

RESEARCH ARTICLE

# POLICY IMPLEMENTATIONS OF NEW YOGYAKARTA INTERNATIONAL AIRPORT DEVELOPMENT

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**Abstract :** The reason for relocating Adisutjipto Airport to the NYIA is very urgent in that the former cannot accommodate the demands anymore. The presence of NYIA, in addition to accommodating transportation needs of Java, also serves as a catalyst for the low economic growth in the region. Currently, there are overlapping uses of air space at Adisutjipto Airport. The objective of the research is to analyze the policy implementations of NYIA development. The research employs a descriptive method and qualitative approach. The results show that the impacts of NYIA development include the switch of land use from agriculture to become an airport, the emergence of social (horizontal) conflicts between people of opposing views, and the emergence of vertical conflict between Kulon Progo District against residents opposing the development. The new airport will increase local revenue of Kulon Progo District, development of investments, trades, tourism, employments, services etc.

**Keywords:** development policy, New Yogyakarta International Airport

**JEL Classifications:** F2, M4, K3

## Introduction

Yogyakarta is one of the two Special Regions in Indonesia, besides the Aceh Province, and the second largest tourism destination after the island of Bali. The city of Yogyakarta is also known as a cultural center that can put a spell on visitors to always return. In addition to the Culture City, Yogyakarta has other monikers such as the Student City, Gudeg City, Artist City, etc. One of the points of entry in The Special Region of Yogyakarta is Adisutjipto International Airport. However, this airport is far from ideal because it has become too small for the increasing number of visitors that fly in the area, even after building Terminal B, which started to operate in 17 August 2015. Besides, its location in the middle of an urban area makes the utilization of its airspace not optimal.

Therefore, there is a need to produce strategic policies to create a new airport to serve The Special Region of Yogyakarta and its surrounding (Nugroho, 2009). As a consequence, the Indonesian President, Joko Widodo, officially started the groundbreaking on the development of the New Yogyakarta International Airport (NYIA) on 27 January 2017 in Temon Subdistrict, Kulon Progo (Public Relations of PT Angkasa Pura I, 2017).

The establishment of an airport serves to provide a transportation infrastructure that can be considered strategic in increasing the local economy. However, the development of NYIA has significantly passed its schedule, which might indicate the presence of problems. These problems apparently come from social issues, such as resistance from the local

inhabitants and local economic problems arising from the privatization and economic agglomeration, which threaten the continuity of local economic activities. Criticisms of the airport development arise from privatizations by foreign investors in the airport area, which is known as airport city, that threaten the existence of local economic activities of the vulnerable groups (Kustiningsih, 2017).

NYIA development is a part of the National Strategic Projects and has been planned for a long time. The presence of this airport in southern Java is intended to accommodate the transportation needs in south Java corridor, especially The Special Region of Yogyakarta and south and southwest Central Java, as well as an economic catalyst for Yogyakarta. It has also been emphasized that this airport would be integrated with other transportation modes, which would be developed in stages and strengthen the central role of Kulon Progo in the airport city. As “the lighthouse” of economy, this airport is also hoped to benefit The Special Region of Yogyakarta and Indonesia. The development of NYIA is one of the measures by the Government to improve the infrastructures of air transport in The Special Region of Yogyakarta because the current airport, Adisutjipto International Airport, has been saturated for a long time, be it in airspace as well as the ground facilities. There is no space for more runways as well as terminals. Adisutjipto International Airport is a military facility, in which PT Angkasa Pura leases it to provide civilian services. This dual usage has caused over capacity at the airport.

The capacity of Adisutjipto International Airport is 1,4 million passengers per year, yet it receives up to 7,8 million yearly visitors. As such, the terminals are always crowded and, thus, uncomfortable, and airplanes often have to circle the area for 20 to 30 minutes to take turns to land. PT Angkasa Pura I (2017) report shows that this airport was designed for 1,2 – 1,5 million passengers, but there were 6,2 arrivals in 2014. The apron has the capacity of seven (plus new one) planes, while the runway cannot accommodate wide-body planes. Adisutjipto International Airport has been experiencing an 8,41% yearly average increase of passenger movements. This significant changes have forced the management to change the operation schedule from 06.00 to 21.00 WIB (Western Indonesia Standard) in 2016 to 05.00 to 24.00 WIB in 2017. In average, there are 176 daily commercial flights, in addition to 90 military and training flights, which make Adisutjipto International Airport more crowded than Surabaya International Airport (Public Relations of PT Angkasa Pura I, Adisutjipto International Airport, 2017) (Figure 1).



Figure 1: Crowded Check-ins at Adisutjipto International Airport

Source : Public Relations of PT Angkasa Pura I, 2018

There are currently ten airlines operating from Adisutjipto International Airport, serving 14 domestic and two international routes to Kuala Lumpur and Singapore (Purnama, 2018). In the same report, Purnama (2018) further shows that there is an increasing trend of flight numbers yearly, 49.395 in 2015, 53.752 in 2016, and 57.677 in 2017, which average out to a 7,30% increase. This high increase of flights has caused a decrease in personal space on the ground. According to the standards from the Ministry of Transportation, ideally one person should be provided with eight m<sup>2</sup> of space in the waiting room, however, currently there is only 1,2 m<sup>2</sup>. These conditions have in turn negatively influenced the services at the airport, which also affected the economic activities in The Special Region of Yogyakarta adversely. There are two terminals at Adisutjipto International Airport; terminal A for only for domestic flights, and terminal B for both domestic and international flights. The lack of space has forced domestic and international waiting rooms to be in one place. Moreover, the check-in areas have also become too small compared to the flood of passengers. Because of these conditions, Yogyakarta should have another location to build another airport that would have better facilities.

The results from the pre-feasibility study conducted by The Center for Transportation and Logistic Studies of Gadjah Mada University, Yogyakarta, showed that Temon Sub-district of Kulon Progo Regency would be the best candidate for the Yogyakarta International Airport. This report was presented to the Government of Kulon Progo Regency in 12 March 2012. The location was chosen among seven areas that went through feasibility studies (Public Relations of PT Angkasa Pura I, 2018). These studies were conducted as follow-ups to the MoU between The Special Region of Yogyakarta Regional Government and PT Angkasa Pura I on the plans to develop a new airport to replace Adisutjipto International Airport, which had been over capacity.

The Government of Kulon Progo Regency followed the recommendation of the feasibility studies with issuing Regional Regulation Number 1 of 2012 on the Regional Spatial Planning for the years of 2012 – 2032, in which it stated that the air transportation

network included the plan to build a new airport in one of the following sub-districts: Galur, Panjatan, Temon, and Wates. Kulon Progo Regency Government included the new airport in the documents of RTRW even though a specific location had not been decided. This initiative was taken because the poverty index in Kulon Progo Regency is still high in The Special Region of Yogyakarta, and the development of an airport was expected to trigger economic improvements for Kulon Progo residents. The Provincial Government took a strategic step by choosing Temon Subdistrict as the place to build the New Yogyakarta International Airport (NYIA) based on the results of the feasibility studies (Public Relations of The Special Region of Yogyakarta, 2016). The establishment of NYIA has been legally supported by Regional Regulation Number 1 of 2012 on the Regional Spatial Planning for the years of 2012 – 2032, which was supported by National Law No. 2 of 2012 on Land Procurement for Public Purposes, The Special Region of Yogyakarta, Governor Decree No.68/KEP/2015, and Supreme Court Decision No.456 K/TUN/2015 (Public Relations of The Special Region of Yogyakarta, 2018).

Various policies issued by the National Government, Ministry of Transportation, The Special Region of Yogyakarta, as well as Kulon Progo Regency Government did not instantly facilitate the steps to build NYIA. The process in fact stopped in June 2015 following the decision of the Administrative Court of Yogyakarta that revoked Location Determination Permit of NYIA (Public Relations of PT Angkasa Pura I, 2018). This revocation was in response to a lawsuit by Wahana Tri Tunggal, an organization opposing the NYIA development. This organization was founded by the residents affected by the development, because in addition to the land belonging to the Paku Alam Ground system, the rest of the planned airport is located in private lands belonging to the locals (Limbong, 2015). This land ownership status was one of the factors that caused the residents to resist bitterly, as such that at the ground breaking in January 2017, this issue had not been resolved.

Besides landownership status, public misunderstanding on the development plan also often produces misperception that eventually causes obstructions in the field. It would therefore necessitate persuasion processes to build public understanding and positive notion, especially from those directly affected by the development to find a common ground that benefitted both sides (Figure 2). Local cooperation is needed because the NYIA development in Kulon Progo Regency is a Government endeavor to provide and improve public facilities. Procurements of public infrastructures are related to social services provided by The Special Region of Yogyakarta to its citizens, and

so is obligations of the National Government, represented by PT Angkasa Pura I, to be immediately fulfilled (Koran Sindo, 2018).



Figure 2: Demonstration Resisting The Development Of The New Airport In Kulon Progo.

Source : Edzan Raharjo/detikcom, Januari 2018.

Based on the feasibility studies conducted at seven locations, including the regencies of Bantul, Gunung Kidul, and Sleman, Kulon Progo Regency turned out to be have the ideal and appropriate location. However, the Regency Government of Kulon Progo was not directly involved in these studies. The National Government, represented by PT Angkasa Pura I, used the services of an Indian Consultative The Special Region of Yogyakarta nt Company, GVK, to perform the feasibility studies, including the environmental impact analyses. As a region with a low local revenue, the Government of Kulon Progo Regency, whose moto is “*Kulon Progo The Jewel Of Java*”, welcomed the plan to build the new airport. Furthermore, Adisutjipto International Airport had been experiencing over capacity, which compelled The Special Region of Yogyakarta Governor to recommend speedy processes in the feasibility studies as well as the airport building. Public Relations of PT Angkasa Pura I, 2018 reported in 2010 that there were 3,7 million passengers going through Adisutjipto International Airport, which was designed to handle half of the previously mentioned figure. As a facility for public services, Adisutjipto International Airport had been unable to provide acceptable services based on that condition. The development of the new airport should be able to accommodate at least five million passengers per year.

Results from The Center for Transportation and Logistic Studies of Gadjah Mada University (2018) show that the growth of passengers is 12% and that of airplanes is eight per cent. There are at least 5000 flights in eastern Indonesia. The maximum capacity of Adisutjipto International Airport is ten million people, however the number of passengers reaches 56 million per year. In the era of open democracy, it is expected that regional development would involve local participation. Development is an integral part of the community, whereas the Government provides the means or becomes the mediator for local aspirations to develop their regions

(Safi'i, 2009). So is the development of NYIA in Kulon Progo, which is intended to provide and develop public infrastructures, not free from the participations of local residents, from the planning to the eventual operational processes. However, the implementations of NYIA development processes as a public facility in Kulon Progo Regency have encountered various road blocks because of the oppositions from the affected population (Freestone, 2009).

Various efforts to reject the development have been conducted by opposing people, who form the organization Wahana Tri Tunggal, in the forms of speeches, demonstrations, and installations of banners and billboards written with criticisms, rejections, and threats to the Government as well as to PT Angkasa Pura I along the road in the village of Glagah, Temon Subdistrict, Kulon Progo. The opposition is divided into two groups, which are conditional (pro) and unconditional (contra) (Purwandari, 2016). The residents, who are for the airport development, comprise of land owners and operators. Their conditions include fair compensations for their lands as well as plots in Paku Alam Ground, opportunities of employments, and free relocations. On the other hand, the people, who are against the airport, oppose the development unconditionally (Kustiningsih, 2017). Effective approaches by the authorities involved in the airport development are needed in the communication processes with the affected residents, whether they are for or against the NYIA, so that they are more willing to participate.

### **Problem Formulation and Research Objective**

The problem formulation in this study is how the policies for the development of the New Yogyakarta International Airport in Kulon Progo are implemented. Whereas the research objective is to analyze and understand the implementations of the policies for the NYIA development.

### **Theoretical Bases**

#### **Implementations of the policies for the NYIA development**

Mazmanian and Sabatier (in Agustino, 2008) define policy implementation as the execution of basic policy decisions that usually in the forms of laws but can also be executive decrees or court decisions. Generally, those decisions identify the problems to be solved, state the objectives and goals clearly, and formulate the structure and the process of implementations. Based on the above formulation, policy implementation can be interpreted as execution of activities that are based on prepared directions so that

those activities impact the community and contribute to resolve the problems in achieving the program goals (Nugroho, 2009). Other policy experts (Van Metter and Van Horn in Agustino, 2008) describe policy implementation as activities conducted individuals/officials or governmental or private institutions that are directed to reach goals outlined in the policy decisions. The main essential in the policy implementation is to understand what should take place once a program is formulated and activated. This understanding includes endeavors to administer the policy and induce real impacts on the community or events.

The model for the policy implementation is based on that proposed by Mazmanian and Sabatier called A Framework for Policy Implementation Analysis. This model assumes that the important role of public policy implementations is to identify the variables that influence the achievements of the formal goals in the overall implementation process (Agustino, 2012). These variables can be classified into three categories, which are: a. the degree of difficulty of the problems, including technical difficulties, variety of controlled behavior, degree and scope of intended behavioral changes; b. the ability of the policy to accurately structurize the implementation process; and c. the factors outside the law that may influence the implementations. Therefore, the implementation of development policy for NYIA is the executions of activities based on the directions prepared for the airport development, so that these activities can impact the residents of Kulon Progo and contribute to solving the problems in achieving the program goals of establishing NYIA. Whereas the indicators include: 1. The executions of activities based on the directions prepared to develop NYIA; 2. The impacts on the Kulon Progo residents; and 3. The contributions in solving problems encountered in achieving the goals of NYIA development.

#### **The Concept of New Yogyakarta International Airport (NYIA)**

The definition of airport is an air field used by airplanes to land and take off, passengers to board or deboard airplanes, and/or shipping companies to load or unload cargo and/or post, and is equipped with airline safety, and serves as an inter-modal transportation (Law Number 15 of 2004). An additional definition describes an airport as a place where air services (landing, taking off, parking, fueling, and other technical air services) and transportational services for people and freight take place (KBBI Team, 1989). The functions of airports include: a. serving, managing, and monitoring air traffic, whether landing, taking off, or crossing the air space; b. accommodating and managing loads from

ground to air, and vice-versa; c. hubs between air and ground transportations, therefore facilities and services must be provided to serve freight storage, loading/unloading, and management, and process passengers' arrivals and departures; d. links within a chain of air service systems; and e. offices for Government and/or businesses (Directorate of Airports, 1982). An airport consists of: a. air field, where airplanes operate and includes runway(s), taxiway (s), and apron (s); b. terminal (s) that include terminal (s) for passengers and/or cargo, hangar, commercial fixed-based operations, maintenance facilities, and parking area (s); and c. airport supporting facilities that include offices for management, airlines, government agencies related to air services.

Airports are classified into: a. International airports, which serve international flights and as points of entry to the country. In these airports, the service procedures meet international standards in processing international departures and arrivals, including customs, immigrations, and quarantines; b. Provincial airports, which serve domestic and international flights and as points of entry to the province; c. Border airports, located on the border with other countries, these airports serve domestic and international flights and schedule flights to and from the border countries; d. Frontier airports, which serves to open the flow of communication and transportation to areas that are inaccessible by other modes of transports. This classification is explained in Decree of Transportation Minister No. 04 of 1992.

Detailed descriptions of passenger terminals. Passenger terminal is defined as the site where all aspects regarding the departures and arrivals of passengers take place. Inside the facility exist check-in counters, immigration booths for international services, waiting rooms, and other facility to provide comforts to passengers. Passenger terminal functions as: a. Change of Mode, a hub where transition between air and land travels occurs; b. Processing, facilities where the following processes happen: ticket purchases, passenger check-ins, baggage check-ins and claims, security checks, etc; c. Change of Movement Types, a place where various types of movements from prospective passengers become focused to one type, which is a flight, and from a flight to various types of transport (Bilotkach, 2015); d. Passenger service center providing direct services to passengers in the form of information system, parking, waiting, etc; e. Administrative center providing indirect services in the forms of utilities, supplies, air traffic control, meteorology, etc.

The types of passenger terminals can include: a. Origin/Destination terminal, which serves passengers who start or end their air travels at that airport. The passengers using this terminal may

comprise 70-90% of total. It has relatively high needs for gates, ticket counters, and parking areas; b. Transfer terminal, which connects arrival and departure flights, and requires a large area to accommodate flight transfer processes. Gates are planned close to each other to facilitate central terminal flow and shorten the time of transfer; c. Direct terminal, where airplanes stop for a brief time and passengers stay in the airplanes waiting to finish their travel. It requires smaller spaces for waiting room, ticket sales, and baggage facilities (NYIA Passenger Terminal Development Team, 2017).

The public facilities in passenger terminals include: a. accessibility consisting of areas for dropping off and picking up passengers and their luggage; parking areas whether for short or long stays; access roads to and from terminals, parking areas, and main roads; b. passenger processing facilities comprising ticketing halls, where tickets are purchased; security areas, where passengers are checked for security and safety before entering the check in hall; ticket registration areas; immigration, where international passengers go through; baggage areas, where passengers' baggage is processed; c. airplane facilities composed of concourses, which are open areas for passenger circulations connecting the departure waiting rooms to aircraft gates; departing lounge, an area for waiting for the departures and connecting the waiting room to the aircraft gate.

Passenger processing facilities are: a. airport roadways are the main roads to and from the airports and corridors for dropping off and picking up passengers; b. terminal lobby includes ticket service booths, waiting rooms for passengers and visitors, concession areas, and baggage claim areas; c. ticketing hall, where tickets are purchased and airport taxes are paid, with the facilities of ticket counters, baggage scales, and conveyor belts; d. Departure waiting hall, containing accesses to comforts, such resting areas, retail shops, food stalls, etc; e. baggage claim to retrieve baggage from the airplanes. Aerotropolis Concept for NYIA area development. Aerotropolis in the context is defined as the concept of city or regional planning with management, infrastructures, and economy centering in an airport. Aerotropolis Masterplan development is to be completed at the end of this year, because NYIA is slated to be operational in April 2019. The development of Aerotropolis Masterplan has been included in the deliberation of Pekerjaan Umum, Energi, and Source (Public Works, Energy, and Mineral Resources) and RTRW. The Masterplan must be faithfully carried out so that the area around NYIA is well managed.

Aerotropolis is a modification of *Aerocity* (Norman, 2011), in which *Aerocity* covers a city, whereas Aerotropolis refers to a region. This implies that the area of the Aerotropolis is greater than that of

an Aerocity. In the case of Aerocity of NYIA, the area is about 15 kilometer radius of the airport. The aspect and spatial management will also be more complex than. Aerotropolis in Kulon Progo, for example, will include agricultural and plantation areas. The concept of Aerotropolis will be implemented by Kulon Progo Regency Government following the establishment of NYIA to stimulate economic growth around the airport, in the form of a region with spatial management, infrastructures, and economy centering in the airport (Figure 3).

NYIA also has a vision to integrate Javanese cultural harmony to modern and international concepts. However, this is so far only a physical design and requires the addition of a spirit reflecting the soul of Yogyakarta, especially to mark that NYIA is Yogyakarta. The New Yogyakarta International Airport is built to attract greater reaches of visitors. This airport, located in Temon, will represent Indonesia in general, and Yogyakarta in particular. Therefore, an accurate connection between the architecture and philosophy must be obtained. Yogyakarta is a heritage city, therefore NYIA design is planned to be filled with overflowing cultural atmosphere. This ambiance will reflect the current culture in Temon area, as well as accommodate the changing needs of modern living (Prabowo, 2018).



Figure 3: Aerotropolis Concept of NYIA Regional Development

Source : PT Angkasa Pura I, 2018

NYIA will be a point of entry to Yogyakarta, and thus must represent the identity of its residents and provide new experiences to the visitors, which include suitable lodging accommodations (The Special Region of Yogyakarta, 2017). Therein, the airport will be filled with philosophy and architecture that are well rooted in Javanese culture. From the architectural point, NYIA will display a unique embrace of batik charm, and combine green concept with modern technology integration for the operation and services. The airport will serve as an art gallery, which will provide stress relieve to weary travelers with soothing Javanese art and culture, for example by a representative design of Serat Ronggowarsito, a great

Javanese writer of the 19<sup>th</sup> century. Moreover, the interior design will fuse the nuances of Pantai Glagah and Gumuk Pasir presented as an interpretation of southern Yogyakarta. Stylized Wijaya Kusuma flowers will be inserted to represent the centuries old of Yogyakarta culture and its continued presence as the future generations maintain and build on it. The interior is also designed to tell stories of a welcoming community, folklores, rural potentials, and local arts.

Local products, such as print tiles, will be used to add to the unique Yogyakarta characters. The signal lights will be decorated with artwork, such Truntum batik motives to direct passengers to the right destinations. So that even though written signs available, travelers can keep moving to the right directions without having to read them thoroughly. The ceilings of the terminals will be filled with Kawung batik motive to symbolize the essence of the Almighty God. With the various proposed designs, the New Yogyakarta International Airport is being constructed to achieve the goal of providing the travelers with a new sensation without losing the cultural roots. (Benyamin, 2018) (Figure 4).

#### The Concept of Social Conflict

Jones, as translated by Saifuddin (2009), proposes that the view of conflicts is based on the assumption that every member of the society can provide extraordinary living to some part of the community, however this usually comes at the cost of oppressing others (Sulaksono & Sarofah, 2017). Therefore, the different interests in the society are as important as the consensus on regulations and norms, and the majority is organized as such that the community will not only provide comfort to some members, but also discomfort to others, who do not receive the facilities. In reality, a conflict can have implications in the form of discomfort from a perspective, however on the other hand, it is essentially an antithesis that can provide a solution to social problems. Conflict can also defined as opposition between ideas and/or interests (Gidley *et al*, 2010). Thus, it can be inferred that conflict can be in the physical as well as conceptual forms (Sulaksono, *et al*, 2017).



Figure 4: NYIA Basic Design

Source : Public Relations Of The PT Angkasa Pura I, 2018

Qodir and Lesang (2014) further describe that there are two types of conflicts, which are vertical and horizontal. The vertical conflict is opposition between the elite and peasant groups, with elite groups including the governments, private investors, and repressive agencies (eg. Military). In this type of conflicts, there tend to be intimidations and repressions using the military as such an instrument, which often happen in agrarian conflicts where land acquisitions are often accompanied with military intimidations. The horizontal conflict is the struggle among the members of the community. There are two kinds of horizontal conflicts, which are inter-religion and ethnic/tribal conflicts. These conflicts have a significant influence in the communal structures because they can cause social disintegration, which may lead to a civil war (Setiadi and Usman, 2011). In the daily social interactions, conflict is often associated with negative connotations. Regardless of these assumptions, this is only a hypothesis in analyzing social phenomena, however the existence of conflicts are still placed as painful entities to the individuals who analyze them through the linear point of view (Jones, 2009).

Conflict resolutions can be conducted in four ways (Utsman, 2008), which are: 1. Public consultation that aims to share information and provide views from all parties involved to open management processes and create efficiency and justice. It is done so that all parties are satisfied and not deceived; 2. Negotiations that involve all the parties involved to discuss the causes of conflict. They must voluntarily meet and find the solutions that can be agreed upon by all, including outside groups, who have come to assist; 3. Mediation, which has similar characteristics as negotiation, that involves an outside group to act as a facilitator, but have no authority to make decisions. This third party must be neutral because it functions as a facilitator and to formulate the issues and not pick a side during the mediation processes; 4. Arbitration involves an outside group that is the arbitrator and has the authority to make binding and/or non-binding decisions. If the decisions are binding, the opposing parties must resolve their conflicts in accordance to the decision of the arbitrator (Ritzer and Goodman, 2011).

### **Research Methods**

This study employs a descriptive method, which involves gathering of empirical data from a field research. Thereon, the data are used to produce an accurate interpretation that accurately describes the conditions and actions of group and individual phenomena at the empirical level. This study is based on reality and holistic, dynamic, complex, influential, wrought with meaning, and value based (Cresswell,

2014); to understand the meaning of a complex reality, construct phenomena, and inductive. This research uses a qualitative design by understanding, observing, and capturing reality/empirical phenomena that utilize the scientific foundation to interpret those phenomena. This qualitative study is based on the efforts to form an understanding on the studied subjects in details, describe in words and holistic and complex pictures, develop detailed subjective view of the study (emic perspective) with a scientific foundation or in the context as a whole entity and detailed description to achieve constructive views on the policy implementations of NYIA development (Moleong, 2010).

The data collection methods employ: a. direct or participatory observations, which place the observers directly in the field observations; in-depth interviews, which involves interviews conducted by interviewers directly with informants using interview guides; c. Focused Group Discussions (FGD), which facilitate and provide opportunities for the researchers to develop openness and trust, and understand perception, attitudes, and experiences of the informants; d. triangulations; which is performed to cross check the available information (Strauss, and Corbin, 20013). Documentations, in addition to the data obtained from observations, in-depth interviews, FGDs, and triangulations, can be defined as information gained from facts archived in letters, daily notes, books, photographic archives, meeting results, journals, relevant results from studies, laws, regulations, etc. The determination of informants in this study is conducted with the purposive method, which means that the informants are chosen on purpose based on pre-determined criteria that are based on the research objectives so that they are able to assist in answering the research question (Kadarisman, 2010). There are six chosen informants from the Directorate of Air Transport, who are the Airport Director, Airport Standardization Director; Airport and Environmental Planning Director, Airport Infrastructure Sub-Director, Airport Equipment and Utility Sub-Director, and Airport Procurement Sub-Director.

The data analyses in this study are performed by interpreting the data as they are, whether those from the results of observations, interviews, FGDs, or triangulations. Practical steps taken to analyze the data from a qualitative study are: 1. Raw data collection, 2. Data transcription, which is transcribing the field notes (whether from written or recorded speeches), 3. Code Assignment, which involves data reassessment, 4. Data categorization, which involves information simplifications by tying concepts or keywords into larger groups or categories, 5. Preliminary summary, which is a summary based on the raw data without additional interpretation from the researchers, 6.

Triangulation, which is the processes of checking and re-checking of one source of information to others, and 7. Final summary is when the researchers find that the data are already saturated and that adding new more information would add redundancy (Sugiyono, 2010). Data validation technique is standardizing the validity of the obtained information. To determine the validity of data obtained in a qualitative research, researchers must meet the requirements in data verifications by using the following criteria: 1. Credibility verification technique, 2. Data Exchange verification technique, 3. Dependency verification technique, and 4. Data confirmability.

## Results and Discussions

### The Implementations of NYIA Development Follow the Prepared Guidance

The increasing number of travelers and amount of cargo using the services of Adisutjipto International Airport have caused over capacity and required improvements and expansions of the facilities. However, because the land area has maxed out and population has become more and more denser around the airport, it is not possible bring about an expansion. Therefore, a new airport at a new location that would be more representative of the current and future needs is required (Redaksi Jogja.co, 2015). The planning for the new airport started in 2007 with the initiation of a pre-feasibility study conducted by Mott MacDonald consulting company in the villages of Garongan, Pleret, and Bugel, in Kulon Progo Regency. The results from this study showed that there would be overlapping usage with the iron ore mining in the areas. The next pre-feasibility study was conducted with the funding from the Czech Republic Government in 2009 by PT Angkasa Pura I in collaboration with GVK Airport Developer PVT Ltd (India) and The Center for Economic and Public Policy Studies of UGM. This study took place from 5 December 2011 to 5 March 2012 and resulted in a long list of possible locations for the new international airport, which were: the current location of Adisutjipto Airport, Maguwo (Sleman); Selomartani (Sleman); Gading (Gunung Kidul); Gadingharjo (Bantul); Bugel, Temon, and Bulak Kayangan (Kulon Progo) (URL, 2018).

This study also showed that the location in the village of Palihan, Temon Subdistrict, Kulon Progo Regency would be the most suitable location. The new airport would require a land area of 669 hectares. The location in Temon met that requirement, as well as showed the least social impact. In this site, there is Paku Alam Ground that would make up 18% of the land needed and caused the least displacement of

population, which would be 670 households and 70 hectares of agricultural land. The policy of DIY Provincial Government for the expansion of Adisutjipto International Airport was written in the Regional Regulations The Special Region of Yogyakarta Nomor 2 Tahun 2010 tentang Rencana Tata Ruang Wilayah (RTRW – Regional Spatial Planning). However, a new location was not determined in this regional regulation. The results from the pre-feasibility study conducted by The Center for Transportation and Logistic Studies of Gadjah Mada University (2018), Yogyakarta, showed that Temon Sub-district of Kulon Progo Regency would be the best candidate for the Yogyakarta International Airport. This report was presented to the Government of Kulon Progo Regency in 12 March 2012. These studies were conducted as follow-ups to the MoU between The Special Region of Yogyakarta Regional Government and PT Angkasa Pura I on the plans to develop a new airport to replace Adisutjipto International Airport, which had been unable to accommodate the increasing number of passengers.

Kulon Progo Regency possessed feasibility pointers for the site of the new airport because of several criteria including regional development potential, land availability, operational continuity, cultural-social-economic aspects, nature condition, airport access, technical aspects, and financial estimation comparison. The regency was considered suitable for the new airport because it lacked natural obstacles that would hinder the establishment and future development of the airport. The region is also relatively safe from the impacts of volcanic activities of Mount Merapi. From transportation perspective, a train network is already available and there is a potential for the development of a seaport. The coastal land utilization in this region is dominated by agricultural land that receives non-technical irrigation. The chosen location has a low population density but there is a supporting tourism destination of Pantai Glagah. These factors made the coastal area of Kulon Progo very fitting for the new international airport (Ubaidillah, 2018). The new airport in Kulon Progo is intended to replace and support the functions of Adisutjipto International Airport, which has become inadequate in accommodating the increasing needs of air travel to the region. The new airport would only be civilian purposes and not have overlapping uses with the military, and serve domestic, international, as well as chartered flights in Yogyakarta and its surrounding.

The establishment of this airport would support the developments of tourism, trades, and investments. Adisutjipto International Airport will become a solely military base and serve VVIP guests to the region. The Government of Kulon Progo Regency stated in Local Regulation No. 1 of 2012 on the RTRW for the years of 2012 – 2032, that the air transportation network

included the plan to build a new airport in one of the following sub-districts: Galur, Panjatan, Temon, and Wates. Kulon Progo Regency Government included the new airport in the documents of RTRW even though a specific location had not been decided. This initiative was taken because the poverty index in Kulon Progo Regency is still high in DIY, and the development of an airport was expected to trigger economic improvements for Kulon Progo residents (Figure 5). However, the development of the new airport has face problems from the various aspects of economy, social, environment, and culture (Azizah, 2017).



Figure 5: Land Acquisition For NYIA Has Reached 100%

Source : Public Relations Of The PT Angkasa Pura I, 2018

During the survey for the new location, there were questions to be answered such as the possible natural disaster, transportational connectivity, environmental impact studies, social studies on the potentially relocated residents, potential solutions for oppositions, the number of opposing residents, and restitution for the opposing residents (Purnama, 2018). The chosen location has been deemed safe from the potential tsunami from the Indian Ocean because the runway is located approximately 400 meters from the coastline, and the terminals are located outside the coast. Kulon Progo Regency Government has also started to reorganize the coastal area land utilization as well as planting *Casuarina* spp trees, locally known as *Cemara Udang*, to provide wind breakers. Kulon Progo Regency Government states that there will be three access ways to and from the new airport, which are the available national road, Southern Route Highway connecting several regencies and cities, and train routes. The national road will be widened from four to six lanes (Public Relations of the Government of Kulon Progo Regency, 2018).

JJLS stretches from Pacitan in the east to Cilacap in the west. This route is relative straight and goes along the southern coastline. The new airport is approximately four kilometers from a train access. There is also a coordination with the Ministry of Public Works and Housing to anticipate the connectivity needs for the facilities. Direct accesses

would be built, such as a pass under JJLS near Srandakan bridge, and a train access by adding five kilometers of track from the reactivated station of Kedundang. NYIA would be built in two main stages. In the first stage, which is scheduled through 2031, the airport and its main infrastructures are to be built to accommodate an average of 15 million travelers per year (Public Relations of PT Angkasa Pura I, 2018). To reach this target, a terminal building covering an area of 130.000 squared meters and a runway the size of 3.250 meters long and 60 meters wide will be built. The establishment of NYIA is to be able to accommodate direct international flights that will employ wide body aircrafts. Currently, Adisutjipto International Airports only serves international flights from Malaysia and Singapore because the current facility does not allow longer distance flights that usually use wide body planes. The second stage of NYIA development will take place in 2031 to 2041. There will be an expansion of terminal to cover an area of 190.000 squared meters and lengthening of the runway to 3.600 meters to be able to accommodate 20 million passengers.

Currently, the soil improvement and land clearing have reached 98% of completion. These works exclude tens of cemeteries that are still to be relocated. Overall development is only 19% complete, however the air-side infrastructures such as runway and apron should be completed 100% by April 2019 (Alexander, 2018). The terminal will initially cover 8.000 squared meters to accommodate 2-2.5 million people. The initial operations, which is scheduled to start in April 2019, will be international flights, while the domestic ones will be served by the end of 2019. The strategy to prioritize international flights to start the utilization of NYIA is taken by PT Angkasa Pura I to optimize its long runway for long flights with wide body airplanes. The completion of land acquisition for NYIA was marked with the submission of land procurement implementation by National Land Agency of DIY to PT Angkasa Pura I. The land acquisition obtained an area of 587,30 hectare from 3.492 plots, and faced 112 lawsuits. This process also saw that PT Angkasa Pura I made direct payments to local residents for 357,20 hectares of land at the cost of Rp 2,83 trillion, as of 31 March 2018. Whereas the land obtained from consignments, PT Angkasa Pura I paid Rp 262,88 billion for 37,61 hectares of land from 319 plots. Paku Alam Ground was acquired through consignments of four plots with an area of 160,30 hectares at Rp 701,51 billions. There was 32,05 hectares of Government land for Rp 228,41 trillion, a land endowment of 0,14 hectare for Rp 2,79 trillion, and tenant farming land of 342 residents for Rp 101,36 trillion.

It should be noted that the land acquisition in the village of Glagah, Temon Sub-district, Kulon

Progo Regency was conducted in a very civil manner by prioritizing processes of dialog based on the Laws. In addition, the Government had also granted financial compensation through the Legal Court (Public Relations Kulon Progo Regency Government, 2018). PT Angkasa Pura I had appealed to the residents that were still occupying the area under Location Determination Permit to dismantle their houses and move their belongings from the NYIA projects to the new assigned locations. This residential relocation process was performed to minimize the health and safety hazards caused by the construction activities.

### **Activities of NYIA Developments Can Have Positive Impacts on the Community in Mitigating Problems to Achieve Program Goals**

The development of NYIA would be able to contribute to the problem mitigation that has become the goal of the program (Endiarito, 2012). As such the President issued Presidential Regulation No. 98 of 2017, 25 October 2017 on the Acceleration of Development and Operation of the New Airport in Kulon Progo Regency. In this document, the deadline for NYIA to start the operation is 1 April 2019. In the subsequent developments, the New Yogyakarta International Airport would not only be valued as a facility for air travels. The presence of NYIA will also be expected to stimulate and improve the regional economy, therefore the airport is considered as one of the important factors in the development of DIY (Graham and Alessandro, 1997). The Special Province of Yogyakarta is one of 35 provinces that make up the Republic of Indonesia, and located in south central Java Island. The province has a population of 3.434.534 and an area of 3.185,80 km<sup>2</sup>, which is divided into five administrative regions. The establishment of NYIA, which will replace much of the functions of Adisutjipto International Airport, is one of the main triggers for the economic growth in The Special Region of Yogyakarta. The increased number of visitors through this facility will bring positive impacts for the regional economy in general and local residents in particular (Fauzia, 2018).

The improved quality of services provided by NYIA, as the main gate to the region, will increase the flow of visitors to The Special Region of Yogyakarta, which will in turn stimulate economic growth to the region. The NYIA, sitting on a 587 hectare land, will become one of the largest airports in Indonesia. According to the data issued by PT Angkasa Pura I, in the first stage of development (2020-2031), NYIA will have a terminal covering 130 thousand squared meters with the capacity of 15 million passengers per year, and a runway with the dimension of 3.200 meters long and 60 meters wide. In the second stage of development (2031-2041), the terminal will be

expanded to cover 195 thousand squared meters to accommodate 20 million passengers, and the runway will be extended to 3.600 meters long, with an apron that will be able to serve 45 aircrafts. These dimensions are greater than those of the facilities in Denpasar and Surabaya, that have runways of 3.000 meters long and 45 meters wide. The runway at NYIA will be able to welcome the largest airplanes in the world. There will be two terminals, which are Terminal A for domestic flights covering 9.201 m<sup>2</sup>, and Terminal B for International flights covering 5.936 m<sup>2</sup>.

NYIA in Kulon Progo will become a main hub for international flights to and from Indonesia. With a large number of direct international flights to The Special Region of Yogyakarta, the region will have more access to the global market. The presence of NYIA with its improved facilities will accelerate the implementation of The Special Region of Yogyakarta Governor's vision to make the Indian Ocean coast as the front gate to the area. Located near the beach, the new airport can trigger the development of the coastal economy, not only by increasing the number of visitors, but also by boosting the export from this area. The Indian Ocean is known to have a large variety and population of fish. If explored successfully, there is a big possibility that The Special Region of Yogyakarta could become a significant producer of maritime products. Fishery can become a main commodity for export from Yogyakarta to other Asian countries and as far as the Europe. A large amount of fresh and/or processed fishery products can be expedited from the new airport along with others from local industries. To anticipate the opening of a new and direct port, the The Special Region of Yogyakarta Provincial Government has started to accelerate the developments of industrial centers in Piyungan, Bantul, and Sentolo, Kulon Progo. The Kulon Progo Regency Government supports this program by targeting the opening of Sentolo Industrial Area in 2019 to coincide with the opening of the new airport.

There were 1.500 Kulon Progo residents trained to be involved in the operation of NYIA by the end of 2018. The presence of NYIA has brought high optimism in the Kulon Progo Regency Government because it will employ more local residents and create more local business units. The flow of private investments will certainly increase, and, therefore, the local economic activities will become more significant (Public Relations Kulon Progo Regency Government, 2018). The existence of NYIA is expected to also improve the welfare and standard of living of the residents. However, the readiness of manpower is required to grab the opportunities that will become available along with the creations of new businesses. The Government of Kulon Progo Regency has been

collaborating with airport stakeholders to prepare the sources of manpower for the opening and continued operation of the new airport. The Regency Government has been providing training through Work Training Institute with various skills directly or indirectly related to the airport operation. There are trainings to become flight attendants, baggage handlers, and other tasks for the local residents.

Kulon Progo residents, especially those who have been directly impacted by the development of NYIA, have started to understand the significance of the airport for their livelihoods. They have become more welcoming by improving their skills so that they would be able to compete in the work place with people from different areas. This phenomenon can be observed in their enthusiasm to enroll in the English training programs. The quota of 140 seats offered by PT Angkasa Pura I in the first wave filled up quickly. However, interests for this class have not stopped, and therefore the help desk team has been collecting registrations for future classes (Ubaidillah, 2018). The registrations are not limited to the youths. Older people have also registered, for example, a married couple who is building a boarding house with a guesthouse concept has also registered to learn English in anticipation of foreign guests. A resident of Macanan hamlet, Palihan village, Temon Subdistrict, who lives in Rusunawa Triharjo, has admitted to being ready to welcome the operation of NYIA. He is currently taking English classes at BLK with his friends, and planning to take training to become air conditioner and electric technician. Those skills will definitely be needed for the operation of the new airport. The gentleman feels that his current skill has not met the requirement to work at the airport and thus takes classes at BLK (Supriyadi, 2018).

The Government of Kulon Progo Regency is also developing the tourism in the tea plantation of Nglinggo, Samigaluh Subdistrict, through the Agriculture and Food Agency. There is a revitalization of houses and tea processing facilities in the area, which is expected to prop up the local tea industry and boost the agrotourism in the area (Figure 6). The budget used in this project amounts to Rp 424 million obtained from Kulon Progo Annual Budget of 2018. This project is to renovate the facility without losing its local culture, and is still in the bidding process. The facility will provide education to visitors and allow them to make simple teas. Local tea farmers will be able to show the process of tea making that they have been performing for generations. There will be a culinary center, where visitors will be able to taste local flavors, and, of course, tea shops. There will also be a view point to complete the beauty of Nglinggo Tea Plantation. This post will be 15 meters high, equipped with telescopes to allow viewing of far attractions such as the Borobudur Temple and other

points of interest in Kulon Progo, and cost Rp one billion. This viewing post will be located on the Sultan Ground. The Tea Plantation in Nglinggo has been contributing to local revenue through tourism, and the Kulon Progo Regency Government is striving to provide more opportunities to the local residents in this area with these projects (Kulon Progo Regency Tourism Office, 2018) (Figure 6).

Various positive impacts from the development of NYIA in Kulon Progo should be maximized to improve the welfare of the local residents. The Tourism Agency of DIY states that associating the development of NYIA Aerotropolis Masterplan with Kulon Progo Regional Development Masterplan will be able to bring in a large volume of investments. The presence of the airport should be able to immediately promote two established tourism destinations nearby, Pantai Congot and Pantai Glagah, and develop them further into tourism villages. However, the Regency Government should also be able to synchronize the development of tourism for both the northern and southern regions of Kulon Progo.



Figure 6 : Tea Plantation in Nglinggo, Samigaluh District, Kulon Progo

Source : Public Relations Of The PT Angkasa Pura I, 2018

The development of tourism in the northern part of the regency includes the tea plantation of Nglinggo, embung Banjaroya (a reservoir), and Suroloyo highlands. The development of the Menoreh Hills area is expected to support Borobudur tourism region, which has been designated as a tourism destination priority by the National Government. In addition, the Kulon Progo Regency Government has also developed 15 tourism destinations in Girimulyo Subdistrict to anticipate the opening of NYIA, which include caves, waterfalls, and religious objects. These project are integrated in the program called Bedah Menoreh. The Government also expects the presence of the airport to prompt a more professional management of tourism in the area. In addition to building the infrastructures, the Government also improving the manpower to maximize the opportunity in tourism. The tea plantation of Nglinggo is hoped to

become more well-known to not only domestic but also international tourists. The area of Nglinggo-Tritis tea plantation is projected to become a significant supporting region for National Strategic Development Region of Borobudur.

This amount of investment in Kulon Progo in the first trimester of 2018 reached Rp 5,240 trillion, which was Rp 4 trillion greater than Rp 1,208 trillion in 2017. Agung Kurniawan, the chairman of Investment Office and Integrated Investment and Services Agency Kulon Progo, reported that this increase was a direct cause from the development of NYIA. PT Angkasa Pura I invested Rp 4 trillion for this mega project, which attracted other investors to follow suit. The amount of investments from domestic and international sources in Kulon Progo increased significantly every year in response to the development of NYIA (Integrated Investment and Service of Kulonprogo Regency, 2018). Along with a significant acceleration of the development, PT Angkasa Pura I discharged the investment of Rp 5,240 trillion in the first trimester of 2018.

Currently, there are seven foreign investments in Kulon Progo, six from South Korea and one from Australia. This number increased from only three in 2013. The South Korean companies that started to invest in this region included PT Sang Khung Abadi, PT Khotis Jawa Indonesia, and PT Toto Jongko Abadi Jaya, which are involved in the production of artificial eye lashes and gloves. The NYIA will always require a large number of workers to operate (Sujiastono, 2018). Furthermore, NYIA will positively influence the local employment by providing more business opportunities in lodging, culinary, housing, and other services, which should encourage the development of industries and tourism. In other words, NYIA will create a large pool jobs, which should reduce unemployment and increase welfare. NYIA will also increase the flow of people, merchandise, and services, which in turn will increase locally-generated revenues through tourism, trades, and taxes.

PT Angkasa Pura I, as the founder of NYIA, will also establish the airport as the center of economic developments for The Special Region of Yogyakarta and Kulon Progo in particular. It also is collaborating with UGM, Yogyakarta, to carry out the Corporate Social Responsibility (CSR) priorities to empower the local residents. Many of the directly affected by the airport construction would have to change their professions. Therefore, PT Angkasa Pura I has provided skill training in carpentry, mechanics, heavy machinery, culinary, horticulture, and security. The impacts of NYIA development started from the initial construction and continues through out its operation. The employment opportunities have opened up to the local residents, so that they would not only become spectators. The negative impacts of this airport

establishment would affect local residents, who would not be able to work at the NYIA. Welfare and employments would become a big concern faced by farmers. Having lost their agricultural plots, farmers would also lose their profession and become pessimistic of the opportunities available to them. Most farmers have elementary education, which might not be enough to fill the positions available in the airport systems. However, PT Angkasa Pura I has guaranteed employments to farmers who have qualified, whereas those, who have not, have been offered to be porters.

PT Angkasa Pura I is providing wide employment opportunities for the local residents to be involved in the airport project. Moreover, the presence of the airport would open up more business opportunities in the tourism sector in Kulon Progo and its effects to the surrounding areas. Currently, Kulon Progo tourism destinations have not been sufficiently exposed because of its southwest location from the Yogyakarta City Center. Many changes have also taken place in the spatial planning of the regency because of the increased outside investment, especially the service industry. The expected impacts to follow are the increased developments in the region to support the economic activities for developing the largest international airport in Indonesia. These economic changes should replace the agricultural sector, which thus far has been the main support of the local economy (Triyono, 2012). The pathways to the NYIA are also experiencing changes in the land uses. The Government of Kulon Progo Regency had had to make new transportation plans along the corridors leading to the airport. To increase the quality of transportation services, plans are made to widen the available roadways, build special bus ways and tolled highways, and put down new train tracks, to allow massive and fast movements of people and cargo. These transportation networks will be integrated to serve other regions, both inside and outside of The Special Region of Yogyakarta, as well as to centers of tourism, industry, trades, etc.

## Conclusions

The Government is relocating most of the civilian functions of Adisutjipto International Airport in Sleman to the New Yogyakarta International Airport in Kulon Progo. These relocations are very urgent because Adisutjipto International Airport cannot accommodate the current increasing demands for air travels to the region. Moreover, the location of the new airport should be strategic and suitable to support the development of air travels to Yogyakarta in the present as well as for the future, as this region is the second biggest tourism destination in the country after the island of Bali. There are at least five villages that

would be impacted by the development of the new airport caused by the change of usage from agriculture to air transport infrastructure. The driving factors to find a new location for a new airport include the overlapping uses between military and civilian flights in Adisutjipto International Airport. The air space at Adisutjipto International Airport is also limited and cannot be expanded from the current length of 2.200 meters of runway, while an international airport usually requires a runway at the length of at least 3.200 meters. The limited space at Adisutjipto International Airport also limits the development of the terminals, which are currently overcrowded and unable to serve passengers at the ideal speed of no more than 17 m per hour per passenger at its busiest periods.

The impacts of the NYIA development include the change of land use from agriculture to an airport, loss of agricultural land and source of incomes for locals who depended on agriculture, emergence of pro and contra positions in the community, and emergence of social conflicts. These social conflicts occur between the opposing views in the community (horizontal conflicts) and between opposition community members against the Kulon Progo Regency Government (vertical conflicts). These community members, who oppose to the airport development, belong to the Wahana Tri Tunggal organization, and their position to oppose is caused by the fear of loss of farm lands that had been their main source of incomes for land-owning farmers as well as sharecroppers. However, most of the local residents, who are for the development, are both land-owning and practicing farmers. These pro-airport residents proposed their conditions, which included fair compensations for their lands as well as those plots in the Paku Alam Ground, employment guarantees, and free relocations.

In addition, the establishment of NYIA would increase the local revenues for the Government of Kulon Progo Regency. Because NYIA is a civilian airport, the management of the facility would also involved relevant local agencies, which automatically would improve the locally-generated revenues. The presence of NYIA would influence the developments of investments, trades, tourisms, employment opportunities, services, etc, which would increase the incomes and financial benefits to the people of The Special Region of Yogyakarta in general and Kulon Progo in particular. In addition, the economic benefits that would be received by the residents would be in the form of economic activities in the direction of NYIA, and therefore cause various economic enterprises, especially for those who are able to seize the business opportunities caused by the airport relocation. The economic implications include the impacts on the changes in the forms and types of businesses in Kulon

Progo Regency. The shifts of businesses would be moving from agriculture towards service, trade, and tourism industries. The airport will also have cultural impacts, in which communities of farmers would shift to those of service sectors. Related changes would also automatically take place along the corridors to and from the NYIA. The forms of businesses would follow demands of the public, whose activities are in the direction of the airport. These changes would trigger creativities and competitions to establish businesses to meet public needs.

### Recommendations

The relocation of functions of Adisutjipto International Airport to the New Yogyakarta International Airport (NYIA) in Kulon Progo is recommended to truly be able to create opportunities for economic growths and regional developments. Therefore the impacts of the NYIA presence would not only be for the Government's revenues but also the improvements of public welfare in Kulon Progo and its surroundings. The establishment of NYIA is essentially to positively influence the development policies of the surrounding regencies. The development of the new airport should also give positive impacts to the transportation, economy, social, culture, spatial planning, and environment. In the context of Temon Subdistrict as the location of the NYIA, Kulon Progo Regency Government, other regency governments, as well as provincial governments, in the surrounding areas are highly recommended to develop grand designs to be parts of the integrated aerocity, in long term bases, and accommodate/assist the groups that would be vulnerable to marginalization as the result of market competitions. The urban centers around NYIA should minimize dilemmas in creating integrated spatial plans.

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