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## Community empowerment of limestone mountain area: community development program PT Semen Puger Tbk.

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**Abstract.** Community empowerment activities through the Community Development Program (ComDev) are prioritized for communities in the Limestone Mountain mining exploration area, with village targets lacking facilities and infrastructure and inadequate levels of community welfare. The Community Development Program is focused on efforts to mitigate the impact of limestone mountain, especially waste and destruction of natural beauty through the results of processing and rehabilitation of exploration areas. This study used a qualitative approach with descriptive methods to study objects describing how the Community Development Program was implemented in an effort to empower the village community in the Limestone Mountain Puger Kulon area. The results of this study are that community empowerment in the Limestone Mountain area has been carried out in the social, economic and environmental fields, but its nature is still more directed at providing social assistance, not yet on strengthening and developing people's own strengths such as savings and loan infrastructure. Need to strengthen the power of the community through the strengthening of skills and independent business institutions.

### 1. Introduction

Most people who live in rural, coastal and forest areas have very low economic conditions below the poverty line. This is caused by lack of development resources, namely limited land and public facilities available. Various government programs in improving the welfare of the community ranging from the National Program for Community Empowerment (PNPM) both rural and urban, the Urban Poverty Reduction Program, The Conditional Cash Transfer Program and other programs as a form of poor community development program. Community participation is highly expected in the various programs mentioned above, because the success of the program is certainly the result of the level of community participation that takes the largest portion. However, the reality is that the public has the impression that it is only used as a commodity or an object of development itself, it is not the main role or subject.

Poverty is a major problem of development in various fields characterized by vulnerability, powerlessness, isolation and the inability of the community to independently provide a level of participation and initiative. From a socio-economic point of view, poverty can be a heavy burden on society, can lead to low quality and productivity of the community, and no less important, especially can lead to low active community participation.

The failure of development to alleviate poverty in Indonesia is due to the fact that the development it carries is not paying enough attention to community participation. This is in line with Korten's thinking [1] that development does not provide opportunities for the poor to participate in the decision making process related to the selection of development planning and implementation. Departing from these failures, the current trend is that efforts to implement development and poverty alleviation are through people-centered development which then underlies insight into local resource management (community-based resource management) which is a development-centered planning mechanism a



community that emphasizes social learning technology and program formulation strategies. The goal to be achieved is to increase the ability of people to actualize themselves (empowerment).

In line with the explanation above, the paradigm in rural development continues to change. The birth of Law Number 32 of 2004 concerning Regional Government and Law Number 33 of 2004 concerning Financial Balance and followed up with Government Regulation Number 72 of 2004 concerning Villages has an impact on changes in village structure. The concept of village autonomy as stated, gives a strong position for the village and its community to carry out development according to their needs, where the development process gradually shifts to a process that allows the community to participate as a whole (participatory development), from (a) initiatives (from community), (b) planning, implementation and control (by the community), to the allocation of benefits (for the community).

The essence of development is "from, for and by the community", so that development in rural areas places the village community as the subject of development and not as an object of development or in other words village development must be carried out by the community itself and not carried out by the village government [2]. Development must apply the principles of decentralization, move from the bottom (bottom-up), involve the community actively (participatively), carried out from and with the community (from and with the community) and coordination between sectors and institutions in the village [3]. Through this kind of process, the desires and needs of village communities can be channeled and realized in village development programs.

In the context of regional development, the form and pattern of development planning that has been applied so far are no longer in accordance with the needs of the community. Such assumptions developed after the emergence of a new paradigm in the implementation of development, which emphasizes a participatory planning approach, which is a development approach that provides the widest possible space for the participation of all components of society in determining policies, programs and priorities for development activities carried out. One approach to development management is through the community empowerment approach. Through this empowerment approach, it provides an opportunity for the community to play an active role in development by developing and developing its potential as a basis for development, as well as giving full authority to the community in making decisions according to their wants and needs.

Community empowerment is one of the core of every community development process. In community development, both theoretically conceptual and practical operational are proven facts in the history of national development and international development. In line with this, Shaffer [4] argues that *"To be able to trust yet to be skeptical of your own experience i have to believe is one mark of the mature workman"*. This is used as a basis for referring to the framework for thinking that needs to be understood in the process of community empowerment. Thinking framework is developed from the theory or concept of community development, so that in every effort community empowerment is based on a conceptual and consistent community development framework.

According to Witono [5] community development is a planned change effort that is done consciously and seriously through joint efforts of the community to improve the functioning of the social system. In the context of community development, two pillars that are indicators of the success of this program need to be applied, namely (i) Community development related to the process of achieving goals agreed with the community, and (ii) community development related to the results of the agreed community development process.

The concept of Community Development has been formulated in various definitions. The UN emphasizes that community development is a "process" in which community efforts or potential are integrated with government resources, to improve economic, social and cultural conditions, and to integrate communities in the context of national life as well. as empowering them to be able to contribute fully to achieve progress at the national level [6]. The formula emphasizes that community development is organized efforts aimed at improving the living conditions of the community, and empowering the community to be able to unite and direct themselves. Community development works primarily through the promotion of non-governmental organizations and the joint efforts of individuals in the community, but usually with technical assistance from both the government and voluntary organizations. Furthermore, Tampubolon [6] suggested 4 elements of Community development as follows: 1) *a plan program with a focus on the total needs of the village community*; 2) *technical*

*assistance; 3) integrating various specialities for the help of the community; and 4) a major emphasis upon self-help and participation by the residents of the community.*

From the definition of Community development above, the following conclusions can be drawn: First, Community development is a continuous development process. This means that the activity is carried out in an organized manner and carried out step by step starting from the initial stage to the stage of follow-up activities and evaluation - follow-up activity and evaluation, Second Community development aims to improve - to improve - the economic, social, and cultural conditions of the community to achieve better quality of life. Third, Community development focuses its activities through empowering the potentials of the community to meet their needs, so that the principle of 'help to the community to help themselves' becomes reality. Fourth Community development emphasizes the principle of independence. This means that active participation in the form of joint action - group action - in solving problems and meeting their needs is based on the potential of the community.

According to [7] that Third World countries in implementing development strategies use one goal, namely the achievement of high levels of economic growth in a short time, for this reason foreign capital investment and technology are needed. That's because the development of the industrial sector requires supporting facilities and infrastructure. In the implementation of development, especially in the industrial sector, it has a positive impact, can absorb labor, increase economic productivity, and can be a national and regional development asset. But the reality of decades of business practices and the corporate industry of Indonesia tends to marginalize the surrounding community, it still cannot be denied. The National Medium-Term Development Plan (RPJMN 2004-2009), concerning development issues and agendas, confirms that there has been a negative excess of development, namely the gap between income groups, between regions, and between groups of people. People who were poor from the beginning, were increasingly marginalized by the presence of various types of companies. The reality is that there are still many companies that do not carry out good corporate social responsibility towards the community.

Implementation of community development programs can be interpreted as a manifestation of corporate social responsibility towards the surrounding community. It is hoped that the implementation of community development becomes a means of community development in accordance with the concept of sustainable development and responsive legal arrangements. With regard to efforts to develop and empower communities in the mining area of PT. Semen Puger Jaya Raya Sentosa, the company has implemented a Community Development Program (COMDEV). Where community development (COMDEV) is also a program in order to support community empowerment activities carried out in Jember Regency.

PT. Semen Puger Jaya Raya Sentosa, as a cement Puger producer, is a Foreign Investment company in the form of cooperation between Bpk. Mr. Lin QiQin (PRC) with Mr. Hengky Soegiharto Gunawan (Jember Indonesia) which was approved by the Jakarta Foreign Investment Agency on 30 June 2006, which was renewed with the permission of Principle No. 482.1 / IP / III / PMA / 2009 and was established based on Notary Deed Elly Herawati Sutejo SH, number 25 dated 4 April 2008 and Industrial Business License No 530/1783 / 436,314 / 2008. As an environmentally friendly company, PT. Semen Puger Jaya Raya Sentosa has also been equipped with ANDAL.RKL and RPL documents which have been approved by the Governor of East Java No. 660/2588 / 203.2 / 2008. Cement Puger, is a cement product produced by PT. PT. Semen Puger Jaya Raya Sentosa. It was first produced in early 2012 and currently has distribution areas in East Java, Central Java and Bali.

Seeing the conditions that exist in community empowerment activities through PT. Semen Puger Jaya Raya Sentosa, this program is prioritized in the mining exploration area community, targeting villages / villages that lack rural infrastructure and inadequate levels of welfare. In addition, the Community Development program is also directed to address the impacts of nickel mining, especially waste from processing and reforestation of exploration areas. Utilization of the Community Development program was also allocated to other sub-districts in Jember Regency as a commitment to support the district government's program in implementing equitable development in the region. This fact is in line with the opinion (Milson, 1974) cited [7], which states that on the other hand Community Development activities in developing countries are directed at infrastructure development, improving people's economic conditions, improving public health, developing basic education- secondary and vocational and prepare jobs.

The aim of community empowerment through the Community Development Program is expected to be able to directly touch the community in the mining area affected by mining activities. Empowerment efforts that have been carried out are often ineffective and rarely involve local communities in determining the program itself, so that the Community Development program implemented is related to the company's contribution in the form of physical infrastructure. There is no Community Development Program with a variety of variations that have succeeded in creating justice and prosperity for them. This situation then leads to an empowerment program through Community Development that does not provide benefits or change to the local community, instead it raises the issue of environmental pollution which causes disputes between companies and communities [7]. Problems arise mainly in the allocation of funds for community development. Experience shows that in the initial development of mining activities, community development activities are often associated with company contributions in the form of physical infrastructure. This situation subsequently drew a lot of criticism from various parties, so the company was considered to have damaged social order, causing local people to become independent and tend to be spoiled. Furthermore, after the mining company was closed, the relatively advanced regions returned again. The situation is even worse because people are not accustomed to living as before mining activities entered the area.

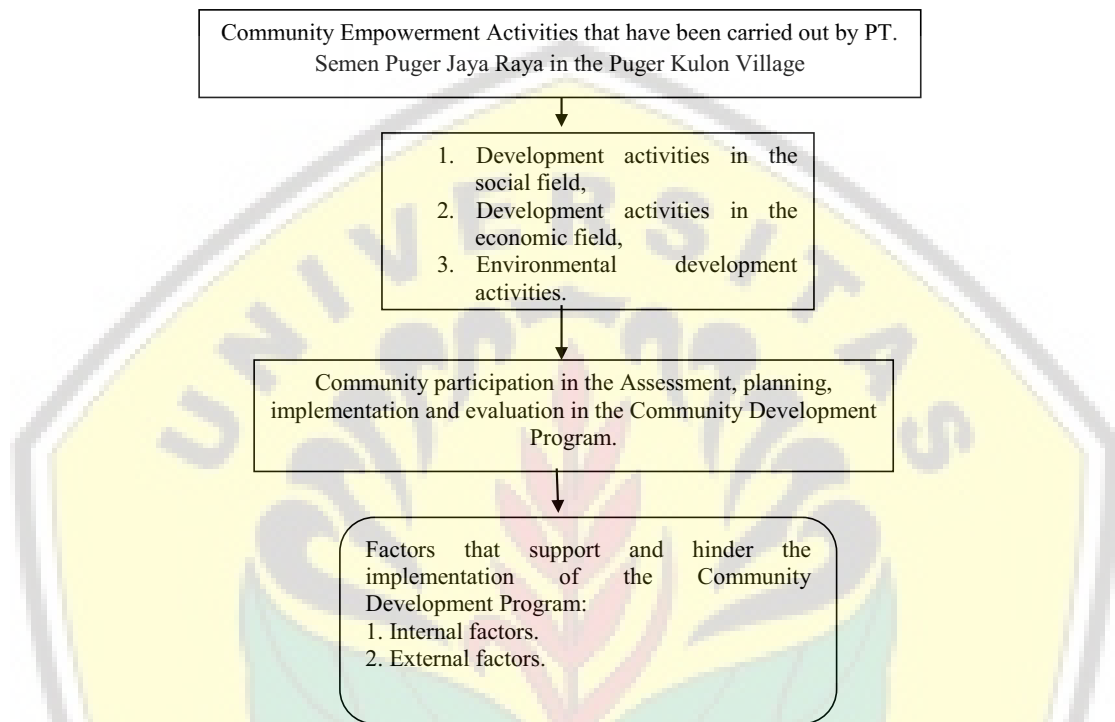
The existence of PT. Semen Puger Jaya Raya, which has invested, is expected to have a significant impact on the empowerment of local communities due to the impact of lime dust and noise. Improved business relations with the local community that have been carried out by PT. Semen Puger Jaya Raya Sentosa in Puger Kulon is through a community development program (community development CD / impact area). This condition is expected to change the image that local communities around the mine tend to be marginalized, their interests or needs are often ignored because the company feels it is sufficient to give gifts through elite or government officials. Since the establishment of the company in Jember Regency until now the implementation of community development programs through Community Development activities, has generally been carried out by PT. Semen Puger Jaya Raya, although basically the implementation of corporate social responsibility is limited to giving gifts / assistance or building physical facilities in the mining area in particular and in the Jember Regency with a sizeable amount of funds each year. This program requires a kind of redesign with an approach that is better able to ensure community participation in determining various choices of activities in conjunction with the approach while building awareness of a sense of ownership of PT. Semen Puger Jaya Raya in Jember Regency in particular. This means that programs managed through Community Devolution must actively play a role in communicating or dialoguing between companies and communities to create a sense of ownership in the true sense.

## 2. Methods

This study uses a qualitative approach, because qualitative research can uncover real events on the ground and can reveal hidden values. This type of research uses case studies, this research seeks to get a new view of a symptom or to get a picture of the characteristics of individuals or groups. As a theoretical foundation in understanding qualitative approaches based on Bogdan & Taylor's opinion in [8] who interpret and understand qualitative methods as research procedures that produce descriptive data in the form of written or oral words from people and observable behavior.

Qualitative research is more focused on the accuracy and adequacy of the data. In addition, qualitative research reflects the meaning that shows the natural aspects of getting as complete information as possible about how the implementation of Community Empowerment in the mining area through the Community Development Program, as well as knowing what are the supporting factors and obstacles to implementing a Community Development program. Information through in-depth interviews with program implementers, facilitators, and recipients of program activities in the village of Puger Kulon.

The focus in qualitative research is closely related to the formulation of the problem, where the research problem is used as a reference in determining the focus of research. In this case the focus of research can develop or change according to the development of research problems in the field.

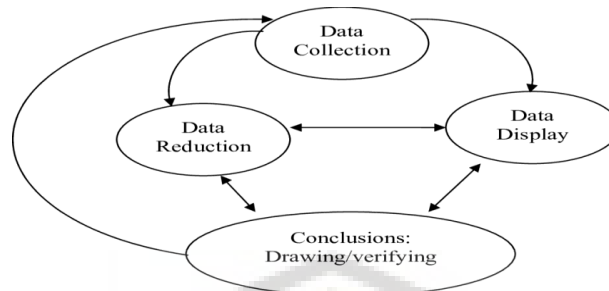


**Figure 1.** Research Focus

The research location determined is based on the following considerations:

- a. In connection with the existence of PT. Semen Puger Jaya Raya in the village of Puger Kulon who has explored Mount Kapur in the region, so that in line with this a community empowerment program is carried out which is packaged in the Community Development Program (COMDEV)
- b. Puger Kulon Village is a village located in Puger District (PT Semen Puger Jaya Raya concession area) which is a village that has an impact on exploration management.
- c. The empowerment program is still not effective in efforts to realize community independence in the village of Puger Kulon. which can be seen from the lack of community participation in planning empowerment programs that have been implemented.

Determination of research informants using the Snowball technique, namely informants who are the primary data sources through direct interviews namely Government Officials, Public Relations and the Community PT. Semen Puger Jaya Raya and the Community. Data collection techniques are done by open interview. The data analysis technique used is the interactive model of Miles and Huberman [8] with data reduction procedures, data presentation and conclusion drawing which can be explained as follows:



**Figure 2.** Analysis Model

### 2.1 Data reduction

Data reduction as the process of selecting relevant themes centers on simulations, abstractions and transformation of raw data obtained from written notes in the field. This is mainly intended to simplify the data that is separated and scattered in large enough numbers into themes, so that a fairly diverse theme can be seen the relationship between themes in an effort to arrange themes that systematically lead to drawing conclusions. [9] The selection process itself is carried out through refinement, classification, direction, disposal, and organization of data by developing themes, exploring themes, coding, summarizing, linking with existing literature and integrating themes into concepts (concept integration) [10]. Where this process aims to classify, direct, delete unnecessary, arrange empirical material so that thematic categories can be obtained.

### 2.2 Display data

This activity is carried out by describing existing data in a simple, detailed, complete and integrative way that is used as a basis for determining the next step whether the researcher can draw conclusions from existing data or the researcher still needs to retrace before drawing conclusions. In this case the presentation of narrative data also includes interpretation of the data, which is still guided by the focus of the research so that the presentation of the data does not deviate from the direction of the study. Display data in tabular and figure form. For the table, namely the implementation and type of activity, the total budget allocation, the contribution of the implementation of activities for the research village, and the potential of the village. While the pictures are photographs of the activities of implementing the Community Development program.

### 2.3 Conclusion

Conclusions are drawn temporarily which are verified through a series of reviews from the data presentation. This review is not only done in the written notes in the field, but also in the role of the informant to test the truth of the data, data compatibility and the robustness of meaning that was born from the data from the field research. In addition, drawing conclusions is made especially after the data collected is saturated, because the informants have run out or because the data have shown the same theme over and over again. While the conclusions themselves are intended so that researchers act neutral and objective towards data from field research. It should be noted that besides analyzing the data in stages it is also done interactively, which means that from the preparation of the research proposal to the final preparation, the data analysis activities are carried out sequentially and interconnected to obtain data that is more enriching to information. to strengthen the conclusion drawing.

## 3. Results and Discussion

The Community Development Program is one of the community empowerment programs implemented by PT. Semen Puger Jaya Raya in Jember Regency. This program is an implication arising from not touching empowerment activities and the lack of company attention in overcoming problems that arise in mining activities in the communities around the mine itself. Initially all community empowerment activities carried out were only charity programs. Along with the development of the many demands of the community around the mining area, the Community Development Program through Community Development PT. Semen Puger Jaya Raya in Jember Regency since 2008 is an activity effort that is expected so that the current empowerment program does not overlap with local government programs implemented in the regions. The company's

commitment with the Jember Regency Government also involves community institutions, in this case non-governmental organizations (NGOs), especially in the areas around the company's exploration.

Implementation of Community Development Programs, performance benchmarks used as material to identify problems with program implementation are based on aspects of input (input), process, output (output) and impact.

**Table 1** Community Development Performance Benchmarking Program

No	Input	Proses	Output	Outcome
1.	Number Of Villages Where The Program Is Located	Implementation Of Socialization	Understanding Of The Program	Business Development And Increasing Income Of Rural / Urban Communities
2.	Participation Funds	Training	Clarity And Accuracy Of Program Targets	Improving The Quality Of Life Of The Community With The Availability Of Basic Needs In Education And Health
3.	Program Recipient Villages	Mobilization And Control Of Village Socialization Implementation	Realization Of Village Proposals	Improving The Quality Of Human Resources
4.	Community Participation In Decision Making	Implementation Of Fund Disbursement	Disbursement Of Funds And Amounts	Both In Terms Of Knowledge
5.		Reporting	Implementation Of Community Participation	Attitudes And Skills
6.		Supervision Monitoring And Evaluation	Transparent And Accountable	Improving Village Facilities / Infrastructure
7.		Preparing Community Capacity For Conservation		Monitoring And Evaluation Of Program Implementation

Economic development activities carried out through the Community Development program are directed to support the economic activities of the community in general. The realization of this activity is carried out by related agencies or agencies in the form of providing business capital, building facilities to support economic activities and increasing community business capital. This activity is carried out with due regard to the socio-economic conditions of the relevant village communities. For Puger Village, because in general the community is aquaculture and capture fishermen, the allocation of activities for this program is allocated to support the activities of the marine sector. The sea potential of Puger Village is very effective for the development of sea cucumber and seaweed cultivation in addition to the potential wealth of fisheries. The development of a productive economic society is an effort that enables the community to develop the continuity of its economic activities. Based on livelihood data, residents of Puger Village are generally engaged in the marine sector as fishermen both capture fishermen and aquaculture fishermen besides that they also work as traders both as wholesalers and wholesalers and mobile fish traders. The Community Economic Efforts Improvement Program through the Community Development program is carried out by the Community and Village Empowerment Agency (BPMD). In general, the distribution of UEPM funds



for Community Development Programs is based on the Terms of Reference / Proposal for Productive Economic Business Development between the Government and NGOs Community and Environmental Care Institutions (LPML) on the Development of Productive Economic Enterprises.

Every company that deals directly with the community and the surrounding environment, must have a concern and social responsibility with the surrounding environment. Corporate Social Responsibility (CSR) is one of the excellent activities and needs to be developed by every company considering the company's progress and development cannot be separated from the support of the surrounding community [11]. Through CSR activities, the company is expected to be able to show moral concern and commitment to the interests of the community, regardless of the company's profit and loss calculation. In Indonesia, CSR activities are usually identified with community development activities. And with his awareness, the industry must be able to bring the local community to move towards independence without damaging the existing socio-cultural order [11]. In other words, the community consists of local communities of migrant communities and industrial communities, all of whom interact and interact with each other as members of the community.

PT. Semen Puger Jaya Raya is a private company responsible under the Ministry of Mines and Mineral Resources, which is one of the fields of limestone and clay exploration as the main raw material which is the company's flagship product is cement. The sustainability of exploration, especially in Jember Regency, namely in the District of Puger is the company's commitment to maintain harmony in accordance with the socio-cultural conditions of the local community. The Community Development activities have indeed been carried out for quite a long time by the company, but so far the results of the existing development program have not been maximized in the context of creating conditions for community welfare, especially in the mining area itself. PT. The Semen Puger Jaya Raya community development program is a sectoral program managed by each working unit of the Jember Regency Government and included in a regional program which includes supporting village empowerment and development programs [12] as a development program, this activity is community development financed by parties non-government in this case PT. Semen Puger Jaya Raya, whose implementation is in partnership with the Jember Regency Government.

The Jember district government has sought to build partnerships with companies where the company is managing Community Development programs. This condition is supported by [13] that the implementation of Cooperate social responsibility in Indonesia by companies has the following model: Direct involvement, through foundations or corporate social organizations, in partnership with other parties and supporting or joining a consortium. Community Development Activities are allocated to support community empowerment programs implemented by local governments.

Community Empowerment cannot be separated from the framework of community empowerment because it is the core and purpose of every community development process [5]. Community empowerment through community development is a planned and collective activity in improving people's lives which is carried out through capacity building programs, especially disadvantaged groups so that they have the ability to meet their basic needs, express ideas, make life choices, carry out economic activities, reach out and mobilize resources and participate in social activities. Meanwhile according to [14]. The implementation of community empowerment is carried out through PT. Semen Puger Jaya Raya is carried out through the project management cycle. The approach taken is the approach of participation, transparency and accountability.

In other theoretical reviews [6] community development activities through PT. Semen Puger Jaya Raya is the actualization of integration between community potentials which is the core of community development. Community development carried out in Jember District carried out the Program approach according to view [5] wrong from the four viewpoints of the implementation of community development namely the program approach which was focused on programs that were directly addressed to the community..

## 5. Conclusion

Community Empowerment The mining area has been carried out for social development activities, namely the construction and rehabilitation of community infrastructure and social facilities, in economic development activities including the construction of supporting facilities for community economic activities and venture capital assistance, and for environmental development, namely beach reclamation and reforestation. Community participation in Community Development programs varies

from passive, responsive participation, consultation to participation with material or incentives. Supporting factors for the Community Development program include internal and external factors consisting of Jember Regency Government support, company support, community participation, kinship among villagers, community social environment, mutual cooperation culture, community involvement, adequate facilities and infrastructure, savings and loans development and training funds. The inhibiting factors of the Community Development program include internal and external factors which consist of: low public education, lack of public awareness, ownership of facilities and infrastructure, lack of ability to assess group needs, fishing lifestyle, dominance of local elites, declining natural resources, damage to ecosystems the environment and the difficulty of building public awareness.

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