



***ASSIGNMENT AND TRADE ADMINISTRATION OF SUBSIDIZED
LIQUIFIED PETROLEUM GAS (LPG) DISTRIBUTION BY SOE
SUBSIDIARIES FROM THE PERSPECTIVE OF BUSINESS
COMPETITION***

Irto Petrus Gintings¹, Elisatris Gultom²

Universitas Padjajaran, Indonesia

Email: irtogintings@gmail.com

ABSTRACT

The energy demand, especially 3 Kg LPG (subsidized) has increased by more than 700% compared to the beginning of the resistant oil to LPG conversion program in 2007. The distribution of 3 Kg LPG has also been evenly distributed in almost all of Indonesia. Until now 95% of LPG usage is categorized as Subsidized LPG. With such a large consumption and wide distribution coverage, the trading system for the distribution of 3 Kg LPG is in the spotlight for all parties, especially when LPG is scarce in the community. The assignment of distributing 3 Kg LPG is currently carried out by PT Pertamina Patra Niaga, one of Pertamina's sub-holdings. The research method that will be used is normative juridical. Normative research is research that is focused on examining the Government's assignment of SOEs and SOE subsidiaries in the distribution of subsidized LPG from the perspective of competition law. Although subsidiaries of SOEs are not considered SOEs because the state does not own their shares, assignments can be given to SOEs and SOE subsidiaries. And because this is an assignment, the distribution of subsidized LPG cannot be categorized as an act of unfair business competition.

Keywords: Assignment, Layout, Lpg

INTRODUCTION

The oil and gas sector is one of the most important sectors for national development. Non-Tax State Revenue (PNBP) from the ESDM sector in 2022 reached Rp351 trillion or 138% of the target of Rp254 trillion. Of this figure, oil and gas PNBP reached Rp. 148.7 trillion or 106.90% of the target of Rp. 139.1 trillion. Meanwhile, non-tax revenue reached Rp. 183.4 trillion, exceeding the target of Rp. 101.8 trillion. EBTKE PNBP realization of Rp. 2.3 trillion reached the target of Rp. 1.6 trillion.

SOEs with a public character such as PT Pertamina, in this case, are given the right to carry out business activities in the sectors of important production branches for the state and concerning the livelihood of many people, which is a form of state involvement in efforts to ensure the welfare of its people in the form of protection of state assets (natural resources and human resources). The basis for the government to stand on is to determine the branches of production that are important for the country.

The philosophical basis for the policy of delegation and assignment to BUMNs with public character in Indonesia refers to Article 33 paragraph 3 of the 1945 Constitution which reads: "Oil and Gas as strategic natural resources contained in the earth of the Indonesian Mining Law Area are national assets controlled by the State."

Pertamina has a significant role in the distribution of LPG to all corners of the country. Not infrequently, in such a position, the occurrence of high prices and scarce products as well as demand and needs become unbalanced, so that it can lead to abuse of procedures and policies under the pretext of being effective and efficient in the public interest, it is very likely to appear in the form of unfair business competition practices, as regulated in Law No. 5 of 1999 concerning Prohibition of Monopolistic Practices and Unfair Business Competition. However, about this matter, the granting of exemption status relating to the State in competition law is known as the "state action doctrine" where acts or actions carried out by the government from or representing the government will be exempted from the provisions of the Competition Law Act. Meanwhile, unfair business competition practices will be considered to have occurred if the following 3 (three) criteria are met:

1. Such competition is business competition between business actors;
2. Such competition covers the field of production and/or distribution of products and/or services;
3. Such competition is conducted dishonestly, or unlawfully, Furthermore, what is meant by the concentration of economic power is: "The real control over a relevant market by one or more business actors so that they can determine the prices of goods and services", and "unfair business competition is competition between business actors in carrying out their business activities".

The legal construction of the delegation given to State-Owned Enterprises (SOEs) with public character such as PT Pertamina refers to the concept of monopoly policy that can be implemented by considering the applicability of the principles of justice, the principle of legal certainty and the principle of balance, but the facts that occur are still many problems that occur where one side Pertamina distributes LPG throughout the country, and on the other hand the highest retail price outside is even soaring so that there is a policy imbalance that results in the community/consumers becoming victims of these conditions. The Business Competition Commission as mandated and regulated in Law No. 5 of 1999 on the Prohibition of Monopolistic Practices and Unfair Business Competition is assigned to monitor this matter by conducting inspections, collecting evidence, and verifying every report in the field of what happened.

In its distribution, 3 kg LPG gas uses an indirect distribution channel, which is a form of distribution channel that uses the services of intermediaries and/or agents to distribute goods or services to consumers. The base is at the level of distribution that is in direct contact with consumers, therefore the success of the distribution of subsidized 3 kg LPG gas is determined by the base. The process of distributing 3 kg LPG gas is not carried out directly by Pertamina but through a predetermined distribution channel.

LPG is now a concern for many people because it is a product that is needed by consumers, so demand has increased sharply so that the price outside the base continues to soar, considering that the Highest Retail Price (HET) is determined by the Regional Government at the base or sub-distributor level. In this case, it is suspected that in addition to kerosene consumers switching to LPG, there is also a shift in consumption from non-subsidized

LPG to subsidized LPG. The high price gap of 12 kg LPG has encouraged consumers to switch to consuming 3 kg LPG which is a special commodity for the lower middle class. The shift of people to consume 3 kg LPG caused the demand for 3 kg LPG to increase, leading to scarcity of subsidized LPG. This condition was triggered by:

1. LPG quota limitation
2. Surging demand for Subsidized LPG
3. The emergence of unfair business competition practices in the LPG distribution channel.
4. Limited infrastructure
5. Inadequate supervision mechanism on the distribution side

LPG 3 Kg is a trading commodity that includes regulated commodities. The marketing and distribution of 3 Kg LPG are given to Pertamina Patra Niaga as a business entity that receives an assignment from the Regulator (Government -GC Ministry of Energy and Mineral Resources) based on the Ministerial Decree: Submission of Minister of Energy and Mineral Resources Decree Number 150. K/MG.01/DJM/2021 concerning Amendments to Minister of Energy and Mineral Resources Decree Number 9. K/MG.01/DJM/2021 concerning Assignment of 3 Kg LPG to Pertamina Patra Niaga. /DJM/2021 on the Assignment of PT Pertamina in the Supply and Distribution of 3 Kg Liquefied Petroleum Gas (LPG) Refills in 2021, as well as Presidential Regulation Number 70 of 2021 on Amendments to Presidential Regulation Number 104 of 2007 on the Supply, Distribution and Pricing of 3 Kilogram Liquefied Petroleum Gas and Presidential Regulation Number 71 of 2021 on Amendments to Presidential Regulation Number 38 of 2019 on the Supply, Distribution and Pricing of Liquefied Petroleum Gas for Fishing Vessels for Targeted Fishermen and Water Pumping Machines for Targeted Farmers.

Whereas with the enactment of Presidential Regulation Number 70 of 2021 concerning Amendments to Presidential Regulation Number 104 of 2007 concerning the Supply, Distribution, and Pricing of 3 Kilogram Liquefied Petroleum Gas Cylinder, and with the enactment of Presidential Regulation Number 71 of 2021 concerning Amendments to Presidential Regulation Number 38 of 2019 concerning the Supply, Distribution, and Pricing of Liquefied Petroleum Gas for Fishing Vessels for Targeted Fishermen and Water Pumping Machines for Targeted Farmers, regulatory adjustments have been made to Minister of Energy and Mineral Resources Regulation Number 26 of 2009 concerning the Supply and Distribution of Liquefied Petroleum Gas because it is no longer in accordance with legal developments and community needs so that it needs to be amended by Minister of Energy and Mineral Resources Regulation Number 28 of 2021 concerning Amendments to Minister of Energy and Mineral Resources Regulation Number 26 of 2009 concerning the Supply and Distribution of Liquefied Petroleum Gas.

Based on this, the fact that occurred in Indonesia recently there was a scarcity of 3 Kg LPG in several regions which caused unrest in the community. The marketing and distribution of subsidized LPG is an assignment from the Government to Pertamina. There is a subsidy component in the price component of this subsidized LPG. The retail price of subsidized LPG at the base level is regulated by the local government which determines the highest retail price

(HET) in each region. The development of agents and bases is also very rapid with the number in August 2023 being more than 5000 agents and 240 thousand LPG 3 Kg bases. The process of distributing 3 Kg LPG is based on the provisions of Permen of ESDM No. 26 of 2009, Sep. 29, 2009 - concerning the Supply and Distribution of 3 Kg LPG Tubes. This matter also received and response and clarification from KPPU (Indonesian Business Competition Commission) as an independent institution that has one of its duties related to supervision in the activities of goods / or services related to monopoly companies based on the above, the author explains the title, namely "Assignment and Administration of Subsidized Liquefied Petroleum Gas (LPG) Distribution by SOE Subsidiaries from a Business Competition Perspective.

RESEARCH METHODS

The approach method that will be used is normative juridical. Normative research is research that is focused on examining research rules or norms in positive law. In this study, an assessment will be made of the Government's assignment of BUMN and BUMN subsidiaries in the distribution of subsidized LPG from the perspective of business competition law, literature writing which is dominated by using secondary data, both in the form of primary legal materials, secondary legal materials, and tertiary legal materials.

RESULTS AND DISCUSSION

Can the assignment of subsidiaries of state-owned enterprises be carried out based on the principle of Public Service Obligation (PSO)?

The legal basis for the Assignment of State-Owned Enterprise Subsidiaries, especially Pertamina Patra Niaga Sub-Holding Pertamina (Persero).

We can know capitalism and liberalism from the existence of freedom of contract which is one way to achieve the successful economic development of a nation, while socialism can be known from the control of property rights in the state and mixed economic understanding which is seen in the principle of kinship or cooperation as a form of combination between the two previous understandings. According to W Friedman, the flow of kinship or cooperation in mixed economic understanding wants to illustrate the importance of the duties of public and private institutions in the allocation and distribution of sources of prosperity.

The above is in line with what is mandated by the Constitution of the Republic of Indonesia UUD'45:

Pasal 33

- a. The economy is structured as a joint venture based on the principle of kinship.
- b. Branches of production that are important to the state and which control the livelihood of many people are controlled by the state.
- c. The land and water and the natural resources contained therein shall be controlled by the state and shall be used for the greatest prosperity of the people.
- d. The national economy is organized based on economic democracy with the principles of togetherness, equitable efficiency, sustainability, environmental perspective, independence, and maintaining a balance of progress and national economic unity.

e. Further provisions concerning the implementation of this article shall be regulated by law."

Examining the article again, the 1945 Constitution mandates that the economy is structured based on the principle of kinship, the branches of production that control the livelihood of many people are controlled by the State, and the earth, water, and natural resources therein are controlled by the State for the greatest prosperity of the people. SOEs are indeed expected to move and reflect Article 33, but there is a difference between the private sector is only regulated by three laws (UUPT, Capital Market, and Sectoral), while SOEs are bound by eight laws.

In implementing the mandate of the 1945 Constitution, Law of the Republic of Indonesia Number 19 of 2003 concerning State-Owned Enterprises (BUMN Law) has also been formed, where State-Owned Enterprises, hereinafter referred to as BUMN, are business entities whose capital is wholly or mostly owned by the state through direct participation from separated state assets. Furthermore, it is also explained that the Company, hereinafter referred to as Persero, is a BUMN in the form of a limited liability company whose capital is divided into shares, all or at least 51% (fifty-one percent) of which are owned by the State of the Republic of Indonesia whose main purpose is to pursue profits.

The provisions regarding limited liability companies can be found in Law Number 40 of 2007 concerning Limited Liability Companies ("UUPT") which has the following definition Limited Liability Company, hereinafter referred to as the Company, is a legal entity that is a capital alliance, established based on an agreement, conducting business activities with authorized capital which is entirely divided into shares and fulfills the requirements stipulated in this Law and its implementing regulations. In the case of the capital alliance as previously mentioned based on Government Regulation Number 44 of 2005 concerning Procedures for Participation and Administration of State Capital in State-Owned Enterprises and Limited Liability Companies as amended by Government Regulation Number 72 of 2016 concerning Amendments to Government Regulation Number 44 of 2005 concerning Procedures for Participation and Administration of State Capital in State-Owned Enterprises and Limited Liability Companies, one of which is sourced from the State Budget. State capital participation originating from state assets in the form of state-owned shares in BUMN or limited liability companies to other BUMN or limited liability companies is carried out by the central government without going through the APBN mechanism because the shares have essentially been separated from the APBN so that the transfer of shares is no longer carried out through the APBN mechanism.

Based on the explanation of Article 66 Paragraph (1), although SOEs are established with the intention and purpose of pursuing profit, it is possible that for urgent matters, SOEs are given special assignments by the Government. If the assignment is not financially viable, the government must compensate all costs incurred by the SOE including the expected margin, and in principle change the existing company work plan and budget, the assignment must also be known and approved by the GMS/Minister. Therefore, based on the Ministerial Decree: Submission of Minister of Energy and Mineral Resources Decree Number 150. K/MG.01/DJM/2021 on Amendment to Minister of Energy and Mineral Resources Decree

Number 9. K/MG.01/DJM/2021 on Assignment of Energy and Mineral Resources. /DJM/2021 on the Assignment of PT Pertamina in the Supply and Distribution of 3 Kg Liquefied Petroleum Gas (LPG) Refills in 2021, as well as Presidential Regulation Number 70 of 2021 on the Amendment to Presidential Regulation Number 104 of 2007 on the Supply, Distribution and Pricing of 3 Kilogram Liquefied Petroleum Gas and Presidential Regulation Number 71 of 2021 on the Amendment to Presidential Regulation Number 38 of 2019 on the Supply, Distribution and Pricing of Liquefied Petroleum Gas for Fishing Vessels for Targeted Fishermen and Water Pumping Machines for Targeted Farmers.

Meanwhile, subsidiaries of SOEs are regulated in the Regulation of the Minister of State-Owned Enterprises No. PER-03/MBU/2012 of 2012 concerning Guidelines for the Appointment of Members of the Board of Directors and Members of the Board of Commissioners of Subsidiaries of State-Owned Enterprises ("Permeneg BUMN 3/2012"). Article 1 point 2 of Permeneg BUMN 3/2012 explains that a Subsidiary of SOE is a limited liability company whose shares are mostly owned by SOEs or a limited liability company controlled by SOEs.

Assignment of State-Owned Enterprise Subsidiaries based on Public Service Obligation (PSO) Principles

The implementation of Public Service Obligations (PSO) in Indonesia can be in the form of a special assignment to BUMN to carry out public benefit functions while still referring to the purpose and objectives of BUMN activities as stated in Article 66 of the BUMN Law.

In carrying out the government's duty to provide goods or services needed by the public, the government assigns SOEs to do so. It is in this context that allows SOEs in Indonesia to control economic sectors that produce goods or services that can be categorized as controlling the lives of many people. This control by SOEs is in line with the rules in the Constitution Article 33 paragraph (2). Another reason is that strategic goods or services can generally be categorized as public goods where there is a reluctance of the private sector to produce them due to the non-exclusion and non-rivalry nature of public goods.

The implementation of PSO by SOEs is a constitutional mandate, namely Article 34 Paragraph 3 of the 1945 Constitution which states that "the state is responsible for health facilities and public services that are suitable for the community".

PSO operator SOEs are in addition to government assignments for public service obligations, SOEs are also required to successfully manage their commercial activities. So far, many SOEs feel that the PSO assignment or burden has disrupted their commercial activities, so let alone competing with the private sector, it is quite difficult to book profits from their commercial activities. The demands of SOEs as PSO operators are clarity of assignment, PSO funds that are by the tasks carried out, and the mechanism for providing funds that are appropriate and professionally managed, therefore the involvement of the private sector and even cooperatives in the assignment of public service obligations should be considered in the context of providing public and health facilities for the community.

The consequences of the assignment of PT Pertamina Patra Niaga Sub Holding Pertamina (Persero) may result in a pricing monopoly. In setting prices, business actors must understand

the following provisions:

- a. Business actors are prohibited from entering into agreements with their competitors to fix the price of goods and/or services to be paid by consumers or customers in the same relevant market. The provisions as referred to above shall not apply to an agreement made in a joint venture or an agreement based on the law;
- b. Business actors are prohibited from making agreements that result in one buyer having to pay a different price from another buyer for the same goods and/or services;
- c. Business actors are prohibited from entering into agreements with their competitors to fix prices below the market, which may result in unfair business competition;

Business actors are prohibited from entering into agreements with other business actors that contain a requirement that the recipient of the goods and/or services they receive, at a price lower than the price that has been agreed so that it can result in unfair business competition. The spirit of Law Number 5 Year 1999 on Prohibition of Unfair Business Competition and Prohibition of Monopolistic Practices is to create a conducive and fair atmosphere in the business world to prevent the practice of collusion, corruption, and nepotism in the business world.

The existence of this assignment means that the market control or market share owned by the BUMN becomes large so that it has market power. This market power, if it cannot be controlled properly, will allegedly result in company action by abusing its dominant position.

As stipulated in Article 9 paragraph (1) of the Oil and Gas Law, states that Upstream Business activities and Downstream Business activities as referred to in Article 5 number 1 and number 2 can be carried out by:

- a. state-owned enterprises;
- b. regionally owned business entities;
- c. cooperatives;
- d. small business;
- e. private business entities.

The state has the right to monopolize, the state through BUMN in market share can be excluded from monopolizing the market as stipulated in Article 33 paragraph (2) of the 1945 Constitution which basically can be excluded in certain sectors related to the welfare of many people. The exclusion of this market monopoly is also stipulated in Article 51 of Law Number 5 Year 1999 monopoly activities can be excluded by being organized by government-appointed agencies in this case PT Pertamina Patra Niaga Sub Holding Pertamina (Persero).

Based on this, PT Pertamina Patra Niaga as a subsidiary of Pertamina Persero can carry out PSO as a mandate for the Assignment and Approval from the Government to supply and distribute 3 kg cylinders of fuel oil (BBM) and liquefied petroleum gas (LPG). Based on the Decree of the Minister of Energy and Mineral Resources No.12.K/HK/.0.2/DJM/2023 dated January 10, 2023, this is emphasized by the Regulation of the Minister of State-Owned Enterprises number PER -2 / MBU/03 2023 concerning Guidelines for Governance and Significant Corporate Activities of State-Owned Enterprises in article 53 paragraph (a) reads:

"The complexity of SOEs and SOE Subsidiaries is classified as high meeting one of the Parameters;

- a. The role in carrying out public service obligations, among others:
 1. Receipt of subsidies to serve the segments of society that are entitled to receive subsidies;
 2. Receipt of compensation for the sale of goods/services below economic value, or
 3. Implementation of the National Strategic Project (PSN).

Whether the Administration of subsidized Liquefied Petroleum Gas (LPG) distribution can be categorized as a monopolistic act of unfair business competition.

Commerce System related to the distribution of subsidized Liquefied Petroleum Gas (LPG) in Review of Business Competition.

Distribution is a process of delivering goods or services from producers to consumers and users, when and where the goods or services are needed. The distribution process creates the benefits (utility) of time, place, and transfer of property rights. In this case, the distribution is related to the trade system in 3 Kg LPG for the community, especially the poor.

Recently, KPPU received reports and complaints from the public regarding the scarcity of subsidized LPG 3 that occurred in almost all regions of Indonesia, this phenomenon occurred in the absence of gas at the base/retailer which triggered public panic. Seeing the situation, KPPU conducted visits in various places to see the facts on the ground.

According to the large Indonesian dictionary, the so-called monopoly is a situation where the procurement of certain trade goods (in the local or national market) is at least one-third controlled by one person or group, so that the price can be controlled.²² Meanwhile, according to Black's Law Dictionary, monopoly is defined as "Monopoly is a privilege or peculiar advantage vested in one or more persons or companies, consisting in the exclusive right (or power) to carry on a particular business or trade".

The purpose of Law No. 5/1999 as stipulated in Article 3 (a) is to safeguard the public interest and improve national economic efficiency as one of the efforts to improve the welfare of the people.

Based on Law No. 5 of 1999, it explains the duties and authority of the Business Competition Supervisory Commission, one of which is the Task of the Business Competition Supervisory Commission is to assess agreements that may result in monopolistic practices and or unfair business competition. The purpose of Law No. 5 of 1999 as regulated by Law No. 5 of 1999 is:

- a. Safeguarding the public interest and increasing national economic efficiency as an effort to improve the welfare of the people;
- b. Realizing a conducive business climate through the regulation of equal business competition for large businesses, medium businesses and small businesses,
- c. Prevent monopolistic practices and or unfair business competition arising from business actors; and
- d. Creating business effectiveness and efficiency.

In theory, the emergence of monopoly can be divided into two, namely: Monopoly that occurs because business actors have certain technical capabilities such as:

- a. Business actors have special skills or knowledge that enable them to be efficient in production.
- b. Economies of scale where the larger the scale of production, the lower the marginal cost so that the production cost per unit (average cost) is lower.
- c. Business actors have the ability to control the sources of production factors, both human natural resources and production locations.

Monopolies acquired through legislation, viz:

- a. intellectual property rights
- b. exclusive business rights, which are rights granted by the government to exclusive business actors, which are granted by the government to certain business actors that are not obtained by other business actors, such as sole agents, sole importers, and sole buyers. In general, this is related to the production and/or marketing of goods and/or services that control the lives of many people as well as branches of production that are important to the state, provided that they are regulated by law and organized by BUMN or agencies/institutions established or appointed by the government. In Article 2 point B, it is clear that the exclusive allocation of the distribution of 3 KG LPG is given to Pertamina through its subsidiary, Pertamina Patra Niaga, where Pertamina carries out the exclusivity given by the government to BUMN to prioritize the distribution of trade systems evenly throughout Indonesia, including the 3T areas.

Based on this, supported by the facts of the scarcity of 3 Kg LPG in the market and reviewed in theory, it is not due to monopolistic practices carried out by Pertamina Patra Niaga which is contrary to the law of fair business competition. From the supply side, Pertamina Patra Niaga continues to distribute 3 Kg LPG consistently and there is no reduction. However, from the demand side, there has been an increase, one of the causes of which is the change in the use of non-subsidized LPG to subsidized 3 Kg LPG due to significant price disparities.

Distribution of Subsidized Liquefied Petroleum Gas (LPG)

LPG gas distribution implementation procedures, namely: there is a distribution process by utilizing information system technology which aims to obtain information on where the LPG gas is distributed by agents, which areas consume LPG gas, and how much it is so that Pertamina can find out the LPG gas supply needs of each agent in the region, which in turn is expected that the gas distribution process will be faster, more accurate, agents can work properly, effectively and efficiently.

In addition, there are also obstacles during the distribution of LPG gas, namely this distribution channel must be seriously considered, in this case, the company or producer must pay attention to the obstacles faced in the distribution of LPG gas, including: there are delivery constraints due to lack of smooth traffic, and must follow the procedures that apply when taking LPG gas, such as following the queue.

Based on this, the distribution of 3 KG LPG gas can be carried out by business entities appointed by the government based on the rules and regulations related to its duties, especially in the field of energy and distribution of subsidies, namely Pertamina Patra Niaga sub-Holding of PT Pertamina (Persero).

CONCLUSION

As for the conclusions that can be drawn above, it is clear that although SOE subsidiaries (including Persero SOEs) are not included in SOEs because the state does not own their shares, explicitly the Assignment of SOEs and SOE Subsidiaries point 1 article 53 paragraph (a) carries out public service obligations Public Service Obligation (PSO) based on the Regulation of the Minister of State-Owned Enterprises number PER -2 / MBU/03 2023 concerning Guidelines for Governance and Significant Corporate Activities of State-Owned Enterprises.

The distribution of 3 Kg LPG by Pertamina Patra Niaga is a Government assignment by existing rules and regulations. By exclusive right as the only one assigned by the Government, the distribution of subsidized LPG cannot be categorized as an act of unfair business competition.

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