

Public-Private Partnerships: In the Development of the Mandalika Circuit, Indonesia

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Abstract: When the government is constrained regarding human and financial resources, a public-private partnership (PPP) is often considered the most effective method of providing infrastructure. As a result, the government can work with the private sector to promote the successful implementation of infrastructure projects. This study examined how the public and private sectors worked together to build the Mandalika Circuit. In addition, this investigation utilized a descriptive method combined with a qualitative approach, as well as literature, online news, and interviews as data. NVivo 12 Plus was employed to analyze the data. The results unveiled the implementation of development programs through regulations, such as Presidential Regulation (Perpres) No. 38 of 2015, Minister of Finance Regulation (Permenkeu) No. 260/PMK.08/2016, Minister of Home Affairs Regulation (Permendagri) No. 96 of 2016, and Governor Decree of West Nusa Tenggara No. 050.13-326 of 2022. Second, the readiness of the PPPs to construct the Mandalika Circuit was considered successful in terms of institutional coordination, which ran well between the regional government, central government, and the private sector. Players could boost productivity and adaptability. Moreover, the presence of non-governmental parties was based on a need for more human and financial resources to manage public services in the government sector strategically.

Keywords: West Nusa Tenggara; mandalika circuit; Public-private partnership

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INTRODUCTION

The public-private partnership (PPP) model is a well-established idea in the modern era. It is often considered one of the most effective methods of circumventing the rather difficult challenges governments face when trying to provide critical infrastructure (Khan, Ali, Kirikkaleli, Wahab, & Jiao, 2020). As a result, the importance of employing the PPP scheme has become a new alternative for the government to escalate limited resource capabilities by financing them (Wojewnik-Filipkowska & Węgrzyn, 2019).

PPP, which may be informally described as cooperative institutional arrangements involving actors operating in the public sector and players operating in the private sector, has lately gained a significant amount of attention all over the globe (Berezin, Sergi, & Gorodnova, 2018). However, the majority of individuals do not have the same understanding of PPP. Some see it as a new instrument for the government that will ultimately replace the common practice of issuing a single contract for all of the public services based on the results of competitive bidding

(Spahiu, 2020). Others consider it as a new expression in the vocabulary of public administration to incorporate the older and more established practice of private enterprise participation in the provision of public services (Razin, Hazan, & Elron, 2022). Some others view it as an innovative approach to managing infrastructure projects, such as building tunnels and upgrading port facilities (Denta, 2021). The expressions of contract and PPP have been used interchangeably (Zajac, 2018).

The development of the Mandalika Circuit is expected to positively impact the economy of Lombok. The Indonesian government supported the construction of the Mandalika Circuit for the 2021 MotoGP event, raising accessibility to the area. The circuit development also has an impact on improving infrastructure and facilities in the area, such as the extension of the runway at the Lombok Airport and the development of the Gili Mas Port. Protests and land disputes accompanied the construction of the circuit, but the government stated that the Mandalika Circuit is part of the Mandalika Special Economic Zone (SEZ), aiming to accelerate economic growth and development in Lombok. The Mandalika Circuit is expected to attract many foreign tourists, which will boost tourism awareness in Indonesia, especially in West Nusa Tenggara (NTB). Circuit construction involved several activities, such as site surveys, topography, installation of fences, and track design for racers. The impact of the Mandalika Circuit on the local economy, especially small and medium enterprises (SMEs), has been analyzed (Leong, Klainin-Yobas, Fong, & Wu, 2022).

A public-private partnership (PPP) is an agreement between the government and the private sector that involves setting up an institution (Mokua & Kimutai, 2019). In addition, this relationship can take other forms, such as partnerships, to develop policies or deliver programs. Partnerships aim to develop public services, capacity, economic growth, and infrastructure (Vinet & Zhedanov, 2011). Therefore, according to Itu and Kenigua (2021), PPP has the potential to bring forth significant benefits, including increased efficacy, solutions for all assets, transparency, anti-corruption efforts, technological developments, creativity, and knowledge, in addition to new sources of finance.

Moreover, as Xiong et al. (2019) asserted, when the government's personnel and financial resources are limited, PPP is a suitable strategy for the supply of infrastructure. As a result, the government can engage the private sector to contribute to the successful execution of infrastructure projects. This research, which is based on the description of various pieces of literature about PPP, attempts to concentrate on the interpretation of mapping. Several readiness factors are of concern to the government when developing a PPP scheme (Kolesnikov et al. 2018). These readiness factors are grouped into four main aspects: (a) regional government commitment, (b) institutional coordination, (c) competence of human resources, and (d) financial capability. Therefore, the local government is committed to providing an understanding of public regulations regarding the PPP scheme. It is an essential factor that the government must prepare to provide public infrastructure.

Regarding the initial aspect, the dedication of the local government, it is commonly believed that the availability of legal and regulatory tools for the PPP programmes can impact the degree of success achieved by the development programmes. Furthermore, the alignment between the PPP's policies and its objectives could enhance the implementation of the programmes. The government's level of commitment can also be used to assess how economic shocks and political unpredictability affect the implementation of development programmes. Government support plays a vital role in the execution of Public-Private Partnerships (PPPs) (Faizal Kurniawan, Julienna Hartono, Xavier Nugraha, & Annida Aquila Putri, 2022). Ultimately, this strategy promotes the involvement of the private sector in all aspects of development, encompassing control management and the sharing of risks (Hajdys, 2022). Public-private partnerships (PPPs) have the potential to yield substantial advantages, such as enhanced effectiveness, comprehensive asset solutions, transparency, anti-corruption measures, technological advancements, innovation, and knowledge, as well as access to new financial resources (Prokhorova, Babichev, Yuxhman, & Varenko, 2021). Furthermore, the involvement and contribution of the private sector can be regarded as a form of development accountability (Geddes & Wagner, 2012).

The implementation of infrastructure development persists in generating substantial and enduring outcomes. Based on statistics from the Indonesian Budget Project, infrastructure investment witnessed an upward trend from 2009 to 2021 (Rahmat & Pribadi, 2021). The government has allocated IDR 5.519 trillion towards infrastructure projects. Nevertheless, it was able to gather only IDR 2.215 trillion, leading to a deficit of IDR 3.304 trillion, which accounts for 59.86% of the overall investment (Jin, 2020). Consequently, Public-Private Partnerships (PPPs) have emerged as a practical choice for governments in addressing the issue of escalating infrastructure expenses associated with major infrastructure projects (Kawamura, 2020). Infrastructure development is an essential industry. PPP use in Indonesia is primarily concentrated at the regional level. West Nusa Tenggara is actively involved in expediting infrastructure development projects. Public-Private Partnerships (PPPs) are now being used as a strategy to enhance the province's capacity for economic growth (Mandasari & Wahyuni, 2019).

Although the advantages of PPPs are well recognised, current research mostly concentrates on the political, legal, and administrative dimensions of these partnerships (Wang et al., 2018). Research conducted by Sergi et al. (2019) examines the financial viability of public-private partnerships (PPPs), whereas Keers and van Fenema (2018) focus on the analysis of risk management strategies employed in such collaborations. There is a lack of understanding regarding the functioning of PPPs in actual projects, especially when seen from the standpoint of social science. This study aims to fill this void by examining the Mandalika Circuit project in Indonesia, which is a major infrastructure development endeavor implemented within a Public-Private Partnership (PPP) framework. The research examines the cooperative interactions between public and private entities involved in the construction of the project by analyzing online news sources. The novelty of the study offers valuable insights into the practical application of PPPs beyond theoretical frameworks. It sheds light on the collaborative processes, challenges, and potential benefits of PPPs in infrastructure development, specifically within the Indonesian context. The findings contribute to a more nuanced understanding of PPPs and their effectiveness in achieving development goals. This study proposes a micro-level investigation through the Mandalika Circuit project, offering a social science perspective on the collaborative processes between public and private entities.

RESEARCH METHOD

This research utilized a qualitative technique. Sundler et al. (2019) asserted that qualitative research is a study that gathers data in a natural context to understand and interpret specific occurrences as an attempt to obtain enlightenment in particular circumstances to be understood scientifically. Leong et al. (2022) mentioned that the purpose of qualitative research is to seek contextual knowledge of events experienced by individuals. It allows researchers to interpret the significance of the participants' engagement in presenting opinions and experiences. This notion is backed by the fact that qualitative research tries to understand the events that individuals perceive in the environment (Lindgren, Lundman, & Graneheim, 2020).

Moreover, Castleberry and Nolen (2018) stated that quantitative research explores the meaning of information from interpreted sources objectively, while qualitative research investigates the meaning of information from interpreted sources descriptively, depending on the point of view of the researchers. The use of qualitative research is not only convenient but also helps researchers gain a deeper understanding of the development, management, and interpretation of their projects. To provide an understanding of contextual behavioral phenomena, this study investigated how PPPs were employed in the construction of the Mandalika Circuit in West Nusa Tenggara.

In addition, the study's data collection approach incorporated several methodologies, allowing a combination of different types of data, such as interviews, literature reviews, and online news media (Jin, 2020). As a result, this investigation was carried out by the Regional Planning and Development Agency (Bappeda). As a government agency thought to understand and play an essential role as a stakeholder, the government has prepared to implement a PPP scheme in the construction of the Mandalika Circuit as a priority program for accelerating development in West Nusa Tenggara. The construction of this circuit has been seen as one of the most critical programs for accelerating development in West Nusa Tenggara. The building of this

circuit was considered to be one of the most essential initiatives to boost the rate of growth in the area. It was a result of the fact that the Mandalika Circuit construction project was an endeavor of high importance. The informants for this study were the Head of the Regional Planning and Development Agency of West Nusa Tenggara, the Head of the Economic Division of the Regional Planning and Development Agency, and the Head of the Planning Plan of the Regional Planning and Development Agency.

NVivo 12 Plus was utilized to analyze and display the data (Edhlund, 2019). Therefore, it was only feasible to import data directly from an on-screen word processor, which was the only place where lines of code could be entered and displayed in the page margins. Researchers could see at a glance which code has been implemented thanks to this. The interview data were imported into NVivo 12 Plus to conduct a study of the coding intensity when the interview was conducted. The coding process was necessary. After that, the main aspects of capturing meaning were analyzed to assess the interview results and characterize the narratives or critiques of phenomena developed through previous studies using the NVivo 12 Plus.

RESULTS AND DISCUSSION

Mandalika, with a total land area of 1,035.67 hectares, has been designated as a special economic zone (SEZ) focused on tourism. The natural potential of the Mandalika SEZ, especially the Kuta, Serenting, Tanjung Aan, Kelieuw, and Gerupuk beaches, could become new tourist attractions for both foreign and local tourists.

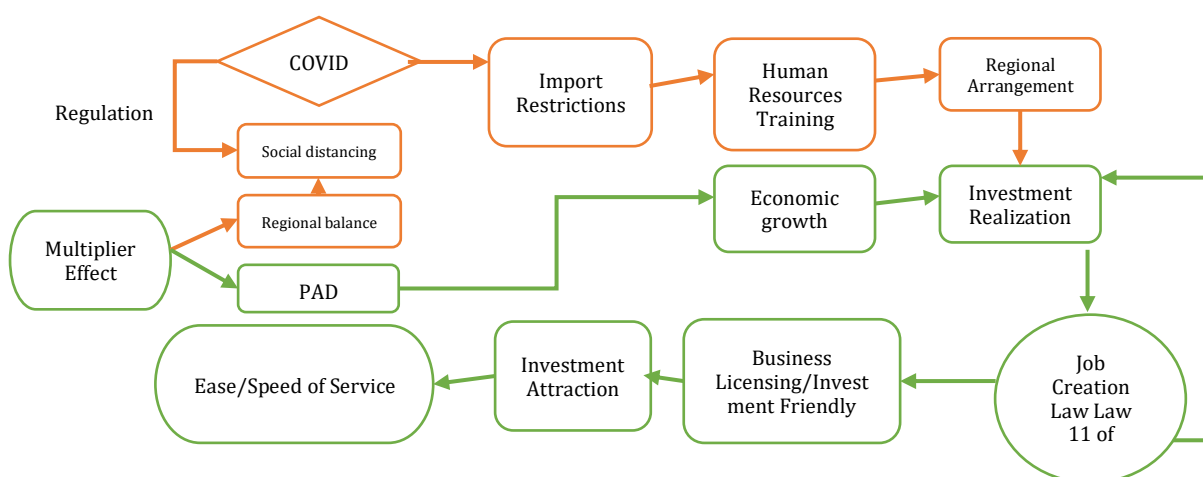


Figure 1. Multiplier Effect of the Mandalika Special Economic Zone
 Source: Regional Planning and Development Agency, West Nusa Tenggara

As displayed in Figure 1, the multiplier effect of the Mandalika SEZ was divided into several types based on regulations. The multiplier effect on the green line explains the final destination flow of the Mandalika SEZ. In contrast, the red line indicates the challenges and problems faced in increasing the positive impact of the Mandalika SEZ, based on the Governor Decree of West Nusa Tenggara No. 050.13-326 of 2022.

Who were the Stakeholders?

Before discussing the factors influencing the readiness of the PPP scheme in constructing the Mandalika Circuit in West Nusa Tenggara as a priority for the accelerated development program in the region, understanding the actors involved is necessary. The stakeholders involved in implementing the Mandalika Circuit development program using the PPP scheme are as follows.

Table 1. Stakeholders

No.	Government Stakeholders
1.	Regional Planning and Development Agency of West Nusa Tenggara Province
2.	Ministry of Public Works and Public Housing (PUPR)
Private Agencies and State Owned Enterprises	
1.	Asia Infrastructure Investment Bank (investor)
2.	PT. JCM (planning consultant and supervisor)
3.	PT. Pembangunan Perumahan (construction service)
4.	PT Wijaya Karya (producing precast concrete, construction industry)
5.	PT. Bunga Raya Lestari (construction)
6.	PT. Hutama Karya (construction)
7.	PT. Adhi Karya (construction)
8.	PT. JO (construction)
9.	PT. AJR (construction)

Sources: Interviews, Online News, Documents

Table 1 displays stakeholders involved in the construction of the Mandalika Circuit through the PPP scheme. Stakeholders have played a critical role in ensuring successful development and engagement in a wide range of areas, including the public and private sectors. A brief reference refers to Presidential Regulation No. 38 of 2015 concerning Cooperation between the Government and Business Entities in the Provision of Infrastructure, which is an initiative that aims to enhance public facilities and infrastructure via the involvement of business entities. In addition, participation in regional development should be prioritized by the commercial sector since they must do so. The additional debate is presented further in the subsequent section.

Article 4, paragraph (1) of the 1945 Constitution proclaims that the President of the Republic of Indonesia possesses government authority according to the constitution (Rahman, Miraj, and Andreas, 2019). Following his re-election as president, Jokowi performed his responsibilities as planned by this provision of the constitution. As a requirement of Law No. 25 of 2004 for the Development Planning System (UU SPPN), the president must create a long-term development plan with a medium-term focus for 2020-2024. It is necessary for the continuation of development. Article 19, paragraph (1) of Law No. 25 of 2004 specifies that the National Plan for Medium-Term Development (RPJMN) must be established three months after the president has been sworn into office. Hence, the president has enacted Presidential Regulation No. 18 of 2020, which concerns the Medium-Term National Development Plan for 2020-2024.

Local Government Commitment

The dedication of the local government is the subsequent factor that decides whether or not the preparation of a PPP will be successful (Kim & Thuc, 2020). It is connected to the comprehension of policy, the availability of institutional support and policy conformity with PPPs, and the commitment to policy sustainability and the availability of legal tools. This study gathered actual proof based on the commitment of the West Nusa Tenggara government.

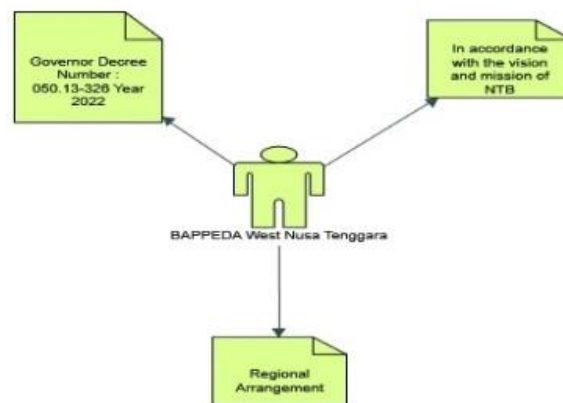


Figure 2. Local Government Commitment

Source: NVivo 12 Plus

Figure 2 illustrates that the regional command's commitment to the construction of the Mandalika circuit was realized through the PPP scheme. Implementation of development programs is believed to have a strong understanding of PPP policies from regulatory readiness, such as Presidential Regulation (Perpres) No. 38 of 2015, Minister of Finance Regulation (Permenkeu) No. 260/PMK.08/2016, Minister of Home Affairs Regulation (Permendagri) No. 96 of 2016, and Governor Decree of West Nusa Tenggara No. 050.13-326 of 2022. The regulations were designed to successfully implement the PPP scheme in mega projects. According to the findings of interviews conducted with the Regional Planning and Development Agency of West Nusa Tenggara, the government of West Nusa Tenggara considered that they have a good understanding of the significance of regulations handed down from the central government to the regional governments, playing a key role in implementing PPPs, as displayed in Figure 2. In addition, the dedication of the government was connected to the long-term viability of policy.

Inter-Institutional Coordination

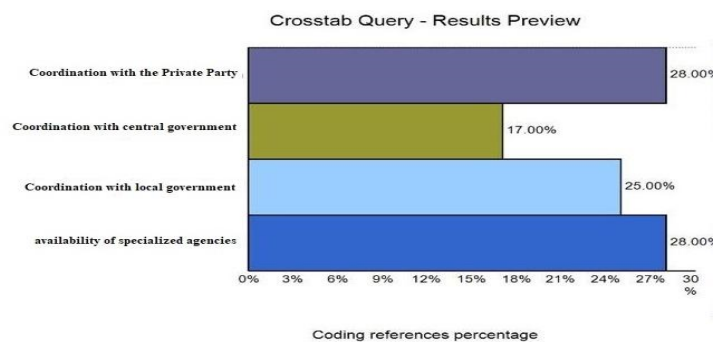


Figure 3. Inter-Institutional Coordination Crosstab Query
 Source: NVivo 12 Plus

Following the findings, if it is related to the collapse discussed by Rahmat and Pribadi (2021), there are some components of the commitment made by local governments in terms of their willingness to employ the PPP scheme. The findings of this study unveiled that the central government's understanding of PPP laws and guidelines must be significantly improved before local governments can be considered appropriate. The government of West Nusa Tenggara has performed this, and it was one of the crucial aspects required in the PPP preparation for the pilot program for the construction of the Mandalika Circuit. In addition, there was a direct relationship between having an understanding and having strong legal tools. The legal instruments utilized in preparing the PPPs for the Mandalika Circuit development program were overseen by ITDC. ITDC has a unique legal entity responsible for managing the PPPs in the Mandalika Circuit development program. Apart from that, adjustments to regional regulations for the continuity of PPPs existed through a Governor Decree of West Nusa Tenggara, explaining the development programs of West Nusa Tenggara with the PPP scheme, including the Mandalika Circuit.

In addition, everything has been carried out according to the PPP criteria for the practicality of its preparation. The accuracy of the PPP preparation strategy was a direct result of achieving regional development goals in West Nusa Tenggara. Additionally, related to institutional support mapped by Rahmat and Pribadi (2021), it is assumed that this study obtained the backing of the relevant stakeholders in both the public and commercial sectors. They contributed to the preparations for the PPPs, which went off without a hitch. Previous research by Rahmat and Pribadi (2021) alluded to institutional coordination. Planning administration is crucial for PPPs. Therefore, a strong partnership is required to build a network that will provide truly optimal benefits, affect the practicality of the PPP programs, and take into account the various interests of the many different parties involved. According to the results of empirical research conducted at the planning stage, which included PPPs in the Mandalika Circuit development project, coordination and communication existed between the regional government of West Nusa Tenggara and other stakeholders. Furthermore, effective coordination between many

stakeholders also existed in the implementation of institutional coordination in the Mandalika Circuit development program.

First, it should be emphasized that the West Nusa Tenggara government carried out institutional coordination with the private sector in formulating PPP plans. Coordination with the private sector had a crosstab query rate of 28%. A consultant from PT. JCM, who assisted with the implementation of this system (planning consultant and supervisor), whose stakeholders were in charge of preparing PPP project documents and potential investors or contractors, prepared tender documents. The idea of coordination is not just relevant to regional governments and the private sector; rather, it refers to the incorporation of public discussions into institutional coordination, which was initiated by the business sector as a means of fostering social connectivity. In addition, coordination with the central government accounted for 17% of the total, and coordination with regional governments accounted for 25% of the total. These were some areas in which the government of West Nusa Tenggara was successful in carrying out institutional coordination with the central government of the Ministry of National Development Planning in coordinating PPP documents. An ad hoc committee was formed to accelerate the construction of the Mandalika Circuit—a regional priority project. According to the crosstab query coding findings, the existence of a special PPP institution known as the Project Management Unit Team had an intensity level of 28%. These data are in accordance with the explanation of Rahmat and Pribadi (2021). It implies that effective institutional coordination is the key to ensuring that PPP preparedness is of a high standard.

According to the findings of this investigation, the government of West Nusa Tenggara cooperated effectively and efficiently with both the central government and the private sector. Previous research corroborates these findings. Chileshe et al. (2022) stated that having assistance from other government stakeholders who have an interest in implementing PPPs is one of the aspects that might contribute to the success of PPP preparedness. Hence, it can meet the interests of all sectors as well as the sharing of risks (Rahmat & Pribadi, 2021) and more to the transparency of PPP arrangements for the budget (Tsimoshynska et al., 2021) in order for the implementation of PPPs within the Mandalika Circuit development program to achieve better outcomes and also to ensure appropriate management.

Competence of Resources and Availability of Budget

The capability of the human resources to carry out the PPP program is an essential component in its successful execution; more specifically, the availability of trustworthy human resources competent to carry out the PPP program. Strategic planning and the execution of day-to-day operations, legal rules, communication, administration, and financial management are all areas of focus (Rahmat & Pribadi, 2021). It is thought, based on Table 1, that there was a significant amount of stakeholder participation, the goal of which was to offer mapping and authority, in addition to duties and responsibilities, for the execution of the PPP preparation in the Mandalika Circuit development program.

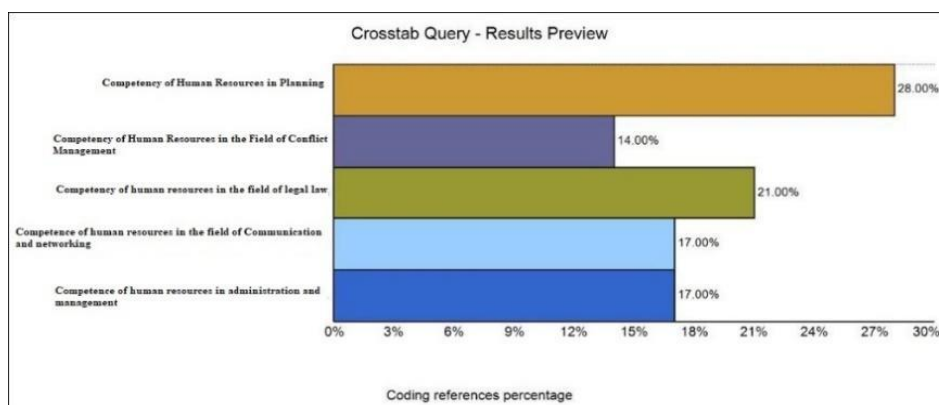


Figure 4. Resource Competency
Source: NVivo 12 Plus

The ability of human resources to put the PPP program into practice is an important component in its successful implementation, more specifically, the availability of reliable and competent human resources to implement the PPP program. Operational planning and implementation, rule of law, communication, administration, and financial management were all areas requiring improvement (Rahmat & Pribadi, 2021). According to the data presented in Table 1, it is generally accepted that the main purpose of many stakeholder interactions was to offer mapping and authority in addition to duties and responsibilities for implementation. Lessons learned from the Mandalika Circuit development through PPPs were regarding the PPP preparation as part of the circuit development initiative. The results of the coding on the crosstab query unveiled an intensity of 23.81%. The low intensity of the informants' responses to this issue was depicted by the coding intensity for the competency of human resources in administration and financial management of 17%. On the other hand, the findings of this study demonstrated that the distribution of administrative management responsibilities throughout the building of the Mandalika Circuit development program seemed to be carried out in an orderly fashion. The Ministry of National Development Planning has worked to create capacity as a member of the Team for the Acceleration of Implementation of the Mandalika Circuit Priority Program Development in West Nusa Tenggara, which was a component of the Project Management Unit Team formed in the preparation of the PPP scheme.

As a result, the level of expertise seen in the private human resource sector was considered good. In addition, the findings of the crosstab query exhibiting an increase in human resource competence by 21% in a legal guideline become a point of reference for all parties involved in the PPP development. Hence, they may better understand their respective duties and obligations. The capacity of the government of West Nusa Tenggara has built an ad-hock known as the Team for the Acceleration of Implementation of the West Nusa Tenggara Development Program. The process of settling the PPP dispute proceeded well, particularly with the legal staff. The process of producing the Mandalika Circuit growth plan was comparable to the competency of human resources in the area of planning, having a crosstab query of 28%. In addition, planning also involved the participation of stakeholders from the private sector. In addition, human resource capabilities in the planning section were also relevant to the needs of stakeholders. They contributed to the preparation of the master plan as well as the detailed engineering design. Both of these were finished in 2018 and were appropriate for the planning of tasks related to project development. In addition, as can be seen in the crosstab query rate of 17% on human resource capabilities in the communication or networking section, the West Nusa Tenggara government has meticulously mapped out clear communication links between the center, region, and implementing teams. The private sector was also included in this section. During the process of putting up the PPPs, this link was described in the crosstab query entitled "Rate 17% on HR skills."

If there is a mistake in the communication section, it is clear from looking at Table 1 who was responsible for performing the obligations and responsibilities. In a similar vein, the capability of human resources in the domain of conflict management had a crosstab query with an intensity of 14%. As a result of the carelessness of the contractor, the government of West Nusa Tenggara and the private sector faced risks. The Asia Infrastructure Investment Bank, on the other hand, assumed all responsibility for this risk. Given the aforementioned, there is congruence between this and what was reported by Rahmat and Pribadi (2021) that the regional government must be able to prepare competent and excellent human resources for the implementation of PPPs. It can be seen in the research of Kawamura (2020) that with human resource competencies, local governments may give flexibility in the allocation of duties and responsibilities via the expertise of both the government and the private sector; this flexibility can be achieved through the use of human resource competencies. Existing competencies in human resources could help manage disputes by offering PPP methods (Rahmat & Pribadi, 2021), in addition to being able to provide the government with openness and efficiency in delivering PPPs (Sergi et al., 2019).

CONCLUSION

This paper examined the government's perspective on readiness factors for using a PPP scheme. Therefore, this research focused on PPP readiness in the Mandalika Circuit development

program in Central Lombok, West Nusa Tenggara, concerning the four main components of PPP preparation: local government commitment, institutional coordination, human resource competence, and financial capability. These findings explained several implications. First, the readiness to utilize the PPP scheme in the Mandalika Circuit development program was considered to have been prepared optimally and appropriately. It was assessed from the optimistic and strong commitment of the West Nusa Tenggara government by presenting non-government stakeholders, such as the private sector and state-owned enterprises (SOEs), contributing to the provision of public services. The implementation of the development program was performed through regulations, such as the Presidential Regulation (Perpres) No. 38 of 2015, the Regulation of the Minister of Finance (Permenkeu) No. 260/PMK.08/2016, Minister of Home Affairs Regulation (Permendagri) No. 96 of 2016, and Governor Decree of West Nusa Tenggara No. 050.13-326 of 2022. Second, the readiness of the PPP in the development of the Mandalika Circuit was considered to have been successful in terms of institutional coordination that ran well between the local government, central government, and private sector. Players could increase productivity and adaptability. More importantly, the presence of non-governmental parties was based on a lack of human and financial resources to provide strategic management of public services in the government sector. These strategies included conflict management and legal instruments, risk sharing, planning, administration, and finance. In conclusion, the readiness of the PPP in the construction of the Mandalika Circuit required support not only from the government but also from the private sector. Therefore, this goal could be achieved with the efforts of the government to coordinate the activities of all parties to work together and benefit each other.

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