. This study recommends that PTPN IV Tea Plantation and Factory increase resources, both budget and human resources who have expertise in providing training and education, strengthening coordination between sectors, and compliance of implementers with applicable policies.

Keywords: *Corporate Social Responsibility (CSR), Community Development, PTPN IV Tea Plantation and Factory.*

INTRODUCTION

Policy implementation is an action taken by individuals or groups, both government and private, to achieve the goals set out in the policy. (Van Meter and Horn in Pramono, 2020:12). The implementation of Social and Environmental Responsibility (TJSL) policies is a step taken by companies, both state-owned and private, to realize the targets that have been determined in the policy. The implementation of TJSL is not only limited to complying with regulations, but also seeks to create a broader positive impact, both in economic, social, and environmental aspects.

The policy on Social and Environmental Responsibility (TJSL) refers to Law of the Republic of Indonesia No. 40 of 2007 Article 1 and Article 74 concerning Social and Environmental Responsibility of Limited Liability Companies. This Law emphasizes that in carrying out its business activities related to natural resources, it is mandatory for companies to carry out social and environmental responsibilities. Social and Environmental Responsibility (TJSL) is carried out to overcome humanitarian problems that often occur in the community around the company, such as environmental damage caused by the company's industry. Therefore, companies are required to be sensitive to provide caring actions for all problems caused by the company.

PTPN IV Kebun dan Pabrik Teh has implemented several Social and Environmental Responsibility (TJSL) programs for the environment around the company, namely environmental development activities that have been carried out by PTPN IV Kebun and Pabrik Teh such as providing assistance to build public facilities and infrastructure, places of worship, providing scholarships, carrying out nature conservation activities, and other community social assistance.

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These programs have been implemented since the company was operational. However, the TJSL program implemented by PTPN IV Kebun and Pabrik Teh has not had a significant impact on the community. This can be seen from public facilities, namely roads that are damaged and have been left for years without any repairs. Implementation of programs that are not carried out consistently can result in the Social and Environmental Responsibility (TJSL) program being less effective and not achieving the desired goals.

The results of the study illustrate that the TJSL environmental development program implemented by PTPN IV Kebun and Pabrik Teh has not been effective due to the large number of proposals received which have become obstacles to the optimal implementation of the TJSL Environmental Development program. From 2020 to 2023, TJSL PTPN IV has disbursed funds of approximately 122,559 billion rupiah which are allocated for 37 PTPN IV units, one of which is PTPN IV Kebun and Pabrik Teh. The amount of realized funds disbursed for PTPN IV Kebun and Pabrik Teh from 2020-2023 is approximately 4.34% of the total amount of funds.

The implementation of the TJSL program at PTPN IV Kebun and Pabrik Teh is based on three principles known as the Triple Bottom Line, which include Profit, People, and Planet. Profit, namely companies that are oriented towards economic profit; People, namely companies must care about human welfare; Planet, namely companies must care about a sustainable environment (Shiddiq, 2020: 1). These three things must run continuously in order to realize a TJSL program that runs well. In addition, the TJSL program that is implemented is also based on the concept of sustainable development. The TJSL program should be a bridge between the interests of the company and the welfare of the community through a sustainable approach. However, in practice, the implementation of TJSL by PTPN IV Kebun and Pabrik Teh is considered not to fully reflect the principles of sustainable development. The programs that are run tend to be short-term, not integrated, and do not consider the sustainability of benefits for the community around the company's operational area. Problems like this should be followed up by the company as a form of social responsibility to the surrounding community. This is important to be studied more deeply when viewed from the problems that occur above, because TJSL, especially the Environmental Development program, is actually to provide welfare to the community living around the company. With the realization of consistent and optimal TJSL implementation, economic, social and environmental sustainability can run well and have an impact on the welfare of the community around the company.

LITERATURE REVIEW

Policy implementation is in principle a way to achieve policy objectives, no more and no less. According to Mazmanian and Sabatier in Pramono(2020:2), Policy implementation is a way for a policy to achieve its goals, in other words, policy implementation is an effort to implement a decision. Implementation is an activity related to completing a job using means (tools) to obtain results.(Maryam et al., 2021:23). A policy is not only formulated and created and then left alone, but a policy must be implemented so that it has an impact and can achieve the desired goals.

Van Meter and Horn in(2020:3)explains Policy implementation is an action taken by individuals or groups, both government and private, to achieve the goals set in the policy. This action includes efforts to change a decision into an action to achieve major and minor changes that have been determined through policy decisions made by policy makers to achieve the goals set.

According to Tachjan (2006:9) there are steps that can be taken by policy makers so that policies can run smoothly, namely: (1) policy makers must explain the objectives of the policy and their relative sequence in the clearest possible way (2) there must be a proper causal theory about why the steps taken in the policy are expected to solve the problems faced (3) there must be sufficient funds allocated for policy implementation (4) the policy must be accompanied by clear procedures that must be followed by everyone (5) an organization that has relevant experience and commitment must be appointed to carry out this task.

Based on several opinions above, it can be concluded that policy implementation is a process carried out by policy actors to achieve results that are in accordance with the goals or objectives of the policy. Policy implementation is a combination of responsibility and trust to realize the vision in public policy.

RESEARCH METHODS

This study uses a qualitative method with descriptive data analysis techniques. The author uses a qualitative research approach in this study. According to Cresswell (2007), qualitative research is a forum for exploring and understanding the meaning given by a person or group to a social problem. By using a qualitative approach, it will make it easier for the author to obtain broad and detailed information from informants about issues related to the implementation

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of the TJSL Environmental Development policy at PTPN IV Kebun and Pabrik Teh Nagori Bah Butong II, both those related to program implementation and inhibiting factors in implementing TJSL environmental development.

The data collection techniques used in this study were observation, interviews and documentation (Yusuf, 2017:372). Observations were made by conducting direct observations by seeing how the company carries out its social and environmental responsibilities and interviews were conducted with informants related to the focus of the study. The data produced were obtained through primary and secondary sources, where primary sources were obtained through observation and interviews, while secondary sources were obtained through books, scientific articles, and social media. The data analysis techniques used were data reduction, data presentation, and drawing conclusions (Sugiyono, 2013:247).

RESULTS AND DISCUSSION

Implementation of TJSL Policy for Environmental Development Program at PTPN IV Tea Plantation and Factory Bah Butong Plantation Unit, Bah Butong II Village

The implementation of the TJSL Policy for the Environmental Development program implemented by PTPN IV Kebun and Pabrik Teh is a social responsibility that must be carried out by the company, not only to pay off social debts resulting from its business processes. Even TJSL is also an event to improve the image and value of the company in the eyes of the market. The implementation of TJSL is also carried out as an effort to overcome social problems in society by creating economic balance in society.

One of the regulations that is used as a reference in the implementation of TJSL is the Republic of Indonesia Law Number 40 of 2007 Article 1 paragraph (3) namely "Social and Environmental Responsibility is the Company's commitment to participate in sustainable economic development in order to improve the quality of life and the environment which is beneficial, both for the Company itself, the local community, and society in general".

To realize the objectives of the Law, PTPN IV Kebun and Pabrik Teh has implemented several TJSL Environmental Development programs for the surrounding community. The Environmental Development programs that have been implemented by PTPN IV Kebun and Pabrik Teh Unit Kebun Bah Butong are the Environmental Conservation Program, the Post-Covid-19 Social Assistance Program, and the Infrastructure Development Program. The TJSL Environmental Development program that has been implemented is a form of corporate social responsibility towards the surrounding community.

1. Nature Conservation Program

The nature conservation program is part of the implementation of Social and Environmental Responsibility (TJSL) by PTPN IV Kebun and Pabrik Teh. This program aims to maintain the balance of the ecosystem and support environmental sustainability around the company's operational areas. Based on an interview with the Head of TJSL, the conservation program is implemented through activities such as reforestation, wise management of natural resources, and education to the community about the importance of preserving the environment.

According to Grindle's theory, the success of policy implementation is influenced by the power, interests, and strategies of the implementing actors. In this context, PTPN IV has adopted an implementation strategy through real activities such as tree planting and environmental counseling, which shows that nature conservation is not just a normative policy, but is realized in concrete actions. However, there are still obstacles, especially the low public awareness of cleanliness and environmental preservation. This factor is a challenge in achieving long-term program sustainability.

Widiastuti's research(2023)supports this finding, where PT Pertamina runs an ecotourism program as part of its efforts to conserve nature and biodiversity. This is in line with the implementation of nature conservation programs by PTPN IV, although challenges at the level of community participation were also found in both cases.

2. Community Social Assistance Program

Post-COVID-19 pandemic, PTPN IV Kebun dan Pabrik Teh shifted most of its TJSL program attention to help affected communities. The company designed a Post-COVID-19 Social Assistance Program that focuses on meeting basic needs, such as distributing basic necessities and masks, as well as implementing health socialization to the community, including residents of Nagori Bah Butong II. This program received a positive response from the community because it was very relevant to their needs post-pandemic, especially due to the impact of mobility restrictions, decreased income, and limited access to basic needs.

Referring to Grindle's theory, the success of policy implementation is influenced by the characteristics of the institution and the external environment in which the policy is implemented. In this context, the success of the PTPN IV TJSL Program cannot be separated from the suitability between the program's objectives and the social conditions of the

targeted community. The characteristics of PTPN IV's institutions that are adaptive to field conditions are a key factor in the company's rapid response to the crisis.

This finding is in line with Widiastuti's research.(2023) which shows that PT Pertamina also runs a similar CSR program in the form of disaster relief and assistance for orphans affected by the pandemic. Both show how the company implements CSR in the principles of People, Planet, and Profit for the welfare of society.

3. Public Facilities and Infrastructure Development Program

As part of its corporate social responsibility, PTPN IV Kebun and Pabrik Teh is committed to contributing to the development of communities around its operational areas. One form of implementation of the TJSL Environmental Development Program is the construction of public facilities and infrastructure. In 2023, for example, renovations were carried out on educational facilities at the Dharma Pertiwi Junior High School/Islamic Junior High School Foundation in the Bah Butong Plantation Unit. However, the construction of infrastructure in other areas, especially in Nagori Bah Butong II, has not yet been realized. One of the main complaints from the community is that there has been no improvement in road infrastructure that has been submitted through a proposal since February 2024, but until now there has been no response from the company. This creates a gap between the needs of the community and the priorities of program implementation by the company.

According to Grindle's policy implementation theory, the success of policy implementation is influenced by the level of compliance and response from the implementer. In this case, the implementer of the PTPN IV TJSL program is considered less responsive to community aspirations, even though it has shown compliance through the implementation of several programs. The main limiting factor is the limited TJSL budget which requires selection based on urgency and social benefits.

Another problem that hampers implementation is the lack of socialization to the community regarding the mechanism for submitting proposals and TJSL budget allocation. As a result, many proposals do not meet the criteria and are not approved by management. This widens the gap between the programs designed by the company and the real needs of the community. This study is in line with the findings of Suhaya (2020), who noted that the implementation of CSR by PTPN IV faces similar challenges, namely in balancing community needs with the company's internal priorities and limitations. Therefore, open and ongoing communication between the company and stakeholders is very important to align the TJSL program with community needs and increase the effectiveness of the implementation of the company's social policies.

Some things that are very crucial according to researchers in determining the success of public policy implementation, namely the policy environment. Merilee S. Grindle revealed that the policy environment is one of the factors that supports the success of policy implementation, which includes the power, interests, and strategies of the actors involved, the characteristics of the institutions and regimes in power, and the level of compliance and response from implementers.(Kasmad, 2018:54).

If the actors involved in policy implementation have the power, interests, and strategies to implement it, the policy will be successful. This will help smooth the implementation of the policy. The level of compliance and response from the implementer is something that needs to be considered in policy implementation. This is done to find out whether the policies made have met expectations and whether they are influenced by the environment so that there is a level of change. If the objectives and forms of the program are appropriate, the policy will be successful. This also goes hand in hand with the responsibility of the implementer for policy implementation.

Obstacles faced in implementing the Social and Environmental Responsibility of the Community Development Program

In the context of this research, there are several things that are very crucial according to the researcher in seeing the supporting and inhibiting factors in the implementation of public policy, namely resources, communication between implementing organizations, economic, social, and political conditions and the attitudes of the implementers. (Tajchan, 2006:39).

1. Budget Constraints

One of the challenges in implementing the Social and Environmental Responsibility (TJSL) program at PTPN IV Tea Plantation and Factory is the limited resources, both in terms of human resources, financial, and materials.

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Although the company has allocated a budget and has experienced personnel, the limited number of staff and funds often become obstacles in implementing the program more widely and evenly.

As explained in Van Meter and Van Horn's theory, the success of implementation is largely determined by the availability and utilization of adequate resources. Human resources are the most crucial factor in determining the effectiveness of policy implementation, followed by financial resource support and other supporting facilities. If both types of resources are available in sufficient quantity and quality, then policy implementation has the potential to run optimally. Conversely, deficiencies in this aspect will have a direct impact on the program's suboptimal achievement.

The implementation of the TJSL policy of the Environmental Development Program at PTPN IV Tea Plantation and Factory is highly dependent on the company's internal capacity in providing these resources. This study found that limited human resources and budget are the main inhibiting factors in the implementation of the program, which has an impact on the less than optimal realization of activities in the field. Nevertheless, the company continues to strive to optimize the use of available resources and collaborate with various parties as a mitigation strategy to overcome these limitations.

This finding is in line with previous research by Suhaya (2020), which shows that the implementation of Corporate Social Responsibility (CSR) programs in general also faces similar obstacles, especially in terms of limited implementing personnel and budget. In practice, the high number of proposals received by plantation units requires companies to conduct selection based on priority scale, so that not all requests from the community can be met. As a result, there is an imbalance in the realization of the TJSL program, especially in the form of development assistance and community empowerment activities.

2. Coordination Between Stakeholders

PTPN IV Kebun and Pabrik Teh has conducted various forms of communication with stakeholders, including the community in the area around the company's operations. However, in practice there are still a number of obstacles, especially related to the lack of community understanding of the substance and objectives of the TJSL program itself. In addition, some communities have complained that their aspirations have not been adequately accommodated by the company.

This can be seen from the phenomenon found in Nagori Bah Butong II, where the community has repeatedly voiced their aspirations regarding the damaged road conditions. However, until now, there has been no official response from the company regarding the problem. The absence of a clear response indicates a communication gap between the company and the community, which ultimately creates distrust and hinders the successful implementation of the TJSL program.

According to Van Meter and Van Horn, effective communication between policy implementing actors is a crucial factor in supporting successful implementation. Policy standards and objectives must be communicated clearly, consistently, and uniformly to all parties involved so that implementation can proceed according to plan. Without clarity in conveying these standards and objectives, policy implementers will have difficulty understanding what is expected of them, and what actions should be taken.

The results of this study are also in line with the findings of Wasis *et al.* (2021), who identified that communication effectiveness plays an important role in the successful implementation of CSR policies. In the study, the lack of public understanding of CSR programs and the lack of company openness in conveying information were the main inhibiting factors in policy implementation. A similar thing happened in the context of TJSL implementation at PTPN IV Tea Plantation and Factory, where the lack of two-way communication and active involvement from the community caused obstacles in achieving program objectives. Improving the quality of communication between companies and the community is a strategic step that needs to be taken seriously. Open, transparent, and participatory communication will strengthen the relationship between the two parties, and ensure that the implementation of the TJSL program runs more effectively and in accordance with the real needs of the community.

3. PTPN IV Tea Plantation and Factory's Concern for Local Communities

PTPN IV Tea Plantation and Factory has endeavored to create conducive social, economic, and political conditions to support the successful implementation of the Social and Environmental Responsibility (TJSL) program, particularly through the Community Development Program. This program, in its implementation, has contributed to improving the welfare of the Nagori Bah Butong II community, including through job creation and the provision of social assistance aimed at improving the social conditions of the community and building harmonious relations between the company and the surrounding community.

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The implementation of this program is inseparable from obstacles that are of concern to the community and the village government. One of the main issues raised is the lack of realization of road infrastructure improvements in Nagori Bah Butong II, even though the community has repeatedly voiced the request to the company. In addition, the lack of specific training and community empowerment programs in the village is also a complaint from the community, according to them the program is considered important to provide long-term benefits in building the independence and capacity of the local community (informant 01).

This is in line with the opinion of Van Meter and Van Horn explaining that the success of policy implementation is greatly influenced by external environmental conditions, which include social, economic, and political aspects. An unfavorable environment can be a source of obstacles and cause implementation failure. Therefore, policy implementers are required to be able to adjust and create a supportive environment so that policy objectives can be achieved optimally.

This finding is supported by the research results of Aminah (2017), which explains that one of the main objectives of the implementation of the CSR Environmental Development Program by the company is to improve the social, economic, and political conditions of the community around the operational area. In his research, Lubis emphasized the importance of the suitability between the programs run by the company and the real needs of the community so that the company's social goals can be achieved effectively. To achieve successful implementation of the TJSL policy, companies need to be more responsive to the conditions and aspirations of the local community. Adjusting the program to the specific needs of the community and the active involvement of residents in the planning and implementation process are the main keys to creating a conducive social environment and strengthening the sustainability of the TJSL program.

4. Implementor Attitude

One important aspect that needs attention in the implementation of the Social and Environmental Responsibility (TJSL) program by PTPN IV Kebun and Pabrik Teh is openness and responsiveness to stakeholders, especially communities in directly affected areas, such as Nagori Bah Butong II. The results of the study showed that the lack of active participation and low level of response from program implementers to community aspirations are obstacles to the effective implementation of TJSL. Therefore, the company needs to increase openness and cooperation, as well as build more intensive two-way communication with local communities so that program implementation can take place in a participatory manner and be oriented towards the real needs of the community.

According to Van Meter and Van Horn, one of the determinants of successful policy implementation is the attitude and commitment of the implementers. They argue that the attitude of policy implementers is greatly influenced by how they view the policy, both in terms of benefits to the organization and personal interests. There are three main variables that determine the ability and willingness of implementers to implement policies, namely: (1) the level of understanding and depth of the policy, (2) the direction of attitude towards the policy (whether accepting, neutral, or rejecting), and (3) the level of intensity or commitment to implementing the policy. Implementation will experience obstacles or even failure if the implementers do not fully understand the standards and objectives of the policy.

The implementation of TJSL in Nagori Bah Butong II has not shown adequate responsiveness from policy implementers. The community considers that their voices and aspirations have not been fully accommodated, especially related to priority issues such as road infrastructure improvements and community empowerment needs. This shows a gap between the expected policy standards and the implementation behavior of implementers in the field.

The Rev.(2024)stated that policy implementers must have high commitment and strong motivation to achieve policy objectives. In their research, the success of implementation is largely determined by the dedication of individual implementers. On the contrary, the results of this study actually show that the attitude of TJSL program implementers at PTPN IV Kebun and Pabrik Teh is still less responsive to community complaints, which has the potential to hinder the effectiveness and sustainability of the program. Increasing the capacity of policy implementers in terms of understanding policies, attitudes towards community aspirations, and commitment to program implementation is very important.

CONCLUSION

Based on the results of the research and discussion conducted, it can be concluded several things regarding the implementation of the social and environmental responsibility (TJSL) policy of Community Development in PYPN IV Kebun and Pabrik Teh Nagori Bah Butong II. The programs implemented include environmental conservation, social assistance to the community, and the development of public facilities and infrastructure. There are several obstacles such as limited human resources and budget, lack of responsiveness to the Nagori Bah Butong II community, which illustrates that PTPN IV Kebun and Pabrik Teh has not been synergistic in communicating to interested parties. Another obstacle

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is the many complaints from stakeholders regarding dissatisfaction with the program, which also shows the company's lack of understanding of the needs and economic, social, and political conditions of the Nagori Bah Butong II community. Furthermore, stakeholder complaints regarding the lack of responsiveness and participation and the existence of neglect from PTPN IV Kebun and Pabrik Teh illustrate the attitude of the implementers who are less than professional in running the TJSL Environmental Development program in Nagori Bah Butong II. However, PTPN IV Kebun and Pabrik Teh is committed to overcoming these obstacles by planning to increase socialization, partnerships and the provision of more adequate public infrastructure.

The suggestions that can be given are: first, PTPN IV Kebun and Pabrik Teh needs to make improvements in terms of providing resources, especially in terms of competent and professional human resources (HR), as well as adequate financial resources. Second, PTPN IV Kebun and Pabrik Teh is advised to increase the special budget for the TJSL program, especially those that directly prioritize improving the welfare of the community around the company, especially the Nagori Bah Butong II community.

Third, PTPN IV Kebun and Pabrik Teh is expected to build a more synergistic relationship with the local government, village government, NGOs, community leaders, and the local community. Fourth, PTPN IV Kebun and Pabrik Teh is advised to add sustainable community empowerment programs, which have long-term benefits and have a direct impact on the socio-economic conditions of residents. Programs such as job skills training, MSME development, and local economic partnerships can be strategic steps in creating an independent and more prosperous community. Finally, PTPN IV Kebun and Pabrik Teh needs to establish a routine and participatory monitoring and evaluation system for each TJSL program that is implemented.

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