

Application of the Public-Private Partnership Concept in Airport Development in Bintan Regency to Enhance the Coastal Economy

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ABSTRACT

The efforts of various regions to introduce the identity and beauty of their areas are often hindered by inadequate infrastructure and poor management by local governments. Additionally, funding, which is critical for development, poses a significant challenge. As a solution, Public-Private Partnerships (PPP) offer an alternative approach to budgeting and financing that extends beyond the use of regional (APBD) and national (APBN) budgets. In Bintan Regency, various infrastructure developments aimed at supporting the tourism sector have been undertaken. Notably, PT. Angkasa Pura II, in collaboration with PT. Bintan Aviation Investments, is committed to constructing an international airport designed with Airport Resort Facilities, named Bintan New Airport or Busung Airport, to bolster the economy of Bintan Regency. However, the study reveals that the development, which is anticipated to become a cornerstone of economic strength in Bintan Regency, faces significant challenges from the Airport Business Entity (BUBU). This has resulted in delays and complications in the continuation of the airport construction project between PT. Angkasa Pura II and PT. Bintan Aviation Investments. Despite these obstacles, the partnership remains focused on achieving its goal of enhancing the regional economy through improved infrastructure and tourism facilities. The collaboration between PT. Angkasa Pura II and PT. Bintan Aviation Investments represents a strategic move to leverage private sector efficiency and innovation in public infrastructure projects. Nonetheless, the ongoing challenges with the Airport Business Entity highlight the complexities involved in such partnerships, necessitating careful management and oversight to ensure project continuity and success.

Keyword: Public-Private Partnership (PPP), Airport Development, Coastal Economy

INTRODUCTION

Infrastructure is one of the main factors in driving the economy of a region, low investment in the region is one of the successes of the region's ability to develop the desired infrastructure. In the ability of the region to develop the desired infrastructure, and has a negative impact if the government is not able to attract investment and infrastructure. has a negative impact if the government is unable to attract investment and abandon certain projects, resulting in hampered economic growth (Abdullah, 2020). certain projects are abandoned, resulting in the obstruction of economic growth in a region. economic growth in a region.

The main challenge that often occurs in a region is the funding gaps between the need for infrastructure investment and the relatively limited between the need for infrastructure investment and the relatively limited financial capacity of the state to fulfil these needs. to

fulfil these needs. Therefore, the need to strengthening public-private partnerships that are seen from 3 (three) dimensions as follows (Gasali & Surya, 2016). (1) Political reasons: creating a democratic government and promoting good governance and good society. (2) Administrative reasons: limited government resources, including budgetary resources, human resources, assets, and management capabilities. (3) Economic reasons: to reduce gaps or inequalities, spur growth and productivity, improve quality and continuity, and reduce risk.

Public Private Partnership (PPP) can be translated as a contractual agreement between the private sector and the government, both of which join together in a cooperation to use their respective expertise and capabilities to improve services to the public where the cooperation is formed to provide the best quality of service at an optimal cost to the public (Sompaa, 2019). In addition, Presidential Regulation No. 67 of 2005 also explains the cooperation between the government and business entities in the provision of infrastructure, defining the types of infrastructure that can be cooperated with business entities, including: transportation, roads, irrigation, drinking water, wastewater, telecommunications, electricity, and oil and gas (Masitoh, 2014). Transportation infrastructure includes: Airports, ports, and railways, while road infrastructure includes: toll roads and toll bridges (Sari, 2020).

Public Private Partnership which is the hope of change in the current era of globalisation, where the increase and development are relatively significant in aspects of human life, especially agencies, especially Regional Owned Enterprises (BUMD) as belonging to a region that is demanded to be able to increase its existence, but the role of the local government or region concerned is also demanded to be able to keep agencies from mistakes and even misappropriation of funds that could one day occur (Anggraini, 2017). The development of government agencies makes it impossible for management to supervise every activity that takes place in the government (Kustiningsih, 2017).

Law No. 32 of 2004 concerning Regional Government has decided on several authorities over the Central Government to the Regional Government (Pemda), including the construction sector which is currently or in the process of being worked on. Therefore, the Regional Government, both from the Province and Regency / City, plays an important role in realising airport development infrastructure that is able to provide employment opportunities and the growth of MSMEs and is able to support regional development activities with integrity in an infrastructure system and the concept of cooperation with the Private Sector (Tukuboyo et al., 2018). The important role of the implementation of this cooperation is one of the alternatives to all financing strategies that can be applied and used apart from APBN and APBD expenditures (Ahmad et al., 2021).

Infrastructure Development is the development of facilities and infrastructure aimed at the public or society in supporting every economic activity of a country, besides that the availability of infrastructure is very important in the level of efficiency and effectiveness of economic activities (Akbar & Ikhsan, 2019). With the development of quality infrastructure and sufficient levels of productivity, economic resilience and in the process aimed at building a better quality of life (Suhendra, 2017).

MRO companies abroad continue to increase capacity and provide facilities. According to him, MRO business opportunities are obtained from the maintenance budget of each airline which is at least USD1 billion or around Rp13.2 trillion per year. With an average increase in passenger numbers above 15 per cent per year, the national MRO industry must be able to increase capacity and capability. If not, then foreign parties will take the business opportunity. As the aviation business grows, IAMSAs estimates that Indonesia will need 12,000-15,000 experts in the next 15 years.

Seeing the high growth of the aviation industry in Indonesia and the Asia Pacific region, Indonesia needs to have an Integrated Aviation Industrial Park (Aerospace Park) as mandated in Law No. 1 of 2009 concerning Aviation article 370 paragraph 3f. Expected support from the

government Establishing an Integrated Aviation Industrial Estate (Aerospace Park) in accordance with the mandate of Law No. 1 of 2009. With consideration of geographical proximity to Singapore, which is one of the logistics centres and manufacturing/vendor representatives in the Asia Pacific region, the Riau Islands (Bintan and Batam) can be considered to become an Aerospace park in Indonesia, which has been designated as a Free Trade Zone (FTZ).

The concept of international eco-tourism has been chosen as the development template for this area. Nationally, 17 million foreign tourists are targeted this year. And through the Destination Origin Time (DOT) strategy, the target of foreign tourists to Bintan itself is targeted at 900 thousand or 5.3% of the national target. In terms of industry, BIE is targeted to be filled with 16 tenants with a total of 4242 workers. The industries that will be built here are Bintan Offshore Marine Centre (BOMC) which provides marine services, ship repair and dismantle, car dismantle. Furthermore, there is Bintan Aviation Investment (BAI), which focuses on airport development, aerospace focuses on airport development, aerospace park, and MRO facilities. Halal Hub is also developed as a halal industrial area and halal food. Meanwhile, to support industries in the region, a logistics hub will be established for e-commerce businesses.

The land used for Bintan International Airport (\pm 800 hectares) and Aerospace Industry Park (\pm 500 hectares) is part of what is designated as a free trade zone (FTZ), and is fully owned by the private party that initiated the project. The management of the land is also run by the private sector and is integrated with the BIE area. To date, the land acquisition progress has reached 80%, including the Phase 1 MRO facility. In early 2021, it is targeted that the runway construction will be completed, and the entire airport will be completed by the end of the year, so that it can start operating in 2020.

Regional Asset Management, which is one of the things that is done in several countries, can be practised with various kinds of cooperation. One of the provinces in Indonesia that applies Public Private Partnership is the Bintan Regency Government, which is one of the regencies located in the Riau Islands Province. The Riau Islands Province or often referred to as the Riau Islands Province, which has one of the largest industrial cities in Indonesia, is trying to implement a model of cooperation with the private sector in managing public assets.

One of the public assets whose management will be carried out and authorised for its development is the Bintan New Airport. Where, the person in charge of this implementation is a collaboration between PT Angkasa Pura II as the BUMD Party and PT Bintan Aviation Investment. The agreement made by the Bintan Regency government and PT Bintan Aviation Investment found an agreement that PT Angkasa Pura II would act as the Bintan Airport Manager, and PT Bintan Aviation Investment would provide funds and build the total airport infrastructure and other facilities. The development is entitled Airport Resort Facilities or an airport that focuses on aviation services that support the tourism sector in Bintan Regency which is very different from Raja Haji Fisabilillah Airport which focuses on commercial or general aviation (Latif, 2018).

To develop this industry, PT Bintan Aviation Investment is ready to build a project called Bintan Airport & Aerospace Industry Park with an airport area of 800 hectares (ha) and an industrial area of 510 ha. The airport area will be able to handle general aviation business, MRO facilities, and logistics centres. Bintan Airport & Aerospace Industry Park project in Bintan Island, Riau Islands Province. This is an integrated aircraft maintenance, repair, and overhaul (MRO) industry park. The airport accommodates general aviation businesses, MRO facilities, and logistics centres.

The runway length reaches about 3,000 metres and can be landed by wide-body aircraft, allowing national and international airlines to conduct maintenance. The MRO industry

in Indonesia will continue to grow along with the need for transport and mobility between regions and the world. This opportunity must be utilised by aircraft maintenance companies to continue to improve the provision of facilities balanced with qualified human resources.

The company is starting the construction of the first phase in the form of a passenger terminal and industrial area. Later, an offshore marine centre, power plant, commercial business area and residential area will be built. The company also established a specialised MRO polytechnic to support the provision and capacity building of human resources. There are three trainings, namely Aircraft Maintenance Basic Training, Aircraft Maintenance Type Training, and Specific Training.. Land Cleaning: 1,563,736 M² (87.75%), Cut: 2,653,249 M³ (74.18%), Fill: 1,996,545 M³ (74.82%), and Turf: 116,655 M² (10.26%).

This research was conducted to find out how the cooperation between PT Angkasa Pura II and PT Bintan Aviation Investment in the construction of Bintan New Airport saw the implementation of the delay and what the latest developments are regarding the cooperation carried out in 2017. This is interesting for researchers to study considering the agreement made according to the agreement will be completed in 2020.

METHODOLOGY

Bintan New Airport, situated in Bintan Regency, is the first airport in Indonesia designed with the unique concept of an international resort. This innovative approach aims to enhance the travel experience by integrating luxurious resort amenities with airport facilities, catering to both local and international travelers. The research on this airport has been conducted using a descriptive qualitative method, as outlined by Samsu (2017). This approach enables a detailed exploration of the airport's development and its implications, providing insights into the interplay between infrastructure growth and tourism enhancement.

The data collection for this research primarily involved a literature study and an examination of policies and regulations pertinent to the airport's development. According to Lutfiyah (2017), these methods are essential for understanding the regulatory framework and the strategic planning behind the project. The researcher meticulously reviewed various documents and regulations to gather comprehensive data on the collaboration between the Bintan Regency government and the private sector. This partnership is crucial for the development of aviation infrastructure, highlighting how public-private cooperation can drive significant projects in emerging economies.

Based on the collected data, the researcher analyzed the relevant regulations and assessed the impacts of the Bintan New Airport on the local community. The construction of the airport is anticipated to bring various benefits, including job creation, improved local infrastructure, and increased tourism. However, it is also vital to consider potential challenges, such as environmental concerns and displacement issues. The study further delves into the latest developments at the airport, providing an updated overview of its operational status and future prospects. By examining these aspects, the research offers a holistic view of the airport's role in regional development and its potential to transform Bintan into a premier tourist destination.

RESULTS AND DISCUSSION

Literally, the cooperation between the central or regional government and the private sector is a form of cooperation in providing adequate infrastructure and being able to generate various sectors in the region, especially the economic sector. Similarly, the government of Bintan Regency is making an airport with a resort concept, which is the first airport in Indonesia. With the creation of this airport, it is hoped that foreign tourists will be able to enjoy the beauty and introduce Bintan Island to the international scene. The cooperation carried out by BUMD, namely PT Angkasa Pura II with one of the private companies, PT Bintan

Aviation Investment, proves the seriousness of the Bintan Government in supporting and improving various existing sectors. Bintan New Airport as the name of the new airport was built because of the need for accessibility for the general public in supporting the tourism sector on Bintan Island which is mostly engaged in the form of resorts and other tourist areas. The most persuasive monetary variable is capital, trailed by risk factors as lawful guidelines and market factors as interest. risk factors as law and order and market factors as interest. Financial variables are considered the most compelling on the grounds that monetary issues, for this situation as capital, are viewed as a significant element whose presence can kill different factors like gamble and market. The presence of adequate capital is thought of as equipped for limiting dangers and different variables.

1. Determination of public-private organizations (PPPs)

The determination of public-private organizations (PPPs) in foundation arrangement is a consequence of the public authority's restricted financial plan and the choice of PPPs is one of the endeavors to share liability made by the public authority. In the projection information claimed by Bappenas, to fund foundation advancement in 2015-2019, Indonesia needs essential speculation worth Rp. 4,796.2 T. Of the aggregate sum, APBN/APBD is simply ready to satisfy around 41.3%, while BUMN 22.2% and the leftover 36.5% are supposed to come from private investment. Capital is the main sub-standard as it is the principal justification for why PPPs can occur. the principal motivation behind why PPPs can happen.

Capital is communicated as long haul assets of an organization. Practically all respondents Practically all respondents expressed that capital is a vital variable, given the restricted capacity of the public authority concerning finance. The public authority through the Service of Transportation's smart course of action expresses that PPP is one of the elective techniques that can be done to foundation improvement is vital to help the exercises of the local area. exercises of the local area. The subsequent variable considered powerful after the economy is risk. Endeavors to limit risk are compulsory that should be finished. In the gamble factor, law and order subcriteria is the most compelling subcriteria.

The gathering that picked the lawful subcriteria had the assessment that each strategy that is the reason for executing a movement needs serious areas of strength for an as a fundamental rule. This is on the grounds that Indonesia is a nation of regulation where each course and step that should be taken has been painstakingly directed in clear legitimate guidelines. In the last component that impacts the determination of PPP structures, specifically market factors, the interest sub-measures is the most compelling sub-standards. Request is characterized as an interest that depicts the organic market relationship that happens in a market. In the transportation office, the interest subcriteria is a reference that the transportation office is genuinely necessary.

In the agreed cooperation, according to (Fauzela et al., 2019) is in the form of Built-Transfer (BT). Where, the Bintan Regency Government as the first party is run by PT Angkasa Pura II with the second party, PT Bintan Aviation Investment with the provisions that the land owned is owned by the government, the second party builds and finances it to completion, after the construction is completed it will be given or handed over to the government with a predetermined period of time and the local government pays for the construction.

2. Cooperation and Development of Bintan New Airport

The development carried out is certainly in accordance with the initial agreement between the local government and the private sector. In this case, the government needs financing in the construction of the Bintan New Airport and the main reason for the development to be handed over to the private sector is limited financing. After the development process is completed, the results of infrastructure development are handed back

to the government and will be operated by the government. The government considers their ability to run the infrastructure facilities is good enough. The Built Transfer (BT) scheme can be selected because the main obstacles to the development of Bintan New Airport infrastructure are financing problems and the priority scale of development owned by the government. The problem of financing and priority scale causes the need for alternative strategies in terms of infrastructure development, one of which is through Public Private Partnership, namely the Built Transfer (BT) scheme.

Transport offices are truly necessary. At the point when the vehicle office is truly necessary, this is one of the pieces of information that the office merits creating or should be possible. office is practical to create or facilitate advancement can be done. The airport can be used by private or commercial aircraft. Road accessibility with an approximate 35-minute drive from Lagoi Bay and a 5-minute drive to Bintan Inti Industrial Estate. Suitable for all wide-body aircraft with 3 km runway (Phase 1). For domestic and international routes and capable of handling up to A380 aircraft. Here is the design form of Bintan New Airport.

Figure 1. Planning Internasional Airport in Bintan Regency



Source: Bintan Resource, 2023

Expansion and investment in the aircraft maintenance, repair, and overhaul (MRO) business sector. This is because, to date, around 60 per cent of aircraft operating in Indonesia are repaired at foreign MROs. Expansion and investment are smart, strategic, and profitable steps for companies entering the MRO field. That way, it will create a market for the Indonesian aircraft component industry to be able to supply the need for spare parts. Currently, the development of the MRO industry in Indonesia has the right moment because the air transport service business continues to stretch, both domestic and foreign airlines. The aircraft maintenance business market in Indonesia is considered very large. One illustration is that around 60 per cent of commercial aircraft operating in Indonesia are still maintained abroad. Industry Park with an airport area of 800 hectares (ha) and an industrial area of 510 ha. The airport area will be able to handle general aviation business, MRO facilities, and logistics centres.

Built Transfer has a relationship or cooperation as a partner. Partnership is a business strategy carried out by two or more parties within a certain period of time to achieve mutual benefits with the principle of mutual need and mutual improvement. Simply put, a partnership business model is a business with many owners, each of whom has invested in the business. However, in a partnership system, the participation of each partner can be limited according to the agreement.

The development of Airport Aviation Investment (BAI) or Busung Airport in the industrial area located in Bintan is still constrained by the Airport Business Entity (BUBU) permit. Through the Regulation of the Minister of Transportation of the Republic of Indonesia No. PM 190 of 2015 concerning Management of Handling Airport Regular Operations (Airport Irregular Operation). Where, in article 1 explains "Airport Business Entity is a state-owned business entity, regionally-owned business entity, or Indonesian legal entity in the form of a limited liability company (PT) or cooperative, whose main activity is to operate airports for public services".

Therefore, the management or continuation of Bintan New Airport is constrained. The Central Government wants its management to be limited, where after the time the management of land and buildings is returned to the government (Nurhadi, 2021). For funding and licensing issues, it is fully managed by PT Bintan Aviation Investment, various permits have been fulfilled starting from operating permits, location, and construction which has begun to the stage of building MRO and terminals. The budget spent to produce all is estimated at 900 million US Dollars (Slamet, 2021). The development of Bintan New Airport, while ambitious and potentially transformative for the region, faces numerous challenges and obstacles that must be addressed to ensure its successful completion and operation. These challenges span various domains, including financial, legal, logistical, and environmental aspects, each presenting unique hurdles that require careful planning and strategic management.

- a. **Financial Constraints and Capital Acquisition;** One of the most significant challenges in the development of Bintan New Airport is financial constraints. The Indonesian government, particularly at the regional level, often faces budget limitations that impede large-scale infrastructure projects. The Bintan Regency Government's partnership with PT Angkasa Pura II and PT Bintan Aviation Investment under the Built-Transfer (BT) scheme underscores the reliance on private sector investment to bridge funding gaps. However, securing adequate capital remains a persistent challenge. Ensuring continuous and sufficient funding throughout the project lifecycle is critical, and any delays or shortfalls in financing can stall construction, leading to increased costs and prolonged timelines. Additionally, fluctuations in economic conditions and market dynamics can affect investor confidence and the availability of funds, further complicating the financial landscape.
- b. **Legal and Regulatory Hurdles;** Navigating the complex legal and regulatory environment in Indonesia presents another layer of challenges. The development of Bintan New Airport involves multiple stakeholders, including government agencies, private investors, and local communities, each with distinct interests and legal considerations. The adherence to Indonesian laws and regulations, such as the Regulation of the Minister of Transportation No. PM 190 of 2015 concerning the Management of Handling Airport Regular Operations, is paramount. This regulation outlines the roles and responsibilities of Airport Business Entities (BUBU), which include state-owned enterprises, regionally-owned entities, and private companies. Ensuring compliance with these regulations, securing necessary permits, and addressing legal disputes that may arise during the project are critical to maintaining progress and avoiding legal setbacks.
- c. **Logistical and Infrastructure Challenges;** The logistical aspects of constructing a new airport, particularly in a geographically diverse region like Bintan Island, pose significant

challenges. The island's infrastructure, including roads, utilities, and communication networks, must be enhanced to support the airport's construction and operation. Accessibility to the construction site, transportation of materials and equipment, and coordination of construction activities require meticulous planning and execution. Additionally, the integration of the new airport with existing transportation networks and the development of supporting infrastructure, such as hotels, restaurants, and other amenities, are essential to creating a seamless travel experience for passengers and fostering economic growth in the region.

- d. Environmental and Social Considerations; Environmental sustainability and social impact are critical factors that must be addressed in the development of Bintan New Airport. The construction and operation of the airport can have significant environmental impacts, including habitat disruption, noise pollution, and increased carbon emissions. Implementing environmentally friendly practices, such as sustainable construction techniques, efficient waste management, and the use of renewable energy sources, can mitigate these impacts. Moreover, engaging with local communities, addressing their concerns, and ensuring that the development benefits the local population are vital for gaining public support and minimizing social disruptions. The project must balance economic development with environmental conservation and social responsibility to achieve long-term sustainability.

The development of Bintan New Airport presents a multitude of challenges and obstacles that require comprehensive planning, strategic management, and collaborative efforts to overcome. Addressing financial constraints, navigating legal and regulatory hurdles, managing logistical complexities, ensuring environmental sustainability, and engaging with stakeholders are critical to the project's success. By adopting a holistic approach that integrates risk management, technological innovation, and workforce development, the Bintan Regency Government and its partners can transform these challenges into opportunities and create a world-class airport that drives economic growth and enhances the region's connectivity and prosperity.

CONCLUSION

Based on the results of the research conducted, it can be concluded that the Public Private Partnership carried out by the Bintan Regency government, namely PT Angkasa Pura II with the private sector, namely PT Bintan Aviation Investment in the effort to develop Bintan New Airport is with the Built Transfer (BT) scheme. Where, the relationship that is carried out provides benefits to each company in the development of the aviation sector for the Bintan Regency Government. In addition, the results obtained with the construction of this airport are the increase in the MSME sector and provide additional income to the community in Bintan Regency, especially the surrounding community. However, the various obstacles faced by the private sector regarding the Airport Business Entity (BUBU) are still a polemic and in the delays obtained provide a reduction and long work will result in damage to the facilities that have been built and made. So with this, the researcher wants to provide suggestions for the Bintan Regency Government to take more decisive and swift action in handling this, which certainly will not harm the various parties who welcome the construction of the Bintan New Airport.

The most persuasive calculate the choice of the PPP structure is the monetary component, trailed by the gamble factor and the latter is the market factor. In the monetary variable, the most persuasive subcriteria is the capital subcriteria, while in the gamble factor the most powerful subcriteria is law and order subcriteria and in the market factor the most compelling subcriteria is the interest subcriteria.

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