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Research Article

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Implications of Implementing Cooperation with KPBU Scheme at Hang Nadim International Airport-Batam

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Abstract: *Batam's significant economic potential in the Indonesia-Malaysia-Singapore Growth Triangle (IMS-GT), which is attributed to its strategic location near Singapore, high level of security, modern economic sector, advanced infrastructure, and large purchasing power among its population. In this research, the methodology used is autoethnography, with a focus on personal reflection and narrative analysis, with data collected through journals, participant observation and interviews. The Government Cooperation Agreement with Business Entities (GCA), is an alternative collaboration between the Person in Charge of the Cooperation Project (GCA) and the Implementing Business Entity (IBE) which is mutually beneficial for the Parties. Hang Nadim International Airport is the object of PPP cooperation from the Brown Field Project-solicited which was initiated by BP Batam as GCA. The value of the final stage investment project is estimated to be more than IDR 10 trillion. Through an auction process, it was won by a consortium consisting of PT Angkasa Pura 1 with 51% shares, Incheon International Airport (South Korea) with 30% shares, PT WIKA with 19% shares (before dilution). After 3 (three) years of operation, the public using airport services has enjoyed it a lot. The Passenger Terminal Building is better organized, services and facilities at the airport are better with a value (Level of Service – ref. Minister of Transportation Regulation Number 178 of 2015) of more than 90%. In the near future, Terminal 2 will also be built - with more sophisticated facilities. And besides that, BP Batam as PJPK has obtained concessions each year for a minimum of IDR 50 billion+. In 2025, based on the agreement of the Parties, it will increase to IDR 90 billion+ and share the Revenue of the Cargo Terminal Building. On the other hand, BUP in the first year still suffered losses and in the second and third years it managed to make a profit. Conclusively, the PPP model is suitable for Indonesia, allowing infrastructure development without using APBN funds, improving service quality, and ensuring predictable revenues for the GCA. Apart from the advantages that have been presented, there are obstacles which cannot be addressed in this study. It is hoped that in the coming year there will be significant improvements both in the construction of Terminal 2 and other supporting facilities.*

Keywords: *Government Cooperation with Business Entities (KPBU), Infrastructure, Brown Field Project Model, Concession, Revenue Sharing, Investment, Level of Service (LoS).*

Introduction

Batam is one of the economic triangle areas, namely Malaysia and Singapore, known as the Indonesia-Malaysia-Singapore Growth Triangle known as IMS-GT, which has very large potential in the economy. This economic potential is supported by existing potential, namely: (1) Strategic Location: located close to Singapore, a developed country, allowing for the overflow of investment and technology to the Batam area; (2) High Safety Level, this area is relatively stable and safe, attracting investors and increasing their confidence; (3) Modern Economy: modern economic sectors such as industries for both goods and services have developed in Johor Baharu and Singapore, so they can support the economic growth of the Batam area; (4) Infrastructure Facilities: This area has a network of roads, ports, airports and advanced telecommunications systems; (5) High Public Purchasing Power: Residents in the IMS-GT area have high purchasing power, thus supporting economic growth (6) Investment Potential: This area also has

large investment potential, especially foreign investors who are interested because of its strategic location and high safety.

Behind the formation of IMS-GT there is a massive competition between them. In both countries, Malaysia and Singapore offer various incentives including electricity rates and other resources that are competitive compared to BatamMajalahTempo, besides that, other infrastructure in Batam still needs to be improved to increase investor interest in investing in Batam. One of the facilities that needs to be increased in capacity is Hang Nadim International Airport which has good economic potential.

Airports are strategic economic nodes, disruption of one of the economic nodes can result in disrupted supply chains which in turn disrupt economic growth. Realizing this, BP Batam as the management authority, is trying hard to improve existing infrastructure, both seaport facilities, drinking water networks, power plants, hospitals, roads, and airports.

The number of passenger movements at Hang Nadim International Airport - Batam in 2018 reached almost 6.5 million, while the passenger terminal capacity is 6 million, so the passenger terminal feels very crowded especially during peak hours. Realizing this, the authority of the Batam Management Agency (BP Batam) which is also held by the mayor of Batam, wants to build a New Terminal. Thus, a passenger terminal needs to be built in order to provide optimal service according to applicable service standards in accordance with the Minister of Transportation's PM Number 178 of 2015, concerning Airport Service User Service Standards.

Service Standards are benchmarks used as guidelines for organizing services and references for assessing service quality as an obligation and promise of the organizer to the community in the context of quality, fast, easy, affordable and measurable services. Facilities used in the departure and arrival process of passengers, both domestic and international passengers, in the passenger terminal building. Likewise with cargo, additional Cargo Terminal facilities are needed.

Airport development requires a lot of funds, often the state has not been able to provide public facilities from the State Budget (APBN). Therefore, the Government as a public stakeholder needs to find alternative funding that is cheap and does not harm the community. One alternative is through a cooperation scheme with the community known as Government Cooperation with Business Entities (KPBU) or Private Public Partnership (PPP).

Method

This study uses an autoethnographic design with an emphasis on self-reflection and narrative analysis. The researcher acts as the main subject and uses personal experiences as the main data. Data were collected through the following methods:

a. Personal Journal: The researcher records daily experiences, feelings, and reflections during the research period as well as similar research at other airports, which the author has directly conducted, including Dhoho Airport - Kediri, Komodo Airport - Labuhan Bajo, Kertajati Airport - Majalengka, and others.
b. Participatory Observation: Researchers observe and document academic activities and social interactions in the context of everyday life.
c. Informal Interviews: Researchers conducted interviews with colleagues and fellow lecturers to gain additional perspectives.

Results and Discussion

Government Cooperation with Business Entities (KPBU)

In general, KPBU or known as the Public-Private Partnerships (PPP) scheme is a scheme for providing and financing infrastructure based on cooperation between the Government and business entities (private). This scheme for providing infrastructure services for the public interest is based on an agreement between the Government represented by the Minister/Head of Institution/Regional Government, referred to as the Project Cooperation Responsible Party (PJPK) and the private sector, by considering the principle of risk sharing of the Parties. This form of cooperation can potentially support improving the quality of the APBN in terms of being able to reduce pressure on the APBN and APBD to allocate capital expenditures for construction at the beginning of the project so that it can be expected to reduce the negative primary balance.

The KPBU scheme has several other advantages that in some cases can also improve the quality of the APBN directly or indirectly. (1) This KPBU scheme can create better budgeting, because it can reduce unexpected costs including some cost overruns and time overruns. (2) A better budgeting system can also be created from a strong linkage between budget and performance because in the KPBU scheme, payments for infrastructure services can be linked to the quality of service availability. (3) Improving the quality of public services because private sector involvement in project design and the dynamics created in the KPBU scheme in the auction process can encourage better innovation and efficiency. (4) Higher accountability of KPBU projects because in their implementation, KPBU projects involve more stakeholders who monitor the project in more detail, not only the project owner (PJPK), but also business entities and also fund providers (lenders).

Forms and Varieties of KPBU Schemes

In the provision of infrastructure through KPBU, cooperation between the PJPK and the business entity can be carried out in several model structures, depending on the scope of services to be collaborated with the private sector, whether including design, build, finance, operation, maintenance or other scopes. The difference in modality depends on the characteristics of the infrastructure services to be collaborated and the planning of the PJPK in the related sector.

KPB Scheme Type

The difference in the type of KPBU scheme can also occur due to differences in funding sources or investment returns from the projects being collaborated on. In this case, the KPBU project can be based on payments from users based on levies on service usage (user charge) or payments by the Government based on service availability (availability payment).

a) User Charge or User Fees Payment Scheme
   A scheme in a KPBU project where the project receives funding and returns on investment from levies on the use by users of services provided by the business entity.
   Infrastructure projects that are usually implemented using a user charge scheme are projects that can more easily and clearly generate revenue, including because of high user estimates so that demand risks can be managed by private business entities.
b) Availability Payment Scheme (or often abbreviated as AP scheme)
   The scheme in the KPBU project where the return on investment of the business entity comes from payments made by the Government (in this case the PJPK or minister/head of institution/head of

region) periodically to the business entity based on the availability of infrastructure services in accordance with the quality or criteria in the form of output specifications and service performance indicators as determined in the KPBU agreement.

This AP is provided covering capital expenditure, operational expenditure and return on investment. Infrastructure procurement with this AP scheme is expected to be more attractive to the private sector, because the return on investment for the private sector is more certain because it does not face demand risk.

Legislation

This KPBU AP scheme is possible from the legal framework as regulated in Presidential Regulation Number 38 of 2015 concerning Cooperation between Government and Business Entities in the Provision of Infrastructure. Specifically, this AP scheme is regulated in the Regulation of the Minister of Finance (PMK) number PMK No. 260/PMK.08/2016 concerning Procedures for Payment of Service Availability in KPBU Projects in the Provision of Infrastructure. For regional KPBU AP projects, it has also been regulated in Permendagri No. 96 of 2016 concerning Payment of Service Availability in the framework of KPBU in the Regions.

The purpose of KPBU

There are several KPBU objectives that you must know, such as the following:

a) Sustainable funding needs, especially in providing infrastructure.
b) Helping to realize the provision of quality, effective and efficient infrastructure. In addition to realizing infrastructure that is right on target and on time.
c) KPBU is expected to be able to create an investment climate that encourages and participates in business entities. In addition, it provides infrastructure according to healthy business principles.
d) Encourage the principle of acceptable service payment and also consider the user's ability to pay.
e) Ensuring return on investment. Infrastructure providers and business entities make periodic payments.

KPBU Scheme

There are several schemes in KPBU that are important for you to know, such as the following:

a) Operation and Maintenance (O&M) Contract
   Private operators and business entities under contract operate government-owned assets. For example, water or wastewater treatment plants for a certain period of time. Ownership of the assets remains with the government.
b) Build Finance or Build
   Both private and business entities are able to build assets by financing capital only during the construction period.
c) Design, Build, Finance and Maintain
   The business entity is able to design, build, finance, and provide maintenance and operation services under a long-term agreement. The operation of assets is also included in the project, for example the operation of bridges, roads and water treatment plants.

Figure 1. Hang Nadim International Airport-Batam

d) Concession
A private concessionaire or business entity is able to invest and operate the facility for a certain period of time. After that period, ownership will return to the state (government).

Project Initiation

There are 2 (two) models in initiating an infrastructure project, namely: solicited and unsolicited projects. The difference between the two is based on initiation. Solicited KPBU is an infrastructure project initiated by the government and offered to Business Entities for cooperation. Hang Nadim International Airport was initiated by BP Batam after going through an auction process determined by the Consortium of PT Angkasa Pura I (Persero), Incheon International Airport Korea (International Airport Corporation) and Waskita Karya (Persero). While unsolicited KPBU is a project initiated by a Business Entity where the proposal submitted by the Business Entity must meet the specified requirements. An example of the Dhoho - Kediri Airport Development project initiated and built by PT Gudang Garam. Tbk.

Project Categories

BAPENAS divides projects into 2 (two) categories, namely Green Field Project and Brown Field Project. Greenfield projectitself refers to a new project area that has not yet been built. Initially, this project was still an open field with no facilities whatsoever. Currently*Brown Field Project* refers to an area that already has facilities/infrastructure. Dhoho Airport is a Green Field Project that does not have any facilities and even has to be evenly distributed

Operational Activities

Airport Services Products

In general and conservatively, airport service products are usually divided into 2 (two), namely (1) Aeronautics and (2) Non-Aeronautics. Aeronautics products are related to aircraft landings, passenger movements and cargo movements, aircraft services during flights. While Non-Aeronautics has no direct connection with aeronautics activities including rents and concessions Rigas Doganis. With the implementation ofLaw Number 1 of 2009 concerning Aviation and the establishment of Air Nav Indonesia, air navigation revenue since the establishment of Air Nav on 13 September 2012 and it started operating on 16 January 2013 is no longer part of airport service products.

Literally, airport service products can be divided into 2 (two) which include (1) Air Product, including (a) Number of Airlines, the more the better (b) Number of Destinations from the Airport, the more connections from the airport the better (c) Minimum Connecting Time, the faster the better, (d)

Passenger service facilities both in the waiting room and Customs, Immigration and Quarantine services on international flights. (2) Ground Product, including: (a) accessibility to the airport, (b) parking, (c) restaurant and coffee shop facilities, (d) banks and money changers (e) meeting places (greetings), (f) public facilities (rest rooms) and (g) transportation facilities#*.

Air Transport Traffic

Based on a study conducted by the International Air Transport Association (IATA), the World Air Movement Growth projection estimates future air traffic movements (2023-2043), the world passenger numbers are expected to increase by an average of 3.8% per year, generating more than 4 billion additional passenger trips in 2043 compared to 2023L.B-8 KPI. Asia Pacific is expected to record the fastest increase in passenger numbers and contribute to more than half of the increase in global passenger numbers by 2043. The region will also experience solid economic growth and rising living standards, which will drive demand for air transportation well beyond the global average.

Gross Domestic Product (GDP) in the Asia Pacific region is set to grow by 65% over the next 20 years, and per capita travel is expected to nearly triple. As a result, nearly half of global passenger traffic will originate or depart from the region by 2043, compared to 34.1% in 2023. The larger share of Asia Pacific is driving the decline in market share of the US, Europe and Latin America.

a) Passenger Movement

In providing services to aircraft passengers, service benchmarks are important and have been regulated by the Minister of Transportation Regulation Number 178 of 2015, and one of the parameters is the size of the room.

Based on the results of a study conducted by KPI-SI, the existing traffic in 2023 is above the existing capacity. Thus, the service can be stated to have decreased for passenger services at the Passenger Terminal. Based on the Base scenario (moderate), the estimated passenger movement is as in the table below.

Table 1. Passenger Movement

Flights/Year	2021	2022	2023	2024	2025	2026	2027	2028	2029
Domestic	2.75	3.32	4.36	5.48	6.38	6.90	7.39	7.87	8.37
International	-	0.04	0.10	0.18	0.25	0.38	0.52	0.63	0.76
Total	2.75	3.36	4.46	5.67	6.64	7.28	7.90	8.50	9.12

Source: Finmod processed

Meanwhile, the description of operational activities, between existing capacity, passenger movement and forecast of passenger transportation movement in 3 (three) scenarios as shown in the graph below.

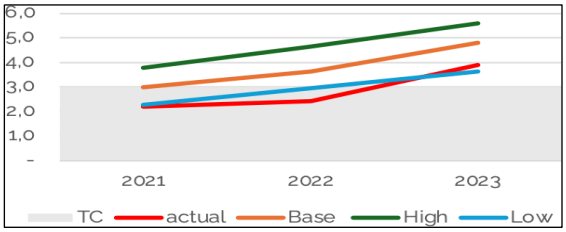

Figure 2. Terminal Capacity, Passenger Movement Reality and Planning Scenarios
Source: FinMod and KPI

TC = Terminal Capacity; Actual = Passenger Movement Occurred; Base = Moderate Passenger Movement Scenario; Base = Lowest Passenger Movement Scenario; High = Highest Passenger Movement Scenario.

b) Air Cargo Movement

The growth of air cargo movement is quite rapid, so that BP Batam needs to build a New Cargo Terminal located to the right of the Passenger Terminal. The area of the old Cargo Terminal: 1,685 M2, and the area of the New Cargo Terminal 9,600 M2, or almost 6x the previous terminal. With the Base scenario (moderate), the estimated passenger movement is as in the table below.

Table 2. Cargo Movement In tons

Flights/Year	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Domestic	31,125	39,685	44,433	47,395	50,113	52,837	55,580	58,362	61,189	64,600
International	-	89	1,443	2,636	3,864	5,184	6,676	7,959	9,404	10,988
Total (kg)	31,125	39,774	45,876	50,031	53,977	58,022	62,257	66,321	70,593	75,587

Source: Finmod processed

Meanwhile, the operational activity overview, between existing capacity, cargo movement and forecast of cargo transportation movement in 3 (three) scenarios as shown in the graph below.

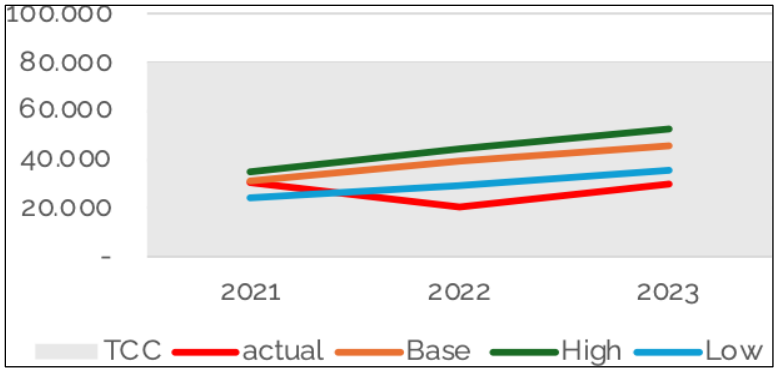

Figure 3. New Cargo Terminal Capacity
Source: FinMod and KPI

TCC = Terminal Cargo Capacity; Actual = Cargo Movement That Occurred; Base = Moderate Cargo Movement Scenario; High = Highest Cargo Movement Scenario; Low = Lowest Cargo Movement Scenario.

c) Aircraft Movement

In business, the movement of aircraft will follow the amount of goods to be transported (pay load), both passengers and goods. The description of aircraft movements as in table 3 below.

Table 3. Aircraft Movement

Flights/Year	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Domestic	11,775	12,770	16,577	20,608	23,708	25,344	26,913	28,393	29,919	31,425
International	-	365	630	1,115	1,507	1,907	2,406	2,706	3,159	3,585
Total	11,775	13,136	17,207	21,723	25,215	27,251	29,319	31,099	33,078	35,010

Source: FinMod and KPI

Meanwhile, the operational activity overview, between existing capacity, cargo movement and forecast of cargo transportation movement in 3 (three) scenarios as shown in the graph below.

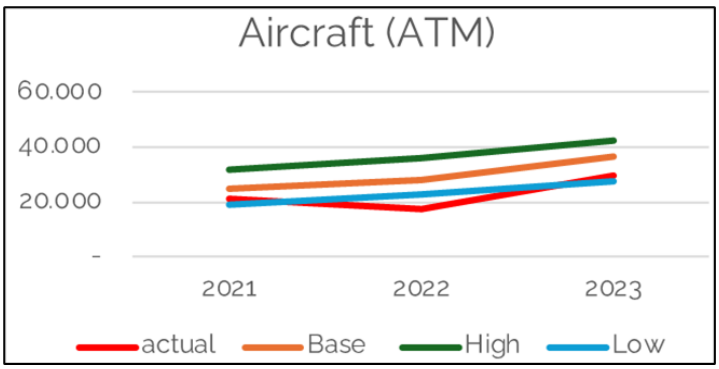

Figure 4. Aircraft Movement

TCC= terminal cargo capacity, actual = cargo movement that occurs; Base = Moderate cargo movement scenario; Hight= Highest cargo movement scenario Low= Lowest cargo movement scenario.

d) Realization of Air Transportation

In the period 2022-2023, air cargo transportation grew negatively, which was (0.36%). However, in 2023-2024 it grew by 19.44% and this growth was higher than the national average growth of 12.50% estimated by AI. Likewise, passenger movement grew by 12.72%. However, in 2023-2024 it grew by 0.48% and this growth was lower than the national average growth of 12.50% estimated by AI. However, the average for the last 3 (three) years has grown by an average of 6.60%, lower than national growth. The realization that is lower than the expected target has implications for revenue (sales revenue). An overview of the movement is as in the table below.

Table 4. Air Transportation Realization for the Period 2022 - 2024

No	Description	2022	2023	Δ%	2024	Δ%	Avg Δ%
1.	Passengers/Pax	3,470,960	3,912,429	12.72	3,931,210	0.48	6.60
2.	Cargo	30,111,973	30,003,722	-0.36	35,836,801	19.44	9.54
3.	Aircraft/AC	26,615	29,543	11.00	30,292	2.54	6.77

Source: KPI

Cooperative Contract

This Cooperation Contract is valid for 25 years and can be extended for 10 years after receiving approval from BP Batam as PJPK. There are 2 terminals, each a passenger terminal and a cargo terminal.

Existing Passenger Terminal

a) Profit Sharing Payment (Fixed Contribution and Profit Sharing)
Based on the agreement between the Parties, the amount of Profit Sharing has been determined which has been formulated and approved by the Parties, both BP Batam as PJPK and PT Batam International Airport as BUP. For each calendar year or part thereof after the Effective Date, the BUP is obliged to pay the PJPK a Profit Sharing Payment consisting of an Annual Fixed Contribution and Profit Sharing.

Figure 5. Existing Passenger Terminal

b) Monthly development for General Cargo Revenue (RSPk) is mandatory equivalent to sixty-five percent (65%) of all General Cargo Revenue each month.
c) The Annual Fixed Contribution is a fixed amount calculated as per the table below:

Table 5. Calculation of Profit Sharing obtained from BP Batam

Period	Maximum Passenger Capacity 2 million	Number of Passengers 2 to 5.7 million
Effective Date until 12-31-2022	Rp. 50 million	Rs2 = $\frac{Pn - Pa}{\quad}$ R
1-1-2023 to 31-12-2024	Rp. 50 million	
Year 2025	Rp90 million	And then increase by 1% every year

Source: PKS processed

a. Rs2 = Revenue Sharing when passengers are 2 million – 5.7 million
b. Rs1 = Revenue Sharing when there are 2 million passengers
c. Pn = Number of passengers for the current year
d. Pa = Number of passengers in 2025 is 5.7 million
e. ΔR = Difference between passenger movements of 2 million→5.7 million

New Cargo Terminal

Not yet operational, considering that additional facilities are still needed.

Investment

Investments in both hardware and software are carried out in stages, from Stage 1 to Stage 4 as shown in table 6 below.

Table 6. Investment Aggregate

No	Stage	Period	Value-FinMod	Value-Attachment
1.	Mandatory Work & Stage 1	2021 - 2024	3,027,640,160,620	2,647,209,346,267
2.	Stage 2	2026 - 2030	1,511,838,947,365	1,383,745,047,906
3.	Stage 3	2037 - 2040	2,420,489,898,161	2,237,370,208,517
4.	Stage 4	2047 - 2050	3,078,476,232,810	2,844,153,308,128
	Total Investment		10,038,445,238,956	9,412,477,910,813
	Difference (Cost of Fund & Tax)			925,967,328,143

Source: FinMod processed by the author

Notes:

Column 1 : Clear, Column 2 : Clear Column 3 : Valid year period; Column 4 : Value derived from Financial Model; Column 5 : Value derived from FinMod without cost of fund and tax.

Estimated Income for GCA

BP Batam as PJPK has obtained income in the form of fixed concessions (profit sharing), according to the formula value above plus periodic increases and profit sharing (variable).

Closing

Conclusion

The KPBU concept is feasible to be implemented in Indonesia with the following indications:

1. The State (Republic of Indonesia Government) does not need to spend investment funds to prepare infrastructure – (Hang Nadim International Airport) and after a concession period of 25 years all assets belong to the state.
2. Hang Nadim International Airport is managed more professionally (consortium: PT Angkasa Pura I, Incheon International Airport - South Korea, and PT Waskita Karya), with a better level of service, assessed every certain period by the public and in accordance with the Regulation of the Minister of Transportation Number 178 of 2015;
3. BP Batam as PJPK obtained definite results as agreed in the agreement, with better Passenger Terminal building facilities.
4. Although in the first year (2022) PT Bandara Internasional Batam as BUP has made a profit since the second year 2023 and 2024.

Recommendation

Some worthy recommendations are as follows:

a) The solicited KPBU scheme in the Brown Field Project at Hang Nadim International Airport is the first airport project cooperation model in Indonesia. Therefore, this project needs to be managed carefully so that it does not become insolvent, so that one day it can be used as a row model for airport development in Indonesia without neglecting good corporate governance.

b) Batam is a Special Economic Zone (KEK) area, worthy of being a cargo hub airport. This pattern can be through cooperation such as with Incheon International Airport - Seoul or Changi International Airport-Singapore through the Multiple Airport System management concept.

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