Model of Community Empowerment in Clean Water Infrastructure Management  
(A Case Study on CSR Program in Pt Antam in Nanggung Sub District of Bogor Regency)

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ABSTRACT

This research aimed to find out community empowerment process and product, and to formulate community empowerment model in managing clean water infrastructure through CSR program in PT Antam in the future. This study was a qualitative research, without ignoring quantitative data as supporting one. The strategy used in this research was a case study. The subject of research consisted of PT. Aneka Tambang, government and community, with 53 informants. Primary data collection was carried out through observation, questionnaire, in-depth interview, and FGD, while secondary one through documentation technique. To validate data, data and method triangulations were used, while technique of analyzing case study used was direct interpretation. Fundamental theory employed was Elkinton’s Triple Bottom Line and Bamberger and Cheema’s Sustainability Program theories. The result of research showed that in community empowerment, evaluation staged was not conducted maximally by PT. Antam. The implementation of CSR was still on caritative level. Most people were still dissatisfied because they got water in limited way and unevenly. From the result of research, it could be found that PT. Antam viewed that its existence in Nanggung Sub District was intended not to implement CSR, but to make gold exploration. This study offered the formula of sustainability program model. This model involved stakeholders, self-helping education, capacity development, monitoring and participative evaluation. The output of sustainability program included institutionalization and improved access. Institutionalization pertained to water-saving behavior and pollution control, while improved access included clean water availability and fair distribution.

Keywords: Community Empowerment, CSR, Sustainability Program.

INTRODUCTION

Indonesia is the state with abundant natural richness whether in the sea, on earth surface or in its depth, but encounters paradox in its management. In the area with abundant natural source and best quality in the world, its population’s education is often low, and its poverty right is high. In such this area, the state sometimes is incapable of running its function to bring the evenly distribution of social welfare into reality; moreover when it has interest in putting the presence of nature-exploring company into income source. In the presence of Law (UU) Number 32 of 2004 about Local Autonomy, Local Government has authority of licensing the company that will make investment to operate in an area. In some cases in Indonesia, Local Government always licenses the company despite no certainty that the company will exert positive or negative effect on society welfare. In the term of mining business, living environment issue sometime arises in broad sense not only physically but also pertaining to social and economic problems [1]. To anticipate and to minimize the community’s refusal against the effect of mining business, mining company holds Corporate Social Responsibility (CSR) activity surrounding the mining area. One of mining business having implemented CSR is PT. Aneka Tambang (PT. Antam). CSR program is realized into Community Development/Comdev) and Environment Building program.
This research focused on development and clean water management problem by selecting two out of seven programs. The locations of selected for this program was Cisarua-Malasari and Bantar Karet Villages, because there are some interesting points here. Firstly, clean water infrastructure development in both locations is the large CSR activity program, viewed from both its location and its fund. In the program in Cisarua-Malasari, community participates actively from planning to utilization, but in Bantar Karet, it does not so. Here waged laborer is hired. Thirdly, the development of clean water infrastructure has been completed, but the targeted household has not been able to utilize its product optimally. It occurs presumably due to the less maximal management of community empowerment’s product. This research originality is the formulation of CSR model concerning the management of clean water infrastructure as sustainability program. Considering the background of research, this study aimed: (1) to find out the process of community empowerment, (3) to find out the product of community empowerment, and (3) to formulate the community empowerment model in clean water infrastructure management through CSR program of PT Antam in the future.

RESEARCH FRAMEWORK

1. Community Empowerment

Community empowerment is the attempt of actualizing the potency the community has. Community empowerment includes the definitions of community development, community-based development and community-driven development [2]. Community empowerment paradigm arises as a response to the fact that there is an irresolvable gap, particularly between rural, remote and retarded communities. Empowerment considers community more as a subject that can make change by means of relieving an individual from a rigid control and give him a responsibility for his ideas and decisions, as well as his action. Empowerment is a comprehensive process, the active one between motivator, facilitator, and community group empowered through improving knowledge and skill, convenience and opportunity of achieving access to resource system in improving the community wellbeing [3].

The goals of empowerment include: better education, better accessibility, better institution, and better business. Better education (learning spirit), better accessibility, activity, and better institution are expected to improve the business to be conducted, to get better income, better environment, better living, and better community. Community empowerment can be implemented with the following strategies: developing data collection instrument, building understanding, and preparing information system. They are the strategy based on partiality and empowerment, and can be defined as transformation process in social, economic, cultural and political relationship of local community [4]. The expected structural change is the process running naturally, that is, those producing something should enjoy it, and vice versa.

2. Corporate Social Responsibility (CSR)

When power centers had been distributed to various non-state institutions, particularly in company, the responsibility imposed to State so far can be transferred partially to company. This responsibility is called CSR in business realm terminology. CSR concept is known as a collection of policies related to stakeholders, values, legal convention fulfillment, society and environment appreciation, and enterprise commitment to contributed to sustainable development since 1970s [5]. Nevertheless, social responsibility falls on all organizations: government, company, and civil organization. CSR specifically points to company’s or business realm’s social responsibility for business activity’s effect on environment, consumer, employee, community, stakeholder, and all members existing in public domain. Furthermore, business organization proactively promotes public interest by encouraging community’s growth and development, and voluntarily minimizing the practices harming public area. In principle, it can be said that CSR is the attempt of including public interest factor into company’s decision making. From some definitions of CSR, it can be concluded that essentially CSR is the form of transparent business practice based on ethical values, law obedience, and human, community, and environment appreciations. The issues belonging to CSR, according to ISO 26000, are organizational governance, human resource, manpower, environment, fair operation practice, consumer and social development.

One objective of CSR implementation was to make the company sustainable. Triple Bottom Line theory explained that when company wants to be sustainable, it should consider the relationship of 3 aspects: People, Planet and Profit [6]. Despite assumption that the company’s objective is to get as much as possible profit, the profit can be obtained
not only by company, but also other stakeholders’ contribution (either directly or indirectly). For that reason, caring about society, by means of considering its needs and provides as much as possible benefit to it, is the manifestation of CSR. In addition to society life and eternal business, the company can be sustainable as nature is maintained and conserved. It is the manifestation of a company responsible for ecological conservation [6].

Mardikanto states that one of activities that can be called community empowerment through CSR is Program Kemitranan dan Bina Lingkungan (Partnership and Environment Building Program, thereafter called CSR/PK-BL), but CSR/PK-BL is often defined as a form of company’s social responsibility [3]. As a community empowerment attempt, personnel or employees assigned to deal with such the activity, like or not, should be able to play its function as “agent of change” or facilitator of community empowerment. CSR/PK-BL should be defined and developed based on philosophy, principle and method of community education/empowerment. Regarding this, the policy maker and other performers of CSR/PKBL activity should first understand that CSR/PK-BL is not merely a philanthropic or carirative activity often called social cost but a social investment to empower the community that later will benefit not only the community itself but also the corporate or company undertaking.

3. Sustainability Program

The less optimum management will not provide benefit in long term. To maintain and to continue the program after funding period ends, a sustainability program is required [7]. Sustainability means to require a keep-running service with existing resource. As such, sustainability is not to embark on new continuation with new funding. It is not only about fund but related to building a continuous relationship, determining appropriate benefit, resource diversification and flexibility. Sustainability program is defined by economists and international development institutions as a project’s capacity of providing intended benefit continuously in long term [8].

Sustainability program is a part of a sustainable development that can be defined as social-economic positive change not ignoring ecological and social system on which community depends [9]. Environment-oriented sustainable development is not essentially independent of human development itself. Human being is a subject and an object of development all at once. Human being is on central position so that development process and product may not ignore its human dimension. To do so, a developmental approach emphasizing on human aspect is required. Development is conducted to improve human welfare and life quality. On the other hand, the improved development will exert negative effect, including pollution risk and living environment destruction, leading to damaged structure and basic function of life-supporting ecosystem. This damage in turn will be a burden and even lower human life quality, so that the objective of development will be in vain.

The maintenance of living environment function sustainability is a human interest, thereby requires its responsibility and role to maintain and to improve living environment’s supportability and accommodating power. Development sustainability should integrate living environment, including natural resource, human resource, and artificial resource development and should be a recommendation to achieve development sustainability, and a guarantee for welfare and life quality of present and future generation.

From an investigation through 3P (paper, person, and place) [10], including journal, article, text book, research report, and field research, the following framework is formulated: Firstly, mining activity in Pongkor by PT Antam was begun in 1992. In 2009, it contributed about 25-30% to incorporation’s income. However, behind PT Antam’s successful achievement of ISO 9002, gold processing (directly or indirectly) has result in waste impact as well. While the company has felt that it process the waste with standard procedure, the community worries about the effect exerted both in the present and in the future when the company no longer makes exploration in the location.

Secondly, until several years after PT Antam operated, no Gold Miner without License (Peti) operated in Pongkor. People began to be interested in it when an employee of PT Antam quit it from its job and started to mine gold himself and was successful. Other people then followed him using traditional method of mining and processing gold. Gold mining later became the people’s reliable livelihood.

Thirdly, although company feels that it has processed the waste with standard procedure, the society still worries about the effect exerted either in the present or in the future when the company no longer makes exploration in the location. Nevertheless, the society itself processes the gold in traditional way, using mercury to pull the gold out of rocks. The processing residue is disposed directly to the river flowing surrounding. Water availability for domestic needs formerly can be met by the local source reduced after the presence of PT. Antam. Gold mining and processing by either corporate or local people affected adversely the availability of clean water.
Fourthly, to reduce tension due to the society’s worry, the company gave compensation through various aids. PT Antam had conducted many CSR activities for community, but the community still required PT. Antam to build clean water infrastructure. What this community asks for needs high cost and is difficult to do. The community proposed it repeatedly until finally PT. Antam agreed with it. CSR was conducted through community empowerment in constructing clean water infrastructure.

Fifthly, community empowerment involved empowerment scope, empowerment stage, and empowerment system. The procurement of this clean water infrastructure belonged to Physical Environment Building (Bina Lingkungan Fisik). Empowerment stage included preparation, assessment, alternative program planning, action plan formulation, implementation, evaluation, and termination stages.

Sixthly, not all targeted households benefitted optimally. For that reason, a sustainable clean water empowerment model will developed. Community and company can obtain positive result, in which clean water availability for community will be ensured, and company’s operation will be supported by the community. Thus mining exploration activity can keep running in Nanggung Sub District.

**RESEARCH METHOD**

This study was a qualitative research, with case study strategy. The subject of research was PT. Aneka Tambang company, government and community. The primary data was collected using observation, questionnaire, in-depth interview and focus group discussion (FGD) techniques [11][12]. Secondary data was employed using documentation technique. To validate the data of research, data and method triangulations were used. The qualitative analysis technique employed was direct interpretation [13].

**RESEARCH RESULT AND DISCUSSION**

CSR policy of PT. Aneka Tambang in UBPE Pongkor Bogor cannot be apart from PT Antam’s policy at Central (Jakarta) level referring to some regulations. The policy shows clearly the result to be achieved in measurable term. The organization established can undertake its duty well until the financial use responsibility is completed. In fact, however, the organization’s need for its product utilization is not anticipated, so that the problems arising later cannot be resolved maximally. The clean water infrastructure construction program in the two locations shows that PT. Antam wants to apply its policy consistent with the community’s need.

Using Adi’s empowerment stage [14], involving assessment preparation, program planning, action plan formulation, program implementation, evaluation and termination, it can be found that PT Antam did not conduct evaluation. Whereas, CSR program not only attempts to reach sustainable economic and social environment aspect but also attempt to undertake program monitoring and evaluation in order to reach the target appropriately [15]. So this evaluation stage reveals the weakness needing correction, thus a program can be actually beneficial to the community. PT. Antam did not carry out this evaluation stage because no employee was assigned to make field evaluation. Here
the fund recipient is only obliged to develop accountability report concerning budget use in the end of activity. It means that the implementation of CSR is still on caritative level.

The outcome of empowerment was clean water infrastructure in Cisarua-Malasari and Bantar Karet Villages. From that clean water infrastructure, the community has been able to enjoy the result. However, some members of community had not been satisfied because they got water limitedly and unevenly. This research offers a formulation of community empowerment model in managing clean water infrastructure through CSR program by PT. Aneka Tambang in the future. The model offered in this research is a dynamic one depicting ever changing system, the self-organizing, self-directing one behaving with an objective. This model consisted of input studied including instrument input, environment input and raw input. The process included stakeholder involvement, socializing self-helping, capacity development and participatory evaluation monitoring (monev). The output included sustainability program encompassing access institutionalization and improvement. Institutionalization pertained to water saving and pollution controlling behavior, while access improvement included clean water availability and just distribution.

The successful program sustainability application requires integrated policy, planning and social learning process, the political viability of which was dependent on full support from community through its government, social institution and business realm activity. Clean water infrastructure and management in Nanggung Sub District is a strategy of controlling pollution and dealing with environment disaster due to mining activity. The strategy was directed through establishing institution, whether in central, district or area levels. This institution includes not only special organization structure problem, but also providing special work facility, professional human resource, and adequate funding.

The attempt of coping with pollution particularly should get priority urgently, including controlling water and weather qualities, wither in rural or urban environment. In the attempt of meeting water requirement, either its quality and quantity in short term program, some programs should be developed related to water utilization efficiency through water saving campaign, controlling sea water pollution and intrusion, and meeting water need, either qualitatively or quantitatively in addition to coping with flood in rainy season and water crisis in dry season [9].

To develop clean water infrastructure model, a definition of model as a reflection or representation of real or planned system is used. Awad also mentions a variety of models: schematic, flow, static, and dynamic systems. The model offered in this research was dynamic one, depicting the steadily ever changing, self-governing, self-directing systems, and system behaving for a purpose. Dynamic system model usually consists of: (1) input entering into system, (2) processor, where transformation activity occurs, (3) necessary program to processing activity, and (4) output in the form of transformation process work product [16].

The model offered referred to sustainability program [7], by including the variable arising in interview and FGD. Input in dynamic system model proposed for managing the clean water infrastructure consists of instrument input, raw input and environment input. The process includes synergy of stakeholders, institutional development, capacity development, funding source development, and participatory evaluation monitoring. Output in sustainability program included institutionalization and access improvement. Institutionalization involves water saving behavior, while access improvement involves water availability and just distribution.

The clean water infrastructure management model offered is as follows. Firstly, instrument input is company’s policy. As mentioned earlier, the foundation of PT. Antam’s CSR policy in UBPE Pongkor Bogor has been clear, not independent of PT Antam’s policy at Central (Jakarta) level referring to some regulations: Law No. 11 of 1967 about the basic provisions of Mining and Law No. 40 of 2007 about Limited Incorporation, State-Owned Enterprise Minister’s Regulation (PERMEN BUMN) No.05/MBU/2007 about State-Owned Enterprise Partnership Program along with Small Scale Enterprise and Environment Building, and ISO 26000. The policy shows clearly the result to be achieved in measurable term. For the construction of clean water infrastructure by PT Antam, the result to be achieved is the completion of clean water infrastructure construction within 3 months. The construction is considered as completed when the water pipe has been installed as planned in 20 km length. Water pipe is then connected to hoses to reach the targeted households. The result of construction is targeted to be enjoyed by targeted households.

Secondly, raw input is social mapping and socialization. Social mapping is the process of representing society systematically and involving data collection and information on community including profile and social issues existing in the community [17]. Social mapping is carried out to identify the social cultural condition of local community. In National Community Empowerment Program (Program Nasional Pemberdayaan Masyarakat...
thereafter called PNPM) module [18], it is mentioned that social mapping is carried out by depicting geographic condition, natural resource, public facility and other village potencies into are sketch, including the condition beyond the area affecting the village socially and economically, such as forest, mining, garden, factory, market, and strategic transportation flow. Social Map is used to explore the community’s idea in determining the activity that can meet the need and be useful to majority poor households. Social map is also used to implement and to monitor the stages of program such as proposal writing, verification, village discussion and inter-village discussion. Social mapping can be considered as an approach to social problem solving.

Social map is clean water management program in research area representing targeted household, organizer residence, clean water allocation, household not obtaining clean water, social problem arising related to clean water allocation, household never experiencing water conflict and conflict potential related to clean water. Meanwhile, the socialization of clean water management program to community has never been conducted. To improve the benefit of clean water infrastructure; therefore there should be re-socialization to targeted household about the clean water infrastructure management plan.

Thirdly, environment input constitutes mining practice and clean water infrastructure. Mining is still undertaken well in modern way by company and traditionally by community. This mining practice affects adversely the environment continuously, particularly the decreased clean water supply. The construction of clean water infrastructure is intended to deal with it, but targeted household has not received the benefit maximally.

Fourthly, the process involves stakeholders synergizing, institutional development, capacity development, funding source development, and participatory evaluation monitoring. Stakeholder synergizing is very necessary, because synergizing means to be positive result-oriented [19]. There should be consensus, cooperation and shared objective to make the community benefiting from an activity program’s product. So far, the management of clean water infrastructure only involves government and community. PT. Antam should be involved and build synergy along with government and community. Thus, there will be an attempt of filling in and completing each other to achieve the better result. PT. Antam can serve as community facilitator to socialize to the community about the importance of maintenance, even distribution, water-saving behavior, environment pollution reduction, commonness maintenance, and activating the dues for maintenance and officer’s incentive.

Fifthly, institutional development is emphasized on its problem-solving ability. In principle, a form of social relation can be mentioned as an institution when it has four components: person, interest, rule and structure [3]. In clean water institution, there are community and ulu-ulu (the clean water infrastructure maintaining officers), government and staffs of PT Antam, that share the same objective to ensure the clean water allocation to targeted household. To achieve such the objective, a consensus is formulated to be held on jointly. For example, water flowing timing to targeted household, dues amount for officer’s incentive, and conflict resolution mechanism.

Thirdly, capacity development. Capacity development is a process that can improve an individual’s, an organization, or a system’s ability of achieving the idealized objectives [20]. For that reason, after the objective of clean water infrastructure construction has been agreed, PT. Antam should carry out capacity building particularly concerning its ability of repairing the mildly damaged hose in very simple way, cleaning the reservoir basins routinely, distributing water evenly to targeted households. Through adequate capacity, the officer can contribute considerably to the achievement of objective in clean water infrastructure management.

Seventhly, the development of financing source. Formerly, the dues collection has been agreed to give officer incentive. The dues of IDR 1,000,- per month has ever been collected from targeted households. This activity runs less smoothly for several months because most targeted households has not gotten water yet corresponding to their need. Finally, the dues collection stopped and the officer is given incentive to use fund from village. Dues collection from targeted household should be revived. In addition to giving the officer the incentive, dues collection can also grow independency and attitude of appreciating the importance of water. Thus, water-saving behavior can be established in the members of targeted household.

Eighthly, participatory monitoring and evaluation. Monitoring is an activity carried out to consider, to monitor the organizational operation during the activity process, and to assess the achievement of objective, to see supporting and inhibiting factors in the implementation of program. In monitoring, data was collected and analyzed; the result of analysis is interpreted and analyzed as input to the leader to make some correction. Meanwhile, evaluation is the process of identifying problem, collecting data and analyzing data, concluding the result achieved, interpreting the
result into policy formulation, and displaying information (recommendation) to make decision based on the truth aspect of evaluation result [21]. Clean water management should involve community, government, and PT. Antam in monitoring and evaluation. The result of monitoring is then evaluated to see weaknesses and obstacles (threats) in the implementation. Then, an alternative is looked for to deal with such the weaknesses and solution to it.

Ninthly, the output constitutes sustainability program including institutionalization and access improvement. Institutionalization pertains to water-saving behavior, indicated with the habit of turning off the unused water tap, using water as necessary, and not wasting the water. Meanwhile, in targeted households some hoses have been leaked, the unused tap still opens, or hose without tap so that the water flows any time. This clean water infrastructure management model can support the establishment of output, that is, water-saving behavior.

Tenthly, Access improvement includes water availability and even distribution. Water availability output can be accomplished by means of maintenance along with water-saving behavior. Well-maintained clean water infrastructure, leaked hose that is repaired immediately, turning off the unused tap, and non-excessively water use will ensure the availability of clean water for targeted house.

Eleventh, even distribution. The institution building on strong stakeholder synergizing, mutual agreement concerning water flowing timing to targeted household, amount of dues for officer incentive, and conflict resolving mechanism can achieve the same objective of ensuring the allocation of clean water to targeted household with even distribution.

The clean water infrastructure management model offered can be seen in the figure below.

**Clean Water Infrastructure Management Model**

<table>
<thead>
<tr>
<th>INPUT</th>
<th>PROCESS</th>
<th>OUTPUT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Instrument Input: Company Policy</td>
<td>Stakeholders Synergizing</td>
<td>Sustainability Program</td>
</tr>
<tr>
<td>Raw Input: -Social Mapping -Socialization</td>
<td>Institutional development</td>
<td>Institutionalization -Water saving behavior</td>
</tr>
<tr>
<td>Environment Input -Mining practice -Clean Water infrastructure</td>
<td>Capacity development</td>
<td>Access Improvement: -Clean water supply -Even distribution</td>
</tr>
<tr>
<td></td>
<td>Funding source development Participatory monitoring and</td>
<td></td>
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</tbody>
</table>

**CONCLUSION**

From the discussion of research result, the following conclusions can be drawn. Firstly, community empowerment stage starts from preparation to termination. Using Adi’s empowerment stage [14] (2003) including assessment preparation, program planning, action plan formulation, program implementation, evaluation and termination, it can be found that evaluation stage is not carried out in PT. Antam. Meanwhile, according to Chamsah (2005), as cited in Mashud [15] (2012), CSR program attempts not only to reach sustainable economic and social environment aspect, but also to monitor and to evaluate the program in order to reach the appropriate target. So, this evaluation stage will reveal the weakness to be corrected, so that a program can be beneficial to the community. PT Antam does not carry this evaluation stage because indeed no officers assigned to do field evaluation. Here the fund recipient only is obliged...
to prepare a budget use responsibility report in the end of activity. It means that the implementation of CSR is still at carirative level.

Secondly, the product of empowerment is clean water infrastructure in Cisarua-Malasari and Bantar Karet Villages. From clean water infrastructure, the community has enjoyed the product. However, most community still feels dissatisfied because they only get limited and uneven water distribution. From the result of research, it can be found that PT Antam considers that its existence in Nanggung Sub District is intended not to implement CSR, but to make gold exploration. Therefore they have no officers to do monitoring and evaluation during the process of constructing clean water infrastructure, and management after the completion of clean water infrastructure construction. As a result, water distribution still runs poorly and unevenly, and some conflicts arising are beyond PT. Antam’s responsibility.

Thirdly, this research offered a formulation of community empowerment model in clean water infrastructure management through CSR program by PT Aneka Tambang in the future. The model offered in this research is a dynamic model depicting an ever-changing, self-governing, and self-directing system behavior with an objective. This model consisted of input studied including instrument input, environment input, and raw input. The process included stakeholder involvement, self-helping socialization, capacity development and participatory monitoring and evaluation. Output constituting sustainability program includes institutionalization and access improvement. Institutionalization pertains to water-saving behavior and pollution control, while access improvement includes clean water availability and even distribution.

**IMPLICATION**

**Theoretical Implications**
For the company to be sustainable, it should apply Elkington’s [6] (2007) concept about triple bottom line, the relationship between people, planet and profit. Because what the company did through CSR program was only caritative in nature, it uncertainly benefited the community maximally. It can be achieved when there is the company’s commitment to selecting, designing, and implementing the program corresponding to community need. It means that company should participate actively in selecting activity, designing, implementing, and evaluating program corresponding to the community’s need. Thus, for the company to be sustainable, it should not only consider the relationship of 3 aspects: people, profit and planet, but also build synergy among stakeholders. Thus, on the one hand, the company can be sustainable and on the other hand community benefits maximally from CSR program.

**Methodological Implications**
PT Antam has indeed been established to do exploration (mining), rather than to do social activity. However, community considers that PT Antam’s activity leads to reduced water availability. It can be stated as the effect of environment change. For that reason, PT Antam should select the most beneficial activity for the community. The type of activity can be selected from the closest one to company’s activity. In the case of Nanggung Sub District exposed to the effect of mining activity, clean water infrastructure construction is very appropriate. However no monitoring and evaluation during construction and no facilitation in management result in less maximally utilization. Therefore, PT Antam should allocate its fund to facilitator. Considering that PT Antam is capable of hiring security guard, fund allocation for facilitator is considered as not overburdening.

**Practical Implications**
Monitoring and evaluation stage in community empowerment has not been carried out specifically by PT Antam. If it is carried out in PT Antam’s next CSR activity program, the result will be sustainable and more beneficial to the community.

**REFERENCES**