

Implementation of Social Risk Mitigation through Stakeholders Relations

Implementasi Mitigasi Risiko Sosial melalui Hubungan Pemangku Kepentingan

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Abstract

The increasing number and mobility of Indonesia's population means the need for infrastructure development in various regions in Indonesia continues to increase. This condition encourages the growth of new business centers in various regions of Indonesia. Kalimantan has many supporting facilities and a promising business center. However, the vulnerability of the development process due to different responses from society, intervention from NGOs, and other obstacles can make risky development. Therefore, a case study of social potential and risks was conducted. The research locations are several districts in the East Kalimantan and South Kalimantan regions. The research aims are to find local government coordination communication with internal stakeholders, collaborative communication between local government and external stakeholders, and to explain the reasons for strengthening local government relations in mitigating social risks. The theories used are Social Risk Mitigation theory, Social Communication Development in Development Risk Management, Government Relations and Stakeholder Relations. The research results show that there are several regional government institutions related to infrastructure development that have their authority and role. There are social risks faced in the design and implementation of pipeline infrastructure development in the form of challenges, threats, and vulnerabilities. In conclusion, the role of local government in infrastructure development plans is quite dominant, the potential for social support for development based on the socio-cultural characteristics of the community is quite high and the social risks in infrastructure development are medium, thus local government relations are strengthened to mitigate the social risks of infrastructure development in the region.

Keywords: *External communication; Internal communication; Risk mitigation; Social risk; Stakeholder relations*

Abstrak

Populasi dan mobilitas penduduk Indonesia yang meningkat menyebabkan kebutuhan pembangunan infrastruktur di berbagai wilayah di Indonesia terus meningkat. Kondisi ini mendorong tumbuhnya pusat-pusat bisnis baru di berbagai wilayah Indonesia, tidak hanya di pulau Jawa dan Bali saja. Kalimantan termasuk bakal pusat bisnis yang menjanjikan, karena banyaknya fasilitas pendukung. Namun, rentannya proses pembangunan karena adanya sikap berbeda dari masyarakat, intervensi dari LSM dan rintangan lainnya dapat membuat sebuah pembangunan menjadi berisiko. Untuk itu dilakukan studi kasus atas potensi dan risiko sosial ini dilakukan. Lokasi penelitian dilakukan di sejumlah kecamatan di wilayah Kalimantan Timur dan Kalimantan Selatan. Tujuan penelitian ini adalah

menemukan komunikasi koordinasi pemerintah lokal dengan stakeholders internal, komunikasi kolaborasi pemerintah lokal dengan stakeholders eksternal, serta mengemukakan alasan penguatan local government relations dalam mitigasi risiko sosial pembangunan infrastruktur di wilayah Kalimantan Timur dan Selatan. Teori yang digunakan adalah teori Mitigasi Risiko Sosial, Komunikasi Sosial Pembangunan dalam Manajemen Risiko Pembangunan, Hubungan Pemerintah and Hubungan Stakeholders. Hasil penelitian menunjukkan terdapat beberapa lembaga pemerintah daerah beserta jajarannya yang terkait dengan rencana pembangunan infrastruktur, mempunyai kewenangan dan peranan masing-masing. Terdapat risiko sosial yang dihadapi dalam perancangan dan pelaksanaan pembangunan infrastruktur pipa, yaitu berupa tantangan, ancaman, dan kerentanan. Kesimpulannya, peran pemerintah daerah dalam rencana pembangunan infrastruktur cukup dominan, potensi dukungan sosial terhadap pembangunan berdasarkan karakteristik sosial budaya masyarakat dapat dikategorikan cukup tinggi dan risiko sosial terkait pembangunan infrastruktur berada pada kategori sedang, untuk itu dilakukan penguatan local government relations untuk mitigasi risiko sosial pembangunan infrastruktur di wilayah tersebut.

Kata Kunci: Komunikasi eksternal; Komunikasi internal; Mitigasi risiko; Risiko sosial; Stakeholders relations

1. Introduction

The urgency for infrastructure development in various regions in Indonesia increased, especially in Kalimantan Island. Kalimantan is the third largest island in the world, as well as the first largest in Indonesia. Kalimantan is an island that dominates Indonesia's Gross Domestic Product (GDP), just like Java Island. However, East Kalimantan is a province that contributes more than half of Kalimantan's Gross Regional Domestic Product (GRDP). This affects the inequality of infrastructure conditions between provinces on Kalimantan Island (Eva & Evita, 2020). Meanwhile, South Kalimantan is considered to have slow progress in terms of infrastructure development, making this province underdeveloped compared to other provinces in Kalimantan Island, especially in rural infrastructure which uses 90% of village funds (Winey & Siregar, 2019). Additionally, along with the increasing population in Kalimantan, Java, and Sumatra by 1.49% in the last 10 years (Central Statistics Agency, 2015), there is also the urgency for infrastructure development that supports it. Population increase also causes population mobility to increase. This condition encourages the

growth of new central businesses in various regions of Indonesia, with the result that they do not only focus on Java and Bali, but also on other Islands. Kalimantan is a promising business center. Kalimantan's attractiveness comes from supporting facilities such as road access, international airports, ports, electricity, railroads, economic and cultural centers, and so on. The positive impacts of this infrastructure development include opening up the isolation and interconnectivity of regions with each other, moving the economy of the region concerned, and facilitating access to the latest technology (Azis in Kurniawati & Assyurahman, 2018).

The term development refers to an intervention effort carried out deliberately and planned with the aim of improving previous living conditions (Sulaisiyah, et.al., 2022). This intervention effort certainly has pros and cons. The urgent need for infrastructure in Kalimantan as a new central business is not necessarily accompanied by public awareness to support and actively participate in development. A positive attitude and active community participation in the development of various infrastructure needs to be done through various campaigns, outreach, education, and

development communication programs that are planned holistically. It is also necessary to create a map of strategic audiences who will be exposed to development and become targets for development communication programs related to infrastructure development plans in the region. Without good socialization and education, it is common for development to stop due to demonstrations or boycotts by the surrounding community, or opposition from certain NGOs. Moreover, negative issues being invaded through various media is often happen too, especially social media which is open to publishing many actions and reactions of citizen journalists. and/or its operations are halted and disrupted by various social conflicts and other social risks. The failure of the socialization process occurred in several development cases, one of which was the construction of the Suramadu Bridge. The unevenness and transparency of the socialization process for land acquisition resulted in the infrastructure development process being delayed from around 80s to 2003 (Sulaisiyah, et.al., 2022) . This indicates how crucial the socialization process to the community in infrastructure development.

To understand and assess social risk mitigation, a case study was carried out on a natural gas transporter company, a company that assessed the importance of conducting a study to map the potential and social risks faced by the planned development of natural gas transportation infrastructure in Kalimantan area. Research on social potential and risks was carried out using qualitative methods with a case study approach. Research locations in a number of districts in the East Kalimantan and South Kalimantan regions. Research was also carried out to determine various social risk mitigation models that are recommended for the successful gas pipeline infrastructure development in Kalimantan region.

Social risk mitigation studies in infrastructure development plans, especially natural gas pipeline infrastructure, are carried out to avoid business risks, facilitate business planning and implementation, and can be used as a reference in decision-making by involved business actors such as investors, creditors, company management, government and public.

In general, social risk mitigation is an effort made to eliminate or reduce the risk of losses from unfavorable social conditions. Several social risks can occur as a result of poor implementation of project management, for example, inefficient communication, inconsistencies in policies in implementation, planning or implementation methods, low levels of public awareness and knowledge of projects, and rejection of project implementation and the like (Zhafira & Rohman, 2022).

This study, in general, considers several aspects, including technical aspects, media aspects, CSR (Corporate Social Responsibility) aspects, community relations aspects, cross-cultural communication aspects and so on. However, the results of the field findings show that the analysis and mitigation of social risks for development in the Kalimantan region is largely determined by the strength of government relations with the local government (local government relations), starting from the provincial level to the sub-district level.

Based on previous reports on The Study of Natural Gas Infrastructure Development on Social, Legal and Environmental Aspects conducted by Yuningsih et al (2017), strengthening local government relations is assumed to be one of the strategic steps to obtain social support for development as well as mitigating social risks that exist in the infrastructure development process in Kalimantan, because regional autonomy strengthens local government authority.

Based on these conditions, it is necessary to analyze in more detail how local government relations strategic steps a company must take in mitigating the social risks of developing the required infrastructure.

This article focuses on the study of "How does the local government coordinate and collaborate with stakeholders in mitigating social risks of infrastructure development in the East Kalimantan and South Kalimantan regions?"

Based on the research focus, the research purposes are detailed as follows: (1) Knowing how the communication approach for local government coordination with internal stakeholders in mitigating social risks in infrastructure development; (2) Knowing the collaborative communication approach between local government and external stakeholders in mitigating social risks in infrastructure development; (3) Knowing the necessary to strengthen local government relations in mitigating the social risks of infrastructure development in the East and South Kalimantan regions.

2. Literature Review

Social Risk Mitigation

In general, the definition of mitigation is an effort to reduce and/or eliminate victims and losses that may arise, so emphasis needs to be given to the stage before a disaster occurs, especially mitigation activities known as Mitigation. The main thing is mitigation must be carried out for all types of disasters, whether included in natural disasters or disasters because of human actions (man-made disasters) (in Law Number 24 of 2007).

Identifying social risks is done by looking for answers to: What can happen, Where, When, Why, and How it can happen. This step is carried out to identify the risks that will be managed. Identification should include whether the risk is under the organization's control or not. Risk identification contains a list of risk sources and events that influence the

achievement of each target. These influences can inhibit, reduce, delay or increase target achievement. The identification techniques can be in the form of checklists, experiences, notes, flow charts, brainstorming, systems analysis and engineering techniques.

The treatment of risks includes identifying various alternatives for treating risks, assessing each alternative carefully, and preparing and implementing an implemented plan. Several alternative actions to treat this risk according to (Peltier, 2001) include: (1) Avoiding risks by not starting or continuing activities that allow risks to arise; (2) Reducing the number of events occurring; (3) Reducing consequences; (4) Transferring risks to other parties who are more expert and authorized; (5) Hold risks. After risks are reduced or transferred, there may still be residual risks retained, so there must be a plan to manage the consequences of these risks.

Social risk itself is assumed to emerge as an indication of differences in perception, values, and culture which result in dissatisfaction and injustice from external stakeholders. Failure to manage social risks can result in high economic costs, especially social costs, which can break other social structures, including breaking the reputation of the organization, and can even cause a crisis in a company, which in the end may systemically destroy the positive support of society.

Development Social Communication in Development Risk Management

Social development communication in mitigating social risks during the preparation and infrastructure development process is important at every step of social risk management. This communication involves public relations officers or government public relations institutions with internal and external stakeholders. The most basic thing in the development of social communication here is equalizing

perceptions between local government and stakeholders.

Differences in perception between central government leaders such as governors, regents or mayors with district and sub-district level governments as internal stakeholders and with community members are very likely to occur in an infrastructure development plan. Likewise, between social groups or communities of citizens, there can be differences in perceptions and interests of each other.

These differences are generally due to differences in values, needs, assumptions, concepts and concern for risks or other fundamental problems as an effect of development implementation. As long as the stakeholder's perception is considered to have a significant influence on decision-making, it is important to identify and map these social risks for the social risk mitigation decision-making process.

Social risk management is very important for all parties involved in development, as a systematic effort to reduce various negative influences and encourage positive changes to improve the goals and welfare of wider society. Social risk management relies on the communication strength of the various parties involved, in this case, centered on communication between companies and their stakeholder. Actors or managers of government communications are generally public relations officers or managers of government communications and information services.

Social risks can be categorized into three types of risks, namely: challenges, threats and vulnerabilities. Challenges involve policies and actions of other parties that have a positive influence on a government, while threats involve negative external influences on a government. Vulnerability is the image of organizational weaknesses regarding policies, management capacity, strategies, procedures and programs (Kytte & Ruggie, 2005).

There are 4 (four) main components that characterize social risk according to Tamara Bekefi, Beth Jenkins, and Beth Kytte (2006): (1) Dominant issue, the main problem that causes social risk; (2) Stakeholders, the public related to the dominant issue; (3) How to manage conflict, operational steps to resolve conflict; (4) Perception, the understanding that exists between the company and stakeholders.

In an infrastructure development program, social communication and development are areas that must be mastered by government communication and information managers, so that the social risk mitigation process runs optimally. Optimizing government communication is carried out through issue management, relations with stakeholders, including relations with local governments, conflict management, and building the same perception with stakeholders.

Government Relations

One of the scopes of public relations or government communications work is relations between government institutions vertically and horizontally (government relations) as well as relations with community members who are exposed to development risks. Government relations are efforts and techniques to build understanding, goodwill, trust and good cooperation between government institutions and their stakeholders.

In case studies related to the development of natural gas transporter infrastructure, which also involves private companies or state-owned companies, the good relations developed by the government are much more important than other developments, such as docks, hospitals, dams and other fields. Because oil and gas regulations and policies are completely under the control of the central government. Apart from that, at the regional government level, the issue of oil and gas has always been a sensitive issue

because it concerns the livelihoods of the wider community, justice, economic welfare and at the same time the risks that must be borne by local communities. In addition, there is a strong negative public perception regarding explosive gas and oil, as well as other concerns that do not necessarily have a valid basis or reason.

Therefore, careful planning steps are needed to build good relations between the government and community members, starting with a good understanding or literacy of oil and gas infrastructure among community members. Good relationships will form a good reputation to ultimately get support in development carried out by the government with state-owned company partners. On the other hand, relationships that are not well managed will create a bad reputation, as well as generate resistance and other social risks in various development efforts. Strengthening local government authority, as a logical consequence of regional autonomy policies in the reform era, requires implementers of development operations in the regions to strengthen local government relations, because now regulations that bind and regulate permits, operations also include regional infrastructure development plans, not only regulations from the government. Central government, but also includes local government regulations.

Stakeholder Relations

Stakeholders are groups or individuals who depend for their life on an organization. Stakeholders are the parties who feel the impact the most, so it is important for companies to build relationships with stakeholders. In one of the stakeholder relationship models initiated by Freeman (1984, in Kriyantono, 2014), priority based on attributes is seen from the extent to which the stakeholder has an interest in the organization and what level of influence it has on the organization. These interests are divided into several categories, namely primary stakeholders, key stakeholders and secondary stakeholders.

Primary stakeholders are stakeholders who are directly affected by both the positive and negative impacts of a plan and have a direct interest in the activity. Meanwhile, key stakeholders are those who have legal authority in terms of decision-making. Finally, secondary or supporting stakeholders are stakeholders who do not have a direct interest in a plan but have great concern for the development process. Stakeholder supporters become facilitators in the process of developing an activity and influencing decision making. The third interest group above occurs in two stakeholder categories, namely internal and external. Freeman calls owners, customers, employees and suppliers internal stakeholders. Meanwhile, the government, competitors, consumer rights defenders, environmentalists, mass media, and interest groups (e.g. activism, NGOs) are external stakeholders (Kriyantono, 2014).

The stakeholder approach to organizations hypothesizes that relationships that maximize certain important attributes – power, legitimacy, frequency of contact and urgency – dominate the business environment (Luoma-aho, 2005a; Mitchell, Agle, & Wood, 1997). Modern companies, according to this approach, tend to emphasize the importance of dominant stakeholders. However, it is unclear whether these four attributes are significant and what their importance is in different time periods. (Ojala & Luoma-aho, 2008)

3. Research Method

The research in this paper was conducted using qualitative methods and a case study approach. The research was carried out in the East Kalimantan and South Kalimantan areas where gas pipeline infrastructure is planned to be built.

The research subjects are communication managers or government public relations institutions with their external and internal stakeholders who have been mapped through secondary data,

which includes managers of government institutions related to regional development (Bappeda), District Leadership Conference (Muspika) at the sub-district level, as well as other sources from social groups of community members, namely community figures, religious figures, cultural figures, Community Service Institution (LPM) figures in sub-districts, and figures from Non-Governmental Organizations (NGOs) or NGOs or communities who are assumed to have social influence. As key informants for source triangulation, several residents who lived in areas thought to be exposed to the construction of gas pipeline infrastructure were also identified.

Data collection was carried out through in-depth interviews and FGDs with all sources who were purposively determined based on certain criteria for the purposes of research on social development risk mitigation, as well as searching for secondary data.

Based on alternative pipeline installation routes from the technical team, researchers mapped the population of districts and sub-districts or villages through which the gas pipeline route would pass, and assumed they would be exposed to the gas pipeline infrastructure development process. Based on this population, a research area sample was then determined consisting of 24 districts in the East Kalimantan and South Kalimantan regions, with 29 resource persons. The resource persons consisted of communication and information managers from the Regency Bappeda government, district government officials, Muspika, LPM leaders, religious leaders, community leaders, NGO leaders, RW heads, RT heads, Village Guidance Officer (Babinsa), Bhayangkara Builder of Community Security and Order (Bhabinkamtibmas), as well as residents.

4. Results and Discussion

Communication approach to coordinate local government with internal stakeholders in mitigating social risks in infrastructure development

There are several local government institutions and their personnel related to infrastructure development plans, which have their respective authorities and roles (Research Results, 2023), including: (a) Bappeda: formulating policies and development directions, as well as preparing development maps (RT/RW) and development permits must be in line with Bappeda policies, (b) Relevant Departments: for example Public Works Department, Forestry Service: prepare infrastructure development policies and regulations, including development permits and recommendations to companies; (c) National and Political Unity Agency (Kesbangpol): issues permits to establish mass organizations, political organizations, NGOs, including providing guidance, order and supervision of their activities; (d) District Office: has the authority to grant operational permits for development in its area, based on permission from the Regency or City. Facilitate and coordinate development outreach programs to communities in the area; (e) Sub-District Office: has the authority to grant operational permits for development in its area, based on permits from the Regency or city and sub-district. Facilitate and coordinate development outreach programs to communities in the area; (f) Sector Police Chief: has the authority to enforce security in the development process; (g) LPM: Community Empowerment Institutions have the authority to manage various social programs for the benefit of community empowerment in their area; (h) Babinsa: has the authority to enforce and maintain security in district or sub-district areas (under the coordination of Danramil); (i) Bhabinkamtibmas: has the authority to enforce and maintain security in district or

sub-district areas (under the coordination of the Sector Police Chief).

The role of local government in an infrastructure development plan in this region is quite dominant, starting from the role of providing permits, building security and security systems, to socialization and

education systems for communities exposed to development. The Internal Communication Approach Model is as shown in Figure 1 below :

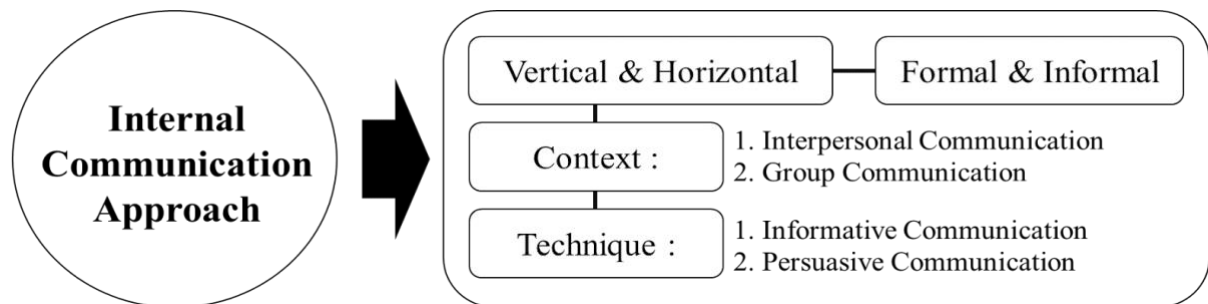


Figure 1. Internal Communication Approach Model
 Source: Research Results (2023)

In social conditions where there are many institutions and elements of government that need to coordinate in carrying out their respective roles, all higher level governments, such as provinces, districts and Bappeda, take formal and informal approaches to sub-district governments as subordinates, as well as interpersonal communication and group communication. regularly through visits which are an effort to coordinate and equalize perceptions between institutions vertically. horizontally, verbal communication is carried out via telephone, and written communication takes the form of distributing circulars obtained from the central government or from development company partners.

The most important role of regional government institutions and local Muspika in infrastructure development is related to

aspects of legality/permitting, policy/regulation, security and safety, integration between existing infrastructure which will be built, as well as the role of social communication and development in order to obtain community support and participation.

Collaborative communication approach between local government and external stakeholders in mitigating social risks in infrastructure development

The local government approaches community members as external stakeholders by first recognizing the potential for social support for development, which can be simply described through the following model, as shown in Figure 2 below:

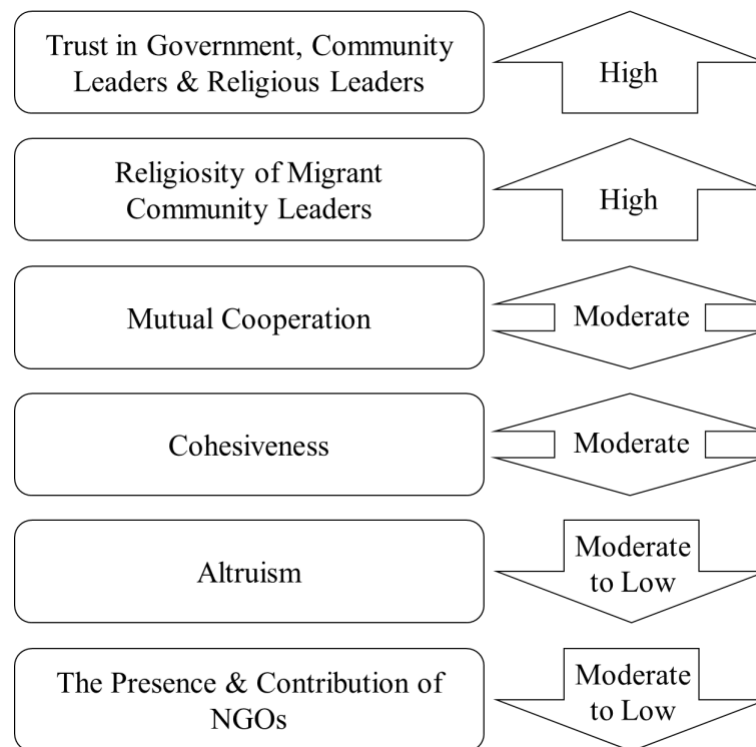


Figure 2. Map of Potential Social Support for Gas Pipeline Infrastructure Development
 Source: Research Results (2017)

The potential for social support from the community in areas exposed to pipeline construction is in the quite high category, because of its social and cultural characteristics which have trust in community leaders and fellow community members, high mutual cooperation, and good cohesiveness which is characterized by cultural assimilation locals and immigrants. In these conditions, the government uses more informal approaches as well as interpersonal communication and face-to-face group communication with citizens through social groups such as NGOs and religious mass organizations to bring about a common perception regarding the urgency of developing gas pipeline infrastructure for the sake of national development and the welfare of the wider community (Research Result, 2023).

Social conditions where the immigrant population generally plays a dominant role in society because they are more educated and have a high level of religiosity. These migrant residents later became respected

community figures through their activities in establishing Islamic boarding schools, managing these religious figures to become financially successful traders. The approach is carried out through local government social networks and collaboration built through the influence of Muspika, LPM, and religious figures who become facilitators in building the same perception of development plans or other social activities that concern the interests of many people.

The local government, through the Kesbangpol institution, is making efforts to map and control the activities of mass organizations and NGOs which tend to be negative, by taking an educative and persuasive approach and also carrying out coaching and empowerment programs. The External Communication Approach Model is as shown in Figure 3 below:

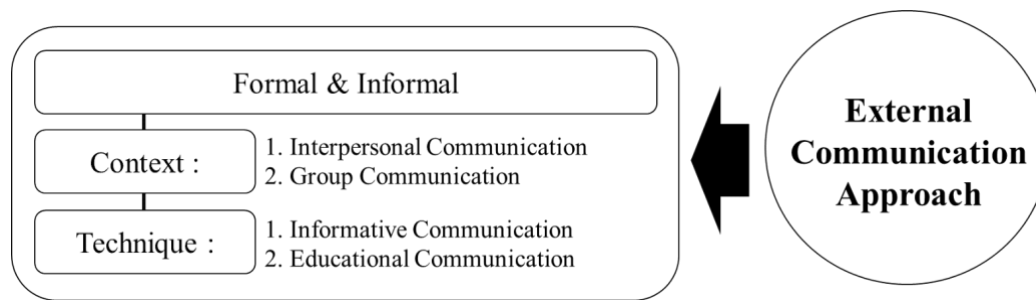


Figure 3. External Communication Approach Model
 Source: Research Results (2023)

Reasons for strengthening local government relations in mitigating social risks of infrastructure development in the East and South Kalimantan regions

Based on the research results, there are several social risks faced in designing and

implementing pipeline network infrastructure development. The social risks that must be managed include the categories of challenges, threats and vulnerabilities. Which as a whole can be described as follows:

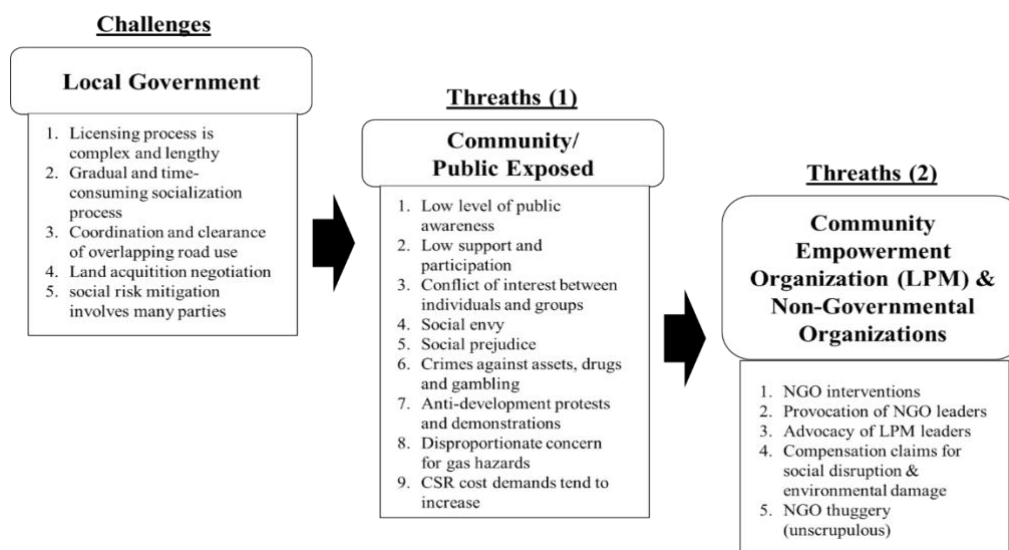


Figure 4. Social Risk Map of Gas Infrastructure Development

The reason why strengthening local government relations has been designated as the main model for mitigating social risks in the development of gas pipeline infrastructure is because strategic steps for managing social risks are closely related to the increasingly strong influence and authority of local governments. Apart from that, the level of public and community

compliance with the government is quite high.

The local government relations strengthening activities that need to be carried out can be categorized into 3 (three) types of programs (Research Result, 2023), namely: 1) legality or licensing management program; 2) a program to build a security system and safeguard development operations; 3) corporate social

communication programs through negotiation and persuasion.

If the pipeline construction uses land owned by residents, it is necessary to coordinate and communicate for land acquisition with the relevant government agencies, starting from the district and city levels to the district and sub-district levels. This communication is needed to obtain the legality of land use, as well as negotiating a win-win solution with residents affected by land acquisition, for compensation for residents' land used in addition to using existing Tak Object Sales Value (NJOP) references. The negotiation process with residents can be facilitated by the local Muspika, so that an agreement can be reached between the company and the residents whose land will be used.

As for building a social security system during the pipeline construction process and after construction, the following steps need to be taken: (1) Communication and coordination were carried out with the local Kesbangpol to anticipate certain NGO movements that had the potential to intervene during the pipeline construction process. (2) If during the construction of the pipeline there are historical sites or other sacred sites that are exposed, it is necessary to communicate with the local Tourism Office, as well as with Muspika, Cultural Leaders and Religious Leaders to obtain permission for site relocation or permission for temporary disturbance during the pipeline construction period. (3) Communication and consolidation were carried out with Babinsa and Bhabinkamtibmas to maintain the security of the pipeline construction process, from criminal actors who have the potential to damage or steal assets as well as to control interference from NGOs and other parties who could hinder the pipeline construction process. (4) A written agreement is made for a mechanism for recruiting local workers if needed, with the LPM or relevant community leaders, so that there is no conflict of interest that could disrupt the

pipeline construction process (Research Result, 2023).

5. Conclusion

This research provides advantage for the development of theoretical knowledge in communication field, especially in the context of social risk mitigation which conducted through relationships with stakeholders. In addition, for communication and community practitioners, this research shows the role of various related parties, from the government, religious leaders, NGO leaders and other community leaders who have a strong influence in mitigating social risks that may arise in infrastructure development.

The role of local government in an infrastructure development plan is quite dominant, starting from the role of providing permits, building security and security systems, to socialization and education systems for communities exposed to development and the government uses vertical and horizontal approaches through formal and informal coordination. in the context of interpersonal communication and group communication. The potential for social support for development based on the social and cultural characteristics of the people in the East and South Kalimantan regions can be categorized as quite high, indicated by the level of compliance, the level of mutual cooperation, as well as the power of altruism which is quite high and the social collaboration network is quite high. The local government's approach is carried out informally and face to face with religious leaders, NGO leaders and other community leaders who have a strong influence on their members or have high educative power among community members.

Social risks related to infrastructure development in the East and South Kalimantan regions are in the medium category, as evidenced by the large list of social risks that are included in the risk

category within the company's control. However, social risk mitigation is still important to equalize perceptions of risks that are often assessed as very high by some members of the community, which if not mitigated may result in greater risks.

The recommendations that can be given regarding mitigating social development risks are: First, It is necessary to create a holistic model of social risk mitigation accompanied by determining appropriate methods, approaches, message management and personnel to carry out infrastructure development optimally. Second, It is necessary to strengthen informative, educative and persuasive communication competencies for public relations institutions in local government institutions and government elements at the district level.

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