

Tujuan penelitian ini adalah menelaah interaksi antar aktor dalam implementasi kebijakan penyeragaman CSR seluruh perusahaan yang beraktivitas di Kabupaten Kutai Timur (Kutim) dalam bentuk Pembangunan Rumah Layak Huni (PRLH). Kebijakan, yang dituangkan dalam Peraturan Bupati No 21 tahun 2013, ini diberlakukan di era kepemimpinan Bupati Kutai Timur, Isran Noor. Dalam tataran teknis, Pemkab Kutim telah menentukan jumlah rumah yang harus dibangun masing-masing perusahaan, yang didanai melalui dana CSR senilai Rp50 juta per unit. Penelitian ini juga menelaah alasan pemberlakuan kebijakan dan faktor-faktor yang memuluskan implementasi. Beberapa aktor yang terlibat yakni Pemkab Kutim, Kodim 0909/Sangatta, Forum MSH CSR, dan perusahaan yang beroperasi di Kutim.

Dasar konseptual penelitian ini dimulai dengan perdebatan teoritis tentang status CSR antara bersifat *voluntary* atau *mandatory*. Di tengah ketiadaan panduan di level nasional, Bupati Kutim memerintahkan agar dunia usaha berkontribusi memfokuskan CSR-nya dalam wujud PRLH. Penulis membedahnya dari dimensi sosial, stakeholder, dan kesukarelaan yang dikemukakan Dahlsrud (2008), juga spektrum hubungan CSR dengan pemerintah yang dikemukakan Gond (2011). Strategi implementasi PRLH dibedah dari teori implementasi, khususnya variabel-variabel implementasi. Sedangkan interaksi antar aktor ditinjau dari model hubungan antar aktor Hall dan O'Toole (2000), serta dari perspektif *collaborative governance* dan *cross sector partnership*. Penelitian kualitatif ini menggunakan pendekatan studi kasus. Jumlah informan sebanyak 19 orang yang mewakili masing-masing aktor.

Temuan lapangan, hingga bulan Mei 2015, telah terealisasi pembangunan RLH sebanyak 484 unit dengan total dana Rp25,019 miliar. Jumlah tersebut terdiri dari PRLH yang didanai CSR sebanyak 438 unit senilai Rp22.669.910.000 dan bantuan masyarakat (Bupati dan SKPD) sebanyak 46 unit senilai Rp2.350.000.000. Diketahui CSR mandatori berpola PRLH terjadi di Kutim karena adanya keinginan Bupati Kutai Timur untuk mempercepat penanggulangan kemiskinan melalui intervensi terhadap sektor perumahan warga miskin, keinginan memanfaatkan berbagai potensi yang ada di daerah dalam percepatan penanggulangan kemiskinan, juga adanya *personal interest* kepala daerah. Pemberlakuan kebijakan ini menunjukkan adanya diskresi kepala daerah untuk memaksimalkan kerja sama lintas sektor dalam mewujudkan *pro poor policy* sekaligus membenahi tata kelola CSR di daerah, meski diwarnai kepentingan politik.

Terdapat beberapa strategi memuluskan implementasi PRLH; yakni perumusan payung hukum, pembentukan Tim Koordinasi Pelaksana PRLH, penunjukan Kodim 0909/Sangatta sebagai implementor, langkah penjabatan dan penagihan PRLH bagi dunia usaha, peran aktif Bupati Kutim secara personal dalam memonitoring pelaksanaan PRLH, tidak membuka mekanisme penyampaian keberatan secara formal, juga pelaksanaan monitoring bersama di lapangan.

Penyeragaman CSR berwujud PRLH, dimana pemerintah sebagai pelaku utama dan non pemerintah sebagai pelaku pendamping, merupakan bentuk *government driven policy*. Terlihat bahwa para aktor bekerja sama melaksanakan PRLH untuk mengintervensi perbaikan perumahan *target group*, yakni warga miskin yang terseleksi sebagai penerima PRLH. Artinya hubungan ini bersifat *pooled* (mengutub). Selain itu, terjadi pertemuan antara kepentingan bisnis dunia usaha dengan kepentingan politis kepala daerah dalam kebijakan PRLH. Dalam relasi yang tidak setara, terlihat dominannya peran Pemkab Kutim, besarnya peran TNI, peran akomodatif dunia usaha, dan terjadi reduksi peran strategis MSH CSR. Peran dominan kepala daerah telah mempengaruhi tata kelola CSR di Kabupaten Kutai Timur.

Kata Kunci: CSR, Interaksi Antar Aktor, Implementasi Kebijakan

The purpose of this study is to examine the interactions between actors in the implementation of CSR uniformity policies of all companies that are active in East Kutai District (Kutim) in the form of Development of Livable Houses (PRLH). The policy, as outlined in Regent Regulation No. 21 of 2013, was implemented in the era of East Kutai Regent leadership, Isran Noor. In the technical level, the Kutim Regency Government has determined the number of houses that must be built by each company, funded through CSR funds worth Rp50 million per unit. This study also examines the reasons for implementing policies and the factors that smooth implementation. Some of the actors involved were the Kutim Regency Government, Kodim 0909 / Sangatta, the MSH CSR Forum, and companies operating in Kutim.

The conceptual basis of this research begins with a theoretical debate about CSR status between voluntary or mandatory. In the absence of guidance at the national level, the Kutim Regent ordered that the business world contribute to focus its CSR in the form of PRLH. The author dissected it from the social, stakeholder, and voluntary dimensions proposed by Dahlsrud (2008), as well as the spectrum of CSR relations with the government which Gond revealed (2011). The PRLH implementation strategy is dissected from implementation theory, especially implementation variables. Whereas interactions between actors are viewed from the model of relationships between actors Hall and O'Toole (2000), and from the perspective of collaborative governance and cross sector partnerships. This qualitative study uses a case study approach. The number of informants was 19 people representing each actor.

Field findings, as of May 2015, 484 units of RLH had been realized with a total fund of Rp. 25,019 billion. The amount consists of PRLH funded by CSR as many as 438 units worth Rp22,669,910,000, and community assistance (Regent and government agencies) of 46 units worth Rp2,350,000,000. It is known that mandatory PRLH CSR took place in Kutim because of the desire of the East Kutai Regent to accelerate poverty reduction through intervention in the housing sector of the poor, the desire to utilize the various potentials in the region in accelerating poverty reduction, as well as the personal interest of regional heads. The enactment of this policy shows the discretion of regional heads to maximize cross-sector cooperation in realizing pro-poor policy while at the same time improving CSR governance in the regions, despite colored political interests.

There are several strategies to smooth the implementation of PRLH; namely the formulation of the legal standing, the establishment of the PRLH Implementing Coordination Team, the appointment of Kodim 0909 / Sangatta as the implementer, steps for rationing and billing PRLH for the business world, the active role of the Kutim Regent personally in monitoring the implementation of PRLH, not formally submitting complaints mechanisms. together in the field.

The uniformity of CSR is in the form of PRLH, where the government as the main actor and non-government as a companion is a form of government driven policy. It was seen that the actors worked together to implement the PRLH to intervene in the improvement of the target group housing, namely the selected poor as PRLH recipients. This means that this relationship is pooled. In addition, there was a meeting between business interests of the business world and the political interests of regional heads in the PRLH policy. In an unequal relationship, the dominant role of the District Government of East Kutai, the large role of the TNI, the accommodative role of the business world, and the reduction of the strategic role of MSH CSR. The dominant role of Regent has influenced CSR governance in East Kutai District.

Keywords: CSR, Inter-Actor Interaction, Policy Implementation