

The social impacts of airport expansion: The case of Lelystad Airport



Figure 0: Lelystad Airport ↑

Source: <https://www.ad.nl/binnenland/lelystad-airport-ligt-er-al-jaren-verlaten-bij-en-dat-blijft-waarschijnlijk-nog-wel-even-zo-ac22f62c/>

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2 Summary

In this research paper, a closer look is taken at the expansion of the Lelystad Airport. Especially the communication between governmental organisations such as the ministry of Infrastructure & Watermanagement (I&W) and the Airport itself and with the citizens living close to the airport is a key focus point. This study focuses on how certain impacts associated with the expansion of Lelystad airport are communicated towards citizens living nearby and how grievance mechanisms are implemented for citizens to use. This study utilises semi structured interviews to gain insight into this topic. The results of the interviews shows that there is a clear divide between on the one hand what the airport and others are required to do by law in the context of informing and engaging citizens and what citizens would prefer. Feelings of not being taken seriously and requests and feedback falling on deaf ears was the most common response given by the interviewees. The interviewed governmental agencies indicate that they try to inform and take into account the wishes of people as best as possible. However at the same time they do not perform a formal SIA to really get insight into what people want and need. The purpose of SIA is to identify impacts and propose mitigation measures. Especially an SIA with good stakeholder engagement is needed so that all parties involved are taken into consideration. However in typical Dutch fashion no SIA was conducted by the Dutch government as it is not a formal requirement when conducting large scale infrastructure projects. This study recommends creating a requirement to conduct SIA before any major infrastructure projects as well as creating more transparency during the project in order to keep citizens better informed about what is happening and also allow citizens to be more engaged with projects that affect them.

3 Background

Close to the city of Lelystad lies a small airport that is at this point in time barely used for commercial air traffic. The main function of Lelystad Airport is housing an aeronautical museum and facilitating small private flights. The use of the airport for more commercial use has been a fairly controversial topic within Dutch politics and society for almost a decade (Nos.nl, 2018, Nu.nl, 2022a, 2022b). As of today the decision has been made to postpone the use of the airport, due to environmental issues and the way airspace is currently divided (Nos.nl, 2018). There was also a lot of social unrest in the communities that are dealing with the approach lanes that would be in use. With the minister of infrastructure and water management at the time Cora van Nieuwenhuizen explaining that with the decision to postpone the use of the airport, she hopes to increase trust between citizens and the government. This distrust comes from the fact that citizens were misinformed and not adequately engaged with the project (nos.nl, 2018). The MER rapport shows a calculated expected noise pollution for the relevant area (appendix A), however this rapport is an EIA, therefore it only takes into consideration the impacts to the environment (nature) and does not take into account any social problems that might arise from the noise (MER Geluid, 2018). Furthermore, as can be seen in appendix B, there are two proposed approach lane setups, both of which cross over or pass by closely to urban centres, such as Zeewolde, Biddinghuize and Lelystad (Factsheet Lelystad Airport, 2014) . When the MER rapport came out local engineers specialised in aircraft noise pollution stated that the calculations that were done were dishonest (nos.nl, 2018). The MER rapport even states itself that it does not take into account the effects of background noise and noise being reflected within built up areas (MER Geluid, 2018). It is very important to look at how these projects affect local communities and how we can minimise any negative effects associated with them. Especially in the Netherlands where space is not readily available, the planning of large scale infrastructure should be done with the communities closest to the project in mind. The wish of the airport and its stakeholders is to expand the airport from zero commercial flights to 45000 flights each year which means 120 planes a day or about ten every hour that the airport is operational.

4 The Map

Presented here is a composite map (Figure 1) constructed from data retrieved from other maps, attached in the appendix (appendix A&B). This map was created using an approximation of the available data, since no shapefiles were available to create a new map, there might be some inconsistencies with this map and actual data. On this map the flight lanes are represented by the black line. It is clear that almost the entire Flevopolder is affected by the noise as well as parts of the Noordoost-Polder and Overijssel. Furthermore on the map are three location pins. The blue pin represents Biddinghuizen, one of the most affected communities and one of the most vocal communities during the process of the expansion (geenvliegroutesbhz.com, 2014). The green pin in the bottom left is located in a large recreational area including vacation homes. Both of the interviewed citizens live in this recreational area for a significant amount of time each year. The red pin is placed at the location of Lelystad airport. The large yellow zone is an approximation of the noise pollution area where there would be at least 40dB of noise. 40 dB is the equivalent of a light conversation in the background. However the closer you get to the airport and the closer to the flight paths you can experience noise levels of up to 70dB. 70dB is the equivalent of a vacuum cleaner being used in a room.

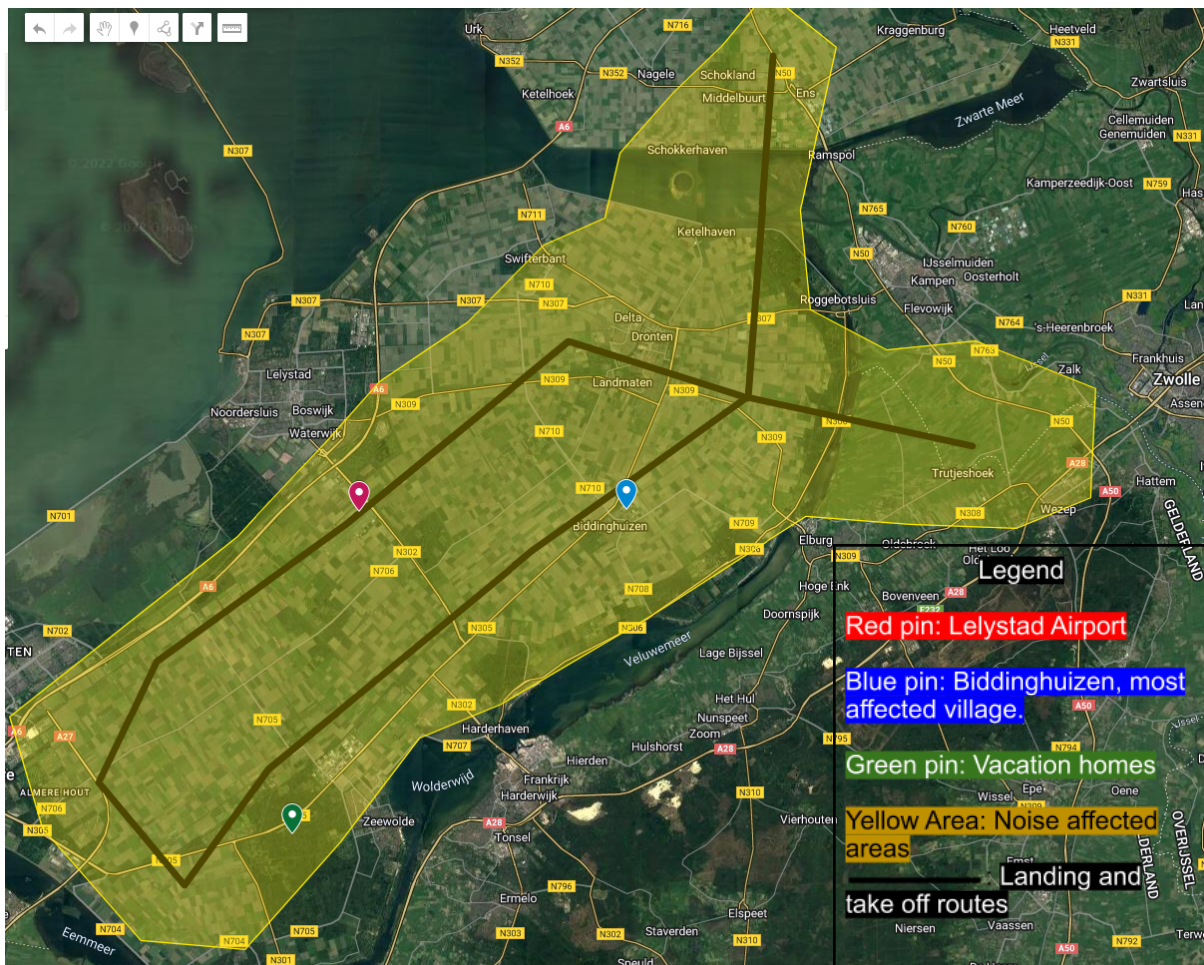


Figure 1: Proposed take off and landing routes and Noise pollution area including areas of interest.

5 Research aim

The aim of this research is to identify what the social impacts are, caused by the proposed expansion of Lelystad Airport and by identifying how communities were and are engaged and informed in regards to the expansion of the airport. Furthermore how do the relevant/competent stakeholders use the feedback given by local citizens and how does this feedback affect the decision making.

6 Theoretical Framework

When planning large-scale infrastructure it is usually considered a best practice to take into account the different local communities and other stakeholders such as companies, recreational areas that might be present in the vicinity of the project. This process is called stakeholder identification. Stakeholder identification should also focus on identifying disadvantaged or vulnerable groups. However the fact that this might seem obvious does not mean that this is done every time a new large infrastructure project is planned. This is because in the Netherlands stakeholder identification mostly focuses on identifying institutional stakeholders, leaving out affected people and nuances that come with it (Runhaar, H., et al., 2010). For instance some of these nuances can be, proper compensation or the capabilities of the researchers to find suitable solutions for the locals. As is demonstrated in the paper by Hanna et al. (2016) making use of social impact assessment (SIA) does not mean that local communities will receive the correct assistance they require. Oftentimes those that conduct the SIA do not take into account any relevant cultural differences, thus the assessment in theory looks to mitigate most of the problems, however in practice the assistance provided misses the mark fairly often (Hanna et al. 2016). In the case of the study done by Hanna et al. (2016) they looked at how indigenous Brazilian peoples were affected by the construction of a large hydro-electrical dam. As part of the infrastructure project a SIA was conducted and an attempt was made to counteract any of the possible negative side effects that the construction of new infrastructure might incur. When we look at the paper by Mottee et al. (2020) it becomes clear that SIA might not always be conducted. In the case of this infrastructure mega project, the construction of the dutch North-South Metro line in Amsterdam, it was not deemed necessary by Dutch law to conduct a SIA and therefore was not conducted even though the project went through multiple neighbourhoods in the densely populated city centre of Amsterdam. Although the people interviewed in the paper by Mottee et al. (2020) are divided on whether or not the use of environmental and social impact assessment (ESIA) would have improved or changed the proceedings of this project. It can be argued that, if ESIA would have played a more integral part during the project, social unrest might have been lessened and the public outrage at some points might have been prevented. The importance of these two papers is that they showcase the two sides of the spectrum of conducting SIA. In the case of the study by Hanna et al. (2016) it shows that SIA can be overbearing and not provide adequate solutions when not considering local cultures. On the contrary, the study by Mottee et al. (2020) shows that not conducting SIA can lead to a lot of push back from local communities and the need to put out fires as they pop up, causing delays and reducing the social licence to operate.

6.1 Grievance mechanisms

Another important aspect of mitigating the social impacts of large scale infrastructure projects, such as the proposed plans to expand the Lelystad airport is to have solid grievance mechanisms in place. A grievance mechanism is a way for affected citizens to provide feedback and in some cases be compensated for any damages that might occur from the implementation of new services or projects (Barca, 2016). Important aspects of an effective grievance mechanism as outlined by the guiding principle 31 of the Ruggie framework and as summarised by Scheltema (2013, p. 190):

“In order to ensure their effectiveness, non-judicial grievance mechanisms, both State-based and non-State-based, should be:

- (a) Legitimate: enabling trust from the stakeholder groups for whose use they are intended, and being accountable for the fair conduct of grievance processes;*
- (b) Accessible: being known to all stakeholder groups for whose use they are intended, and providing adequate assistance for those who may face particular barriers to access;*
- (c) Predictable: providing a clear and known procedure with an indicative time frame for each stage, and clarity on the types of process and outcome available and means of monitoring implementation;*
- (d) Equitable: seeking to ensure that aggrieved parties have reasonable access to sources of information, advice and expertise necessary to engage in a grievance process on fair, informed and respectful terms;*
- (e) Transparent: keeping parties to a grievance informed about its progress, and providing sufficient information about the mechanism’s performance to build confidence in its effectiveness and meet any public interest at stake;*
- (f) Rights-compatible: ensuring that outcomes and remedies accord with internationally recognized human rights;*
- (g) A source of continuous learning: drawing on relevant measures to identify lessons for improving the mechanism and preventing future grievances and harms.”*

The above list of points are all crucial for a smooth process and although if one or two of these are missing the process can still work out fine, the absence of multiple points will result in an ineffective and frustrating process and experience.

In figure 2 we can see a simplified flowchart of how an established grievance mechanism should work. A very important part of this flowchart is the part where, when a citizen's complaint is voiced via the wrong channel that they are being guided to where they should lodge their complaint. This is something that, as will be shown later in this thesis, is not the case with many of the Dutch grievance mechanisms that are currently in place. Another important part is that after a solution is implemented, feedback is gathered and the process is improved.

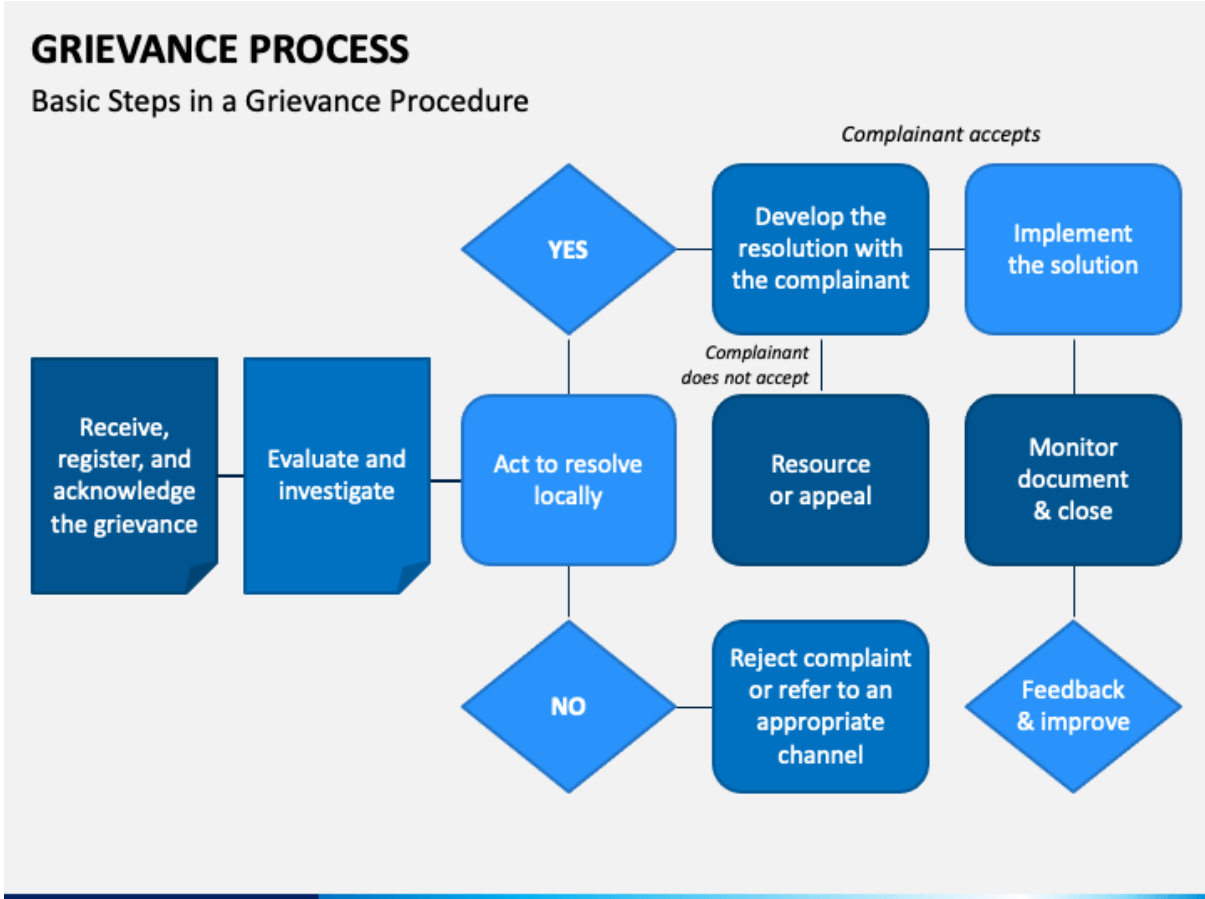


Figure 2: Flowchart of a Grievance mechanism. From: <https://www.sketchbubble.com/en/presentation-grievance-process.html>, date accessed [13-06-2022]

6.2 Research questions

This study focuses on how certain impacts associated with the expansion of Lelystad airport are communicated towards citizens living nearby and how grievance mechanisms are implemented for citizens to use. The use of Lelystad airport is a hotly debated topic currently in the Netherlands, with many different stakeholders arguing for and against the use of this airport. The main problem for the people living close to the airport is the noise pollution caused by the low flying planes. The main concept used in both the articles by Barca (2013) and Scheltema (2013) relates to best practices concerning SIA. The main way this study will utilise the concept of SIA is to conduct interviews with relevant stakeholders such as involved civil servants, planners and involved local community members. Furthermore the aim is to identify to what extent the affected communities were engaged in the decision making and how social impacts are considered in the current process surrounding the airport. SIA is a tool that can be utilised in order to mitigate any potential negative side effects of (infrastructure) projects, especially on local communities. Furthermore it can also be used in order to enhance any positive side effects for local communities (Vanclay et al. 2015). SIA is also relevant during all phases of a project and should therefore not be excluded at any point, or be deemed unnecessary at any point (Vanclay et al. 2015).

The main research question is: *How are possible social impacts of the planned expansion of Lelystad airport assessed and communicated towards citizens?*

With the following sub questions to help answer the main question:

- *How are and were citizens engaged by governmental institutions about the expansion?*
- *What grievance mechanisms are in place?*
- *How have the social impacts of noise been assessed and communicated to citizens?*

7 Hypothesis

Based on the studies that have been done on similar projects and the way news articles have reported and are reporting on this topic and similar topics in the past, it can be expected that similar trends such as a lack of two way interaction between developer and citizen and a lack of compensation will hold true for this project as well. Therefore this study expects that; The information provision is very one sided and that the feedback citizens give is not actively used in decision making. This spills over in a feeling that citizens are not taken seriously when voicing their concerns. This feeling of not being taken seriously is the direct result of inadequate grievance mechanisms and an overall lack of compensation for any negative side effects caused by the expansion.

8 Conceptual Model

The conceptual model displayed in figure 3 , shows the process that most developers in the Netherlands adhere to. Developers and planners assess and develop a new plan or intervention in an area. When this new plan is made they then one sidedly inform citizens during an information evening. During these evenings there is usually room for participants to voice concerns, however these concerns are often not taken into account; it is demonstrated by the arrow with a cross through it; indicating that there is feedback but it is not used in most cases. Developers and planners do however review their own plans, but oftentimes not based on citizen feedback instead being based on internal review processes.

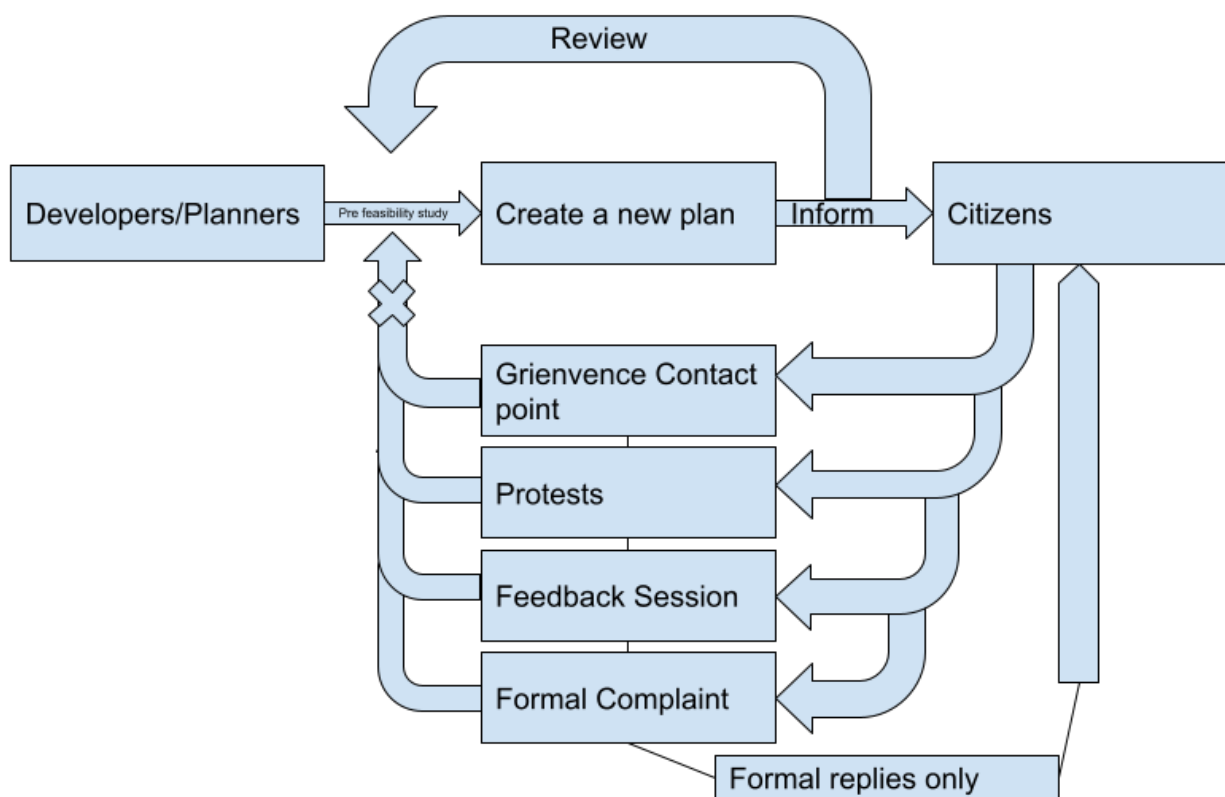


Figure 3: Conceptual model of stakeholder-citizen engagement

9 Methodology

This study will make use of semi-structured interviews to gather relevant data on the research subject. Possible interviewees will be identified through news articles as well as using the snowball method. The interviews will be recorded where possible and if not allowed to record extensive notes will be taken during the interview. These interviews will be analysed using the software Atlas.ti.

When conducting interviews there is oftentimes a power dynamic between researcher and the participant, wherein the researcher has the ability to misrepresent the words of the participants. This will be mitigated by, if allowed by the participant through informed consent, recording the conversation, so that in case of a dispute the recordings are present to showcase what was said. Furthermore transcripts can be sent to participants to make sure they agree with the transcript and that they are not misrepresented. Also as stated above all participants will be informed about the context and goal of this research and can at any time pull out of the research, even after participating. Furthermore all data collected will be anonymised when requested. The researcher is an outsider to the topic and therefore will have no prejudices one way or the other, other than his own informed opinion based on relevant and acclaimed sources.

Number	Name Interviewee	Characteristics
1	Chris	Pensioner, Often stays in his vacation home right underneath the proposed flight routes, Zeewolde
2	Rico	Ex airforce and used to airplane noise, Harderwijk
3	Dhr Rebel	Project director Lelystad Airport ministry of Infrastructure and Water Management

10 Results

After conducting multiple interviews it becomes clear that there are many different viewpoints on this issue. This makes sense since the expansion of Lelystad airport is a highly complex issue with many different stakeholders involved. The overall sentiment from those that surround the airport is a sense of uncertainty and feeling of being sidelined by both the government and the project developers.

When Chris was interviewed he explained that, although he was very thoroughly involved in the process of the expansion on the side of the citizens living in affected municipalities. Chris explained that he felt very much sidelined by the government, stating that his actions felt like they fell on deaf ears. Each email he wrote he got a very formal and standard reply. Furthermore he called the project a: “prestige project”. Explaining that he experienced the expansion of the airport as just a way for the minister at that time to make a mark on society. Again emphasising the fact that all his effort into steering or providing input for the project, through personal writings or through more organised efforts were all ignored.

As Rico put it, he feels “Powerless” and not being listened to. These keywords are very indicative of what the citizens in the vicinity of the airport experience. As Rico explained further, he lives right underneath the proposed flight approach lanes, despite this he is currently not even bothering with complaining and resisting to the airport. Stating that: “If they [the airport] want to expand it will happen regardless of my complaints.” Explaining that he would only complain after the actual expansion had happened and only if indeed he suffered any negative consequences from it, but also saying that if it were the case he would not feel confident in his complaints being taken seriously. Even telling the interviewer that he only found out about the expansion in the first place through the media. This clearly breaks the best practice of equitability as explained by Scheltema (2013) and stakeholder engagement in general has failed in this case.

Chris also explained about how he felt he had been wrongly informed about the project (he did attend information evenings), stating that explanations in regards to noise pollution were wrong as well as approach lanes. As would later be proved through a test flight, furthermore, Chris believes the plane that was used was already a very low noise emitting plane. However this cannot be proven, but it does indicate the lack of trust between citizens and government. Rico in relation to the higher noise pollution calculations that the test flight produced stated that it: “was to be expected, they[the government] always use that which is most favourable for them.”.

As this interview with Chris showcases there appears to be a lack of communicative effectiveness between government and citizens. For this study the deputy project director of Lelystad airport was interviewed as well. Director Rebel works at the Ministry Infrastructure and Water Management (I&W). When asked about how he and his department had engaged citizens and informed them he stated that:

“We held information meetings in the provinces Flevoland, Drenthe, Overijssel, Gelderland & Noord-Holland. Everybody was more than welcome to join these sessions and ask questions and make any remarks related to the Airport”.

As this quote shows, the ministry of I&W did try to inform citizens through these information sessions about the expansion of the airport. However, as can be seen from the reactions of the interviewees, both of whom live in provinces where these sessions were undertaken, sessions such as these often do not achieve the desired effect. Another aspect that deputy director

Rebel explained was that they do try to use feedback they receive as long as it is well founded and useful to the plans:

“ if [the feedback] is relevant for the decision making and you can implement it then we do that. At the minimum though we always answer questions with a formal ‘nota van antwoord’ in which we explain if the question or feedback has led to any changes in the plan. However it has to fit in with the plan and be possible.”

This quote shows that there is a willingness to use feedback by citizens however deputy director Rebel clearly indicates the need for the feedback to be relevant. However he did not explain on what basis relevancy is determined. He did tell me that they had listened to some of the feedback mainly regarding nitrogen deposition and noise pollution calculations, stating that they had taken those comments to heart and implemented them. However these critiques did come from more formal institutionalised bureaus such as the Commission MER responsible for making sure everything is done according to established rules and regulations. However it also shows a lack of flexibility by the ministry of I&W when things do not fit within the existing plan. When this is the case providing feedback and consulting with stakeholders is meaningless and mostly for show.

When asking deputy director Rebel about compensation for citizens dealing with any negative side effects of the airport expansion he said:

“If you think your property has lost value due to the exploits of the airport you can file a formal complaint [with the government] and see if you are eligible for monetary compensation.”

This is the only form of compensation that is currently in place, but this is a general mechanism of the Dutch government and not specifically created to compensate those affected by the airport. Something else that was interesting was that deputy director Rebel was not sure who would be ultimately responsible for paying out any of these compensations.

Furthermore the Airport is a semi privatised corporation, being owned by the Dutch state for around 70% (ftm.nl, 2020). This means that the expansion is largely decided by the Dutch government. However it is the responsibility of the board of the Airport to make sure all the calculations, applications etcetera are being met. The ministry of I&W is only responsible for giving the permit that is requested, granted that all the documents are in order. The ministry of I&W also sets out the guidelines for these application processes, by creating policies for the maximum amount of air traffic that is allowed and for instance the rules surrounding CO2 and noise. They do not decide whether or not the plans should be carried out. As director Rebel put it at the beginning of the interview:

“We [directie luchtvaart] are responsible for the amount of air traffic, how many we allow in the country and to what airports the air traffic should go. Furthermore we create a framework of standards [normenkader] regarding noise, safety, that is our territory.”

This quote illustrates that the expansion of the airport is not up to the ministry to approve or disapprove of, but only to look at whether the proposed plan to expand fits within the frameworks created by the ministry of I&W. This question of who is ultimately responsible for approving the expansion is also a question of who is responsible in the end.

10.1 Grievance mechanisms

During the interviews and when conducting exploratory research into the grievance mechanisms that are in place, the following types were identified:

1. A website where people can file noise complaints that the airport will keep track of (Meldpunt.Lelystadairport.nl);
2. Lodging an official complaint with the national government;
3. The national ombudsman;
4. Filing a complaint with the municipality;
5. Information evenings where citizens can voice their complaints.

The first four out of these five grievance mechanisms are oftentimes overly formal and yield little to no results. As both Chris and Rico pointed out, the overly formal structure of these grievance mechanisms made it very frustrating to use them. As indicated on page 4, the list of best practices indicates the need for transparency and predictability. These two points are very lacking in these current grievance mechanisms. As Chris pointed out in his interview:

“When you send an official complaint [to the municipality], you just get a very standard response that they received your message, without ever following up on your complaint.”

Chris then added as well that he was not aware of any plans to compensate citizens for any damages that they suffered due to the expansion of the airport. However as shown in the quote by director Rebel, there actually is a standard procedure in place for these types of losses in property value. However the fact that people in the affected area are not aware of such opportunities shows that not only are the processes oftentimes not transparent and predictable, they are also not accessible, due to the fact that people do not know of their existence.

This lack of transparency and predictability was also experienced first hand by this study. When trying to contact the municipality of Lelystad and the Lelystad airport, neither party returned any of the emails by the researcher, all sent through the official channels, even after multiple reminders to respond to the question and asked if they wanted to talk about the airport expansion. This unwillingness to talk and respond is also indicative of the larger problem within this project, which is, who is responsible, the Dutch state, who is the largest shareholder (ftm.nl, 2016) , the ministry of I&W, the municipality or the airport itself.

Deputy director Rebel clearly showcased this lack of knowing who is responsible by saying during the interview:

“If you think your property has lost value, you can put in a claim. I think you can put that claim in with the government and the damages are paid by the airport. I don’t know off the top of my head [who is responsible for paying], if it is the sector itself or if it goes through the government.”

When even the government and other involved parties are not sure who is responsible for any damages that might occur, it will be very difficult to clearly and adequately inform citizens about this as well. This holds true because none of the interviewed citizens knew of any of the indicated existing grievance mechanisms or any compensation arrangements.

11 Discussion

For future research it is important to look into how in general Dutch grievance mechanisms are structured and operated. Conducting research on their perceived effectiveness and what their role within Dutch society is. With ever growing dissatisfaction with the Dutch government over a lack of transparency and the tendency of politicians to do their jobs behind closed doors, the availability of proper grievance mechanisms are of vital importance. We only need to look at the child benefit affair that has dominated Dutch politics for the last few years to see what critical importance good grievance mechanisms have and what massive problems can arise when they are not implemented or functioning properly.

Another topic for future research should be looking at how noise complaints come into effect and are dealt with once the airport does expand, there will be 45000 flights a year. This research should especially look into how the noise calculations were altered and how people living close by should be compensated for any noise pollution that will occur from the planes landing and taking off.

12 Conclusion

While planning the expansion of Lelystad Airport, it is clear that the national government of the Netherlands was out to expand the airport using the rules and regulations that are in place through Dutch and European laws. Furthermore these requirements for the expansion of the Airport were all calculated, mostly leaving the human element out of it insofar that the project managers only looked at how to avoid built up areas as much as possible to reduce the amount of noise pollution. However, what became clear from interviewing the people living very close to the airport is that the noise calculations were dishonest and did not take into account any acoustic reflection. The fact that acoustic reflection within cities is a very important and that the used noise levels were completely theoretical this led to the fact that the noise level readings being unrepresentative of the actual experienced noise by people living in the vicinity of the approach lanes. On paper doing all these theoretical calculations is all completely legal and if the calculations are correct there is no possibility to stop any of the proposed plans to expand the airport.

This feeling of an inevitable expansion is what most of the citizens are struggling with the most. Feeling unheard and powerless against the institutions that want to expand the airport. Furthermore no formal SIA has been conducted, if it had been done there would have possibly been a more clear picture of the resistance to the expansion. The main thing the government and airport did to accommodate the citizens living close by the airport, was to hold information evenings, however the reaction from citizens to these meetings is fairly negative. From the interviews done with citizens it shows that they find these information evenings relatively useless. Explaining that they are just being informed about what will happen, with very little opportunity to influence any of the plans.

There is also a clear lack of transparency regarding the expansion of the airport. This research tried to approach the municipality of Lelystad and the airport three times to respond to requests to talk about the expansion of the Airport, both the municipality of Lelystad as well as the Airport itself have not responded in any way to these requests. This unwillingness to talk about a very public subject also creates the impression that a lot of things are happening behind closed doors. This impression of things happening behind closed doors was also echoed by the interviewees, who indicated that this apparent distance to the population created the feeling of being left out and not having any influence whatsoever. This was further reinforced by the fact that they only received formal replies to complaints and suggestions.

Then there is the issue of accountability, even the highest civil servant at the ministry of I&W did not know who would be responsible for any possible damages caused by the expansion of the airport, these damages would mostly relate to the loss of property value.

When looking at the effectiveness of the grievance mechanisms currently in place it can be concluded that they are technically sufficient, however, the way people experience these mechanisms are far from the ideal way a grievance mechanism should work. When we put the best practices for grievance mechanisms as outlined in Scheltema (2013) next to the way the interviewees described their experience with these grievance mechanisms there are a lot of aspects that need improving, especially in regards to transparency and predictability.

The lack of transparency, especially in the form of who is responsible for this project and who will pay for any grievances. This causes confusion for citizens who do not know where to voice their complaints and grievances. For instance, in the case of Chris, he filed most complaints with the municipality, although it is unclear whether or not his complaints should be addressed to them and not for instance the Ministry or the airport itself. This in turn causes citizens to feel powerless and helpless, because they do not know whether their complaints landed in the right spot. This is a clear violation of best practices as outlined by Scheltema (2013) citizens should be kept well informed and updated on their complaint. There should even be a pre-established time frame for dealing with complaints and providing an explanation or solution.

To summarise this study has found that indeed, information provision is very one sided, with information being, albeit in a limited form, provided to citizens that are in the affected area. Furthermore, as became clear from the interviews, citizens feel as though they are fighting an uphill battle, with key words such as “*Helplessness*” and “*Powerless*” being words most prominently used. Furthermore the interviewees indicated that they did not know of any of the grievance mechanisms in place, such as and currently only possibility that is already in place to receive monetary compensation for any lost value of property. However grievances and complaints can not always be resolved with monetary compensation. For example, reduced quality of life can hardly be compensated with money.

13 Recommendations

As part of this study there will also be some recommendations in order to improve the processes of information provision and grievance mechanisms. These recommendations will help further projects to run more smoothly and more transparently.

13.1 Information Provision

The current information provision process is lacking, with many of the interviewees indicating that they received little to no information, and that the information they received was found to be lacking, insufficient, misleading, or in the case of the noise pollution report downright false. Therefore this study recommends creating a focus group, at the start of new large scale projects where possible affected citizens can indicate what type of information they would like and how they would like to receive this information. This way affected citizens get all the information that they want, and thus are more well informed about the possible impacts a large infrastructure project might cause.

13.2 Grievance mechanism

This study found that the current grievance mechanisms are very overly formal and are not in touch with the average citizen, they can even be daunting to use. Therefore this study recommends to first of all, inform citizens about any grievance mechanisms that are already in place. Furthermore a specialised grievance mechanism specifically for the project should be created, with a dedicated staff to assist people with any questions or complaints. There also needs to be a more standard operating procedure as this study found some of the official channels only respond with overly formal replies, or they run the risk of not responding at all. When one or multiple dedicated grievance contact points are created the amount of overly formal replies or even the lack of a response can be drastically reduced, as their sole purpose is to inform and resolve grievances.

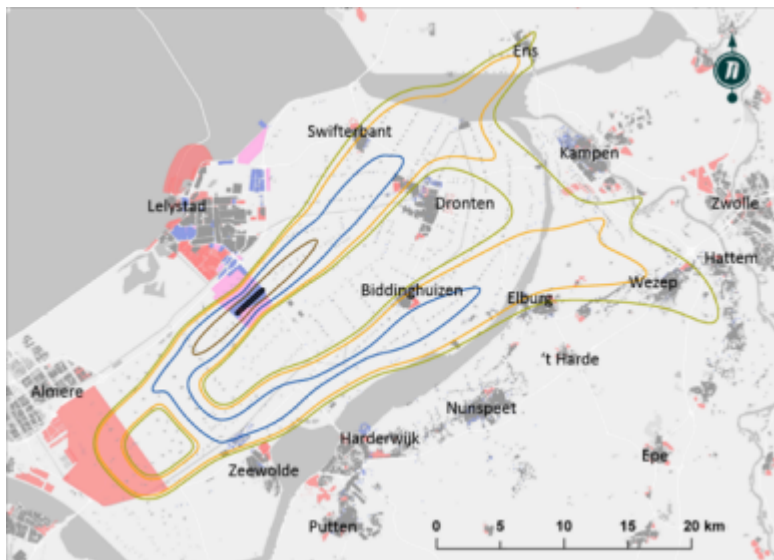
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15 Appendices

Appendix A



Map of noise pollution. Created

by: https://www.Lelystadairport.nl/uploads/documents/factsheet-Lelystad_vliegroutes.pdf

Appendix B

Proposed approach lanes Lelystad Airport taken from the Lelystad Airport Factsheet

Vliegroutes



15.1 Transcriptie van het interview met Dhr. R. Rebel

Daan - Hoe is uw afdeling betrokken bij het proces van de uitbreiding van Lelystad airport?

00:00 Heer Rebel - Wij zijn beleidsverantwoordelijk voor de luchtvaart in Nederland, dat is de directie luchtvaart. Dus die, die gaan met name over de aantal vliegtuigbewegingen wat we toestaan in het land en op welke luchthavens en hoeveel. En binnen welk normenkader dat gebeurt, dus hoe doen we dat met geluid, veiligheid, dat is ons territorium. Hoe gaan we de CO2 uitstoot van de luchtvaart, hoe gaan we daar mee om in de toekomst, nou daarvoor is die directie waar ik zit. Die is daar verantwoordelijk voor en ook gewoon de hele operatie, dus lucht aanvliegeroutes, luchtverkeersleiding dat soort publieke zaken. Daar gaat die directie luchtvaart over. en uiteindelijk, is het proces zo dat een luchthaven die vraagt bij het ministerie [I&W] een luchthavenbesluit aan. En dat loopt via ons, dus ze vragen een vergunning aan om 45000 vliegtuigbewegingen mogelijk te maken.

01:12 Heer Rebel - dat is dan onze rol, aan de ene kant zijn we ook beleid, van hoeveel en wat mag allemaal en onder welke voorwaarden en aan de andere kant geven we ook vergunning af.

01:19 Daan - Juist, precies, oke duidelijk, als onderdeel van die uitbreiding zijn jullie bezig met bijvoorbeeld informatie voorziening aan bijvoorbeeld omwonende?

01:35 Heer Rebel - Ja, dat doen we op hele verschillende manieren maar dat is met name heeft dat in het verleden plaatsgevonden, maar recentelijk maar dan praten we ook alweer over 2019 even uit mijn hoofd, bij het wijzigingsbesluit wat toen gepubliceerd is. Hebben we informatie markten gehouden in de diverse provincies Flevoland, Drenthe, Overijssel, Gelderland, Noord-Holland. Waarin we iedereen hebben uitgenodigd om bijvoorbeeld langs te komen voor al hun vragen en opmerkingen, over de luchthaven. Dat was informeel en formeel konden mensen een zienswijze indienen op dat wijzigingsbesluit. Waarbij we vervolgens een nota van antwoord hebben geschreven op al die reacties die binnen zijn gekomen.

02:33 Daan - Ja precies, oké, bij die wat formelere interactie met burgers, is er dan ook, die feedback of die vragen, op en aanmerkingen die jullie dan krijgen, wordt vooral beantwoord met het besluit wat er ligt, of wordt er ook, wordt die feedback ook verwerkt in de beleidsvoering, in het beleidsplan?

03:03 Heer Rebel - Nou dat ligt er heel erg aan, als het relevant is voor het besluit wat er voor ligt en je kan het bijvoorbeeld meenemen, dan verwerk je het in het besluit zelf. In de basis

maak altijd een nota van antwoord op alle vragen die je krijgt, dus je beantwoordt alle vragen, en daarbij geef je dan aan of dat eventueel tot wijziging leidt in het besluit wat dan voorlag. Het kan dus wel, alleen moet het dan wel relevant zijn, moet ook mogelijk kunnen zijn.

03:31 Daan - Ja precies, uiteraard. Er is natuurlijk ook een heel MER rapport geproduceerd, dat is natuurlijk allemaal volgens de regels en allemaal verplicht, daar is destijds is daar natuurlijk best wel wat kritiek op geweest, ook vanuit de media maar ook vanuit omwonende zelf. Jullie hebben gewoon die berekeningen gedaan volgens Europese richtlijnen, maar hoe vangt jullie zulke toch best wel felle kritiek op?

04:24 Heer Rebel - Ik ben daar toen destijds niet helemaal bij betrokken geweest, dus ik weet niet exact hoe dat destijds gegaan is. Maar wat je in het proces natuurlijk hebt kunnen zien is dat, er is kritiek gekomen bijvoorbeeld op die geluidsberekeningen. Nou die zijn dan opnieuw gedaan, en daarom is ook het wijzigingsbesluit van het luchthavenbesluit genomen. Dus in die zin is die kritiek meegenomen en daar zijn nieuwe geluidscontouren met nieuwe drempelwaarden aan de kop van de baan, die zijn opnieuw bepaald. Dat is allemaal in het geactualiseerde MER gebeurd. Later hebben we kritiek gehad op de stikstofberekeningen en dat hebben we ook door de commissie MER laten bekijken en daar zijn wat aanbevelingen uitgekomen voor de toekomst voor de depositieberekeningen en die worden nu als er een nieuwe stikstof berekening bijvoorbeeld moet worden gedaan dan worden die ook aan de hand van die adviezen worden ook meegenomen.

05:34 Daan - Duidelijk, nog een andere vraag, op dit moment staat de uitbreiding op een relatief laag pitje, door de corona crisis, en dergelijke, wat is nu het vooruitzicht, wanneer staat nu de uitbreiding nu gepland. Ik weet niet of je daar wat meer over kan vertellen. Of wat de tijdlijn een beetje is voor de toekomst?

06:08 Heer Rebel - Kijk die tijdlijn is een beetje lastig, wat Lelystad airport nu moet doen, daar zijn zij nu voor aanzet om een vergunning te verkrijgen in het kader van de wet natuurbescherming. en dat is aan hen om daar actie op de ondernemen en om die vergunning aan te vragen. Dus ja dat durf ik niet te zeggen, ik kan niet voor Lelystad airport praten hoe snel zij daarmee aan de gang gaan.

06:35 Daan - Nee uiteraard, Als de uitbreiding dan eenmaal is doorgevoerd, zijn er dan, op dit moment ook al, vanuit het ministerie meldpunten waar burgers eventueel klachten van de uitbreiding van het vliegveld zouden kunnen melden bijvoorbeeld.

07:03 Heer Rebel - Ja er is nu al een meldpunt bij Lelystad airport, want Lelystad airport is natuurlijk al gewoon open. Voor klein verkeer, kan je wel op die website vinden, ze hebben al een meldpunt. Dus als je klachten hebt kan je dat daar melden. Ik neem aan dat dat zelfde meldpunt van kracht blijft ook als het open gaat voor het grote verkeer, dat is een. En twee we hebben als de opening van de luchthaven als het zover is dan hebben we voor die fase wanneer het dus open is een hele monitoring plan hebben we staan waarin we de effecten zoals we dat in het MER hebben berekend en bedacht allemaal waarmee we dat gaan

monitoren, om te zien of het klopt wat we hebben aangenomen en berekend hebben, is dat ook de lijn die we in de praktijk zien gebeuren.

07:56 Daan - Ja oke duidelijk, logisch. Het is natuurlijk ook kijken wie gaat er dan verantwoordelijk zijn voor als er bijvoorbeeld wel overlast is door de aan en uitvliegroutes en er treedt bijvoorbeeld waardedaling van woningen op door geluidsoverlast, wie zou daar dan eventueel verantwoordelijkheid voor zijn, voor bijvoorbeeld een monetaire compensatie of iets dergelijks.

08:24 Heer Rebel - ja daar heb je een procedure voor, dus als je denkt dat, als je van mening bent dat je woning in waarde daalt door de activiteiten die ontplooid wordt door de luchthaven. Dan kan je daar een schadeclaim voor indienen. En volgens mij dien je die bij de overheid in, en stel dat daar een vergoeding uit voortkomt dan wordt wel omgeslagen naar de luchthaven. Maar dat durf ik even niet hardop te zeggen dus dat uiteindelijk de sector dat zelf betaalt maar volgens mij gaat het wel via de band van de overheid. Maar het beste is als antwoord: Als je van mening bent dat je woning in waarde daalt, dus dat je schade ondervindt dan kan je dat melden en kijken of je daarvoor[schadevergoeding] in aanmerking komt.

09:21 Daan - Oke, duidelijk. Dan heb ik eigenlijk alle vragen wel gesteld die ik zou willen stellen. Heb je zelf nog iets wat je eventueel zou willen toevoegen?

11:50 Heer Rebel - Je zou nog kunnen overwegen om de commissie direct omwonende te benaderen, het CDO. Dat kan denk ik via de CROL, Commissie Regionaal Overleg Lelystad airport. Dat is een geïnstitutionaliseerd overleg over de luchthaven met de luchthaven, omwonende, maar ook provincie, gemeente, milieu en natuur federatie Flevoland bijvoorbeeld. Daar zit dan ook een commissie direct omwonende in dat zijn dan met name de mensen die echt naast de luchthaven wonen, zeg maar de 100 mensen die het dichtste bij de luchthaven in de buurt wonen.

15.2 Notes interview Chris

The sentiment is that it is a large scale prestige project. Citizens were wrongly informed and everything was done to try and make it seem as easy and with minimal impacts. They were not really informed as much as told about the plans in general. Completely and wrongly informed, not even close to being adequate.

There was plenty of possibilities to talk to and with the provinces, municipalities and the more executive stakeholders such as Schiphol airport however these meetings resulted mostly in nothing. Paraphrasing: ene oor in andere oor uit, geitenwollensokken mensen, laat ze maar pruttelen.

There were False promises, mainly on creating jobs in the area, however the warehouses that were build were all automated and things like cleaning companies for the airport don't usually hire locals but foreigners that are willing to do it for less money.

Approach lanes were not right, there was way more noise than they told citizens, especially in regards to the test flight that was done, Chris believed that it was an already noise poor plane (geluidsarm vliegtuig) to even further down play the noise pollution. Approach lanes turned out to be in practice right over the 'stille hart' and lots of recreational areas.

Chris also said that, municipalities are trying their hardest to minimize all the problems, but there is only so much that they can do. Small private aircraft are fine, as well as the more recreational flights for paragliders etc. but the big aircraft are just too much.

There is a constant fear that the airport will be opened and that the government simply hides behind the calculations and just goes along with the expansion, because currently they are losing millions.

Currently there is no noise pollution, during the process of expanding there was no attempt to minimize the problems by planners and developers.

the test flight was just an abomination, it should have never been possible that something like that (afwijkende meting) could happen.

There is and was no plan to compensate the citizens.

An adequate form of compensation would be according to Chris, if the airport does expand, that the government pays for the loss of value of property in the affected area.

They went to court multiple times and won almost all cases, especially those in regards to the noise and environmental calculations.

Appendix D - Interview Guides

Interview Guide - Citizens

Expansion of the airport

1. What are your thoughts about the possible expansion of the airport
2. How were you informed about the expansion plans for the airport
3. Did they inform you about any possible (negative) side effects?
 - a. How were you informed
 - b. Did think this was enough, or could did it leave you wanting more information

Feedback and Engagement:

1. Was there any room for you to talk to the developers during the time they were planning the expansion?
 - a. If you were able to give any feedback, did you feel as though you were taken seriously?

Grievance Mechanisms:

1. Is there currently an option for you to complain(meldpunt) about noise?
 - a. Have you made use of this possibility?
2. If I told you there was a possibility to voice complaints about noise, would you make use of it?

Noise Pollution

1. Do you currently experience any negative effects of the airport such as noise?
2. Have the developers done anything about making sure the impacts are minimal
3. What are your thoughts on the fact that the test flight resulted in much higher noise measurements than the previously calculated results?
4. To my knowledge there are no plans to create compensation for the noise do you know of any plans of compensation
 - a. What do you think would be adequate compensation in the case that the airport expansion is finalised.

Projectdirecteur Lelystad airport - Dhr Rebel

Opening

1. op welke manier is uw afdeling betrokken bij het proces van de uitbreiding van vliegveld Lelystad

Informatievoorziening

1. Is uw afdeling betrokken bij de informatievoorziening naar buiten toe
 - a. Op welke manier heeft u omwonende geïnformeerd
 - b. Indien nee, weet u wie verantwoordelijk is voor deze informatie voorziening
2. hoe vind u dat de informatievoorziening richting burgers omtrent de uitbreiding is gegaan

Feedback en kritiek

1. Heeft uw afdeling de mogelijkheid geboden/ biedt uw afdeling de mogelijkheid voor burgers om hun zorgen te delen en/of inspraak te geven in de vormgeving van de uitbreiding.
 - a. is er een specifieke reden waarom dit wel of juist niet wordt gedaan.
2. Er kwam vanuit de samenleving nogal wat kritiek op de werkwijze mbt de geluidsberekeningen. Uiteraard zijn er internationale normen waarmee u gerekend heeft en valt er niets op aan te merken, maar hoe gaat u om met die kritiek

CDO direct omwonende CROL

Compensatie

1. is er in het plan voor de uitbreiding van de luchthaven meegenomen dat er wellicht een compensatie moet komen voor de waardedaling van woningen van omwonende.

Afrondend

1. Wilt u zelf nog iets toevoegen aan wat u gezegd heeft of is er iets want nog niet benoemd is wat u graag zou willen toevoegen.