



RESEARCH ARTICLE

# Public Private Partnership in The Development of Road Infrastructure in Lampung Province

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## Abstract

This study aims to examine the implementation of the Public Private Partnership scheme in road infrastructure development in Lampung Province, specifically through the BERKIBAR (Together We Fix Damaged Roads) Program. The main focus is directed at analyzing the effectiveness of partnership governance involving the public and private sectors based on the principles of good governance, active stakeholder participation, ethical standards of implementation, and indicator-based performance measurement. This study uses a qualitative approach with a case study design. Data collection techniques include in-depth interviews, direct observation, and document analysis. The results show that the BERKIBAR program has made a positive contribution in accelerating road infrastructure development, but still faces various structural and administrative obstacles. Weaknesses are seen in delays in physical project progress, minimal community involvement, and discrepancies between reporting and field realization. In addition, the indicator-based evaluation system has not been implemented comprehensively and systematically. Practically, these findings demonstrate the importance of strengthening collaborative governance in Public Private Partnerships to improve the efficiency and accountability of infrastructure development. The academic contribution of this study lies in the development of a sustainable partnership model based on the principles of New Public Governance as a relevant approach in the context of regional development.

Keyword: Public Private Partnership, road infrastructure, governance, stakeholders, BERKIBAR, Lampung.

## Introduction

Road infrastructure development in Lampung Province is a top priority for the regional government to improve regional connectivity, strengthen economic growth, and accelerate equitable development between regions. However, in practice, road infrastructure development still faces various fundamental challenges, particularly budget constraints, high investment needs, and the development gap between urban and underdeveloped areas. This is reinforced by the World Bank (2019), which states that investment in road infrastructure can reduce logistics costs by up to 30% in developing countries. Data from the Lampung Province Central Statistics Agency shows that by 2023, the length of provincial roads will reach 1,695.48 km, with 77.3% of them having asphalt surfaces. However, only 57.6% of roads are in good condition, while 21.3% are in poor condition, including 4.6% damaged and 16.7% severely damaged. Data from the Department of Highways and Construction shows that of the total length of provincial roads of 1,695,479 km by 2023, only around 78.67% are in good condition. This condition is exacerbated by the continued operation of Over Dimension Over Load vehicles, especially on roads around production centers and roads with Average Daily Traffic, which accelerates road damage. This condition indicates the need for significant repair and maintenance efforts.

The main challenge facing the development and maintenance of road infrastructure in Lampung Province is the limited government budget, which poses a significant obstacle

to the optimal implementation of infrastructure programs. This limitation not only slows the development process but also impacts the quality of existing road maintenance, resulting in many road projects being unable to be completed on time or even stalled. For example, a Rp 32 billion cut in the Special Allocation Fund in 2025 delayed the repair of two strategic roads: Padang Cermin–Simpang Teluk Kiluan and Negara Ratu–Simpang Sopyonyono. Sharp criticism also came from Bima Yudho Saputro, an Indonesian student studying in Australia,

who voiced his concerns about the condition of road infrastructure in Lampung on social media. This criticism went viral nationally. In response, President Joko Widodo conducted an unannounced inspection of Lampung on May 5, 2023, to assess the condition of damaged roads. The President stated that the central government would take over the repair of 15 road sections in Lampung with a budget of around IDR 800 billion.

The Lampung Province Highways and Construction Agency, as the technical agency responsible for the construction and maintenance of provincial roads, faces significant fiscal pressure. Funding sourced from the Regional Revenue and Expenditure Budget is often unable to accommodate all the development and maintenance needs of the road network spread across various regions, especially those located in areas with difficult geographical conditions or minimal economic activity. In order to encourage the acceleration of road repairs on Lampung Province's roads, one effort to address these challenges is through the creation of new innovations in handling road infrastructure. One form of innovation currently being implemented by the Lampung Province Highways and Construction Agency is the implementation of the Together We Fix Damaged Roads program, abbreviated to BERKIBAR. This program is one of the flagship programs of the Acting Governor in 2023 in handling the repair of damaged roads in Lampung Province, which is a collaborative program between Lampung Province and private companies located around provincial roads that need road repair. The form of collaboration is to jointly plan, implement and supervise road repairs on road sections in

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Lampung Province, so that with this collaboration, trust between the government and the private sector will be formed.

Furthermore, the "Together We Fix Damaged Roads" Program will establish a mutually beneficial partnership between both parties. With good road conditions, the private sector can reduce mobilization costs, thereby increasing production value, while the government will achieve better performance in handling damaged roads. Both benefits obtained by the government and the private sector will certainly have an impact on improving the economy and the welfare of the Lampung community in the future. The "Together We Fix Damaged Roads" Program adopts a Public-Private Partnership scheme, or a partnership between the government and the private sector. Through this collaboration, the private sector not only plays a technical role but also participates in financing, implementation, and road maintenance.

The Lampung Provincial Government, through the Department of Highways and Construction, has begun implementing a Public Private Partnership (PPP) scheme as a financing alternative and a program implementation strategy. Presidential Regulation No. 38 of 2015 concerning the participation of business entities in the provision of infrastructure and its services, as well as Regulation of the Minister of National Development Planning/Head of Bappenas No. 2 of 2020 concerning Amendments to Regulation of the Minister of National Development Planning/Head of Bappenas No. 4 of 2015 concerning Procedures for Implementing Government-Business Cooperation in Infrastructure Provision. The Public-Private Partnership (PPP) model has emerged as a strategic alternative to address the challenges of sustainable infrastructure development. The PPP scheme provides opportunities for local governments to establish partnerships with the private sector in financing, building, operating, and maintaining road infrastructure without having to rely entirely on financing from the Regional Budget (APBD).

This Public-Private Partnership scheme provides space for the private sector to actively participate in financing, development, and infrastructure management, so it is expected to reduce the fiscal burden of local governments and accelerate improvements in the quality and connectivity of provincial roads. The Lampung Province Public Works and Construction Agency has strived to improve the quality of road infrastructure to facilitate the distribution of agricultural products and reduce logistics costs. One example is the repair of the Kota Gajah Sp. Randu Seputih Surabaya road section in Central Lampung which has shown improved conditions thanks to the allocation of funds from the Regional Budget and Presidential Instruction, Regional Roads (IJD) in 2023.

The current situation of road infrastructure development in Lampung shows that despite efforts to improve road quality, more effective strategies are still needed to overcome budget constraints and accelerate development. The implementation of a Public-Private Partnership (PPP) scheme is a potential alternative, but it requires regulatory adjustments and increased coordination between the government and the private sector to achieve optimal results. Furthermore, the success of this scheme depends on commitment and trust between the government and the private sector, as well as the existence of regulations that support such collaboration. With the right approach, Public-Private Partnerships (PPPs) can be an effective solution for improving the quality of road infrastructure in Lampung Province. PPP schemes offer an opportunity to overcome limited public funding by involving the private sector in infrastructure financing, development, and management. According to data from the Ministry of Finance, the national infrastructure investment requirement in the 2020–2024 National Medium-Term Development Plan reaches IDR 6,445 trillion, while the government's funding capacity is only around 37% of the total requirement. Through collaboration between the government and the private sector, it is hoped that efficiency can be created

in program implementation, fair risk sharing, and improved quality of infrastructure services.

However, the implementation of Public-Private Partnership in Indonesia still faces several obstacles, such as overlapping regulations, minimal investment incentives, and weak institutional capacity of local governments. In Lampung Province, the success of the BERKIBAR Program depends heavily on the extent to which the principles of good governance, the role of stakeholders, ethical standards, and indicator-based performance measurement can be integrated into the governance of Public-Private Partnership. Therefore, this study focuses on an in-depth analysis of the Sustainability-Based Public-Private Partnership Model developed by Pahripi and Mahyuni (2025), with key principles such as good governance, the role of stakeholders, ethical standards, and indicator-based performance measurement.

## Method

### *Research Approach*

This study aims to explore and analyze the implementation of the Public Private Partnership scheme in road infrastructure development in Lampung Province, specifically through the BERKIBAR (Bersama Kita Menahi Jalan Damak) program. In this study, the approach used is a qualitative research method that aims to dig deeply into various information related to the process, challenges, and impacts of cooperation between the government and the private sector in road infrastructure development. According to Sugiyono (2017), qualitative research focuses on understanding the meaning, experience, and social phenomena that occur in a particular context. Therefore, this method is very suitable for analyzing complex phenomena such as the implementation of PPP in infrastructure development, which involves various actors, policies, and social processes.

### *Research Design*

This qualitative research design uses a case study approach, aiming to explore how the PPP program is implemented in the context of road infrastructure development in Lampung Province. Case studies were chosen because they provide a deeper understanding of the phenomenon under study within a specific context, namely PPP policies and practices in road construction. This research will focus on several key components, such as:

- PPP planning and implementation process.

- Challenges faced by the government and private sector.

- Factors that influence the success or failure of a program.

- The impact of the program on road infrastructure and local communities.

### *Research Location and Subjects*

This research was conducted in Lampung Province, focusing on road infrastructure projects implemented through a PPP scheme. The research subjects consisted of:

- The Lampung Provincial Government, especially the Department of Public Works and Construction (BMBK), is responsible for project planning and supervision.

- Private companies involved in the implementation of PPP projects, both in terms of financing, construction and road maintenance.

- Communities directly impacted by the program, especially road users and local business actors.

### *Data Types and Sources*

The type of data used in this study is qualitative data, consisting of descriptive information regarding the processes, policies, and experiences related to the PPP program. The data sources used include:

In-depth interviews with relevant parties, such as government officials at the BMBK Service, project managers from private companies, and communities directly involved or affected.

Documentation includes official reports, project data, and planning documents related to the implementation of the BERKIBAR program.

Direct observation of the project location to understand the actual condition of the road infrastructure being built and repaired.

### ***Data Collection Technique***

Data collection in this study was carried out using several techniques, as follows:

**Semi-Structured Interviews:** These interviews are conducted using a flexible question guide to gain in-depth information about respondents' experiences and perspectives regarding PPP implementation. Interviews will be conducted with government officials, representatives of private companies, and several community members affected by the program.

**Participatory Observation:** Researchers will conduct field visits to directly observe the condition of roads under repair and the collaboration process between the government and the private sector. This observation also aims to assess policy implementation on the ground.

**Documentation:** Data from planning documents, project progress reports, and publications related to the PPP program will be collected to support further understanding of the policies and practices implemented in this program.

### ***Data Analysis Techniques***

The data analysis in this study used qualitative data analysis techniques that refer to the interactive analysis model according to Miles, Huberman, and Saldana. The qualitative data analysis process consists of three main stages, namely:

**Data Collection:** Data collected from interviews, observations, and documentation will be compiled and sorted to facilitate the analysis process.

**Data Reduction:** The collected data will be analyzed and filtered to identify key themes relevant to the research focus. At this stage, researchers will label and categorize data related to PPP implementation, challenges encountered, and impacts.

**Conclusion Drawing and Verification:** Based on the analysis, researchers will draw conclusions about the effectiveness of PPP implementation in road infrastructure development. The verification process is carried out by comparing field findings with relevant theory and literature.

### ***Data Validity***

To ensure the validity and credibility of the data, this research will use several techniques, including:

**Triangulation:** Using multiple data sources and data collection methods (interviews, observation, and documentation) to obtain consistent results.

**Member Checking:** Researchers will verify the results of interviews with respondents to ensure that the data obtained is in accordance with existing reality.

**Peer debriefing:** Researchers will discuss with colleagues or experts to get input and clarification on the data analysis that has been carried out.

### ***Discussion***

### ***Good Governance***

Within the theoretical framework of New Public Governance, government is no longer positioned as the sole decision-making actor in public sector management, but rather as part of a collaborative network involving citizens, civil society organizations, the private sector, and the media. New Public Governance emphasizes participation, openness, accountability, and collaboration in the provision of public services and policy-making, including in the infrastructure sector. This context becomes highly relevant when linked to the viral incident involving Bima Yudho Saputro, a student from Lampung studying in Australia. In his video upload entitled "Reasons Why Lampung Isn't Progressing," Bima criticized various aspects of development in Lampung Province, particularly related to the condition of damaged road infrastructure and development stagnation. Bima's actions can be understood as a concrete form of citizen participation in the public arena, a key characteristic of New Public Governance-based governance.

Bima's actions demonstrate that in the New Public Governance paradigm, the public is not merely an object of development, but rather a subject entitled to provide input, evaluation, and even criticism of the ongoing development process. His criticism represents the citizen voice in governance, which in the short term has proven to encourage a swift response from local governments, including the initiation of road repairs in several areas. Furthermore, this case underscores the importance of information transparency, inclusive dialogue, and multi-actor involvement in the infrastructure development process. New Public Governance requires that public policies, especially those concerning the wider public interest such as road construction, must be formulated through a deliberative process and based on the real needs of the community, not merely administrative or political logic.

However, the government's initial repressive response to Bima's criticism demonstrates that the implementation of New Public Governance principles at the local level still faces obstacles, both in terms of a bureaucratic culture that is not yet fully participatory and a weak understanding of citizens' rights to express constructive criticism. Thus, this case serves as an important lesson that the success of infrastructure development is not solely determined by budget or technical capacity, but also by the quality of public governance that is able to accommodate active, honest, and transparent citizen participation. The implementation of New Public Governance in Lampung Province, and in Indonesia in general, demands structural and cultural reforms that position the community as equal partners in the development process.

In the context of road infrastructure development in Lampung Province, the implementation of the Public Private Partnership scheme or Government Cooperation with Business Entities by the Department of Highways and Construction is an important strategy to overcome the limitations of the local government budget. This scheme allows collaboration between the public and private sectors in the financing, construction, and management of road infrastructure, with the aim of improving efficiency, service quality, and program sustainability. In carrying out a partnership, it is necessary to apply several partnership principles so that its implementation is more optimal. The principles of partnership in Public Private Partnership cover several important aspects. According to Fowler (2000), an effective partnership must be based on shared responsibility, shared obligations, equality, mutual trust, and mutual respect. These principles ensure that both parties have an equal commitment to achieving common goals, as well as building mutually beneficial and sustainable relationships. The analysis was conducted on three main road sections that are part of the implementation of this program, namely Talang Padang-Ngarip, Tajab-Adijaya, and Adijaya-Tulung Randu.

Talang Padang - Ngarip Section is one of the projects included in the BERKIBAR Program implementation and

involves PT Pertamina Geothermal Energy as a private partner. Based on the progress table, this project has a contract value of IDR 21 billion allocated for landslide slope repair, a type of work that requires high technical intervention and adjustments to the geotechnical conditions of the area. However, until the fourth quarter of 2024, the physical progress of this project has only reached 1%, indicating a significant delay in implementation on the ground. This situation reflects the typical challenges in implementing Public-Private Partnership-based infrastructure projects in areas with challenging geographical conditions, as mentioned by Amoatey and Ankrah (2017) that technical factors such as topography and extreme weather can be major obstacles in road projects in developing countries.

The Tajab-Adijaya section exhibits distinct characteristics. In this project, PT PSMI acted as the private partner, contributing IDR 3.31 billion for the construction of a 2,500-meter Class A aggregate foundation layer. Documents indicate that the work has been completed, but the physical progress column until the third quarter of 2024 lists only 1%. The discrepancy between the narrative of completed work and the recorded physical progress indicates technical and administrative reporting issues within the project monitoring system. This phenomenon is a clear example of the lack of synchronization in the evaluation system in Public-Private Partnership projects, as criticized by Shao et al. (2020), who highlighted the importance of performance-based monitoring to maintain accuracy and public trust in the implementation of partnership projects.

The Adijaya → Tulung Randu section is being implemented by PT Bumi Sakti Perdana Lau Jaya, with the work consisting of constructing a 2,000-meter class B aggregate foundation layer, in accordance with the project's technical specifications, and PT PSMI contributed IDR 3.5 billion to the Adijaya-Tulung Randu Intersection road improvement project (Lampung Provincial Government, 2024). Although the type of work is considered basic and fundamental in the road construction series, the progress recorded until the fourth quarter of 2024 still shows a figure of 1%, similar to the other two sections. This reflects that the project is still in the early phase of the implementation cycle and is at risk of facing delays if not accelerated. This condition is in line with the findings of Zhang et al. (2023) in their study of toll road projects in China, which stated that low initial physical progress is often related to weak risk management, delays in material procurement, and coordination constraints between private partners and public institutions.

In general, the three projects exhibit a similar pattern, namely very low physical progress despite the contract value and form of collaboration with the private sector having been determined. This indicates problems in project governance, performance reporting, and the effectiveness of collaborative implementation. When analyzed using Good Governance principles, transparency and accountability are evident through the openness of contract data and partner names. However, participation, monitoring effectiveness, and social responsibility remain weak. According to Osborne (2010) and Bovaird & Loeffler (2016), the New Public Governance paradigm emphasizes the importance of multi-stakeholder involvement in every stage of public policy, including infrastructure project implementation.

Furthermore, Weber, Staub-Bisang, and Alfen (2016) emphasized the need for structured performance indicator-based measurement to systematically monitor the implementation process. In the context of the BERKIBAR program, the principles of good governance will ensure that the planning, implementation, and evaluation of the provincial road program are carried out with transparency and accountability. The BERKIBAR program requires strict oversight of budget utilization and program progress to ensure that it meets predetermined targets. This process also involves various government institutions and the community to ensure that the

policies adopted not only benefit certain parties but also the welfare of society as a whole.

### ***The Role of Stakeholders in the Implementation of the BERKIBAR Program***

Stakeholders have a strategic role in ensuring the successful implementation of Public-Private Partnership schemes, especially in complex and high-risk road infrastructure development such as the BERKIBAR Program in Lampung Province. The success of sustainability-based Public-Private Partnerships is largely determined by the active involvement of stakeholders from the public, private, and civil society sectors, especially those affected by road development programs must be involved in the planning process to ensure that local needs and priorities are taken into account. By involving the private sector in program funding and implementation, innovative solutions can be obtained that not only guarantee budget efficiency but also accelerate implementation time.

Table 1. Stakeholders Involved and Their Roles and Functions

NO	ACTOR	TYPE OF ACTOR	STRATEGIC ROLE
1	Department of Public Works and Construction (BMBK)	Provincial government	Regulator and implementer of road infrastructure development policies. Designing projects, establishing technical specifications, overseeing project implementation, and establishing formal partnerships with the private sector through PPP schemes.
2.	Private sector	Technical Implementer	As a strategic partner in the infrastructure development ecosystem
3.	Bank / Financial Institution	Capital Provider	Providing project financing in the form of credit or bonds. Participating in assessing the project's financial feasibility.
4.	Community (Road Users / Residents Around the Project)	Users / Stakeholders	Direct beneficiaries of infrastructure development. Their role is crucial in social oversight, project acceptance, and feedback on environmental and social impacts.
5.	NGO / Academic	Supervisor / Advisor	Plays a role in social control, transparency advocacy, and provides analysis of the social, environmental,

6.	Lampung Provincial DPRD	Regional Legislator	and economic impacts of projects.
			Providing budget approval, overseeing the implementation of PPP policies, and bridging community aspirations into the infrastructure planning process.

The Lampung Province Public Works and Construction Agency plays a key role in the planning and implementation of the BERKIBAR Program. The government is responsible for designing the partnership scheme, establishing the project's technical specifications, and regulating the distribution of risks and responsibilities between the public and private sectors. According to Osborne (2010), within the New Public Governance framework, the government no longer acts as the sole implementer but rather as a facilitator within a network of interdependent actors. In Lampung, the BMBK also acts as a liaison between private partners and affected communities, as well as a guarantor of the project's legality and feasibility.

Table 2. List of Companies in the BERKIBAR Program

No	Provincial road sections	Regency	Company name	Business fields
	Kalirejo Bangun Rejo (Link. 025)	Central Lampung	PT. PTPN I Reg VII	Plantation
	Padang Ratu - Kalirejo (Link. 032)	Central Lampung	PT. KALIREJO LESTARI	CPO
	Tajab - Adi Jaya (Link. 089)	Right Way	PT. PSMI	Sugarcane Plantation
	Similar to Beautiful - Pakuan Ratu (Link. 083)	Right Way	PT. PALM LAMPUNG PERSADA	Palm Oil Plantations and Factories
	Pekon Balak - Suoh (link. 048)	West Lampung	PT. THREE OREGON PUTRA	Hydro Micro
	Suoh - Sp. Block 9 (Link. 049)	Tanggamus	PT. TANGGAMUS ELEKTRIK POWER (TEP)	Electrical Energy
	Sp. Block 9 - Sanggi (Link. 050)	Tanggamus	PT. NATARANG MINING	Gold mine
	Talang Padang - Ngarip (Link. 056)	Tanggamus	PT. PERTAMINA GEOTHERMAL ENERGY	Electrical Energy
	Unit VIII - Gedong Aji (Link. 092)	Tulang Bawang	PT. BW GROUP	Plantation (Tapioca)
	Sp. Daya Murni - Gunung Batin (Link. 065)	Tulang Bawang	PT. BW GROUP	Plantation (Tapioca)
	Adi Jaya - Helping	Tulang Bawang	PT. BUMI SAKTI	Plantation (Tapioca)

Randu (Link. 090)		<b>PERDANA LAU JAYA</b>	
Adi Jaya - Helping Randu (Link. 090)	Tulang Bawang	<b>PT. MENTARI</b>	Plantation (Tapioca)
Non-Link Section Dente Teladas	Tulang Bawang	<b>PT. CENTRAL PROTEINA PRIMA Tbk.</b>	Shrimp Pond (Bratasena)
Mounting - Unit Vi (Link. 91)	West Tulang Bawang	<b>PT. BW GROUP</b>	Plantation (Tapioca)
Sp. Tujok - Panaragan Jaya (Link 068)	West Tulang Bawang	<b>PT. CENTRAL INTAN</b>	Plantation (Tapioca)
Adijaya - Tulungrandu (Link.090)	West Tulang Bawang	<b>PT. MANA TAHAN</b>	Plantation (Tapioca)
Pematang-Brabasan Intersection (Link. 094)	Mesuji	<b>PT. SUMBER INDAH PERKASA</b>	Palm Oil Plantation
Brabasan - Wiralaga (Link. 095)	Mesuji	<b>PT. PRIMA ALUMGA</b>	Palm Oil Plantation
Brabasan - Wiralaga (Link. 095)	Mesuji	<b>PT. LAMBANG JAYA GROUP</b>	Palm Oil Plantation
Brabasan - Wiralaga (Link. 095)	Mesuji	<b>PT. BW GROUP</b>	Plantation (Tapioca)
Kalianda-Kunyir-Gayam (Link.002)	South Lampung	<b>PT. SUPREME ENERGY</b>	Geothermal Electric Energy

The private sector in the BERKIBAR Program plays not only a technical role but also a strategic partner in the infrastructure development ecosystem. Their role includes providing materials, logistics, maintenance, strengthening business distribution, and creating shared social value. This approach reflects the evolution of the PPP model from mere outsourcing to a form of co-production of public services based on collaborative values and sustainability. This aligns with the role of the private sector in the PPP model, as described by Tsimoshynska et al. (2021), where the private sector not only provides services but also assumes a significant portion of the operational and financial risks. However, as demonstrated by project progress, this role has not been fully optimized due to slow physical project progress and weak reporting integration.

Banks and financial institutions that provide capital and assess feasibility have a role in providing project financing schemes. They are also involved in assessing the financial feasibility and risks of PPP projects. According to Yescombe & Farquharson (2018), the success of infrastructure project financing through PPPs depends heavily on risk-sharing mechanisms and availability payment schemes that are acceptable to both parties. Therefore, the involvement of financial institutions from the early stages is crucial to ensure the project's sustainability. Furthermore, local communities are direct beneficiaries of road improvement programs and also act as social monitors. Public participation in providing feedback on project implementation, both directly and through social media, reflects the practice of citizen voice in good governance. A concrete example can be seen in public criticism of Lampung's

infrastructure that went viral in 2023 and triggered central government intervention. However, in the context of the BERKIBAR Program, systematic community involvement, for example through public consultation forums or social impact surveys, has not been clearly demonstrated, thus not reflecting the principle of co-production.

The role of NGOs and academics is crucial in providing critical perspectives on the social, economic, and environmental impacts of projects. They play a role in conducting independent studies, facilitating community dialogue, and ensuring that projects are implemented in accordance with sustainability principles. According to Bovaird & Loeffler (2016), these non-state actors are a crucial part of a collaborative governance system that connects technocratic data with grassroots needs. However, in practice, their involvement in the BERKIBAR Program remains limited, necessitating expanded space for external oversight and public accountability. As a regional legislative body, the Regional People's Representative Council (DPRD) plays a role in approving budget allocations for infrastructure projects and overseeing the implementation of PPP policies. This legislative function is also crucial to ensuring that community aspirations and the principle of transparency are accommodated in the infrastructure planning process. However, strengthening the DPRD's oversight function in programs like BERKIBAR requires support from open data and involvement from the planning stage, so that infrastructure policies are not solely top-down.

Analysis of the roles of each stakeholder shows that the implementation of the BERKIBAR Program has initiated a partnership pattern between the public and private sectors, but has not yet fully integrated the principles of multi-actor participation and accountability optimally. Maqbool & Sridhar (2024) emphasize the importance of active involvement of all stakeholders from the initial stages of the project to ensure transparency, efficiency, and sustainability of infrastructure projects. The Public-Private Partnership scheme in the BERKIBAR Program shows collaboration between parties, but still needs to be strengthened in several strategic aspects of stakeholders. The role of the community is not optimal, the involvement of Non-Governmental Organizations and academics is still passive and oversight by the Regional Representative Council is not based on participatory mechanisms and open transparency. Therefore, to increase the effectiveness and legitimacy of the program, it is necessary to build a collaborative governance system based on New Public Governance that places all stakeholders as active and equal actors in the regional infrastructure policy cycle.

### ***Ethical Standards in Infrastructure Implementation in the BERKIBAR Program***

The application of ethics in infrastructure development is crucial for maintaining the integrity, sustainability, and social legitimacy of public development programs. In the context of the Together We Fix Damaged Roads (BERKIBAR) Program in Lampung Province, ethical standards encompass not only compliance with laws and regulations but also social responsibility, professionalism, and transparency in partnerships between the public and private sectors. The first ethical principle crucial to infrastructure project implementation is transparency. The BERKIBAR program aims to publish the names of the companies involved, the road sections being constructed, and the types of contributions. However, this transparency remains limited because not all data is consistently reported. Some road sections do not include detailed road lengths, contribution amounts, or construction stages. According to Yescombe & Farquharson (2018), transparency is a key foundation for maintaining public trust in PPP-based projects. Therefore, ethical standards require that technical, financial, and administrative information be disclosed

openly through official channels, allowing the public and independent auditors to conduct objective oversight.

Ethical standards require that infrastructure project implementation adhere to the principle of social justice, meaning that projects must not harm the community and must provide equitable benefits to all parties. In the implementation of the BERKIBAR Program, direct community involvement (for example, through public consultations, village deliberations, or road user satisfaction surveys) has not been well documented. This contradicts the principle of co-production proposed by Osborne (2010), which states that the community must be actively involved in the planning and evaluation of public services. Stakeholder involvement is not merely a formality but also an ethical principle that respects citizens' rights to participate in policies that directly impact their lives. Infrastructure ethics also include adherence to environmental and sustainability principles. However, the BERKIBAR Program data does not contain information regarding the implementation of environmental assessments on repaired road sections, particularly those that cross sensitive areas such as plantations, densely populated settlements, or green areas.

According to Tsimoshynska et al. (2021), Public-Private Partnership-based infrastructure projects must comply with environmental standards and have risk mitigation plans. Development ethics require all parties to avoid long-term detrimental impacts on ecosystems and public health. Without environmental oversight mechanisms, projects can become a source of social conflict and ecological degradation. All parties involved in the project, both public and private, are required to uphold technical integrity and professionalism. This includes honesty in progress reporting, the use of materials according to specifications, and adherence to construction standards. In the BERKIBAR program, discrepancies were found between the project narrative ("work completed") and physical progress data (only 1% recorded). This raises ethical questions regarding the validity of reporting and the quality of implementation. FIDIC and Zhang et al. (2023) warn that violations of technical codes of ethics can result in structural damage, budget waste, and loss of public trust in public institutions.

Ethics in infrastructure development also require systems to prevent conflicts of interest and corrupt practices. In projects like BERKIBAR, where private sector contributions are not fully commercialized, the risk of political influence or nepotism remains. To date, there is no information available on the implementation of integrity pact mechanisms, reporting of gratuities, or the involvement of anti-corruption agencies in program oversight. According to Transparency International (2020), the infrastructure sector is one of the most vulnerable to misappropriation of funds, especially if it lacks adequate oversight.

The implementation of ethical standards in the BERKIBAR Program still shows a gap between principles and practice. While the program has opened up space for collaboration between the public and private sectors, ethical aspects have not been systematically integrated. To ensure long-term success, the BERKIBAR Program must strengthen transparency, expand public participation, ensure environmental compliance, maintain technical integrity, and prevent irregularities. The integration of these ethical values will strengthen the project's social legitimacy and sustainability, and serve as a model for values-based Public-Private Partnerships at the regional level.

### ***Indicator-Based Performance Measurement***

Indicator-based performance measurement is a systematic approach to evaluating the effectiveness, efficiency, and accountability of development programs. In the context of Public-Private Partnership -based infrastructure, performance measurement is crucial to ensure that private and public sector contributions align with public service objectives. This is

increasingly relevant in the BERKIBAR Program, a collaborative partnership between local governments and business entities to improve Lampung province's road infrastructure. Public-Private Partnership (KPB) is an agreement between the public and private sectors that seeks to develop infrastructure and provide public services. According to (Bayat et al., 2019), it is a long-term contract between the government and the private sector and involves sharing project risks between the parties. The presence of PPPs has increased infrastructure provision in developing countries through private sector investment in the procurement of social and economic facilities. PPPs enable public facilities to be better managed and maintained by transferring risks to the public sector.

In PPPs, the public and private sectors engage in a contractual or institutional relationship to ensure that certain infrastructure and/or services are available to citizens. In general, PPP schemes must reflect risk allocation, financing responsibilities, and the management status of the jointly-funded assets. There are several types of PPP schemes, some of which can be seen in the following figure.

Figure 1. PPP Scheme

Public-Private Partnership (PPP)					
Contract type	Design-Build-Operate (DBO)	Build-Transfer-Operate (BTO)	Build-Operate-Transfer (BOT)	Build-Own-Operate-Transfer (BOOT)	Build-Own-Operate (BOO)
Construction	Private Sector	Private Sector	Private Sector	Private Sector	Private Sector
Operation	Private Sector	Private Sector	Private Sector	Private Sector	Private Sector
Ownership	Public Sector	Private Sector	Private Sector	Private Sector	Private Sector
Who pays?	Users or Off-taker	Users or Off-taker	Users or Off-taker	Users or Off-taker	Users or Off-taker
Who is paid?	Private Sector	Private Sector	Private Sector	Private Sector	Private Sector

In addition, PPP schemes can be classified into five major categories, according to the order of involvement and risk assumption by the private sector, namely:

**Supply and management contracts**

**Turnkey project - Lease (after mage/lease)**

**Concession - Private ownership of assets**

Figure 2. PPP Scheme



The PPP scheme is also divided into two types, namely partial PPP financing by the government (solicited project) and projects initiated by business entities (unsolicited project). The solicited project has four KPB project cycles which include planning, project preparation, transactions, and contract management. Unsolicited projects are initiated by the private sector, where the proposals submitted by the business entity must be in accordance with the sector master plan, economic and financial feasibility, and the business entity has sufficient financial capacity to finance the implementation of the initiated project. In addition, the procurement mechanism for business entities is determined into two ways, namely the auction route (tender) through prequalification and direct appointment which refers to conditions such as, development of infrastructure that has been

built and/or operated previously by the same implementing business entity; work that can only be carried out with the use of new technology and only the sole service provider is able to apply it; the business entity has controlled most or all of the land required for implementation.

PPP projects can also be differentiated based on differences in funding sources (user charges) or investment returns from the collaborated projects (availability payments). The use charge scheme is a scheme where funding and investment returns come from user charges for services provided by business entities. PPP projects that use the use charge scheme are projects that can more easily and clearly generate revenue, including high user estimates so that demand risks can be managed by private business entities. Meanwhile, the availability payment scheme is a scheme where the return on investment of business entities is obtained from periodic payments made by the government to business entities 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 PPP agreement. Availability payments cover capital costs, operational costs, and the rate of return on investment. The use of the availability payment scheme is considered more attractive, because the rate of return on investment of business entities becomes more certain because it does not face demand risks.

Indicator-based performance measurement is an evaluation method that uses quantitative and qualitative indicators to assess the success of an activity/program. According to Weber et al. (2016), performance measurement in PPP should focus on outputs and outcomes, not just activities or costs. In road infrastructure, performance indicators can include: Length of road repaired (physical output), Project completion time, Road user satisfaction level, Accident frequency after repair, Road surface quality and durability (technical output), Budget efficiency, and Stakeholder participation. In the BERKIBAR Program, current performance measurement tends to be limited to physical data, such as: Length of roads in good and bad condition, Length of road sections handled, Percentage of progress per quarter. For example, on the Tajab-Adijaya section worked on by PT PSMI, data shows that there are: 14.8 km of roads in good condition (good), 7.3 km of roads damaged (bad). However, administratively, the project progress is only recorded at 1%, even though it is said to be completed. There is a discrepancy between the actual physical status and administrative data, which indicates the weakness of a comprehensive and accurate indicator-based measurement system.

In the PPP model, performance measurement is crucial because it forms the basis for performance-based payments in commercial PPPs. It serves as a tool for assessing private sector contributions, especially if companies provide material assistance, heavy equipment, or technical services. It also ensures public accountability for the use of shared resources. According to Batjargal & Zhang (2021) and Maqbool & Sridhar (2024), weak measurement will open the door to budget waste, false reporting, and ineffective project implementation. Therefore, indicators must be structured, verified, and used for decision-making.

To ensure program success and maintain stakeholder trust, indicator-based performance measurement needs to be integrated into the BMBK office monitoring dashboard, validated by an independent third party (auditor, academic, NGO), and presented openly to the public and the Regional People's Representative Council (DPRD). This approach aligns with the principles of New Public Governance, which emphasizes collaborative transparency and data-driven decision-making. Indicator-based performance measurement in the BERKIBAR Program remains limited and administrative in nature. To achieve accountable, responsive, and sustainable PPP governance, a comprehensive, data-driven, and openly

verifiable measurement system is required. Performance indicators should be developed not only to assess physical outcomes, but also social impacts, cost efficiency, and the quality of public-private partnerships. Thus, this measurement will serve as an objective evaluative instrument and the basis for improving regional infrastructure policies going forward.

### *Conclusion*

The Together We Repair Damaged Roads program in Lampung Province is a concrete manifestation of the implementation of a Public-Private Partnership model based on local collaboration. The involvement of the private sector in improving provincial road infrastructure demonstrates a participatory spirit and a shared responsibility between the government and the business sector in addressing regional development budget constraints. However, evaluation results indicate that the program's success does not fully reflect the principles of good governance, ethical standards, and sustainable governance as emphasized in the New Public Governance approach. Weaknesses remain in aspects of project progress reporting, transparency of contribution values, community involvement in the monitoring process, and the absence of a socio-environmental impact evaluation mechanism.

The performance measurement used in the program is also not based on comprehensive indicators that include output, outcome, cost efficiency, community satisfaction, and private sector contributions. This has resulted in weak program accountability and legitimacy in the public eye. However, as outlined by Pahripi & Mahyuni (2025), in the sustainability-based Public-Private Partnership model, social, environmental, and ethical dimensions must be integral components in infrastructure project implementation. A collaborative approach in Public-Private Partnership cannot be effective without strong ethical standards. Public ethics in this context includes transparency, social justice, legal compliance, and technical-professional responsibility by all actors involved. In practice, the BERKIBAR Program needs to strengthen performance evaluation instruments, independent audits, community engagement, and transparent reporting mechanisms so that ethical values can be realized concretely in the local Public-Private Partnership scheme.

Thus, strengthening an ethics-based governance framework and structured performance indicators is a strategic step towards achieving sustainability, effectiveness, and public trust in public-private partnerships in the regional infrastructure sector. Models like the BERKIBAR Program can serve as examples for national replication if accompanied by systemic strengthening of planning, implementation, and oversight based on the principles of good governance and development ethics.