

Review of Quadruple Helix Actors in the Management of Corporate Social Responsibility (CSR) Programs

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Abstract

The Quadruple Helix is an innovative model for the management of CSR programs. The local government established a CSR forum to unite the various actors. In practice, however, the Quadruple Helix actors failed to formulate and institutionalize a shared vision as the foundation for each actor's activity. The purpose of this research is to obtain an overview of CSR program management by explaining the roles and frameworks of Quadruple Helix actors. This research is descriptive research with a qualitative approach. Interviews, Focus Group Discussions (FGDs), and document searches were used to collect data. Data analysis techniques using interactive analysis include data condensation, data presentation, and conclusion drawing. The results revealed that the CSR forum was ineffective because Quadruple Helix actors did not comprehend the mechanisms of CSR program management. An important issue of contention is who has the authority to run CSR programs, whether through the forum, the company, or the APBD. This difference in understanding causes the actors involved in CSR management to be CSR actors (companies and government). Meanwhile, academics and the community are not regarded as essential actors in the execution of CSR programs. Another factor is that local regulations, which serve as the foundation for CSR implementation, do not comprehensively regulate CSR management. As a result, actors' roles and responsibilities are blurring, leading to a decrease in actors' motivation to actively participate in the management of CSR programs. Governments and corporations are active actors in the management of CSR programs because both act as regulators and budget providers. As a result, changes to local regulations or regent's decrees as the legal basis for CSR management, as well as cross-sectoral planning and coordination in designing CSR programs based on community needs analysis, are required. It is to avoid overlapping government and CSR programs and the emergence of community rejection reactions.

Keywords: *collaboration, stakeholders, quadruple helix, corporate social responsibility.*

Introduction

Southeast Sulawesi Province is one of the regions with natural resource potential and exceptional mining commodities. According to the policy of the Minister of Energy and Mineral Resources of the Republic of Indonesia Number 104.K/MB.01/MEM.B/2022

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regarding the mining area of Southeast Sulawesi Province, the number of mining business licenses (IUPs) in Southeast Sulawesi Province reached 368, with metal minerals 226 IUPs, asphalt 41 IUPs, non-metal minerals 14 IUPs, and rocks 87 IUPs. PT Vale Indonesia Tbk, PT Aneka Tambang, Tbk, and central IUPs with Foreign Investment (PMA) status are not included in this number. So there are 264 IUPs with production operation status, 3 IUPs with exploration status (minerals and asphalt), 72 IUPs with production operation status, and 29 IUPs with exploration status (non-metal minerals and rocks) (BPS of Southeast Sulawesi Province, 2022).

The company's presence is expected to not only depend on achieving financial aspects. As a result, all of the company's operational activities must contribute to improving the quality of life in the community, which is accomplished through the Corporate Social Responsibility (CSR) program. CSR, according to Juscius and Snieska (2015); Wesselink et al. (2015), is a sequence of voluntary actions aiming at social and environmental interests as well as maintaining the company's image and competitiveness (De Sousa et al., 2022).

According to Nijhof, Bruijn, and Honders (2008), building partnerships with community actors is essential for companies engaged in CSR activities. According to Albareda and Waddock (2018), CSR activities begin with establishing collaboration structures, resource sharing, common goals, and coordination strategies (Khan et al., 2022). It is emphasized by Waddell (1999) and Jonker and Nijhof (2006) that each actor owns resources and competencies (tangible and intangible) as basic capital to enable collaboration (Sorice, 2021). According to Kusuma and Ginting (2021), the collaboration aims to improve coordination among companies, local governments, and other stakeholders in the implementation of CSR programs.

In Kolaka and South Konawe Regencies, stakeholder involvement in implementing the CSR program is carried out by establishing a CSR Forum. The establishment of the CSR Forum is governed by Local Regulations No. 15/2014 and No. 6/2018 regarding Corporate Social and Environmental Responsibility. This forum consists of elements of academics, community organizations, government, and companies. According to Niankara et al. (2020), in the concept of Elias Carayannis and David Campbell, the involvement of these actors is called the Quadruple Helix innovation model (Niankara et al., 2020). Carayannis and Campbell (2012) argue that the Quadruple Helix model emphasizes the importance of collaboration in innovation, especially the dynamic innovation process (Hasche et al., 2020). Meanwhile, Sabaruddin (2017) calls it a collective action management model, which is a model that describes the integration of stakeholders who work together, communicate with each other, and synergize according to their roles and responsibilities.

However, the relationship between the actors in managing the CSR program leaves problems: first, each actor's roles and responsibilities are unclear. Second, there is a lack of coordination among the actors. Third, the community has not felt a significant impact because the CSR program's management is not yet structured. Based on the aforementioned problems, the following problems can be formulated: (1) How is the description of CSR program management in the Kolaka and South Konawe Regencies; and (2) How is the role and framework of Quadruple Helix actors in CSR program management.

Quadruple Helix Concept

Carayannis and Campbell (2009) developed the Quadruple Helix concept in response to the idea initiated by Leydesdorff and Etzkowitz (2003) to include 'society' or 'the public' as the fourth helix into the theory of the triple helix framework (Bayramov, 2021). The Quadruple Helix model is a development of the Triple Helix perspective in which the actors involved are not only academics, government, and industry but recognize the involvement of civil society as an important actor (Leydesdorff, 2012 in Hasche et al.,

2020). Civil society is conceived of as formal non-governmental organizations and communities that share common interests and practices by engaging citizens as primary consumers, co-developers, and primary actors of innovative and entrepreneurial initiatives (Carayannis et al., 2019 in Morawska-Jancelewicz, 2022).

The quadruple helix, as defined by Hock Heng et al. (2012), is the development of the triple helix system by adding a fourth helix, namely civil society, in the innovation system. A democratic viewpoint defines the fourth helix as the involvement of citizens, NGOs, labor unions, and others. While a more growth-oriented perspective is defined as consumers and users. Democratically, the fourth helix can be demonstrated by NGOs representing individuals with interests other than solely economic objectives, such as environmental and social aspects of society (Grundel & Dahlstrom, 2016). Growth-oriented perspectives generally view communities as users and/or consumers or as entrepreneurs who are considered crucial for economic growth and development (Martinez & Palazuelos-Martínez 2015 in Grundel & Dahlstrom, 2016).

Arnkil et al. (2010) describe Quadruple Helix as a customer-oriented innovation approach. Carayannis and Campbell (2012) argue that the Quadruple Helix model emphasizes collaboration in innovation, especially in a dynamic process. Furthermore, Cunningham, Menter, and O'Kane (2018) use the customer perspective and consider the fourth helix as a stakeholder group in the innovation system. Correspondingly, McAdam, Miller, and McAdam (2016) regard stakeholders and users of innovation as the fourth helix, which acts in a microenvironment describing the numerous relationships between internal and external stakeholders. Similarly, Colapinto and Porlezza (2012) highlight that the fourth helix's core parts are networks, enhancement of knowledge, and human resources (Hasche et al., 2020).

Nordberg et al. (2020) emphasize that the Quadruple Helix model is indispensable for analyzing the role of society in the innovation process. According to Carayannis and Campbell (2017), there are three aspects that form the basis of the Quadruple Helix model. First, democracy or democratic knowledge is an important dimension in understanding how innovation actors interact with each other to generate knowledge and innovation. Second, the Quadruple Helix model, which focuses on Mode 3 knowledge development and is the hub or center of the 21st-century Innovation ecosystem where people, culture, and technology interact to foster creativity, new insights, and accelerate innovation across various science and technology disciplines, public and private sectors, and top-down approaches based on policy as well as bottom-up approaches based on empowering entrepreneurs. Third, the interaction of ecosystem innovations occurs in the Quadruple Helix, which is then conceived as a systems analysis approach (Cai & Lattu, 2022).

Consequently, the Quadruple Helix, according to Carayannis & Grigoroudis (2016), describes collective interaction and knowledge change through four sub-systems, specifically:

- Education System - includes academics, universities, higher education systems and schools (human capital);
- Economic System - includes industries, companies, services, and banks (economic capital);
- Political System - is the present and future direction of the country's goals, as well as the legislation in force (political and legal capital);
- Civil Society - Media-culture-based society that integrates and combines two forms of capital, namely culture-based society - traditions, values, and so on. (social capital) and media-based society - television, internet, newspapers (information capital).

Thus, the Quadruple Helix concept can serve as an academic blueprint for innovation that simultaneously involves (in a balanced and dynamic top-down and bottom-up manner) four sectors (government, universities, industry, and civil society). The combination of these four perspectives aims to conceptualize, contextualize, design, implement, and develop entrepreneurship and innovation ecosystems that foster good, sustainable, and inclusive growth (such as groupings, networks, and other combined groupings) at the regional level (Carayannis & Grigoroudis, 2016).

Corporate Social Responsibility (CSR)

During the Industrial Revolution, Corporate Social Responsibility (CSR) first emerged and was practiced. Due to the discrepancy in the lives of industrialized people at that time, several entrepreneurs attempted to strengthen their business's image by constructing clinics and canteens for their employees, donating money to orphanages, and engaging in other social activities (Carroll, 2008 in Minghui, 2018). CSR is the company's contribution to sustainable development, as well as a means of building reputation, increasing stakeholder satisfaction, and increasing trust so as to increase corporate value. In recent decades, CSR has been a key factor in demonstrating the influence of company activities on the environment and what social issues may be addressed through social activities (Gorgenyi Hegyes, Fekete Farkas, 2019 in Metzker & Streimikis, 2020).

According to the European Commission (2011), CSR is a company's responsibility for its influence on society. To fully meet this obligation, companies must implement a process that allows them to integrate social, environmental, ethical, consumer, and human rights aspects into their business activities, as well as have a primary strategy through stakeholder cooperation to maximize the creation of shared values for owners/shareholders and other stakeholders, as well as society as a whole, and to identify, prevent, and mitigate potential negative impacts (Metzker & Streimikis, 2020). As a result, CSR is regarded as an obligation. CSR will become a problem for the company if it is not implemented properly. Some of these problems include the negative effects of "greenwashing" (Lim et al., 2013) or CSR activities that are not aligned with the company's mission (e.g., lack of compatibility between the company and its CSR programs) (Sen and Bhattacharya, 2001 in (Coombs, 2014).

Furthermore, the OECD (2001) states that the basic element of CSR is business investment, which will provide jobs, ensure the production of goods and services to meet consumer needs, and work to increase the company's overall profits and improve the welfare of society - by providing better returns to shareholders. According to Porter and Kramer (2006), CSR is supported by four components, namely moral obligation (companies must be good citizens and do the right thing), sustainability (focus on the environment and society), law enforcement, and reputation (improve reputation, image, brand value, and increase the value of company shares) (Metzker & Streimikis, 2020).

According to Dahlsrud (2008), there are five different dimensions to understanding the meaning of CSR. Carroll (1979) reorganized this framework into these dimensions. The five dimensions are:

- (1) Dimensions of stakeholder obligations. A view that companies are accountable to all the parties involved in their business activities, including not only shareholders and investors but also consumers, employees, communities, and the environment.
- (2) Dimension of social obligation. A concept that emphasizes companies' obligation to impact society positively. This concept is concerned with moral, ethical, or human values.
- (3) Dimensions of economic obligation. This dimension leads the company to earn profits for its shareholders while also ensuring the sustainability of the company's profits and associated parties.

(4) Dimension of voluntarism/discretion. The idea is that CSR activities should go beyond the law and should be based on volunteers. Some CSR visions indicate that activities should go beyond best practices in the sense that to be considered "CSR," a business must have a distinct advantage over standard industry practices that impact stakeholders.

(5) Dimensions of the environment. Prioritize, protect, and preserve the natural environment in a balanced way with all business activities. This dimension pertains to the organization's practices' sustainability as well as the organization's concern for the environment as a unique stakeholder (Rupp & Mallory, 2015).

Therefore, Fisman, Heal, and Nair (2008) explain that by applying CSR, companies can identify themselves as having superior quality products than their competitors while also attempting to maximize profits. Because profit-oriented companies tend to produce low-quality products, consumers assume that only companies concerned with product quality will invest in CSR activities because profit-oriented companies will consider such investments excessively expensive (Hou, 2019).

Basically, corporate CSR aims are broadly divided into three dimensions: economic, environmental, and social (Aguilera, Rupp, Williams, & Ganapathi, 2007; Porter & Kramer, 2006). The economic dimension indicators include corporate governance, risk and crisis management, and codes of ethics/compliance/corruption and bribery. Environmental reporting is an indicator of the environmental dimension. Social reporting, the main indicators of which are labor practices, human resource development, labor attraction and recruitment, and social responsibility and philanthropy, constitute the social dimension (Lim & Greenwood, 2017). The traditional approach identifies CSR objectives in two components: economic and non-economic objectives (Carroll & Shabana, 2010; Du, Bhattacharya, & Sen, 2010). Carroll and Shabana (2010) argue that the aim of CSR should be viewed within the context of a broader business model, or what they refer to as a "syncretic model," in which the major purpose of CSR is how companies obtain tangible (economic) and intangible (non-economic) benefits from CSR activities and practices (Lim & Greenwood, 2017).

Methodology

The purpose of this research is to get an overview of CSR programs, as well as the role and framework of Quadruple Helix actors in the management of CSR programs in the Kolaka and South Konawe Regencies of Southeast Sulawesi Province. A qualitative approach was employed to answer the research's objectives. A qualitative approach was deemed most appropriate for this study as it provided an opportunity for the researcher to examine the various opinions of Quadruple Helix actors.

The qualitative approach is also used to obtain a complete and in-depth overview of the object of research through structured and in-depth interviews on issues related to how CSR programs are managed and the role of each Quadruple Helix actor in the management of CSR programs. Interviews were conducted based on a list of questions. In addition to interviews, data was gathered through Focus Group Discussions (FGD) and in-depth interviews with resource persons from the CSR forum members, local government elements, and members of the Regional House of Representatives. Local government elements and members of the Regional House of Representatives were interviewed since they were understanding the existence of the CSR forum and the management of CSR programs.

The research asked interviewees about CSR forum members' involvement in the management of CSR programs. So that data triangulation could be carried out, the results of the interviews were supplemented with documents in the form of laws, regent's

decrees, and regent's regulations, statements by officials, and websites that examine the management and involvement of actors in CSR programs.

Results and Discussion

Corporate Social Responsibility (CSR) Program Management

In the business world, Corporate Social Responsibility (CSR) is becoming an essential issue in the company's decision-making process, and a growing number of international companies are developing specialized departments to plan, implement, and manage their CSR activities (Vogel, 2005; Du, Bhattacharya, & Sen, 2010 in Minghui, 2018). Smith (2007) argues that companies with high levels of CSR participation outperform companies with low levels of CSR participation. He also argues that companies who practice CSR might gain a competitive advantage and improve their corporate image (Carlsson & Akerstom, 2008).

In Indonesia, CSR or Corporate Social and Environmental Responsibility (TJSLP) is regulated, among others:

1. Law No. 40 of 2007 regarding Limited Liability Companies.

Article 74:

- 1) Companies that conduct business in the field of and/or related to natural resources are required to implement Social and Environmental Responsibility.
- 2) Social and environmental responsibility, as defined in paragraph (1), is a company obligation that is budgeted and estimated as a cost of the company and is carried out with due regard for propriety and fairness.
- 3) Companies that do not carry out their obligations, as defined in paragraph (1), shall be sanctioned in accordance with the provisions of laws and regulations.
- 4) Government Regulation shall regulate further provisions regarding Social and Environmental Responsibility.

2. Law No. 25 of 2007 regarding Capital Investment.

Article 15: Every investor is obliged to: implement corporate social and environmental responsibility;

Article 15 Letter b: what is meant by "corporate social and environmental responsibility" is the responsibility inherent in every investment company to keep creating harmonious, balanced, and appropriate relationships with the environment, values, norms, and culture of the local community.

3. Government Regulation No. 47 of 2012 regarding Social and Environmental Responsibility of Limited Liability Companies.

Article 2: explained that every company as a legal subject has social and environmental responsibility.

Article 3:

- 1) The social and environmental responsibility referred to in Article 2 shall constitute an obligation for a Company carrying out its business activities in the field of and/or pertaining to natural resources under the Act.
- 2) The obligations, as referred to in paragraph (1), shall be carried out both inside and outside the Company's environment.

Based on this, CSR is a company obligation that must be carried out with full responsibility because it is one of the most effective solutions for accelerating

development, particularly in the company's operational area. Furthermore, because CSR is one of the instruments of empowerment, its implementation necessitates partnership as a way of coordination among local governments, communities, and companies, particularly in the context of synchronizing programs that have direct contact with the community.

In order to manage CSR in Kolaka Regency and South Konawe Regency more effectively, the local government established a Corporate Social and Environmental Responsibility (TJSLP) entity or forum. The purpose of the TJSL Forum is to coordinate planning and implementation in the context of implementing CSR and inventorying CSR programs between companies and the government in carrying out development.

The formation of the TJSLP forum in Kolaka Regency is governed by Kolaka Regent's Decree No. 188.45/031/2015 regarding the forum for Corporate Social and Environmental Responsibility (TJSLP) and Kolaka Regency Regional Regulation No. 15 of 2014 regarding Corporate Social and Environmental Responsibility. The CSR forum illustrates the Quadruple Helix concept's institutional collaboration, namely companies, local governments, community representatives, and academics. Article 13 of the regional regulation explains that:

- 1) The local government coordinates the implementation of TSP (Corporate Social Responsibility) carried out by companies.
- 2) Implementation coordination as referred to in paragraph (1) is in the form of a TSP forum.
- 3) The TSP Forum comprises:
 - a. Company representative.
 - b. Local government representatives.
 - c. Community representatives.
 - d. Academic representatives.

While in South Konawe Regency, CSR management institutions are outlined in South Konawe Regent's Regulation Number 35 of 2016 addressing Guidelines for the Implementation of Corporate Social and Environmental Responsibility, notably article 20, which states that the Regency Level CSR forum consists of:

- 1) The Regency Level CSR Forum consists of:
 - a. Advisory Board (Decision/Policy Making Level); and
 - b. Implementing Agency (implementing level) CSR.
- 2) The Advisory Board as referred to in paragraph (1) letter a are:
 - a. The Regency Level CSR Forum's Advisory Board has a balanced composition of representatives from the Regency Government, companies, and civil society (community groups, CSOs, and universities);
 - b. Membership of the Regency Advisory Board consists of a representative from each interested party group; and
- 3) The members of the Regency Level CSR Forum Advisory Board have positions or mandates within their respective organizations/institutions that include responsibilities in areas related to CSR implementation.

The institutionalization of CSR program management in the form of a CSR Forum illustrates the partnership pattern between stakeholders. Companies should not be allowed to manage their own CSR programs. CSR program activities aim to tackle social and environmental problems caused by business activities. Reich's (2008) research rejects

companies determining their CSR, and the political process should be the way to formulate CSR from the private sector. In other words, collaboration is a good step in formulating CSR programs for the government, private sector, and civil society. The government can form alliances with other parties to develop CSR programs aligned with companies' activity in their region. Another study conducted by Zadek (2001) mentioned that the government should pay attention to the relationship between companies and communities. According to him, voluntary social and environmental programs performed by companies are insufficient to address complicated and deep-rooted social and environmental problems. He called for partnerships among governments, companies, and civil society (Wirba, 2023).

The CSR forum's presence is expected to be an institution capable of synchronizing local government programs with companies through the implementation of CSR programs that are sustainable, on target, and beneficial. Then, the CSR forum is intended as an organization that opens space for stakeholders to build a system and mechanism for implementing CSR programs. The research findings, however, demonstrate that the forum's existence in CSR management has not gone well because there is no understanding and lack of coordination amongst actors in the CSR forum related to the mechanism of CSR program management. The company did not receive positively to the forum's ideas and suggestions regarding CSR programs, and the forum was unable to exert pressure on the company due to unclear CSR management regulations.

This condition shows that the regional regulations and/or regent's decree/regulation of the Kolaka and South Konawe regents, which serve as the foundation for CSR implementation, have not resolved the CSR management issue. The policy has flaws because it has not comprehensively regulated CSR management, particularly in terms of CSR implementation guidelines, so that CSR management can operate optimally, effectively, efficiently, and sustainably with the goal of improving community welfare and preserving the environment around the company. Sitindaon et al. (2017) state that the implementation of corporate CSR is expected to provide benefits to local communities, run sustainably, and in accordance with the concept of community empowerment. The substance of CSR itself is not in the aspect of raising funds and infrastructure development but in how companies are able to integrate attention to social and environmental aspects in their business operations and their interactions with stakeholders based on the principle of voluntarism at first.

Because of the policy's lack of clarity, the CSR forum's actors do not have a common understanding of CSR management, so the forum does not play a role in harmonizing, synergizing, and providing input and improvement efforts in the development and management of CSR programs. An important issue that is debated is who has the authority to manage CSR funds, whether it is the CSR forum, the company, or the local government via the Regional Expenditure Revenue Budget (APBD). Then, actors from the Quadruple Helix have not been involved completely in the development and management of CSR programs. There is an understanding that those involved in CSR forums are CSR actors, in this instance, companies and local governments. Other actors, such as academics and community organizations, are not seen as essential actors in supporting the implementation of CSR programs.

Another consequence of the incomprehensive CSR management rules is that the roles and responsibilities of CSR forum actors are blurred. It involves lowering actors' motivation to be actively involved in the management of CSR programs and companies reducing their resources for CSR program implementation. This is in accordance with the results of Adomako and Tran's (2022) research, which found that the uncertainty of CSR regulations negatively affects the relationship between stakeholders and companies when it comes to implementing CSR. Lepoutre et al., 2007; Zheng et al. (2015) argued that uncertain CSR regulations tend to reduce managerial motivation to carry out CSR activities (Adomako & Tran, 2022). Then there is the viewpoint of Zheng et al. (2025)

that uncertainty in CSR rules and regulations might lower the results obtained due to stakeholder pressure and decrease the motivation of companies to carry out CSR (Adomako & Tran, 2022).

Another impact is that CSR programs are executed directly by companies and local governments without the involvement of stakeholders or CSR forum members. Therefore, companies have diverse policies for the management of CSR programs, one of which is the CSR of PT Vale Tbk in Kolaka Regency. In its implementation, the local government and the company do not involve the CSR forum in the management of CSR programs but instead create a new institution, the CSR Commission, whose members do not reflect the Quadruple Helix concept. As a result, several CSR programs implemented were not prioritized and were the result of development planning or program synchronization with the local government. It led to pressure from other stakeholders in the form of demonstrations because it is perceived as not transparent in the management of CSR programs, and the implementation of CSR programs is based on the company's desires.

Meanwhile, the regulation on the implementation of CSR in Kolaka and South Konawe Regencies explains that the company is obliged to coordinate with the government to synchronize and harmonize with local government development programs. The CSR program includes the Partnership and Community Development Program (PKBL), micro, small, and cooperative business partnerships, and direct community programs in the fields of education, health, religion, skills, infrastructure, youth, and sports. The company's CSR program planning must take into account the results of development plan deliberation (Musrembang) at the village, sub-district, and regency levels. Most importantly, CSR programs that the company will implement must first be coordinated, synchronized, and synergized with the local government. Another thing of concern to companies is that the target areas of CSR programs are prioritized to be implemented in areas immediately affected by the company's operations.

The Quadruple Helix Actors' Role and Framework in CSR Program Management

CSR nowadays is not only a demand but has become a necessity for companies. For this reason, CSR needs to be well-designed and implemented to become a long-term social investment useful for the company's sustainability and growth. Companies may only make social investments if they can build the strong foundations required to empower communities: trust, mutual trust, shared learning, and local ownership.

It is where CSR is regulated so that it can benefit the lives of people in the vicinity of the company's operating activity. According to Mapisangka (2009), in terms of implementation, the development of CSR in Indonesia still requires much attention from all parties, including the government, the larger community, and companies. Among the thousands of existing companies, not all have implemented the concept of CSR in their corporate activities. CSR is still another part of the company's management; hence, its existence is viewed as having no positive contribution to the company's continuity (Akbar et al., 2022).

The role of actors or stakeholders determines the implementation of CSR programs. The key to the success or failure of CSR programs is not the company's readiness to prepare the budget but the involvement of diverse actors in the CSR program process. Thus, stakeholders have an important role in creating a sustainable development program for the community surrounding the company's operations. Based on this, local government engagement intervention in formulating CSR management policies that govern CSR management. One of these is the issue of institutional collaboration, or the parties' involvement in managing CSR activities, which aims to maximize each actor's potential by sharing resources for CSR programs to succeed.

Institutional collaboration in CSR management in Kolaka and South Konawe Regencies is carried out through the establishment of a Corporate Social and Environmental

Responsibility (TSLP) forum. The CSR institution illustrates the Quadruple Helix concept through the collaboration of companies, local governments, community representatives, and academics. The Quadruple Helix concept states that the role of actors determines the success of CSR program management, and the role of these actors can be seen from the function of the CSR/TSLP forum. It is in accordance with McAdam and Debackere's (2018) explanation that the relationship between stakeholders based on the Quadruple Helix has implications related to roles, decision-making, and the implementation of regional innovation activities and mechanisms.

The following were explained as the TSLP forum's duties in accordance with the Kolaka Regent's Decree Number: 188.45/031/2015 regarding the forum for corporate social and environmental responsibility:

- 1) Carry out identifying and inventorying companies in Kolaka Regency that are required to implement Corporate Social and Environmental Responsibility (TSLP).
- 2) Carry out identifying and inventorying the amount of budget allocation for Corporate Social and Environmental Responsibility (TSLP) in the current year.
- 3) Carry out verifying priority program activities including conducting assessments with communities, government and companies.
- 4) Carry out monitoring and evaluation of the company's carry out of Corporate Social and Environmental Responsibility (TSLP) activities.
- 5) Reporting the results of the implementation of Corporate Social and Environmental Responsibility per semester (six months) to the Regent of Kolaka.

Then, South Konawe Regent's Regulation Number 35 of 2016 regarding guidelines for organizing Corporate Social Responsibility, article 18: the TJSL forum's role are:

- 1) The CSR Forum has a direct and indirect role in the implementation of CSR.
- 2) The direct role mentioned in paragraph (1) is that as a counselor, facilitator, mediator, empowerment, as well as companion.
- 3) The indirect role mentioned in paragraph (1) is that as a policy reviewer.

Furthermore, Article 19 explains the forum's duty to prepare CSR program planning that is participatory, accountable and transparent, by means of:

- 1) Carry out identifying problems and potential resources within the scope of CSR;
- 2) Encourage and facilitate the implementation of participatory CSR program planning deliberations;
- 3) Prepare and arrange CSR Forum coordination meetings; d. Submit the CSR Forum coordination meeting results to the Regional Government of South Konawe Regency;
- 4) Publicize the results of the South Konawe Regency CSR program planning deliberation to the public;
- 5) During the CSR program's implementation, the CSR Forum will conduct visits and supervision the location or object of CSR project implementation;
- 6) The CSR Forum has roles and functions in the form of consultation, facilitation and mediation;
- 7) The CSR Forum may take action:
 - a. monitoring of CSR program implementation;
 - b. evaluate the benefits and impacts of CSR program implementation; and
 - c. dissemination of monitoring and evaluation of CSR programs.

d. submit recommendations/improvements on the implementation of CSR programs.

However, the CSR Forum's role in the South Konawe Kolaka Regency has not been maximized because the two policies have not provided legal certainty governing each Quadruple Helix actor's relationship, role, and authority. The policy in the form of a regent's decree and regent's regulation still has numerous flaws since it has not comprehensively governed each actor's role. It is because the regulation only explains the role of companies while other actors (government, academics, and communities) are not clearly outlined. The following outlines the role of Quadruple Helix actors based on the study conducted:

Government: Although the regent's regulation does not clearly outline the actors in the CSR forum, information from research informants demonstrates that the government and companies are important actors in CSR management in Kolaka and South Konawe. The government serves as a regulator, preparing a regulatory framework for CSR management. This regulation is intended to provide legal certainty and protection for the integrated and empowered implementation of corporate social and environmental responsibility programs. Regional Regulation No. 15 of 2014 on Corporate Social and Environmental Responsibility (TSLP) contains the regulations governing CSR management in Kolaka Regency. The South Konawe Regency is regulated through Regional Regulation Number 6 of 2018 regarding Corporate Social and Environmental Responsibility (TJSLP). This regulation not only provides legal certainty and protection for business actors but also strives to provide clear boundaries regarding social responsibility, including the corporate environment and perpetrators.

The role of preparing regulations in the management of CSR programs is in accordance with studies conducted by Etzkowitz (2003); Laguna & Duran Romero (2017), which show the role of government as a party that provides legislation in accordance with the knowledge and innovation model. In this model, each helix has its main function: universities act as professional researchers, companies as those who turn research results into products and creativity, and the government as a party that contributes in the form of legislation and financial support (Mineiro et al., 2021).

In addition to preparing laws and regulations, the government's role in the management of CSR programs is to build multi-stakeholder partnerships with the private sector, academics, and the community to develop a CSR management framework. The government's effort to institutionalize CSR management is due to the government's limitations in meeting community needs and ensuring that CSR programs are properly coordinated and implemented. As a result, the primary focus that local governments must pay attention to in managing CSR is to raise human resource awareness and capacity as parties involved in developing, implementing, and evaluating CSR programs.

The study's results indicate that the government's role in fostering transparent CSR management has not been maximized. It is due to the fact that the CSR management policy that serves as the legal basis does not comprehensively regulate the role of each Quadruple Helix actor. As a CSR institution, the CSR forum does not optimally carry out its tasks adequately, resulting in less transparent and poorly planned CSR programs. The results of this study are in accordance with Chapagain's research in Nepal, which shows that the role of government in encouraging CSR is still inadequate due to large gaps, especially in terms of support, collaborative, regulatory, and mentoring roles (Wirba, 2023).

According to Fox et al. (2002), the government has four crucial roles in improving CSR programs: (1) mandating - based on state law, minimum mandatory requirements for business performance; (2) facilitating and supporting CSR programs and addressing social and environmental issues; (3) partnering - involving the government, private sector, and civil society; and (4) recognizing or rewarding best practices for companies that

produce environmentally friendly products. The UN Global Compact and Bertelsmann Stiftung (2010) also reinforce the framework that governments can use to help CSR programs, such as raising awareness, cooperating, lenient regulations, and providing the required resources to facilitate and encourage voluntary action, as well as providing measures to monitor and implement corporate responsibility (Wirba, 2023).

Industry/Company: Industry/companies are other actors in the management of CSR programs. Companies involved in implementing CSR / TJSL play a role as budget providers under the rules of CSR management in the Kolaka and South Konawe Regencies. The amount of CSR budget granted by the company for CSR program implementation is based on the principle of transparency. The CSR programs cover the fields of community economic empowerment, education, health and sanitation, infrastructure and energy resources, environment, community capacity building, religion, social and cultural, and emergency response.

The scope of CSR funds includes financing assistance for social welfare implementation, compensation for the restoration and/or improvement of environmental functions, and stimulating quality economic growth based on people in line with local government programs. These programs include non-physical programs, that is, programs whose benefits are expressly meant for specific individuals based on the criteria given. For example, house renovation programs, basic food distribution, mass circumcision, purchase of school supplies, and free medical treatment. Then, the CSR program is physical, which is a program that benefits the entire community. For example, road repairs, making infiltration wells, donations to places of worship, and so on.

The study's results demonstrate that companies play a quite large role in CSR programs in Kolaka and North Konawe Regencies because companies are budget providers. However, information on the implementation of CSR programs carried out by companies is insufficient, making supervision difficult due to the lack of guidelines or regulations requiring companies to report CSR activities to the government. Companies typically provide less detailed CSR reports to the government just to fulfill obligations. In fact, in the business environment, companies are expected to pursue profits while also balancing profits with social and environmental responsibilities arising from the company's activities. Therefore, the company's CSR activities must receive support from stakeholders. Stakeholders must be included in the company's decision-making process so that the company's CSR programs can improve community welfare, increase community economic strength, and maintain environmental functions in a sustainable manner.

According to (Wirba, 2023), governments should play a vital role in the CSR agenda by fostering a transparent relationship between companies and society. Governments should not allow companies to regulate themselves but should play a role in determining how companies can act in the interests of the country or community in which they do business, based on the belief that companies have a social, economic, and environmental responsibility to society.

Universities/Academics: The next Quadruple Helix actors are universities and or academics. Academic actors are in a strategic position because they have the knowledge capabilities to innovate in CSR management through relevant concepts and theories. According to Hadiyanto et al. (2020), universities must be put in a strategic position since academics have enormous strengths in formal and informal innovation bases, as well as the ability to mature innovation concepts and have the capacity to disseminate information with international networks.

However, in the CSR forum, this actor is not seen as an essential actor. Academics play no significant role in developing the concept of CSR program management because they are not involved in the CSR forum, which is viewed as a forum for CSR actors, in this case, companies. Even in the rules that form the basis of the CSR forum, the limits of authority and the role of academics are not clearly outlined. However, the study results

revealed that academic actors have a role but do not perform their functions because they are not clearly regulated in the CSR program management policy. Academics are positioned as conceptors and are tasked with conducting studies related to innovations in CSR management based on the community and the environment. Academics provide views and analysis objectively based on scientific studies regarding the right formula in the management of CSR programs.

As a result, academic actors must be involved in the planning stage of CSR initiatives in order to establish an ideal concept of CSR management. Academics should be strategically positioned to employ educational technology at their institutions to provide valuable ideas for CSR program management. Companies and universities should build a more proactive relationship to maintain CSR programs relevant to community needs. Due to the lack of involvement of academics in the management of CSR programs in Kolaka and South Konawe, it is important to create a platform as the basic framework used in sustainable CSR management.

Civil Society. The last actor in the Quadruple Helix concept is civil society. The civil society groups referred to in this study are non-governmental organizations (NGOs) and community organizations. The presence of civil society plays a crucial role in changing the agendas of CSR programs through social movements through assistance to ensure that CSR programs are implemented in a way that solves social and environmental problems. The role of civil society in the management of CSR programs is as important as that of the government; these actors are expected to be external expert institutions in strategic decision-making linked to CSR program management. According to Carayannis and Campbell (2009), Carayannis and Rakhmatullin (2014), and Foray et al. (2012), the role of civil society and citizens in strengthening social innovation in the regions is extremely valuable. Furthermore, Roman et al. (2020) stated that civil society is an essential stakeholder in the process of regional innovation.

Furthermore, Remmen (2001) revealed that NGOs are mediators who facilitate companies, governments, and communities. According to Luxmore and Corell (2011), NGOs serve as facilitators/supporters of environmentally friendly innovations by raising public awareness of environmental issues and directing boycott movements, and according to Luxmore and Corell (2011), are stakeholders who are very influential on corporate innovation (Yang, 2012).

In the context of CSR/TJSL management, civil society involvement is similar to that of academic actors, whose roles are not clearly delineated. Because of this role ambiguity, civil society members of the CSR forum have chosen not to contribute to CSR program activities. In the Kolaka Regency case, NGOs' ambiguous role in the CSR forum prompted the NGOs' representatives to resign from the forum. Even in the South Konawe Regency, NGOs are not given space to be involved in CSR management according to the regent's regulation. Meanwhile, civil society organizations, according to Tonkovic, Veckie, and Veckie (2015), are essential groups that contribute to social development at both local and regional development. They are usually recipients of government funds, aid, and subsidies. Their participation is crucial in policy-making and drafting comprehensive development plans and programs (Halibas et al., 2017).

Based on the research findings, it is obvious that CSR management regulation is critical as a legal basis. As a result, changes to local regulations or regent's decrees are required. Changes or revisions to these regulations are intended to provide legal certainty for actors involved in CSR management in terms of the Quadruple Helix actors' roles, authority, and framework. So, CSR programs can reduce social and development gaps; as stated by Darwis et al. (2019), CSR programs are expected to improve community well-being to reduce social inequality further.

In essence, each Quadruple Helix actor has its role. However, these actors' roles are not clearly defined in the legal framework that serves as the foundation for cooperative

relationships in the management of CSR programs. The framework of Quadruple Helix actors in the management of CSR programs can be described as follows, based on research through the analysis of CSR policy documents and informant testimonies:

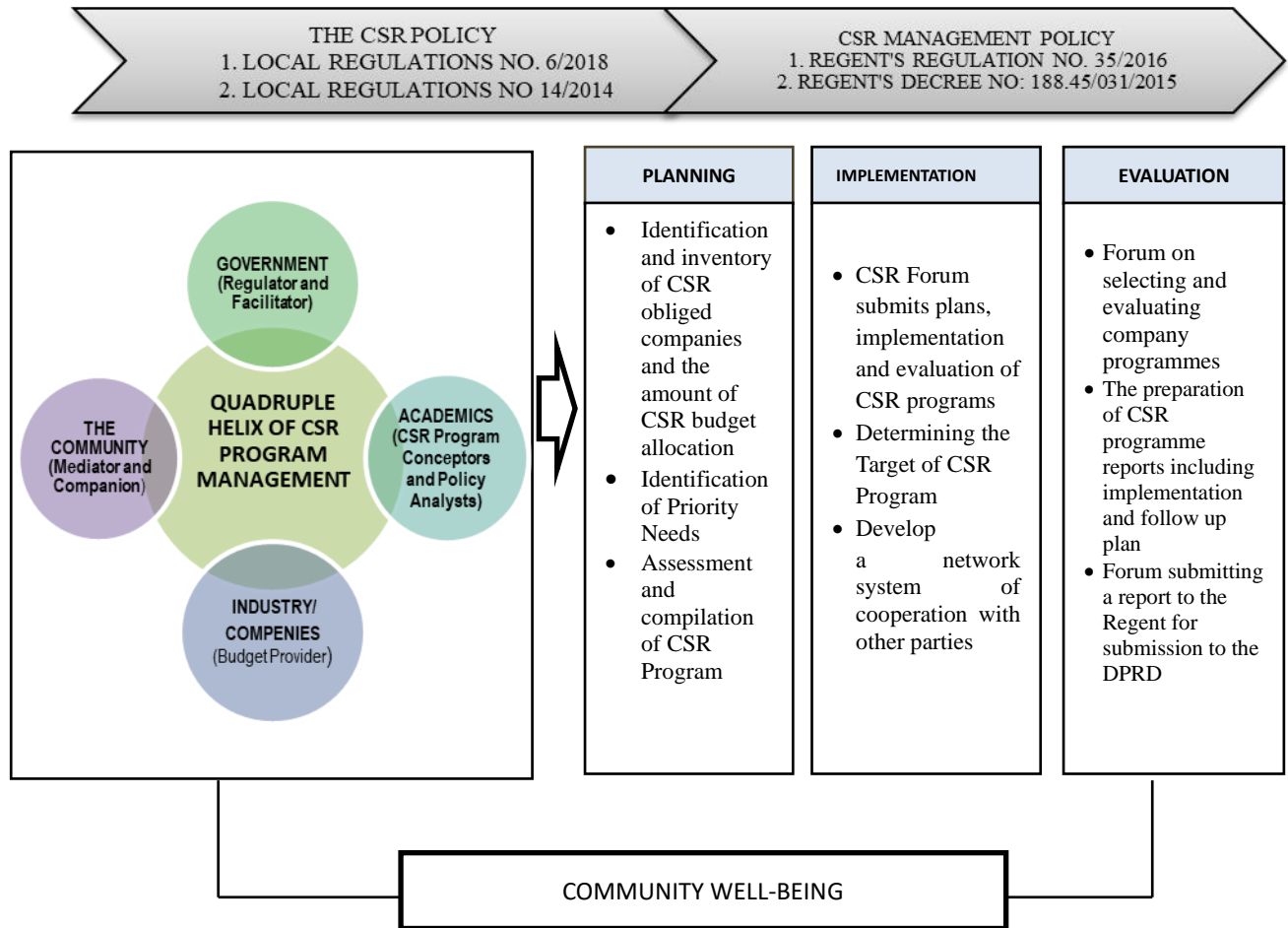


Figure 1. CSR Management Framework

According to the framework above, CSR management in Kolaka and North Konawe Regencies begins with the establishment of a CSR institution known as the CSR Forum. The CSR Forum comprises government, academics, industry, and the community. The involvement of these stakeholders depicts the Quadruple Helix concept. CSR program activities begin with planning, including program assessment involving cross-sector coordination. It is to avoid overlapping government programs with CSR activities and the emergence of rejection reactions from the community. Then followed implementation, and finally, evaluation. However, due to the lack of a shared understanding among CSR forum members about the management of CSR programs and CSR policies that do not comprehensively regulate the limits of authority and the role of each actor in the management of CSR programs, this forum is not working optimally, and the CSR forum itself is not running.

Conclusion

The Quadruple Helix concept that includes elements of government, academics, industry, and communities are stakeholders involved in the management of CSR programs in Kolaka and South Konawe Regencies. These stakeholders are members of the CSR Forum. The CSR Forum was established as a forum to unite various stakeholders to communicate, consult, and act together in the development and management of CSR that

is participatory, accountable, transparent, and sustainable. The lack of a comprehensive policy that regulates the roles and authorities of each Quintuple Helix actor in CSR management reduces the participation of actors in CSR program activities, and even the CSR Forum institution is not running due to the lack of understanding of the CSR program budget management mechanism. According to the results of the analysis of CSR policy documents and informant interviews, the work mechanism and role of the CSR Forum are to identify problems and potential resources within the scope of CSR and to encourage and facilitate the implementation of participatory CSR program planning meetings through the roles of counselor, facilitator, mediator, empowerment, and companion.

As a result, the application of the Quadruple Helix concept in governance must be optimized to produce development innovations. In order to realize the government's vision and mission, stakeholder involvement through a collaborative framework must be maintained, and if necessary, the actors involved are expanded to include not only the government, companies, academics, and civil society but also the media, using the Pentahelix concept. The Quadruple Helix concept is theoretically highly crucial in developing local governance innovation. Quadruple Helix actors are expected to play an essential role in developing innovation activities that provide social and environmental impacts.

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