Electronic scientific and practical journal

INTELLECTUALIZATION OF LOGISTICS AND SUPPLY CHAIN MANAGEMENT

#24 (2024)
April '24

WWW.SMART-SCM.ORG
ISSN 2708-3195
DOI.ORG/10.46783/SMART-SCM/2024-24

ISSN 2708-3195
9 772708 319005

Electronic scientific and practical collection
INTELLECTUALIZATION OF LOGISTICS
AND SUPPLY CHAIN MANAGEMENT

Electronic scientific and practical publication in economic sciences

Electronic scientifically and practical journal "Intellectualization of logistics and Supply Chain Management" included in the list of scientific publications of Ukraine in the field of economic sciences (category "B"): **Order of the Ministry of Education and Culture of Ukraine dated October 10, 2022 No. 894 (Appendix 2)**

Field of science: Economic.
Specialties: 051 – Economics; 073 – Management

ISSN 2708-3195
DOI: https://doi.org/10.46783/smart-scm/2024-24

The electronic magazine is included in the international scientometric databases:
Index Copernicus, Google Scholar

Released 6 times a year

№ 24 (2024)
April 2024

Kyiv - 2024

Founder: Viold Limited Liability Company

The electronic scientific and practical journal is registered in international scientometric data bases, repositories and search engines. The main characteristic of the edition is the index of scientometric data bases, which reflects the importance and effectiveness of scientific publications using indicators such as quotation index, h-index and factor impact (the number of quotations within two years after publishing).

In 2020, the International Center for Periodicals (ISSN International Center, Paris) included the Electronic Scientific and Practical Edition "Intellectualization of logistics and Supply Chain Management" in the international register of periodicals and provided it with a numerical code of international identification: ISSN 2708-3195 (Online).

Recommended for dissemination on the Internet by the Academic Council of the Department of Logistics NAU (No. 7 of February 26, 2020). Released 6 times a year. Editions references are required. The view of the editorial board does not always coincide with that of the authors.

Electronic scientifically and practical journal "Intellectualization of logistics and Supply Chain Management" included in the list of scientific publications of Ukraine in the field of economic sciences (category "B"): ***Order of the Ministry of Education and Culture of Ukraine dated October 10, 2022 No. 894 (Appendix 2)***

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DOI: https://doi.org/10.46783/smart-scm/2024-24
e-mail: support@smart-scm.org

тел.: (063) 593-30-41
https://smart-scm.org

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UDC 334.752
DOI: https://doi.org/10.46783/smart-scm/2024-24-4
JEL Classification: H54, L52, L32, L33.
Received: 2 March 2024

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PRIVATIZATION OF AIRPORTS AND MODEL OF PUBLIC-PRIVATE COOPERATION

Guluzade Elmir. "Privatization of airports and model of public-private cooperation". *This article provides a comprehensive analysis of public-private cooperation at airports, delving into several key aspects of this partnership model. It examines privatization models implemented in various countries globally, shedding light on the diverse approaches adopted in different regions. Additionally, the article offers insights into the intricacies of public-private collaboration, using airports as a prime example. By exploring the nuances of such partnerships, it aims to uncover the underlying mechanisms that drive successful cooperation between governmental bodies and private entities within the aviation sector.*

Keywords: supply chain planning, automation, human-automation interaction, decision-making, learning, behavioral operations, cognitive psychology, social psychology, technology acceptance, demand forecasting

Гулузаде Ельмір. "Приватизація аеропортів та моделі державно-приватного партнерства". *Ця стаття містить комплексний аналіз державно-приватного партнерства в аеропортах, заглиблюючись у кілька ключових аспектів цієї моделі партнерства. У статті розглядаються моделі приватизації, які реалізуються в різних країнах у всьому світі, проливаючи світло на різноманітні підходи, прийняті в різних регіонах. Крім того, стаття пропонує розуміння тонкощів державно-приватного партнерства, використовуючи аеропорти як яскравий приклад. Досліджуючи нюанси такого партнерства, стаття має на меті виявити механізми, що лежать в основі успішної співпраці між державними органами та приватними структурами в авіаційному секторі.*

Ключові слова: аеропорт, приватизація, модель державно-приватного співробітництва, цивільна авіація, економіка

Introduction. The concept of privatization has been on the global agenda since the 1980s. This concept is mainly an economic approach promoted by international financial institutions. Privatization is also a political concept. The concept was first used by Peter F. Drucker in the form of the term "reprivatization" in his book The Age of Discounting, published in 1969. The concept of privatization in politics was first used in the Conservative Party election process in England during the presidency of Margaret Thatcher (Bryan, 1988: 1; Surel, 1999: 445). But what is privatization? Privatization can be understood as the individualization or sale of movable and immovable property owned by the state through auctions.

The concept of privatization can be the object of study of some sciences, such as economics, business management, law and political sciences (Aktan, 2010: 102). Analyzing the tasks and functions of privatization, we see that there are studies that define it as the partial or complete transfer of an institution or organization from the public sector to the private sector (Avgustyniak, 2010: 36; ACRP, 2012: 1; Graham). , 2017: 143). Some studies define privatization as the sale of some or all government assets to the private sector (Ramamoorthy, 1992: 225). According to other writers on privatization, "privatization is the transfer of productive assets to the private sector" (Parker and Kirkpatrick 2003: 50).

Privatization can be classified both broadly and narrowly. In a relatively narrow context, privatization is the partial or complete transfer of state-owned economic enterprises, public assets, shares and services to the private sector (Giray, 2003: 38). The staff turnover rate must be at least 51% (Aktan, 2010: 101). In a broad sense, privatization is defined as any measure that leads to an increase in the role of the private sector in the economy (Eker, 1995: 82; Ozkan, 2008: 16).

The concept of privatization refers to four different processes and operations (Falai, 1993: 188);

1. Privatization of financing of goods and services produced by the public sector.
2. Privatization of the production of goods and services financed by the public sector.
3. Partial or complete transfer of ownership and management of state-owned enterprises to the private sector.
4. Elimination of the previous state monopoly in the production of goods and services in the public sector.

In a practice similar to privatization in history, the Romans are known to have owned privately financed roads, ports and postal services (KÖI, 2019: 9). In recent history it has been reported that if royal lands in Europe were sold, privately owned lands would be improved and cultivated within a few years (Smith, 1776: 824). If we look at the history of public investments made in connection with private sector financing, the privatization of London Bridges, the Brooklyn Bridge and the French Canal project can be seen as one of the first steps taken in this area (Yescombe, 2007:5). The practice of privatization in its current sense began in Chile in the 1970s (Akdemir, 2008: 321).

The privatization movement is a radical process that began in the UK in 1982 with the sale of 51% of British Telecom (IATA, 2005: 11). Thanks to the Thatcher government's privatization program, the public sector's share of the economy fell by more than 50% (Kabaklarli, 2008: 44). The first step in the field of privatization in France was taken in March 1986 by Jacques Chirac. State-owned enterprises must be assessed by an independent commission and closed at a certain price. Thus, the number of privatized organizations in France reached 22, and all these processes were privatized for 12 billion dollars in 15 months (Ozkan, 2008: 16).

The Czech Republic is one of the countries that has a successful privatization policy. In a short time, the process was completed by distributing shares worth $5.5 billion to the population using the coupon method (Kabaklarlı, 2008: 56).

Privatization goals. Looking at the research and academic studies on privatization, it is clear that the objectives of privatization are grouped into three groups: economic, social and political. For privatization to be successful, independent economic mechanisms, reliable contracts and control mechanisms are necessary. For privatization to be successful, public support is necessary (Mahmood and Kau, 1992: 43). Although privatization requires a service quality contract to provide quality and low-cost services, government officials must be experienced enough to supervise the business and determine the price, and government participation as a regulator in privatization activities will result in government participation as regulator in privatization activities. interests. The independence of the economic regulator is the most appropriate way. Although economic regulation is effective in extracting maximum benefit from existing assets, it can limit new investment (IATA. 2005: 37).

Disadvantages of Privatization

Privatization is a balanced process. Of course, privatization is expected to increase efficiency, employment and income, but the desired results may not always be achieved. For example, according to studies covering the years 1984–2004 in Turkey, despite the jobs created by privatization, the number of workers who lost their jobs as a result of privatization is considered high (Yasar 2006: 127). . Countries with poorly developed capital markets earn less than developed countries (Ozcan, 2008: 49).

The main disadvantages of privatization (IATA, 2005):

- Preparation and implementation of privatization is a long and expensive process (Yashar 2006: 3).
- The contract should be studied and drafted very carefully.
- Services transferred through privatization may have high prices and low quality.
- If government assets are leased, they can be returned to a low-tech, outdated state.
- An object leased as part of privatization cannot be managed by government agencies that have not worked for a long time after being returned to the state.
- Governments obtain loans at lower interest rates than private loans.
- Objections to privatization, especially in developing countries (Mahmood and Kau, 1992: 37):
- Workers may fear losing their jobs, bureaucrats may fear losing their boss titles, and politicians may be accused of selling off government property.
- Governments tend to sell off unprofitable companies. The private sector is seeking to create commercial organizations.
- Companies that are able to buy large state-owned enterprises will have difficulty raising the necessary capital.
- Dismissal of employees and increase in jobs during the privatization of some organizations
- As a result of privatization through the distribution of shares to employees, it will be difficult to manage the institution.

Airport ownership, airport ownership and operation. Let us turn to data on airport privatization, analyzing the transition from the traditional way of operating airports to a commercially oriented one. Traditionally, the most common airport operating models have been government ownership and operation. According to ICAO, public administration and airport management are divided into two types. It is operated directly by government or commercial civil aviation organizations (ICAO, 2013: 2-1). The operational structure of public airports around the world is typically shaped in three different ways. These (Kuyuchak, 2007: 24);

- Central government ownership and operation
- State and commercially oriented state corporation.
- Ownership and operation of regional management.

The management style of regional airports is generally applicable to US airports. In this model, the airport is managed by the local government. In Europe, Manchester Airport is 55% controlled by the city council, while in Germany Düsseldorf is owned by regional states. Some airports are under joint local and central management. Frankfurt Airport is controlled 45% by local government and 26% by central government. Amsterdam was 76% owned by the local government and 22% owned by Amsterdam (Graham, 2014: 8-9).

Until the 1970s, investment and operation of airports was carried out by central government almost everywhere in the world, but in many countries, including England and Canada, applications for PPPs involving private investors in financing investment and operation of airports have come to the fore. etc., because (Uzunkaya, 2008: 25-28). Because airports require large investments and are sometimes used for military purposes, they have traditionally been government owned. As political reasons point to the development of existing cities, small airports have been established in many cities, albeit at a loss. Today, 78% of European airports are still publicly managed (ACI, 2016: 1). Governments can manage airports within a ministry, by creating a public airport management enterprise or jointly with another organization. In addition, non-commercial airport operations such as education can also be carried out.

According to TR.P, there are 4 types of airport management (ACRP, 2012: 12).

1. State ownership and management
2. State ownership of some operations
3. Public-private partnership
4. Private ownership and management

Researchers have identified that there are six different types of airport management and ownership models (Oum et al., 2006: 111);

1. Governance of the state directly or through a subordinate department.
2. High share of private sector PPP
3. State PPP with a high share
4. Public administration, private administration.
5. Joint management of public institutions (federal-local)
6. 100% state control

There are 8 different airport ownership and management models around the world (Lai, 2013: 43).

1. Government ownership and management (Finland and some US airports).
2. Public-private partnership with a larger share than private (Denmark, Austria and Switzerland)
3. Public-private cooperation has a large share of government (Hamburg, France, China and Kansai-Japan).
4. Long-term lease of airports, government ownership (Chile, Hamilton and some US airports).
5. Multiple government systems (some UK airports).
6. 100% government owned and operated (Singapore, Hong Kong and Taiwan).
7. Completely private (UAE).
8. Independent non-profit organization (Canada)

According to ACI, airport ownership takes the form of full private ownership, public-private partnerships and full government management (ACI, 2016).

Transition to privatization and commercialization of airports. Kuyucak and Wasig define airport privatization as "the transfer of any risks, responsibilities and profits arising from the provision of airport services from the public sector to the private sector for a specified period or on a permanent basis" (Kuyucak and Wasig, 2011: 2). The term "privatization" only applies to airports that are not exempt from government goods and services.

By definition, commercialization; This is the incorporation of commercial goals and objectives into the management approach of public enterprises (Humphreys 1999). At airports, the private sector can be found in various areas other than privatization (ACRP. 2012: 10). For the first time, cafes and airport parking were run by the private sector. Today, ground handling, housekeeping, ticketing, baggage handling and terminal commercial operations are largely handled by the private sector. By some estimates, 90% of US airport workers are private sector employees. The remaining 10% belongs to public organizations such as traffic management, customs, aviation administration (Lai, 2013: 45). According to ICAO, private participation at an airport can be divided into 4 parts; A management contract is the sale of partial ownership, ownership and management of an activity to the private sector (ICAO, 2013).

Private companies operate airports (ACRP, 2012: 11). Typically, loading, maintenance, bridges, baggage devices, escalators, elevators, moving walkways, etc. are used for They work in their fields.

- They perform ground handling.
- They take care of cleaning.
- They handle service and passenger parking and transport passengers to the airport.
- Food and retail professionals become terminal salespeople.
- Fuel companies supply fuel to airplanes.
- Consulting services cover the planning, design, construction and management stages.
- Investment and commercial banks can provide large amounts of capital.
- Can provide aircraft maintenance and catering services.

Although airport privatization is generally viewed as the transfer of airport assets or operations to the private sector, the private sector can take partial responsibility for and manage airports. The private sector may own some assets (ACRP, 2012: 9). In some countries, such as Canada (1996) and New Zealand (1987), widely available government air traffic control systems have been privatized. Air transport in the UK is operated by a semi-private company (Cruz and Marques; 2011: 392).

Aviation privatization in Turkey was first carried out in 1989, when a "package sale" of 70% of the catering company Uçak Servis A.Ş was carried out. 60% of the shares of Havaalanari Yer Hizmetleri A.Ş.(HAVAŞ) were privatized in 1995, and the remaining 40% in 1998 through the sale of stakes. Thus, the state is responsible for both airline food and ground transportation.

In 1987, the Canadian government proposed transferring airports to local governments. Although several cities, such as Calgary and Vancouver, were transferred to local governments, the central government continued to operate the remaining 130 airports (Doganis, 1992: 11). By the 2000s, more than 100 airports had been transferred to local authorities (Graham, 2014: 10). Airport relocation is a global practice. In 2005, 12 domestic airports in France were transferred to new owners in a privatization process (Graham, 2014: 9). This method is an approach that is first created as a joint stock company and then applied to privatization. Copenhagen Airport (1991), South African Airports (1994) and finally Narita Airport (2004) became joint stock companies before privatization.

What happened in the development of airports is described below (Graham, 2014: 6).

1. Commercialization of airports. Airports are transforming from transport infrastructure to commercial enterprises and adopting more commercially oriented practices.
2. Privatization of the airport. This transfer can be accomplished through share transfers, strategic collaborations and special management agreements.
3. Diversification of airport ownership. Previously, it was all about ownership and diversification of government-controlled airport investors.

Commercialization in public enterprises is the shaping of the management approach in public enterprises according to commercial goals and objectives (Humphreys, 1999: 122). Airport commercialization refers to the transformation of publicly owned and operated airports into a commercial, business-oriented management approach where commercial goals and objectives are defined (Ösenen and Şengür, 2016: 62). Commercialization plays an important role in covering airport costs by promoting the sale of cheaper tickets. Thanks to commercialization, Frankfurt Airport grew by 63% between 1976 and 1987 and its revenues by 283% (Doganis, 1992: 113). According to Advani's (1998) study of 201 airports around the world, the commercial activities of airports are not related to their ownership. (Halpern, 2006: 61).

Airport privatization. Privatizing an airport means privatizing management and operation. Airport privatization is considered to be the private sector taking over various tasks at the airport (ACRP, 2012). The transfer of air or ground infrastructure to the private sector is essential for the development of airport privatization. Private sector participation in airport operations means that the private sector plays a role in owning, controlling or managing the operation of the airport, while the majority or ultimate ownership remains with the government (ICAO, 2013). The term "airport privatization" is a concept associated with cooperation and commercialization (Augustyniak, 2010: 36). Leases of 20 years or more are generally preferred (DB 2011a: 18). Although "privatization" was previously the preferred term for airports, today the term "public-private partnership" is considered preferred for privatization-like applications other than sales to the private sector. In this regard, the terms privatization and PPP are used interchangeably for airports.

The first major privatization of an airport in the UK occurred in 1987 with the transfer of shares to the UAE. 3 airports in London (Heathrow, Gatwick and Stansted) and 5 airports in Scotland (Aberdeen, Edinburgh, Glasgow and Prestwick) were privatized. Jeremy Marshall stated in 1988 that the purpose of UAE privatization was profit (Doganis, 1992: 32). Following these successful privatizations, many airports were privatized (Augustyniak, 2009: 61; Graham, 2014: 13). No US airport has ever been sold privately. The private sector appears to bear the brunt of most US airport operations (WB, 2017: 148).

Reasons for airport privatization. The main objectives of airport privatization are to attract private capital, commercialization and operational efficiency (Graham, 2014: 33; In et al., 2017: 217; IATA, 2018b: 19). According to ICAO, factors that encourage the public to open airports to private companies include more efficient operations, ease of financial burden and reduced costs (ICAO, 2013). According to IATA, privatization aims to improve commercial and operational efficiency and the effectiveness of capital projects (IATA, 2018b: 7-8). Airports are expensive infrastructure. According to CAPA 2019, $245 billion in capital is needed for new airports worldwide, and $845 billion for renovation and expansion of existing airports (CAPA 2019). According to LATA, $1.2-1.5 trillion is expected to be spent on global airport infrastructure development by 2030. According to Eurocontrol research, in Europe, 108 airports serve 83% of the total number of passengers.

Only 17% plan to increase capacity by 2030 (Graham and Morrell, 2017: 10). According to the World Bank, there are 5 main advantages for the public sector in airport privatization (WB 2015b);

1. Avoids high construction costs.
2. It generates income
3. Transfers operational risks to private parties.
4. At the end of the contract, the airport's assets are returned to the public.
5. Private capital has been attracted to the airport.
6. The efficiency of the airport is increased.
7. According to a World Bank study, airports are important to the private sector for five reasons (WB 2015b);
8. Cash flow and profit expectations based on projected growth,
9. Airports generate significant foreign exchange income,
10. Commercial income,
11. Ensuring financial performance by increasing efficiency,
12. Opportunities for real estate development, commercial and ancillary activities outside the area covered by airport pricing rules.

Airport privatization has 6 main objectives (Graham and Morrell, 2017: 144);

1. Increase efficiency and productivity
2. Issue of new investment funds

3. Improving the quality of management and promoting diversification.

4. Improving the quality of service

5. Generate financial income for the public sector

6. Reduce your utility impact

7 airport privatization objectives have been identified (Rihi, 2014: 301);

1. Improve traffic and respond to traffic changes.

2. Ensuring wider economic development,

3. Get cash income,

4. Financing large-scale airport infrastructure;

5. Risk reduction,

6. Transfer of technology and experience,

7. Increased efficiency.

While the government expects operational efficiency and capital from the private sector, the private sector seeks to maximize profits by doing business for the benefit of society (In et al. 201 7: 2 I 7).

It demonstrates greater cash flow from its properties and greater growth potential (In et al., 2017: 218). When privatizing an airport, there is usually an interest in privatizing the terminal. This is both the more profitable and less regulated part. On the other hand, Airside is not an option for the private sector due to strict regulations, tight controls and tariff controls, and low income potential. (Cruz 2017: 198).

Commercialized airports focus more on revenue generation and cost reduction (EU, 2016). Airports managed by the private sector are more responsive to growth needs (In et al., 2017: 218). A critical factor in the success of airport privatization is accurate forecasting of airport passenger traffic, as well as revenues and expenses. Risks of privatization of a private airport: Incorrect calculation of passengers and costs, changes in legal regulation. Risks for the population include inadequate infrastructure and monopolization of services (Augustyniak, 2010: 40-42).

The following are 10 important points for successful airport privatization (IATA, 2005: 5);

1. In a successful airport privatization, customers must be considered key stakeholders from the outset. The master plan, financial plan and economic arrangements must be developed in accordance with a transparent and agreed process.

2. Better management is key to successful privatization because the cost of capital in the private sector is almost always high.

3. Good governance is more important for public welfare than privatization. Excessive government intervention in the operation of leased (concession) airports leads to undesirable results.

4. Independent, sound economic regulation provides incentives to improve efficiency and distribute the benefits of privatization. Government remaining the regulator of the economy leads to vested interests.

5. Economic regulatory legal acts are subject to verification by an independent competition commission.

6. Although economic regulation is useful for maximizing profits from existing businesses, it can be prohibitively expensive for new investments.

7. Adjusting the consumer price index (CPI-X) price cap can help improve efficiency. ROR, on the other hand, can lead to inefficiency and monopoly profits in the early stages of airport privatization.

8. For cost-effective and high-quality service, it is necessary to conclude an agreement on the quality of services.

9. Undervaluation of assets increases both aviation and non-aviation costs. This puts additional pressure on airlines. To avoid this, checks should be carried out and monolingual counting should begin.

10. Private sector participation will provide the desired benefits to the user. Jewelers' opinions are important.

Information sharing is critical in airport privatization (U.S. Government Accountability

Office, 2014; In et al., 2017: 217). Under the UK Airports Act 1986, airports are subject to stricter accounting rules than usual (Doganis, 1992: 30). The government's priority in privatization is to protect public interests and interests (In et al., 2017: 218).

Airport privatization: expectations, benefits, advantages. Benefits of airport privatization: promoting competition; ensuring timely delivery of projects, increasing efficiency (thus reducing costs for end users) and reducing political/administrative interference in the commercial management of airports (Cruz and Sarmento, 2017: 198). Another study indicated the following potential benefits from privatization (ICAO, 2013: 2-4);

a. Revenues from the use of airport resources are used for the transparent operation and development of facilities;

b. Costs are paid directly from money collected from passengers;

c. Reduces the financial burden of governments;

d. The private sector calculates income and expenses better and makes decisions faster. Improves airport efficiency and service quality,

e. The private sector can provide financing from various sources that the public sector cannot use;

f. Clearer separation of private sector operations and activities.

While the Vinci group was a regional airport operator until 2012, the 11 small airports had 8.5 million passengers and €150 million in revenue (Cruz and Sannento, 2017: 202). Looking at the group's 2018 performance, 240 million passengers generated $1.6 billion in revenue. In 7 years, revenues increased by almost 1000%, and the number of passengers increased by 3000% (Vinci 2019).

After moving production to Lisbon, Portugal, the company achieved high growth rates (Cruz and Sarmento, 2017: 202). According to the World Bank, what society expects from privatization is: shifting construction costs to the private sector, increasing revenues, shifting operation and maintenance costs to the private sector, repossession at the end of the operation, budget savings, and increased efficiency. To monitor them, key success indicators should be identified. According to the World Bank, private sector benefits from privatization include: rapid airport development, freedom from foreign exchange risk due to foreign exchange earnings, high income potential and income from business opportunities due to unregulated commercial income (WB 2015a).

Conclusions. In this paper we aim to show the significant impact of privatization in the field of civil aviation, especially in airport management. Here, of course, it is determined that privatization has both advantages and disadvantages. But in any case, the use of privatization in airport management is widespread in world experience. At the same time, the importance of the public-private cooperation model, which is one of the important tools of privatization, was especially noted. At present, of course, the mutual responsibilities, obligations and responsibilities of the state and the private sector must be clearly defined. In conclusion, in our subjective opinion, it is advisable to use a public-private model for the privatization of airport management.

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