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THE APPLICATION OF SOCIAL IMPACT ASSESSMENT IN NEW AIRPORT DEVELOPMENT PROJECT IN KULONPROGO – YOGYAKARTA, INDONESIA

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Abstract

Airport as a crucial infrastructure will give a lot of benefits such as economic growth. Nevertheless, its development often neglects social impacts which can be negative impacts for some stakeholders. The purpose of this paper is to suggest the potential application of social impact assessment in a new airport project. It uses a case study, a new airport development project in Yogyakarta, Indonesia, for its methodology to understand the social phenomena regarding to the facts, conditions and phenomena occurred, especially the impacts for local communities. To apply the social impact assessment, this study identifies the related stakeholders and the impacts which can be possibly affected toward them. After that, the study develops

mitigation strategies to minimize the negative impacts, and also maximizing the positive impacts for all stakeholders. Then, the study suggests a monitoring program in order to get the effectively of the project. This study concludes that the application of SIA is essentially needed for achieving success in a project management.

Keywords

Airport Project, Social Impact Assessment, Communities, Stakeholders

1. Introduction

Currently, the airport has more functions not just to take off and land the airplanes, but also led urban development (Freestone, 2009). In Indonesia, there are 326 airports that comprise of 31 international and 295 domestic airports with the increasing of passenger volume from year to year (Directorate General of Civil Aviation, 2015). But, almost major airports in Indonesia have reached over capacity (Sukmana, 2014; Republika, 2015; Pranoto, 2014). The airports are very crowded and inconvenience for passengers (Sukmana). As a consequence, the airport manager usually decides a policy to extend the airport capacity.

Unfortunately, the Adisucipto airport cannot solve the capacity problem because of the limited exiting area to extend. As a follow up, since 2011, the government of Indonesia has planned moving the function of Adisucipto international airport to Kulonprogo Regency (Wahana Tri Tunggal, 2015). A new airport project in Kulonprogo is supposed to give many benefits for the regency, province and even the country. In a fact, there is a social conflict related to the refusal of the new airport development from some local communities. Up until now, the demonstration action keeps continuing (Mustaqim, 2015) and effects to the time delays for the project delivery (Hasanudin, 2015).

The aim of this paper is to suggest the potential application of social impact assessment in the new airport development project in Kulonprogo, Yogyakarta. In order to accomplish the aim, the study identifies the importance of SIA in a project. The study also analyzes the issue, including the overview of the new airport project development and the its stakeholders. Then, the study analyzes the social impacts of the project. The last, the paper suggests mitigation strategies and monitoring programs to improve the performance in a project management.

2. Methodology

The study used the qualitative research through a case study method. Qualitative approach is often applied in social research to understand the social phenomena regarding to the facts, conditions and phenomena occurred (Hancock et al., 1998). Then, the case study is effective to investigate a contemporary phenomena within its real-life context (Yin, 1994).

This study collects secondary data from some books and internet sources such as journals, news articles, reports, regulation documents, official news from the government, and others. Content analysis using key words such as Kulonprogo, bandara (airport), impact (*dampak* bahasa) is used to find the information quickly. It is useful in collecting the important information to be further analyzed.

- The Importance of Applying SIA in Infrastructure Project Development

Infrastructure will be a trigger for economic growth in many countries (Omar et al., 2009). Infrastructure can be defined as large-scale systems which characterized by being physically or dimensionally large, consisting a large number of subsystems and components, and having complex relations between these components (Yeo, 1995). The other characteristics of the infrastructure are capital intensive; long-lived that serves the community through its function in support of human settlement and well-being. Developing an infrastructure can be conducted by a planned intervention. Planned interventions refer to specific projects, policies, plans and programs (Van clay, 2012).

Generally, the developing countries need massive infrastructure development project to improve their economic growth (Ugwua & Haupt, 2007). Although infrastructure projects like the development of airports, highways and rail lines are usually needed immediately in a country, its planning has always been a complex matter (Heijden, 1996). Almost project experience some problems such as time delays, cost overruns and fail because of the difficulty in accommodating the diverse interests of different stakeholders (Flyvbjerg et al., 2003).

Therefore, it is an essential thing in a development project to take the negotiation process in order to produce compromise and acceptable decisions for all stakeholders (Busscher et al., 2015). In this condition, Social Impact Assessment (SIA) can be a project-planning tool in building of collaborations between the government and communities (Estevez & Van clay, 2009). Van clay (2003) states the main objective of SIA is to maximize the benefits in line with

minimize the cost of developments, particularly the costs borne by the community. SIA has multifunction as assessment and prediction, mitigation and monitoring, and also audit and analysis (Brudge & Van clay, 1995). According to Vanclay (2015), 4 (four) stages to assess impacts are understanding the issues, predicting the likely impacts, developing strategies, and developing monitoring programs.

3. The Social Impact Assessment in Kulonprogo New Airport Project

3.1 Understanding the Issue of New Airport Project in Kulonprogo, Yogyakarta

To gain a good understanding of the proposed project, the first stage is gathering information about the importance of the development of the new airport in Kulonprogo and the interests of its stakeholders. Stakeholders are any group or individual who can affect or is affected by or interested in management activities, including those who can influence decision making processes (Ministerial Council on Mineral & Petroleum Resources, 2005).

3.1.1 Overview of the Kulonprogo Airport Project

Yogyakarta Province is one famous destination in Indonesia for domestic and international tourists (Julaikah, 2014). The location of the Yogyakarta Province is 538 km away from Jakarta, the capital of Indonesia. One of the ways to go to Yogyakarta is using an air transportation mode via Adisucipto airport. The problem is Adisucipto airport cannot serve passengers better because of area limitation. And, the airport is not just serving for commercial flights but also for aviation school training and military activities. At the time, the airport operator should carefully manage the allocation of airport functions (Trisha, 2014).

To anticipate the problem, the government plans to develop a new international airport in Kulonprogo regency. Kulonprogo is located in the West of Yogyakarta province. The distance from the Adisucipto airport is about 40 kilometers (Dedy, 2011). Figure 1 illustrate Indonesia and Yogyakarta Province.



Figure 1: *The Map of Indonesia and Yogyakarta*

Source: Universities Gadjah Mada, 2013

Kulonprogo airport is planned to serve 10 million passengers as its capacity in a year (Direktorat General of Civil Aviation). The new airport is equipped with an aircraft hangar that can serve 28 aircrafts. JPPN (2015) mentions the budget for the new airport development reaches around 8 trillion rupiahs (which is more or less equal with 7 billion USD).

The new airport will be built regarding to the airport city concept (Juliana). Through the airport city concept, the airport will be the core of the city where offering mix activities such as hotel, hospital and other commercial activities (Trieha, 2014). The airport will encourage the economic growth in the Kulonprogo Regency, concerning to the fact if the income of Kulonprogo Regency is the lowest level in the Yogyakarta Province (Hakim, 2014). The government also wishes the development in Yogyakarta Province will be faster as the result of the implementation of the airport city concept (Julaikah). The new airport project also had support from the central government that is the Ministry of Transportation and the National Planning Board (Bappenas). The private sectors, especially hotel services, also support for this new airport. The expected operation of the airport is in 2019.

3.1.2 Stakeholders in the Kulonprogo Airport Project

Developing airports should consider the existing interaction among stakeholders in balancing the needs of their different interests (Rowley, 1999). In the development of Kulonprogo airport, the stakeholders comprise of passengers who will use the Kulonprogo airport, air carriers, service provider, investors, concessioners, the government including central and local government, related business around airport location, and local communities who are

affected by the project.

For the passenger side, including national and international passengers, Kulonprogo airport will accommodate more flight routes and schedules rather than the old airport. Besides that, the airport will be more convenient with the spacious space. The more passengers using the airport, the more multiplier effects for the region such as increasing the tourist volume in Yogyakarta Province.

Air carriers support the airport development project in Kulonprogo. They can invest to expand their business, for instance, opening new routes to some destinations or moving to large body aircraft since it is supported by the larger of the runway capacity in the new airport. The benefits are not just for national carriers, but also for international carriers regarding to Yogyakarta Province as the popular place in Indonesia.

The investor for this project is Grama Vikash Kendra (GVK) from India. They have a 49% stake in the development of the new airport in Kulonprogo. The remaining stake is still owned by the operator of the Adisucipto airport, PT. Angkasa Pura I. The investor promises to give a good design by involving the Yogyakarta culture and also develop the modern airport facilities (Trieha). Trieha also explains the agreement between PT. Angkasa Pura I and GVK is established in 2011 through joint venture concept.

Government in here is a multilevel government system. It consists of central, province, and regency government who agree to develop new airport in Kulonprogo. The central government is represented by the Ministry of Transportation and National Planning Board (Bappenas) in giving the easiness of the airport permit. The province government is represented by the governor of Yogyakarta Province as well as the King of the Yogyakarta Province who is respected by citizens in Yogyakarta. The last, the regency government is represented by the Regent (Bupati) of Kulonprogo who knows the real condition in the area. They all hope the new airport is urgently developed as the regional needs.

The affected communities in airport development are presented by the local people who live in and near the site plan area of the Kulonprogo airport. The location of the project is at Temon sub district, including 6 (six) villages. The total residents in those areas are around 11.501 people or 2.875 households (Prabowo, 2015). The majority of the livelihood there is farming for 60.67% (Monografi Temon, 2010).

3.2 Identifying Social Impacts of New Airport Project in Kulonprogo, Yogyakarta

The issue of the new airport development in Kulonprogo has been sounding since the operator of the Adisucipto airport (PT. Angkasa Pura I) signed the agreement with the investor from India in making corporation between both of them to develop a new airport in the year 2011. In the same year, the operator of the Adisucipto airport signed the agreement about the new airport plan with the Governor of Yogyakarta Province. Then, still in the same year, Kulonprogo is officially assigned as a new location for replacing Adisucipto airport regarding to the agreement between the operator of Adisucipto airport (PT. Angkasa Pura I), the governor of Yogyakarta province and the mayor of Kulonprogo regency. At the end of March 2015, the governor released the location permit of new airport development in Kulonprogo as the province regulation which has been supported by Minister of Transportation as acting of central government. Since the local communities in Kulonprogo Regency have known the issue about the new airport project, they divided into 2 groups, some local communities agree with the project, but others still not agree until now. The people who agree made 2 (two) informal organizations, that are “Forum Rembug Warga Transparansi” (or “The Society for Transparency”) and “Masyarakat Peduli Kulonprogo” (or “The Society who Care Kulonprogo”). Otherwise, the other group of the society made an organization, called “Wahana Tri Tunggal”, as a counter to refuse development of a new airport. Wahana Tri Tunggal (WTT) does demonstrations for several times. Their action is supported by students from some universities in Yogyakarta and some non-governmental organizations (Hasanudin). Their consolidation action is known as “Gerakan Solidaritas Tolak Bandara” (or “the solidarity action to refuse airport”).

Up until now, WTT keeps doing some demonstration for refusing the airport project. Their aspirations are refusing the land deprivation, refusing the criminality actions from the government to the farmers, protecting the communities for their land rights, asking free the four arrested farmers, and removing the local regulation about the government’s rights to deprivate the community’s land (Hasanudin). There is still no agreement between the government and the communities.

3.2.1 Negative Impacts

For the social wellbeing issue, there are uncertainty and insecurity feelings about the project especially for local communities. They are afraid about the house relocation, the job as

farmers and the life for their future generations. They do not know how to do next and where to ask their future (Anugraheni, 2014). For the example, although the government offer the job opportunities in the aviation sector, the communities still believe that will not be suitable for them since their profession as the farmers. Besides that, they also believe that the government will give an unfair compensation for taking over their house (Surya, 2015). They feel as not having the citizen rights (Cahyo, 2015).

The government cannot communicate well with them about the benefits which they will get from the project. Otherwise, the communities have got already negative prejudice and untrust for all government's actions because of unfriendly communication between them in the early project process. The labeling for the communities as rebel against the government from some people makes them insecure (Wahana Tri Tunggal, 2015). In addition, the police have arrested four people who are assumed as provocator for their actions. That makes them more afraid to struggle for their rights as citizens in Kulonprogo Regency.

For the environmental issue, the communities claimed that the government breaks the rule about national and province spatial planning (Efanur, 2015). The project will change the land use from agriculture to airport activities. The predicted negative impacts are water crisis and loss of food resources. Finally, they believe the impacts will decrease their quality of life. For that reason, the communities laid a formal claim to court. Meanwhile, the government believed that the project is already appropriate with the national goal and the spatial planning regulation since the National Planning Board has supported the project (Anshori, 2015).

For the institutional issue, the project makes the interaction between the government and the communities going bad. The government avoids the role of public participation in this project. As a response, communities are being reluctant to make communication again with the government. The situation becomes worse for both of them. The communities choose to do some demonstration for refusing the project. The government will also get loss because of time delays and extra cost in communicating with communities intensively to return their trust. The communities will get loss in achieving their aspirations at all if they still do not cooperate with the government.

3.2.2 Positive Impacts

The development of a new airport in Kulonprogo will give many benefits, particularly in

the economic sector. It will increase the economic growth for the region and the local communities. In addition, the government has the commitments to improve the quality life of the communities through giving scholarships for children and offering 5,000 new jobs (Wahana Tri Tunggal, 2015). In the future, the government wants the communities to participate in the development not just “watch” the development, for instance, they can try to be small entrepreneurs at and near the airport location (Sutarmi, 2015). Those expected impacts will be obtained if there is a good coordination between the government and communities in successions the goal of airport development.

3.3 Developing Strategies

After predicting the impacts from positive and negative sides, SIA can analyze the impacts to develop a mitigation strategy in managing the impacts. Some ways are improving the public participation, implementing the grievance mechanism, and enhancing the benefits.

3.3.1 Public Participation Improvement

Regarding to the Indonesian regulation on aviation (Law No.1 of 2009), it states the communities have the same opportunity to participate in all aviation activities. Besides that, the government should consider the community’s aspiration to decide a policy. It means the participation is not just consultative, but the real participatory model. The participation is an important in the whole of project management no exception in the early phase of the project. In a fact, the communities see their participation in the socialization is about for accepting the government’s decisions (Christo, 2014). In this case, the government should cooperate with the communities through hearing their aspirations.

Public participation in a project should consider some principles for engagement among stakeholders like communication, transparency, collaboration, inclusiveness and integrity (Ministerial Council on Mineral & Petroleum Resources). In a development project, it needs two-way communication for sharing knowledge and aspirations in order to get clear, accurate and relevant information for a better decision making. The government should be transparent to inform communities about the project in avoiding some prejudice. Then, collaboration as the coordination is needed to get a deal among stakeholders about the following process without giving any harmful for any of them. To achieve inclusiveness process, the government should facilitate communities to participate in the project by considering their role. The last, all

stakeholders should respect and trust each other as their integrity. Those principles should be taken to avoid some social conflicts.

3.3.2 Implementation of a Community Grievance Mechanism (GMC)

The understanding of a community grievance mechanism (GMC) according to Vanclay et al. (2015) is a formal way to accept, assess and address complaints from communities relating to the performance or behavior of the project or company. The steps of a grievance mechanism procedure are receiving, acknowledging, assessing and assigning, investigating, responding, appealing, following up and closing out the complaints (IPIECA, 2015). A GMC can reduce the confuseness in communities about the new airport development issue. They can ask about the actual purpose of the project and its contribution for them. This mechanism offers such a guarantee to the society in responding to their complaints or aspirations.

3.3.3 Enhancing the Benefits

To achieve better development outcomes for people and communities, the stakeholders related to the project should see the benefits instead the costs. From the new airport development project case in Kulonprogo, the government guarantee to give compensation for local communities. As the result, the communities also gain a better life than the previous circumstances. To ensure the communities about the benefits that they will get, it needs a monitoring program to guard the project processes in line with the mutual goal among stakeholders.

3.4 Developing Monitoring Programs

Monitoring needs to look at the effectively of the mitigation strategies and it is necessary to take corrective actions or not (Vanclay et al., 2015). To monitor or measure the running process of the project, it needs some indicators as the guideline. The indicators are usually characterized by SMART (Vanclay et al., 2015). They are specific to the issue, measurable, action oriented, relevant to the issue, and time-sensitive. Monitoring program can be conducted by making a working group that consists of the government, affected communities, experts or researchers from universities, the aviation experts, social experts and others through a working group, stakeholders together monitor any change of the project processes. It seems a coordination process.. Also, they develop some indicators as the guideline for their working on the monitoring program. This stage offers the possibility of the adaptive planning to correct the current output,

which relates to the unexpected situation.

4. Conclusion

SIA can be seen as an important process of the project management. By applying the SIA, the decision maker will understand the impacts of the project from different perspectives of all stakeholders. It will influence the acceptance of the decision. SIA also offers mitigation strategies by repairing and giving compensations for the affected people who get harmful from the project. In a fact, the impacts can be felt differently depends on their knowledge about the issue. SIA should be useful information for mediation between the policy maker (the government) and the communities (particularly local communities) about the cost and benefit of the project.

SIA can be applied in the intervention planned, including a plan, a program, and a project. It also can be part of the whole process of an intervention planned, for example a project, from identification to closure. In a development project like a new airport in Kulonprogo, the government should consider the potential application of SIA especially in the early process of the project. They can make negotiations as the coordination for all decisions related to the community's life. It avoids the possibility of social conflicts like demonstrations. In the following stages of the project like construction or operation, the government can develop mitigation strategies by involving the communities. It can improve the public participation in order to achieve democracy process. The government should consider the mechanism in responding the complaints and aspirations from stakeholders, for example the implementation of a community grievance mechanism. In the case, the communities can know exactly how the process runs and where they can express their wants as a complaint or an aspiration. At the last, the monitoring program will supervise the process in order to get the effectively of the project outcome for all stakeholders.

Although in the end the new airport in Kulonprogo remains to be built, such as the statement of the Governor of Yogyakarta, but the involvement of the community in discussing how the construction was carried out is still possible to do. The sequence can no longer necessarily the same as what is suggested by Vanclay, but it is important what the public wants and needs, especially those who are directly affected, namely whose the land evicted and who

are forced to move or change jobs, can be heard and accommodated. Governments need to help them to give a new residence match their expectations and also provide employment opportunities. It is expected solutions will be taken are not mutually harmful but actually mutually beneficial.

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