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Exploring the conditions for inclusive port development: the case of Indonesia

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ABSTRACT



Governments around the world are adopting inclusive growth agendas. The ambition to align economic growth ambitions with broader-based social benefits is increasingly embraced by corporations to limit the 'negative externalities' and enhance the 'positive externalities' of their operations. Therefore, micro-level corporate strategies and macro-level national ambitions meet at the meso-level of networks and clusters. This requires societal spheres to collaborate and search for alternative governance constellations. In this discourse, port development is only recently receiving attention. In March 2018, ports around the world signed the World Ports Sustainability Program declaration, which aims to contribute to the sustainable development goals (SDGs), whilst a number of national port (master) plans have started to include social along with environmental standards. Extant studies on partnering and stakeholder inclusion in port development are proliferating but are primarily aimed at environmental rather than social (inclusion) issues. This paper adopts an exploratory research design to consider conditions for inclusive port development. A novel taxonomy considers port development as a driver for inclusive growth, where partnerships are the missing link between micro-level business strategies and macro-level effects in the port region and economy at large. This paper shows the first findings and delineates areas for further research.

KEYWORDS

Ports; sustainability; stakeholder; corporate social responsibility; inclusive growth; partnerships

1. Problem statement

Governments around the world are adopting inclusive growth agendas. Inclusive growth is a label for policy approaches that seek to align economic growth ambitions with broader-based social benefits. This ambition is not a luxury. Evidence is mounting that sustainable development can only be achieved when countries adopt 'inclusive growth' and development strategies (Dabla-Norris et al. 2015). This conclusion is increasingly supported by influential think tanks such as the WEF (2015), the G20 countries, Regional Development Banks in Africa and Asia, and the IMF (Dabla-Norris et al. 2015). They also plea for 'inclusive' growth', which implies the need to raise human capital and skills and make tax systems more progressive. Inclusive (economic) growth

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and inclusive institutions (Acemoglu and Robinson 2012) are concepts that advance equitable opportunities for economic participants and benefit every section of the society. This definition implies that there is a direct link between the macro and micro determinants of economic growth. According to the World Bank (2008), ‘the micro dimension captures the importance of structural transformation for economic diversification and competition.’ A difference between ‘pro-poor growth strategies’ (which was the leading frame in previous development approaches) and ‘inclusive growth’ strategies is that the pro-poor approach is mainly interested in the welfare of the absolute poor, whereas inclusive growth is concerned with opportunities for the majority of the labor force, both poor and middle-class alike (Prahalad and Hart 2002; UNDP 2008; OECD 2008).

The inclusive growth ambition applies equally to high-income and low-income/developing countries. However, we assess whether it applies to general transportation and more specifically port development. In the SDG agenda, sustainable transportation is considered ‘a key enabler for inclusive economic and social growth’ (UN 2016). Transportation is a means of providing accessibility to what people need, including jobs, markets, social interaction, education, and services that contribute to healthy and fulfilled lives. Sustainable transportation shifts focus from providing ‘mobility for individual motorized transport’ to ‘access through transport’ with a priority on people, their quality of life, their safety, and their social equity (UN 2016). These basic needs are commonplace but are particularly needed in remote areas, such as landlocked countries, small islands, and rural areas with limited accessibility and high dependability on often limited transportation services, using nearby ports and airports. The vulnerability of transportation connectivity intensifies with climate change and associated events such as floods, storm surges, and heavy precipitation in lowland areas. Accessibility and connectivity reflect transportation geography and the global structure of transportation and logistics networks (World Bank 2016). The further the distance from and the less connected to a port or airport hub, the higher the inefficiencies and trade transaction costs become. Therefore, transportation systems in developing countries and poorly connected peripheral regions face at least two issues in comparison to mature transport systems. There is the infrastructure gap as more capacity is needed to accommodate bigger ships and handle larger trade volumes (OECD 2012). This requires ports to expand in already densely populated and congested urban and suburban areas. The second gap is that logistics performance is constrained by human resource development, cumbersome regulations, and erratic reforms that limit further efficiencies and innovation in these countries. The implementation of relevant measures, policies, plans, and regulations can reduce these effects and contribute to economic, environmental, and social sustainability (World Bank 2016).

There are already well-documented examples regarding how ports (can) play a pivotal and positive role in transforming from a conventional into an inclusive development such as in the Rotterdam-The Hague metropole, Amsterdam, Vancouver, Barcelona, Los Angeles/Long Beach, and Antwerp. The World Port Sustainability Program declaration (WSPSP 2018), signed by regional and global port associations, has the ambition to empower port community actors to engage with business, government, and societal stakeholders in creating sustainable added value for local communities in their regions. Given the relatively recent attention to the broader topic of inclusive development at all layers of society, none of these efforts have yet been adequately analyzed for their impacts on either the national inclusiveness agenda¹ or their effective implementation. This has not discouraged a number of developing countries from embracing (part of) the inclusiveness agenda for their own port development programs rather than looking at ports only as transportation hubs. The Republic of Indonesia provides an interesting policy context where transportation infrastructure, corridors, local and international connectivity, and human resource capacities are considered to be the main elements for poverty alleviation.

This paper aims to address the question regarding if, and under what conditions, the ambition to implement more inclusive national development strategies can also translate into inclusive port development strategies in a developing country. Given the multilayered nature of the problem and a general lack of relevant theories and empirical studies, this paper adopts a largely exploratory research design to

discover some of the conditions under which port development can become more inclusive. The paper addresses Indonesia (particularly the development plan of the port of Tanjung Carat) as a case study for the field and adopted an action research approach. The remainder of this paper is organized as follows. We first review relevant literature that can be used to study the detailed conditions for inclusive port development. [Section 2](#) explains why the concept of ‘partnering space’ seems particularly appropriate as a frame for further exploring the context in which inclusive port development can be implemented. Next, the particular case study as a field research method is elaborated upon in [Section 3](#). We adopted a combination of field visits, surveys, and detailed interviews with a selection of key stakeholders. This section discusses the first findings in the Indonesian context. [Section 4](#) seeks crossovers between two discourses and presents a taxonomy that merges the inclusiveness with the port development discourse. We argue that the chosen method provides relevant insights on the conditions of inclusive port development and can thus be reproduced in other countries. However, the exploratory nature of this study also leaves considerable room for further theoretical and empirical research, the direction of which is discussed in [Section 4](#).

2. Literature review: port development as research area

2.1. Stakeholder inclusion as a condition to port development success

In seaport research, the performance of a port is pivotal in facilitating trade and the specialization of economic activities for regional economic development (De Langen 2004; De Langen and Haezendonck 2012). Port planning, development, policy, regulation, competition, and competitiveness have been extensively researched (Pallis, Vitsounis, and De Langen 2010; Notteboom et al. 2013; Woo et al. 2011). Hayuth (1982) observed changes in the ecological system surrounding the port and port-city, including a growing public concern over environmental issues and increasing citizen pressure to improve the ecological structure. Therefore, the relative success of port development depends on the proper understanding of conversion processes in which past and present ambitions have to be integrated and implemented—a process that requires alignment of contrasting aims and objectives between communities and localities (Hoyle 2000). Woo et al. (2011) concluded that port management is becoming more market-oriented and firm-centered rather than policy-oriented and port-centered, as was the case in the past. Port performance is consequently created at multiple levels of interaction between large varieties of stakeholders. Therefore, enhancing and assessing performance require more advanced research methods to capture the interactive and behavioral aspects of port management, such as collaboration, integration, relationships, and trust (Woo et al. 2011).

Stakeholders in infrastructure projects have been recognized by many researchers (Banville et al. 1998; Gilman, Bickerstaff and Walker 2005; Stough and Rietveld 1997). Freeman (1984) defined a stakeholder as any individual or group of individuals who benefits from or is harmed by and whose rights are violated or respected by corporate actions. Hooper and Mills (2003) identified a number of factors that can prevent effective stakeholder participation if not done well. These include problems created by imbalances in knowledge and power available to participants, the reluctance of companies to give time and money to communicate with stakeholders, the reliance on active dialogue for both company and stakeholder interests, involvement and commitment, the assumed homogeneity of stakeholder groups, the inappropriateness of attitudes, behaviors, and training among those who instigate stakeholder communication, and the exclusion of some stakeholders from the chosen means of communication. Port stakeholders have been classified as (a) internal stakeholders (such as port employees), (b) external stakeholders (such as supporting maritime-related companies), (c) legislative and public policy-oriented groups (such as government agencies responsible for transportation and port issues), and (d) community bases (such as community groups, the press, and the public) (Notteboom and Winkelmanns 2002).

Over the years, the interests of stakeholders in the context of seaports have been given considerably more attention (Dooms, Verbeke, and Haezendonck 2013; Hall, O'Brien, and Woudsma 2013; De Langen and Haezendonck 2012; Galvao, Wang, and Mileski 2016). Dooms, Verbeke, and Haezendonck (2013) illustrated what occurs if the dynamic aspects of stakeholder management are neglected. They called for orchestrating stakeholder interactions by distinguishing spatial and temporal dimensions that influence stakeholder structures and interests. As ports spatially expand, impact on new stakeholders has to be assessed. Furthermore, ports have evolved into port networks that comprise the deep sea port with its hinterland connections and inland ports (Notteboom and Rodrigue 2007). Dooms, Haezendonck, and Verbeke (2015) stress the need to communicate socio-economic impacts to maintain and strengthen the societal acceptance of seaport activities. They also recommend further attention to geographic and sectoral differences and boundaries, including enlarging the number of indicators and the geographic scope. Del Saz-Salazar and Garcia-Menendez (2016) introduce a willingness to accept framework based on cost estimations of negative externalities derived from the growth of the port. Sakalayan, Shu-Ling, and Cahoon (2017) analyzed how regional ports in peripheral regions contribute to various regional development dimensions—economic, social, environmental, and spatial. They suggest that the growth of a region and a port is complementary and therefore should take up active roles for the codevelopment of port and region with local stakeholders. Hall, O'Brien, and Woudsma (2013) emphasized the role of supportive organizational and stakeholder dynamics for adopting and implementing innovations in environmental performance. Galvao, Wang, and Mileski (2016) confirm that traditional issues (such as congestion and efficiency) are dominating the academic literature. They state that there is still much need for further investigation into the impacts of stakeholder conflicts on efficiency, current port issues, and existing port conflicts, especially when ports are undergoing changes in their institutional and regulatory frameworks. The relative importance of the diverse aspects depends on the characteristics of each port, the relevant environmental legislation affecting these aspects, and the third parties involved (Darbra et al. 2005). On the basis of a review of the extant literature on green ports, Lam and Van de Voorde (2012) present a framework for green and sustainable port strategy, which is built on the key constructs of stakeholder involvement, green market development, cost-effective green policy, and sustainable port operations and developments. Acciaro (2015) observed a renewed interest in the environmental and societal impacts of ports, which exert pressure on port authorities in a number of ways. For example, as ports themselves are subjected to increasing regulatory pressure, they will have to factor in the externalities of port operations and development, make the transition toward value-driven chain systems rather than cost efficiency, and take accountability for their own decisions and corporate image. Corporate [social] responsibility (hereafter, CSR) is perceived differently in different locations around the world, and understanding such differences is necessary to better understand how value is created through CSR in ports. Public–private partnerships are considered to be an emerging port development mechanism that effectively contributes to regional economic growth (Panayides, Parola, and Lam 2015). Sakalayan, Shu-Ling, and Cahoon (2017) add to this that the right balance of public–private partnership may affect a port's participation in regional development, thereby fostering innovation and entrepreneurship.

One can conclude from these studies that communication and the active participation of both internal and external stakeholders are required by a port to be able to realize the implementation of sustainable development goals (SDGs). Collaboration among market players, public policy makers, internal stakeholders, and the community is a key condition of successful port development. Coordination mechanisms between stakeholders will have to be installed to improve the quality of the port cluster and make the governance of the cluster effective at accommodating conflicts between actors (stakeholders and governments) within the cluster (De Langen 2006; De Langen and Haezendonck 2012). In addition to providing port services, stakeholders also require ports to meet social and environmental responsibilities in terms of their green policies, their approach to the market, and in port operations and development (Lam and Van de Voorde 2012).

The need to communicate with a larger variety of stakeholders to maintain and strengthen the societal acceptance of ports is emphasized by Dooms, Haezendonck, and Verbeke (2015). However, it brings new challenges, such as dealing with the enormous diversity of port performance measures, transparent documentation and communication of performance, and the adoption of standardized measurement methods for scientific rigor. This calls for a more systematically organized and recurrent socioeconomic impact analysis for ports. New policy instruments focusing on a combination of entrepreneurship, innovation, environment, collaboration, and local community engagement for regional port planning and development are considered essential for the port's involvement in regional development (Sakalayan, Shu-Ling, and Cahoon 2017).

2.2. Potential of partnerships

Elkington (1997) introduced the people-planet-profit triangle for companies to adopt strategies which harmonize traditional financial bottom line with environmental quality and social justice. The need for the engagement of multiple stakeholders in sustainable and/or inclusive development efforts has been acknowledged by many studies (Clarkson, 1995; Bourne, 2009; Bonnell and Veglio, 2011) and is being adopted as a collaborative approach by multinationals worldwide (WBCSD 2006, 2011). The United Nations even specified 'partnering' as one of the five principles that build SDGs (UN 2015). The missing link between micro-level business strategies and macro-level national development agendas is formed by cross-sector partnerships in which actors from three institutional spheres or sectors collaborate: state, market, and civil society (Glasbergen 2010; Van Tulder et al. 2014).

Cross-sector partnerships and collaborative approaches are increasingly adopted by large corporations, governments, and civil society organizations ((CSOs) as opposed to confrontational approaches) to more effectively address economic, social, and environmental problems by overcoming institutional and regulatory voids (Seitanidi and Crane 2014; Kolk, Van Tulder, Kostwinder 2008; Van Tulder et al. 2016). However, the extent to which a constructive relationship between the public and private sectors can be achieved is still open for discussion (Harvey and Bice, 2014). There are many pathways to move from conflict to collaboration, but in most the third parties that originate in civil society play a vital role (Arenas, Sanchez, and Murphy 2013). Whereas in most ports partnerships are usually implemented as bilateral partnerships between governments and firms (classic Public-Private Partnerships (PPPs)), these findings seem to indicate the importance of 'trilateral partnerships' for inclusive port development in which CSOs play an important role as enablers.

Van Tulder and Pfisterer (2014) developed a partnering space model to address the sustainable development issue by describing trilateral relationships in which governments (state), businesses (market), and communities (civil society) each take up different roles. This model is based on welfare economics and public action theory. It relates to the problems of underinvestment in public goods and addresses various types of failures in each sector. The model delineates the conditions for what can be called the 'meso partnering space' for sustainable development. It consists of four different types of partnering configurations that create different types of 'organizational fit' to address a particularly challenging problem, such as inclusive (port) development. The classic PPPs addresses the underinvestment in public goods, such as roads, infrastructure, water facilities, and telecommunication. Non-Profit Public Private Partnerships (nPPPs) increase effective public policies and adequate public goods. Private (for profit)-non-Profit Partnerships (PnPPs) address the under-provision or relevant public good/values, such as private health, empowerment, and famine. Finally, tripartite partnerships (TPPs) address the institutional voids emerging from weak governance structures, such as dealing with the convoluted bureaucracy on port development issues.

In summary, stakeholder management in port development has been acknowledged as increasingly important, even more so in the case that port development should contribute to inclusive

and sustainable development. The role of stakeholders has been researched along various angles, including coordination mechanisms, institutional factors (Panayides, Parola, and Lam 2015), spatial and temporal dynamics in stakeholder management (Dooms, Verbeke, and Haezendonck 2013), socioeconomic impact to maintain and strengthen societal acceptance of seaport activities (Dooms, Haezendonck, and Verbeke 2015), collaboration and local community engagement for regional development (Sakalayen, Shu-Ling, and Cahoon 2017), conflicts accommodation (De Langen 2006; Galvao 2016; Parola et al. 2013), environment and environmental performance (Hall, O'Brien, and Woudsma 2015; Acciaro et al. 2014; Galvao 2016; Bergqvist and Egels-Zandén 2012), green port strategies (Lam and Van de Voorde 2012), and CSR toward sustainability as a source for competitive advantage (Acciaro 2015). We can also conclude that studies on partnering corporate responsibility and stakeholder inclusion in port development are proliferating. But extant studies are primarily aimed at environmental rather than at social (inclusion) issues. The extant research on port development pays only limited attention to more complicated and behavioral aspects of port development strategies from an inclusive growth perspective. Therefore, this state-of-affairs provides room for the type of exploratory field research that we have engaged in and which will be elaborated on in the next section.

3. Case study on Indonesia port development

3.1. Research method

This exploratory case study centers on the application of the 'partnering space' concept as a precondition for balanced and inclusive development. We use a mixed action research method that combines qualitative data drawn from interviews, site observations, and a survey among key stakeholders from all three corners of society that potentially constitute and contribute to the creation of partnering space. Action research is a method that was first pioneered by Kurt Lewin (Adelman 1993) to investigate social systems, search for resolutions by research interventions, and eventually stimulate actors in the system to learn and evolve toward a new situation. As a case study, we chose Indonesia's inclusive growth agenda that was translated into a National Port Master Plan. Data were collected from stakeholders in the port region of Palembang-Tanjung Carat along the Musi River, a rather small port expansion project in Sumatra. Key stakeholder interviews were held either face-to-face, in discussions with members of affected communities, and through telephone, radio communication, and email exchanges. In interacting with the port authority Pelabuhan Indonesia II (also known as Persero or Indonesian Port Corporation II) and the management of the Palembang branch, a list of 30 names was drawn. These names were targeted by means of a mail questionnaire containing closed and open-ended questions. The questionnaire was converted into a web-based form in English and Indonesian and could be accessed via desktop or smartphone through the link from the Google document. It consisted of 23 multiple choice questions, five scale questions, and five open questions and was distributed and collected from August 2015 to mid-November 2015. The specific framing of the questionnaire had two aims: identifying areas of tension (issue identification) that would normally be related to inclusive port development efforts and the attribution of roles and responsibilities that each of the involved actors in the port development should take. This effort would provide us with a first assessment of the perceived inclusiveness needed for port development and a better understanding of the 'partnering space' that directly involved stakeholders perceive in this particular case.

Twenty-one respondents provided complete answers to the questionnaire, which implies a sufficient degree of representativeness of key stakeholders. These stakeholders are cargo owners (3), shipping lines (2), terminal operators (6), a government official (1), community members (3), and 'others' (6). The category 'others' included respondents who are represented in the port area but who were not part of the initial selection of respondents. They represent a hospital, a logistic company, a small private company, a trucking company, and an insurance company. There were

no replies from environmental groups to the questionnaire. We compensated for this through direct interviews with representatives of the environmental groups.

Additionally, in-depth interviews were conducted between September and December 2015 with key actors involved in the development plan from inside IPCII, such as the General Manager of Port of Palembang Branch, the Technical Manager of Palembang Branch, Operation Manager of Palembang Branch, and the Senior Manager of Business Development at the main office of IPCII. The intent was to explore the case in depth and investigate the different perceptions of the local residents, in particular the low-income community (such as fishermen and village residents) around the port area. The method used in the interviews was semi-structured, with specific questions coming from the questionnaire. Some key actors were interviewed by phone. Finally, direct observations of the Boombaru port, Palembang City, Tanjung Api-api, and Tanjung Carat were carried out in September 2015.

3.2. First findings

For the entire country, Indonesia is implementing the Masterplan for the Acceleration and Expansion of Indonesia Economic Development 2011–2025 (Coordinating Ministry for Economic Affairs, Republic of Indonesia 2011) to drive a highly ambitious, equitable, and sustainable economic growth plan. The objective of the master plan is to 'lift millions of people out of poverty (and) give better access to quality education, employment, living standards and medical (care).' Stakeholders (especially from the business society) were consulted from the early stages of this plan.

As a nation comprising islands, the ports of Indonesia play an important role in linking and integrating both its islands and other countries. Indonesia's MP3EI Master Plan involves increasing the supporting infrastructure of ports to facilitate logistics and accelerate Indonesia's economic growth. IPCII works in partnership with the Government of the South Sumatra Province in the development of a Regional Strategic Zone in the Tanjung Api Api Special Economic Zone and the application of the MP3EI.

The MP3EI Master plan establishes the policy framework to facilitate the achievement of the government's vision. It also establishes the requirements for a rational approach to the port development requirement of conducting an Environmental Impact Assessment (AMDAL) that requires public involvement and participation and the Land Acquisition and Settlement Plan (LARAP). The involvement and participation of stakeholders in the formulation of development policies have now become part of the system of laws and regulations of Indonesia. Regional development programs that address social and environmental issues have to meet community needs. There is a growing awareness that developmental policy must take into account the needs of society, especially those of marginalized people. New port development projects along the coastline are likely to threaten the environment. The intention is to allow local stakeholders to participate in the decision-making mechanisms of developmental policy (PT. Pelabuhan Indonesia II. 2014). Indonesia port expansion requirements will result in the increased use of coastal areas. Government policies are required to ensure that Indonesia's port sector develops into a world-class competitive industry. Ports must be operated in line with international safety and environmental standards, and national transportation corridors should be strengthened and connected. Eventually, this will provide better access to education, jobs, healthcare, and higher living standards (ADB 2016).

The Tanjung Carat development location in the Musi delta is mainly reclaimed coastal land with backfill (Figure 2). It is often associated with damage to natural resources or the extinction of marine life and mangrove forests. Social dynamics are important as rural communities of people live in the area of Tanjung Carat and its surrounding areas of Tanjung Api-api. The local community consists of various clustered tribes, such as the Bugis and Javanese transmigrated people in the Sungsang areas. There is a significant likelihood that land dedicated to people's way of life is compromised, especially the fishery culture and agro-food in wetlands. If it is not properly managed, port development could lead to unemployment and an increase in poverty.

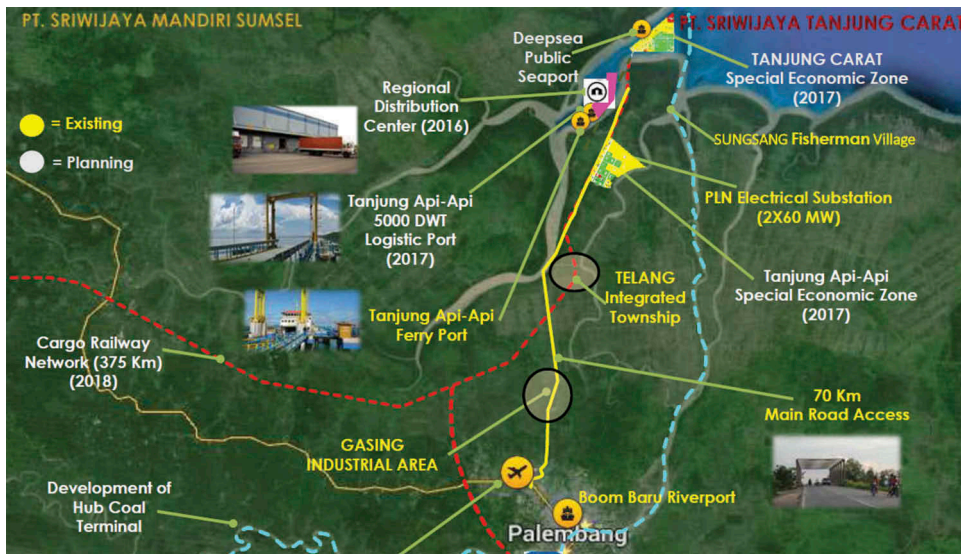


Figure 2. Geographical map of the development area in the Musi delta.

3.3. Survey findings: mapping stakeholder recognition and conflict vulnerability

Stakeholders in the site development plan of Tanjung Carat include nongovernmental organizations (NGOs), the Environmental Parliament Watch (EPW), police, the community, and government officials. In the research process, details about stakeholders, interest groups, and their issues were collected, described, and documented.

Conflicts between stakeholders are related to the problematic relationship among stakeholders in the port of Tanjung Carat development plan. A list of stakeholder conflicts is provided in Table 1.

Key issues regarding port sustainable development addressed by stakeholders in Tanjung Carat port development are as follows. 1) The local economy at Tanjung Carat is mainly dominated by marine fisheries, agriculture, and plantation activities. 2) Community activities in the village and district surrounding the port area are mainly fishing, which would be affected by the port. Villagers fear that the port will take over the land belonging to the poor. 3) There will be limited public access to natural resources along with deteriorating environmental conditions due to the poor maintenance of environmental quality and possible intrusion into protected areas. The conservation of mangrove forests and the impact of pollution by port activities are a concern for environmentalists and the government. 4) A common pattern that has emerged is the absence of an agreement on the restitution of land. The main trigger in this conflict is the overlapping land use with local communities. 5) There is an awareness that the effectiveness of development policies needs to be measured from the level of direct and active participation of stakeholders.

3.4. Attributing roles and responsibilities on port development issues

The respondents who completed the questionnaire considered a total of 22 issues in terms of port development and attributed responsibilities for businesses, the government, and citizens and act as a leader (lead), follower (follow), or passive (wait), as shown in Table 2.

Table 1. Stakeholder conflict vulnerability map.

No	Conflict category	Description of conflict	Issue	Location	Actor involved	Time	Resolution model	Explanation
1	Conflict of Land (Source: News of berita pagi, 6 June 2012)	Open conflict where communities have closed the access roads to the company and affect the market (peg) of the land of oil palm plantation companies	Conflicts based on economic interests and land acquisition issues, incl. compensation schemes	Pangkalan Tungkal, District Tungkal Jaya Musi Banyuasin; the conflict effect is localized.	Community Village Pangkalan Tungkal district Tungkal Jaya Regency Muba, PT Berkat Sawit Sejati, Commission II DPRD, district government of Muba	It has been going on for a long time and has not yet been resolved.	Mediation initiated by the Parliament Muba encourages companies to provide evidence that compensation has been awarded	Land conflicts as a result of the entry of large-scale enterprises will continue. A common pattern that emerged is the absence of an agreement on the restitution of land. The main trigger in this conflict is the overlapping land designations of the company with public land.
2	Conflict of land (Source: Sriwijaya Pos, 09 Oktober 2012)	Open conflict; burning camp of PT Sawit Argo Lestari	The Community Air Balui District of Sanga, Banyuasin has been appropriated by the plantation company PT PPA and PT Sawit Argo Lestari; area of 1,225 ha	Desa Air Balui, Kec Sanga Desa, Muba; Conflict of scale is local	Desa Air Balui, district Sanga Desa, Muba, PT PPA dan PT SAL, Mapolda South Sumatra	2012–present	Legal channels	Land conflicts as a result of the entry of large-scale enterprises will continue. A common pattern that emerged is the absence of an agreement on the restitution of land. The main trigger in this conflict is the overlapping land use with the communities.
3	Environmental and social conflict	Closing the streets to demand jobs and land compensation; oil theft	Residents who are unemployed are demanding jobs.	The village of District Lumpatan, Lais, Bayung Lencir	Community Group	2002–present	Mediation between local government with citizens and companies	The issue relates to public awareness of the local residents and land compensation. There is oil theft along the lines of Jambi-Plajau.

(Continued)

Table 1. (Continued).

No	Conflict category	Description of conflict	Issue	Location	Actor involved	Time	Resolution model	Explanation
4	Conflict of Land (Source: News of Berita Pagi, 16 May 2012)	Open conflict with a demonstration to the Parliament's office kab Banyuasin	Companies are annexing land owned by citizens but are not compensating the citizens.	Village Rukun Rahayu dan Mekar Jaya District Sungai Keruh Kabupaten Muba; conflict has a regional effect	Villagers Rukun Rahayu dan Desa Mekar Jaya Kec Sungai Keruh, Kab Muba, PT Musi Hutan Persada, DPRD Muba	2011–present	Mediation conducted by the DPRD Muba has not reached a settlement	The land conflicts are the result of the entry of large-scale enterprises. A pattern that emerges is the absence of an agreement on the restitution of land. The main trigger in this conflict is the overlapping land use with the communities in the case of plantation areas.
5	Environmental Conflict (Berita Pagi 30 May 2012)	Blocking road access to the company	People are protesting against coal-mining companies that will damage the environment.	Suka Damai Baru village, Sungai Lilin, Muba; conflict effect is local	PT Tri Daya Minergy (TDM), villagers, district government of Muba	2012–present	Mediation by the district government to citizens and companies	The intensity of interest in the different land uses will be a source of conflict with high intensity and associated two different interests. For locally interested parties, the government is required to make a fixed rule in favor of the interests of its people by establishing secure enterprise boundaries around human settlements so as not to interfere with people's way of life

Source: Author's research, from a wide variety of news materials, 2015.

Table 2. Top five role attributions for government, business, and citizens.

Stakeholder group	Issue ID	Tops 5 lead roles			Top 5 follow roles			Top 5 wait roles			
		Port Development Issue	%	Issue ID	Port Development Issue	%	Issue ID	Port Development Issue	%	Issue ID	Port Development Issue
Business	18	Occupational health and safety	81.80%	22	Grievance mechanisms for compulsory expropriation (loss of the property by the original owner of land)	81.80%	11	Respect cultural values and the heritage of local communities	22.7%		
	21	Supplier assessment for good business practices	72.70%	2	Congestion on access roads and other infrastructure	68.20%	17	Diversity and equal opportunities for people	18.20%		
	17	Labor-Management relations (e.g. workers' councils)	68.20%	10	Loss of nature (e.g. coral reefs, mangroves, forests, and related flora and fauna)	68.20%	10	Loss of nature (e.g. coral reefs, mangroves, forests, and related flora and fauna)	13.60%		
	19	Investment in training and education	68.20%	1	Sustainable dredging and construction in sensitive coastal environments	63.60%	12	Reduce the amount of corruption	13.60%		
	7	Dust from piles of minerals blown over the neighboring areas	59.10%	3	Toxic waste and oil spills in river deltas	63.60%	20	Diversity and equal opportunities for people	13.60%		
Government	13	Transparent public policy on port planning, development, and finance	100.00%	21	Supplier assessment of good business practices	36.40%	12	Reduce the amount of corruption	9.10%		
	22	Grievance mechanisms for compulsory expropriation (loss of property by the original owner of the land)	95.50%	17	Labor-Management relations (e.g. workers' councils)	54.50%	20	Diversity and equal opportunities for people	9.10%		
	12	Reduce the amount of corruption	90.90%	16	Employment conditions (remuneration, benefits, insurance, etc.)	45.50%	3	Toxic waste and oil spills in river deltas	5.00%		
	14	Improve market competition/level the playing field between multinationals and smallholders (SMEs)	90.90%	19	Investments in training and education	45.50%	1	Sustainable dredging and construction in sensitive coastal environments	4.50%		
	15	Improve market competition/level the playing field between local and foreign companies	90.90%	5	NOx, SOx, particulate matters emissions from diesel-fueled ship operations in and around the port area	31.80%	8	Pollution from vehicles bringing goods to and from the hinterland	4.50%		

(Continued)

Table 2. (Continued).

Stakeholder group	Issue ID	Port Development Issue	Tops 5 lead roles			Top 5 follow roles			Top 5 wait roles		
			Port Development Issue	%	Issue ID	Port Development Issue	%	Issue ID	Port Development Issue	%	
Citizen	11	Respect cultural values and heritage of local communities	68.20%	8	Pollution from vehicles bringing goods to and from the hinterland	54.50%	1	Sustainable dredging and construction in sensitive coastal environments	63.60%		
	20	Diversity and equal opportunities for people	45.50%	13	Transparent public policy on port planning, development, and finance	54.50%	15	Improve market competition/level the playing field between local and foreign companies	63.60%		
	12	Reduce the amount of corruption	31.80%	14	Improve market competition/level the playing field between multinationals and smallholders (SMEs)	50.00%	6	Light pollution from 24/7 operational industrial complexes	59.10%		
	4	Scarcity of land and related conflicts with other purposes, such as housing, agriculture, and nature conservation	22.70%	7	Dust from piles of minerals blown over the neighboring areas	45.50%	2	Congestion on access roads and other infrastructure	54.50%		
	22	Grievance mechanisms for compulsory expropriation (loss of property by the original owner of the land)	22.70%	16	Employment conditions (remuneration, benefits, insurance, etc.)	45.50%	3	Toxic waste and oil spills in river deltas	54.50%		

Source: Authors' research (2015).

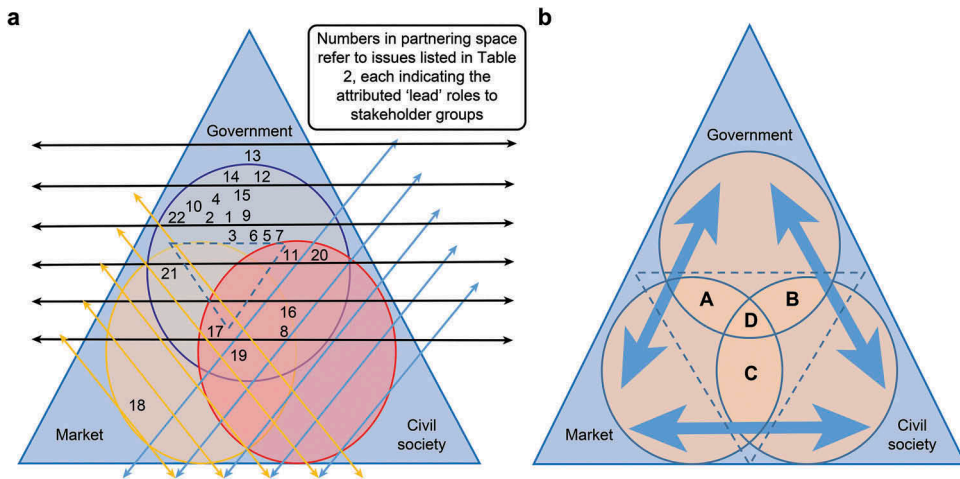


Figure 1. Responsibilities in the partnering space of port Tanjung Carat port expansion project.

As illustrated in Table 2, the list of each party of government, business, and citizens shows the top five most pronounced positions per attributed role (lead, follow, and wait). Using the port of Tanjung Carat as a case study, we have been able to map out how stakeholders perceive and attribute responsibilities toward issues for each stakeholder category. The research findings show the focal areas to be taken into account when adopting an inclusive port development approach.

By applying the meso-partnering space model method to describe the partnering of third parties of government, business, and society, we can plot the attribution of responsibilities assigned by stakeholders in Tanjung Carat onto the partnership space triangle (Figure 1). It shows that most developmental issues require a bilateral partial fit where only one party is fully committed to the partnership and the other is either reacting ('following') or passive ('waiting'). The triangle offers concise information about the partnership space in Tanjung Carat where almost all issues require government responsibility. This could generate a bigger chance of misalignment and role conflict in the partnership since the other stakeholder categories do not (yet) recognize their responsibilities.

Businesses are considered to adopt lead roles regarding occupational health and safety, assessing suppliers on good practices, managing labor relationships, investing in training and education, and abating air pollution (such as from dust piles). Governments carry the responsibility for having a transparent policy on port planning, development, and finance, reducing corruption, and having compensation mechanisms in place for land expropriations.

The citizens' roles include private organizations and NGOs, such as CSOs. The conflict vulnerability map (Table 1) shows that CSOs are active and concerned over their interests. The seeming reluctance to take responsibility over issues could indicate that citizens and CSOs are unaware of how to move from a conflict-oriented position into an active and result-oriented dialogue with other stakeholders.

4. Discussion

This paper presents the first findings on the conditions under which an inclusive growth agenda to port development can be adopted. We used an exploratory research design. Because the discourse in both stakeholder management and inclusiveness in port development largely

developed independently from each other, we explore in particular how and to what extent it is possible to find crossovers between these separate discourses and how we can draw up possible generalizations from our first findings.

4.1. Bridging between two discourses

A primary challenge in bridging inclusive growth theory with stakeholder management in port development is related to the definitions that partly overlap and partly complement each other. In port development, researchers tend to refer to environmental-friendly policies or 'green' strategies (Lam and Van de Voorde 2012), whereas the inclusiveness discourse prefers sustainability and sustainability with respect to the SDGs with priority for poverty alleviation (Van Tulder, Fortanier, and Da Rosa 2011).

With respect to impact assessment research, there is still a gap in the interpretation of what CSR actually contributes as value added to ports and to port regions at large (Dooms, Haezendonck, and Verbeke 2015; Acciaro et al. 2014). Researchers seek legitimacy from local communicates and public opinion for port expansion where positive effects offset the negative effects (Dooms and Verbeke 2007), where value is added by environmental performance (Haezendonck et al. 2006), where value is created through corporate responsibility (Acciaro et al. 2014), where broad socioeconomic impacts are assessed (Dooms, Haezendonck, and Verbeke 2015), and where green port strategies exist (Lam and Van de Voorde 2012). Within the inclusiveness discourse, there is a much stronger consensus on the distinction between outcomes. Outputs refer to immediate effects, outcomes relate to intermediate direct effects on the targeted communities, and impacts represent the long-term and net effects (Van Tulder et al. 2016). Defining different orders of impact allows for an inclusive strategy that addresses multiple levels of impact.

Furthermore, the inclusiveness discourse is more explicit regarding the process of stakeholder management, including the intentions, motivations, resources, knowledge and technology transfers, and purpose of communication. Stakeholder inclusion means that communication is done for the purpose of building a sustainable future for all. Information flows vertically (top-to-bottom, bottom-to-top) and horizontally between equal partners.

Both research discourses take an action-oriented approach toward stakeholder inclusion. Dealing with environmental issues has become a deliberate corporate strategy that is embedded in corporate responsibility toward societal concerns. The discourse is shifting toward collaboration and local community engagement, especially relating to regional ports and regional port planning and development. Tackling stakeholder issues are coordinated efforts by stakeholder managers to prevent conflicts, where ports are attributed active, even proactive roles. In the inclusiveness discourse, having a sustainable strategy contributes to the SDGs, with the ultimate goal of leaving no one behind and end poverty by embracing a partnership approach. Partnering with an informed, engaged local community is considered crucial in advancing sustainable transportation for 'both and' solutions rather than a trade-off between positive and negative effects (Van Tulder and Pfisterer 2014).

4.2. Taking stock

No analytical framework exists as of yet that sets the conditions for inclusive port development that can also be translated into inclusive port strategies on a micro-level. Our research enables the creation of an initial and largely validated taxonomy for an inclusive strategy applied to port development—that can guide further (action) research in the area (Table 3). In the tradition of the stakeholder theory of the firm, such taxonomies are based on the intensity of stakeholder interactions with increasingly critical stakeholders. In this interaction, they face the tension between a defensive (reactive) and an accommodative/preventive (active and proactive) strategy.

Depending on their motivations, capabilities, and ambitions, managers within these firms manage the tension between an inactive and an active attitude (Van Tulder, Fortanier, and Da Rosa 2011). Van Tulder et al. (2016) defined four impact loops that provide guidance for further research on cross-sector partnership impact assessment.

4.3. Methodological challenges

The case study in this paper on a relatively small port expansion project in Indonesia considered some of the conditions under which port development can become more inclusive. The exploratory and action research approach provided a better understanding of the ‘inclusiveness agenda’ at each level. Within the local context, the meso-level partnering space model maps out the attribution of responsibilities toward local issues as perceived by various stakeholders involved in a port expansion project. Such issue mapping is context-specific and cannot be generalized to other ports. An increasing sample size of stakeholders would have made the research output more reliable. Nonetheless, the case still provides a proper insight into the priorities that local stakeholders set for themselves, while the case also helped us validate the construct of the concept of ‘partnering space,’ which seems to be a relevant framework for further research and generalizations. Given the spatial and temporal dynamics and the complexity of stakeholders, it requires more action research using an evaluation and monitoring framework for assessing intentions, processes, and impacts. The taxonomy is embedded in both research areas, but should be tested more extensively for its relevancy in the port development context. Inclusive port development would be an interesting topic for future research in regional port planning and development, particularly on the roles ports can play as contributor in reaching the sustainable development agenda in remote areas and islands.

5. Conclusion and further research

This paper addressed the question of whether and under what conditions the ambition to implement more inclusive national developmental strategies can also be translated into inclusive port development strategies in a developing country. Ports have the potential to play a pivotal and positive role in the inclusiveness agenda of countries, but we assume that economic growth, sustainability, and social inclusion have trade-offs. As a consequence, such an approach hampers further competitiveness rather than contributing to the national agenda of inclusive development. Informal and formal partnerships have consequently been stressed as preconditions to implement inclusive business models. Considering the topic of partnerships at the meso-level of cluster governance allows us to make the link with the micro-level of corporate strategy and responsibility. This should improve the socioeconomic impact for the region and eventually contribute to national-level inclusive growth.

This paper makes a number of contributions to the extant literature. First, the paper attempts to bridge parallel discourses that address the societal impact of ports, but does so from different starting points. In the port development discourse, initial communication with stakeholders regarding socioeconomic impacts serves the purpose of social acceptance. This has led to discussions about the purpose, scope, and methodology. The inclusive growth discourse starts from the identification of local issues considered by local stakeholders and considers ports as links between the macro and micro determinants of economic growth. Ports contribute to the SDGs by focusing on inclusive ambitions, such as ‘accessibility through transportation and connectivity, with a priority on people’s quality of life, safety and social equity.’ Port developmental studies have often considered ports as battlegrounds for conflicts and trade-offs between positive and negative effects, often ending in unresolved issues. Inclusiveness places ports—particularly in remote regions and islands—in the center among governments, businesses, and the society. It requires ports to collaborate and search for new complementary governance constellations that would benefit those directly and indirectly involved and even new stakeholders. However, a related problem is that no internationally

Table 3. Approaches to inclusive port development.

Impact conditions	1st order	2nd order	3rd order	4th order
Corporate responsibility toward stakeholders	Corporate self-responsibility	Corporate social responsiveness	Corporate social responsibility	Corporate societal responsibility
Stakeholder strategy	Inactive Actor (e.g. within Port Authority/administration)	Reactive Port cluster	Active Port region	Proactive Port and society
Scope of stakeholder engagement	Efficiency in port operations	Accessibility for motorized transportation	Accessibility through environmentally friendly transportation	Accessibility with priority for people's well-being.
Objectives	Asset optimization	Limit inefficiency	Optimize for environmental friendliness	Optimize for prosperity and quality of life
Approach to inclusive growth ('leaving no one left behind')	No explicit statements on SDGs or poverty	Space optimization	Statement on moral unacceptability of poverty	Business strategy supports SDGs
Impact through interaction with	Jobs and employment are by-product of profits	Modest support for SDGs, poverty	Explicit support for SDG1	Active partnerships for poverty alleviation
Impact driving force	Voices of local community neglected	Voices of local community addressed bottom-up	Knowledge transfers to support local community needs	Knowledge crossovers specified for poverty
Target audience	Employees	Between port authority and port service companies	Between port authority and service companies in the port and hinterland	Between direct and broad groups of indirect stakeholders in society
Level(s) of target audience	Employee engagement, opportunity-driven strategies	Coordinating between stakeholders to resolve cluster conflicts	Coordinating between stakeholders for successful implementation of environmentally friendly strategies in the port and hinterland	Co-creating with existing and new stakeholders to develop new business models for longer term impacts
Partnership approach	Internal stakeholders	Including external stakeholders	Including indirect stakeholders in port region	Including existing and new indirect stakeholders in society
	Micro	Micro-meso	Meso	Micro-meso-macro
	No partnership	Contractual relationships	Constructive approach to form partnerships	Cross-sector partnerships
		Accommodating conflicts		

Note: Compiled by authors, based on previous contributions of authors to the inclusiveness discourse

recognized policy framework and corresponding set of indicators exist that can guide ports in this endeavor beyond measures of economic growth as a bottom-line measure of national economic performance (WEF 2015). Therefore, inclusive growth requires new multilevel (macro-micro-meso) indicators and a better understanding of how to make the ‘inclusiveness’ agenda operational at all levels of analysis. Sustainable development is increasingly based on ‘balanced’ development (Mintzberg 2015) in which three institutional spheres of society (state, civil society, and markets) complement each other and take joint responsibility for inclusiveness. This requires ‘concerted leadership’ on the part of both the public and private sectors (Nelson, Ishikawa, and Geaneotes 2009).

Second, the partnership space model provides a complementary logic to the existing literature on stakeholder management and inclusiveness in the seaport literature. The issue-driven approach, the consideration of role attributes, and the issue mapping within the partnership space model provide a more profound understanding of stakeholder dynamics. An inclusive growth perspective opens windows for ports to adopt coordinated actions that move tensions and conflicts into a more constructive dialogue, ultimately leading to positive externalities, innovations, and societal value creation. Subsequent action research is required for monitoring the partnerships that are formed in the given context.

Further research is required to more precisely define the general conditions for inclusive port development by using the inclusive port development taxonomy as a starting point. It is expected that these conditions may vary, depending on the port region, the institutional governance of a country, the size of the port and its service area, complexity of the issues, and stakeholder dynamics in the past, present, and future. More research is required to identify the societal issues and augment the already extensively researched environmental issues. For issues to be resolved, the search for the right model for stakeholder inclusion is a dynamic process in space and time. The question arises whether there will be a perfect ‘fit’ at all. The partnering space model gives reason for more in-depth investigation into ‘perceived,’ ‘actual,’ and ‘desired’ role attributions. Different developmental issues might require different types of partnerships and different roles at different development stages, for different types of ports. The degree of fit depends on the type and quality of governance needed to align inclusive growth agendas on micro, meso, and macro levels.

Note

1. This ‘agenda’ refers to the United Nations 2030 Agenda for Sustainable Development (SDGs) that establishes 17 ‘Global Goals,’ a pledge to leave no one behind and a vision of a ‘just, equitable, tolerant, open and socially inclusive world [...]’

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