

Collaboration Model Between Local Government and Community Protection Unit in The Development of Kuta Mandalika Tourism in Central Lombok Regency, West Nusa Tenggara Province

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Abstract

This study aims to analyze and formulate a collaboration model between the Regional Government and the Community Protection Unit (Satlinmas) in developing the Kuta Mandalika tourist destination in Central Lombok Regency, West Nusa Tenggara Province. This study uses the collaborative theoretical framework of Ansell and Gash (2008) which emphasizes face-to-face dialogue, trust-building, and shared commitment, as well as the Pentahelix approach involving five main actors: government, academics, the business world, communities, and the media. The research method used is descriptive qualitative with data collection techniques through in-depth interviews, participant observation, and documentation studies. The results show that collaboration between the regional government and Satlinmas is still sectoral and has not been optimally integrated within the Pentahelix framework. Several inhibiting factors such as lack of institutional capacity, the absence of specific regulations governing the role of Satlinmas in the tourism sector, and weak cross-sectoral coordination are the main challenges. Therefore, this study recommends strengthening regulatory-based collaborative mechanisms, training the capacity of Satlinmas in tourism services, and establishing a cross-actor communication forum as a form of real implementation of Ansell and Gash's theory and the Pentahelix approach in developing sustainable tourism in the Mandalika area.

Keywords Collaboration, Local Government, Satlinmas, Mandalika Tourism, Pentahelix

1. Introduction

Tourism is widely recognized as a strategic sector that contributes significantly to regional and national economic growth. This role is particularly evident in regions with comparative advantages in the form of natural and cultural attractions that can be positioned as competitive tourist destinations. One of Indonesia's national priority destinations is the Mandalika Special Economic Zone (SEZ), located in Pujut District, Central Lombok Regency, West Nusa Tenggara Province. This area is widely



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known for Kuta Mandalika Beach, which has become a major icon for international tourism development in the region. Under Law Number 23 of 2014 concerning Regional Government, local governments are mandated to manage and optimize tourism potential as part of their governance responsibilities. Therefore, Mandalika is not only a local tourism initiative but also a national strategic project that integrates economic and development objectives. Through this legal and institutional framework, Mandalika is expected to foster inclusive growth and achieve sustainable prosperity for local communities. Mandalika's strategic position demonstrates the need for a careful, collaborative, and innovative approach to tourism governance (Rasyid & Darumurti, 2022).

Tourism development in Mandalika is not limited to physical infrastructure projects but requires a governance system involving various stakeholders. The construction of roads, hotels, and event facilities such as an international racing circuit is just one aspect of sustainable tourism planning. Equally important is the role of collaboration across government agencies, local communities, business actors, academics, and the media to ensure that development outcomes are comprehensive. Law Number 10 of 2009 concerning Tourism explicitly emphasizes that cross-sector collaboration is an absolute requirement for creating a safe, attractive, competitive, and socially beneficial tourist destination. In this context, collaborative governance is no longer optional but has become a fundamental requirement in tourism planning. Mandalika's long-term sustainability will be largely determined by the extent to which these actors are able to interact and integrate their roles effectively (Haris & Ningsih, 2020). Collaboration in Mandalika must also extend beyond the economic dimension to encompass efforts to preserve social and cultural identity. Furthermore, environmental sustainability needs to be positioned as a central pillar of the development agenda.

One of the key actors in maintaining public security and order in Mandalika is the Community Protection Unit (Satlinmas). Satlinmas has a legal function in maintaining public order, supporting law enforcement, and mitigating disasters within the community (Kurniati & Suryanto, 2023). In the tourism context, this institution plays a vital role in ensuring a safe and comfortable experience for tourists. Therefore, effective collaboration between the local government (Pemda) and Satlinmas is crucial to creating stability and resilience in tourism governance. Minister of Home Affairs Regulation Number 26 of 2020 emphasizes that maintaining public order, public safety, and community protection are primary responsibilities. In Mandalika, the level of tourist safety is directly related to the effectiveness of coordination between the Pemda and Satlinmas in enforcing regulations and handling emergencies. A safe and orderly tourism environment is also a determining factor in investor confidence and the long-term competitiveness of a destination. Therefore, Satlinmas cannot be viewed merely as a supporting actor but as a strategic partner in tourism governance (Hafizan et al., 2024).

The importance of security and effective management is reflected in the increasing number of tourist visits to Mandalika. Data from the Central Lombok Regency Tourism and Culture Office (2023) recorded 147,563 tourist visits throughout 2023, consisting of 80,982 international tourists and 66,581 domestic tourists. Monthly growth patterns show a steady upward trend throughout the year, indicating Mandalika's growing appeal as a global destination. Peak visits in October and December demonstrate Mandalika's ability to attract both domestic and international tourists simultaneously. However, the data also indicates increasing pressure on local institutions to maintain security, order, and quality of service. Without effective collaboration between the local government and the Public Order Agency (Satlinmas), tourism growth has the potential to pose risks such as overcrowding, environmental degradation, and security incidents. Therefore, visitation data not only represents success but also serves as a reminder of the importance of governance structures. The sustainability of this growth ultimately depends heavily on the ability of local stakeholders to effectively manage increasing demand.

Table 1 Kuta Mandalika Tourists in 2023

No	Month	Traveler		Amount
		Overseas	Domestic	
1.	January	4,556	3,423	7,979
2.	February	4,824	3,339	8,163
3.	March	5,402	4,193	9,5951
4.	April	5,640	4,193	10,588
5.	May	6,054	4,897	10,951
6.	June	6,901	5,735	12,636
7.	July	7,177	5,964	13,141
8.	August	7,464	6,203	13,667
9.	September	7,763	6,451	14,214
10.	October	8,074	7,741	15,815
11.	November	8,397	6,709	15,106
12.	December	8,732	6,977	15,709
Amount		80,982	66,581	147,563

Source: Central Lombok Regency Tourism and Culture Office 2023

The increasing number of tourists further emphasizes the relevance of applying the pentahelix approach to tourism governance in Mandalika. This model emphasizes collaboration between five key stakeholders: government, academics, business actors, communities, and the media. This approach facilitates the integration of knowledge, resources, and perspectives necessary to achieve sustainable and inclusive development outcomes. Within this framework, the roles of the Community Protection Unit (Satlinmas) and the Regional Government (Pemda) are crucial in shaping the institutional dimensions of governance. Their partnership provides the foundation for implementing strategies that balance security, economic development, and environmental preservation. Collaborative governance theory provides a complementary analytical framework for understanding how these interactions unfold in practice. It emphasizes the importance of building trust, resolving conflicts, and establishing shared decision-making to ensure effective cross-sector collaboration. Thus, Mandalika represents an interesting case study to examine the intersection of pentahelix and collaborative governance theories in real-world tourism management practices.

Previous studies on collaborative governance in tourism provide important comparative insights for this research. These studies consistently apply collaborative governance theory to analyze multi-actor involvement in developing sustainable tourism destinations. For example, research conducted in Yogyakarta, Bogor, and Sinjai has shown that collaborative governance can improve tourism sustainability and strengthen institutional coordination. However, each study focused on different local contexts, governance structures, and actors, making their findings not fully generalizable to the Mandalika case. Unlike previous research, this study integrates the pentahelix model with special attention to the role of the Community Protection Unit (Satlinmas) in supporting tourism governance.

Therefore, Mandalika offers a unique case that bridges theoretical frameworks with practical governance challenges. The comparison highlights similarities in the application of collaborative governance while also highlighting the uniqueness of the Mandalika context. These differences further emphasize the urgency of in-depth studies to fill the remaining research gaps in the literature.

Table 2 Previous Research and Studies

No	Title, Researcher, and Year	Equality	Difference
1	2	3	4
1.	Title : <i>Collaborative Governance</i> in Sustainable Tourism Management in Kulon Progo Regency, DIY Province (Case Study of Nglinggo Tea Plantation Tourism) Researcher: Iman Surya, Sanny Nofrima, Herdin Arie Saputra, and Niken Kurniati Year : 2021	Collaborative Governance theory, qualitative research methods, tourism areas, and sustainable management.	Researcher: Nglinggo Tea Plantation Tourism Area in Kulon Progo Regency, DIY Province We are the Authors: Kuta Mandalika Tourism Area in Central Lombok Regency, West Nusa Tenggara Province Pentahelix approach
2.	Title : <i>Collaborative Governance</i> Model for Building Sustainable Integrated Ecotourism at LMDH Puncak Lestari Cisarua, Bogor Regency, West Java Province Researcher:	Collaborative Governance Theory, qualitative research methods, tourism areas and sustainable management, data collection methods of in-depth interviews and documentation	Researcher: <i>Stakeholder</i> Ecotourism Area in LMDH Puncak Lestari Cisarua, Bogor Regency, West Java Province We are the Authors: Kuta Mandalika Tourism Area in Central Lombok

Hamka, Yussi Nadia, Heli Supardi, Fajrin Namora, and Fiska Devi Jiasti		Regency, West Nusa Tenggara Province
Year : 2022		Pentahelix approach
3. Title : <i>Collaborative Governance</i> Tourism Development in Increasing Regional Original Income (Case Study of Regional Regulation Number 6 of 2013 concerning Tourism Development in Sinjai Regency, South Sulawesi Province)	Collaborative Governance Theory, qualitative approach	Researcher: Tourism in increasing PAD Enforcement of Regional Regulations Tongke Tongke Village, East Sinjai District, Sinjai Regency, South Sulawesi Province
Researcher: Ahmad Hamdan Muallim, Juharni, and Muhmad Ridha Suaib		We are the Authors: Kuta Mandalika Tourism Area in Pujut District, Central Lombok Regency, West Nusa Tenggara Province
Year : 2024		Pentahelix approach

Source: Processed by us, Author 2025

Despite its significant potential, the implementation of collaborative governance in Mandalika faces various challenges. Divergent interests among stakeholders can slow decision-making and reduce policy consistency. Limited coordination between government and non-government actors often leads to inefficiencies in resource allocation and service delivery. Furthermore, constraints on financial and human resources hinder the maintenance of consistent safety and security standards. Low local community participation in governance structures can also reduce inclusiveness and undermine social legitimacy. These challenges underscore the need for in-depth empirical studies to assess the effectiveness of existing governance practices. By identifying strengths, weaknesses, and opportunities, researchers can formulate strategies to optimize collaboration. The ultimate goal is to design a governance model that ensures Mandalika remains a safe, competitive, and sustainable tourism destination.

2. Method

This study uses a qualitative descriptive design that aims to describe, analyze, and understand the collaborative process between the local government (Pemda) and the Community Protection Unit (Satlinmas) in developing Kuta Mandalika tourism. This study is based on the pentahelix model, which emphasizes collaboration among five main actors: the government (Pemda and Satlinmas), academics, business actors, local communities, and the media. In addition, this study also applies the collaborative governance theory proposed by Ansell & Gash (2008), with an emphasis on six elements: initial conditions, institutional design, facilitative leadership, collaborative processes, intermediate outcomes, and final outcomes.

Conceptual and operational definitions were developed to provide clarity on the research variables and indicators. Three main concepts were operationalized: (1) collaborative governance, analyzed through the planning, implementation, and evaluation processes; (2) the pentahelix approach, analyzed through the roles of government, communities, business actors, and the media; and (3) collaboration between local governments and the Public Order Agency (Satlinmas), analyzed based on coordination, role distribution, and sustainability. Research indicators were obtained through interviews, observations, focus group discussions (FGDs), and documentation.

This research utilized primary and secondary data sources. Primary data was obtained from actors directly involved in the collaboration, including local government officials, members of the Community Protection Unit (Satlinmas), tourism businesses, local communities, media representatives, and academics. Secondary data included government policies, official reports, academic articles, and media publications relevant to Mandalika tourism.

Various data collection techniques were used in this study, namely: (1) in-depth interviews with key stakeholders to explore roles, responsibilities, challenges, and collaboration mechanisms; (2) participant observation to directly observe coordination practices and the role of Satlinmas in ensuring security; (3) FGDs with representatives of local governments, Satlinmas, business actors, communities, academics, and the media to discuss strategic issues and formulate recommendations; and (4) documentation studies of policies, reports, and media content. The research instruments used included semi-structured interview guidelines, observation sheets, FGD protocols, and documentation checklists.

Data were analyzed qualitatively using the Miles and Huberman framework, which includes three stages: data reduction, data presentation, and conclusion drawing/verification. To ensure validity and reliability, triangulation of sources, methods, and theories was conducted. The analytical dimensions used included collaborative governance principles (e.g., initiation, joint decision-making, and division of responsibilities) and the contributions of each pentahelix actor.

This research was conducted in Pujut District, Central Lombok Regency, West Nusa Tenggara Province. The research schedule lasted five months, from January to May 2025, encompassing preparation, proposal development, field data collection, data analysis, and final report preparation.

3. Result

This research was conducted in Pujut District, Central Lombok Regency, which is the development center for the Mandalika Special Economic Zone, with its natural and cultural tourist attractions that demand an inclusive, community-based security system. The role of the Community Protection Unit (Satlinmas) is crucial in ensuring destination security while maintaining social harmony, although its contribution remains limited due to a lack of resources and institutional coordination. The urgency of collaboration between the local government and Satlinmas lies in the need to build a safe, friendly, and sustainable tourism ecosystem through the active involvement of local communities. Integration of the pentahelix model involving government, business, academia, communities, and the media is necessary to strengthen Mandalika tourism governance in line with sustainability principles. However, institutional dynamics, capacity limitations, and social resistance indicate challenges that must be addressed with a collaborative governance-based strategy. Inclusive,

transparent, and measurable collaboration is expected to clarify the roles of inter-sectoral actors, increase the capacity of Satlinmas, and optimize social legitimacy in maintaining tourism security.

1. The Urgency of Collaboration Between Regional Governments and Satlinmas in Ensuring Tourism Security in Mandalika

Tourism growth in the Mandalika Special Economic Zone (SEZ) is experiencing rapid growth, supported by the development of modern, international-class infrastructure. The Mandalika International Circuit has positioned the region as a leading destination attracting international tourists. Natural attractions such as exotic beaches like Kuta, Tanjung Aan, and Bukit Merese enhance the region's reputation as a world-class tourist destination. The presence of the Sade and Ende cultural villages strengthens Mandalika's position as a tourism hub, not only based on nature but also rich in local cultural values. This rapid growth presents significant economic opportunities for the local community and the region. The increasingly intensive surge in tourism has resulted in an increased need for security guarantees. The potential for social conflict between tourists and local communities has also emerged as an issue requiring serious attention. The threat of natural disasters in geologically vulnerable areas further emphasizes the urgency of systematic and integrated tourism security management.

The role of the Community Protection Unit (Satlinmas) in Pujut District is a key pillar supporting the stability of the tourism area. Field data indicates the presence of approximately thirty-six personnel spread across six main villages with various operational functions. Their activities include environmental patrols, securing international tourism activities, and involvement in disaster mitigation. Satlinmas's ties to local communities provide strong social legitimacy in carrying out security duties. Their presence enables a rapid response to any indication of disturbance that may arise at tourist destinations. The security functions carried out during the Mandalika MotoGP and the Bau Nyale Festival demonstrated Satlinmas' capacity to handle large crowds (Pattaray et al., 2025). Their community-based working mechanism makes them the vanguard, able to detect potential vulnerabilities before they develop into serious problems. This context demonstrates Satlinmas's strategic position in creating a safe and conducive tourism ecosystem.

Despite its strategic role, the involvement of Satlinmas (Community Protection Unit) in the tourism ecosystem remains limited and symbolic. Their activities are more visible during major events than in the day-to-day management of destinations. Tourism businesses often perceive Satlinmas' role as inconsistent in maintaining security outside of specific events. This creates a gap between routine security needs and actual capacity. Beaches, parking areas, and public tourist spaces often lack intensive supervision. Tourist perceptions of security can be affected by the absence of local authorities in daily activities. The limited number of personnel reinforces the view that Satlinmas' role is still under-optimized. This situation highlights the need for more comprehensive governance improvements to maximize their contribution.

The conceptual framework of collaborative governance provides a crucial foundation for understanding these limitations. Ansell and Gash's model emphasizes that collaboration between stakeholders must be based on clear, mutually agreed-upon roles. The local government, as the regulator, is obligated to provide structured direction, while the Satlinmas, as the local implementer, must be equipped with adequate capacity. Clarity of roles encourages a proportional division of responsibilities and reduces the potential for overlapping authority. Regular communication is necessary to ensure continuous monitoring of security dynamics in tourism areas. An inclusive coordination mechanism allows for the involvement of communities, businesses, and traditional institutions to strengthen governance legitimacy. The absence of a systematic coordination structure could potentially render the Satlinmas' role merely a formal attribute. This analysis emphasizes that successful tourism security management requires consistent institutional interaction.

Collaboration between local governments and the Community Protection Unit (Satlinmas) encompasses not only technical security issues but also social and cultural dimensions. Tourism security

must be understood as the result of interactions involving community trust, social order, and respect for local cultural values. As community representatives, Satlinmas can serve a dual function as security guards and socio-cultural liaisons (Putera et al., 2025). The local knowledge possessed by Satlinmas members gives them an advantage in understanding the dynamics of communities surrounding tourist destinations. Strengthening culture-based governance allows Satlinmas to act as ambassadors, showcasing the hospitality of the Lombok community. Tourist experiences will be more positive when security goes hand in hand with harmonious cultural interactions. Collaboration based on social values strengthens the region's appeal as a friendly and safe destination. This perspective opens up space for security management that is not merely repressive but also constructive.

Transforming the role of the Community Protection Unit (Satlinmas) into a key actor in sustainable tourism governance can be realized through appropriate policy interventions. Local governments can allocate training programs that improve technical competency and social communication skills. Providing supporting facilities such as security equipment and operational infrastructure will strengthen their capacity. Fair incentive mechanisms can motivate Satlinmas personnel to maintain consistent performance. This institutional strengthening will encourage a shift in Satlinmas' status from a formal complement to a real driver in maintaining regional stability. The implementation of planned collaboration opens opportunities for building synergies between formal regulations and local wisdom. Social legitimacy gained from the community will strengthen security effectiveness. The combination of government support and community involvement makes Satlinmas a key pillar in Mandalika's tourism security system.

2. Integration of the Pentahelix Model in Sustainable Tourism Governance

The integration of the pentahelix model into sustainable tourism governance in Mandalika is crucial given the complexity of interactions between government, business actors, academics, the community, and the media. Research shows that although various actors have been involved, the established coordination mechanism has not yet fully led to a solid pentahelix structure. Academics, through the Lombok Tourism Polytechnic, emphasize the importance of increasing the capacity of the Community Protection Unit (Satlinmas), particularly in the areas of hospitality and foreign language skills, so that they can act not only as security guards but also as the frontline in tourism services. This view aligns with tourism destination management theory, which emphasizes that the quality of direct interactions with tourists is a key indicator of a destination's success (Bramwell & Lane, 2011; Indrayani et al., 2024).

Tourism businesses, on the other hand, emphasize technical aspects, namely the need for Satlinmas involvement in crowd management, social risk mitigation, and emergency services for tourists. This relates to Getz's (2012) study, which showed that destinations with event-based tourism agendas, such as the MotoGP in Mandalika, require a security system that adapts to crowd dynamics. Meanwhile, local communities tend to view Satlinmas' presence as a guardian of socio-cultural stability, crucial for protecting Lombok's cultural values. However, criticism has arisen due to the lack of ongoing training and the lack of transparency in defining Satlinmas' role. This perspective reveals a gap between community expectations and policy implementation, often referred to in governance literature as the "policy-practice gap" (Rhodes, 2012).

Media involvement is more focused on the visual image of tourism, such as the beauty of beaches, cultural villages, and MotoGP events, rather than on the institutional dimensions and functions of the Satlinmas (Community Protection Unit). This distorts public information by diminishing attention to the importance of security governance as part of destination sustainability. Hall's (2019) study emphasized that the media is a crucial actor in sustainable tourism governance because the construction of public information can influence the legitimacy and public trust in tourism management institutions. Thus, conditions in Mandalika demonstrate suboptimal pentahelix integration, making the urgency of establishing a cross-sectoral coordination mechanism even more apparent.

The establishment of the Mandalika Tourism Security and Order Forum (FKKWM) can be positioned as a strategic step to more systematically integrate pentahelix actors. This forum serves as a deliberative space for developing joint standard operating procedures, mapping vulnerable points, and integrating the role of Satlinmas (Community Protection Unit) with formal authorities such as the National Police (Polri) and Satpol PP (Public Order Agency). This model aligns with the collaborative governance approach, which emphasizes cross-sector coordination based on trust, commitment, and shared goals (Ansell & Gash, 2008). The forum's existence will also encourage the development of public accountability mechanisms through transparent decision-making, allowing the public to monitor and support Satlinmas' role in maintaining tourist security.

The pentahelix approach operationalized through this forum has the potential to strengthen the position of Satlinmas not only as a technical entity managing security, but also as a bridge between the government, the business world, and local communities. This concept aligns with Dredge and Jamal's (2015) view of the importance of participatory tourism governance, which positions communities as an integral part of creating sustainable social value. Thus, destination security is no longer understood merely as a technical instrument, but as part of an ecosystem of social, cultural, and economic values that support the long-term sustainability of Mandalika tourism.

3. Challenges and Strategies for Strengthening Collaborative Governance-Based Collaboration

This study found that Mandalika tourism management still faces various structural, institutional, and socio-cultural obstacles. Institutional fragmentation between the local government, ITDC, Satpol PP, traditional villages, and the community has resulted in partial coordination patterns and overlapping authority. This weakens governance integration and reduces the effectiveness of the Community Protection Unit (Satlinmas) in carrying out tourism security functions. Satlinmas' position is also often viewed as unequal to other formal institutions, thus limiting its functional legitimacy. Other obstacles relate to budget and facility limitations, resulting in suboptimal provision of patrol facilities, communication tools, and risk mitigation equipment (Riyanto et al., 2024). Lack of personnel trained in hospitality and international tourism security management further exacerbates these limitations. On the social side, community resistance has emerged related to land issues and the incompatibility between modern tourism models and local cultural values, which in turn creates tensions in the community's relationship with area management.

Efforts to strengthen collaboration can be implemented through regulatory reforms that emphasize the role of the Community Protection Unit (Satlinmas) in the tourism ecosystem. Regional policy instruments such as the Regional Medium-Term Development Plan (RPJMD), the Tourism Action Plan, and village planning need to explicitly incorporate tourism security programs to ensure that Satlinmas has a strong legal basis for carrying out its duties. Capacity building is also crucial through ongoing training in hospitality, conflict management, and disaster mitigation focused on the tourism sector. The existence of a formalized cross-sectoral coordination forum through mechanisms such as the FKKWM (Family Planning Forum) or FOKOLIM (Family Planning Forum), supported by shared operational standards and a digital reporting system, has the potential to strengthen communication between actors and accelerate the flow of information in the field.

The active involvement of local communities in the recruitment of Satlinmas officers is a crucial strategy for building social legitimacy. Residents' participation serves not merely as a symbol of participation but also expands their role as community-based security agents. This strategy can reduce resistance and foster a sense of ownership in tourism management. The integration of digital technology through the Mandalika Smart Tourism app can also be utilized to support crowd control, real-time incident reporting, and security monitoring. This technology utilization makes the security system more responsive and efficient.

The implementation of these strategies leads to a shift in collaboration between the local government and the Community Protection Unit (Satlinmas), moving from a technical coordination

model to collaborative governance that is inclusive, participatory, and sustainable. This model aligns with the principles of collaborative governance, which emphasize synergy between actors and a pentahelix approach involving the government, private sector, academia, communities, and the media. Thus, the Mandalika tourism ecosystem can develop not only as an internationally competitive destination but also as a collaborative space that maintains a balance between modernization, security, and the sustainability of local culture

4. Discussion

The findings of this research indicate that the rapid growth of tourism in Mandalika, particularly through the development of the Special Economic Zone (SEZ) and international events such as MotoGP, demands an inclusive, community-based security system. Within this context, the Community Protection Unit (Satlinmas) occupies a strategic position, both technically and socio-culturally. The results reinforce the argument that tourism security management cannot be understood solely as a technical function but must be seen as an integral component of sustainable destination governance. This perspective aligns with Bramwell and Lane (2011), who emphasize the importance of multi-actor participation in building sustainable destinations.

The collaboration between local governments and Satlinmas reflects an urgent need for governance mechanisms that bridge the dimension of security with local social and cultural values. Satlinmas, endowed with strong social legitimacy, functions as a mediator between tourists, local communities, and formal institutions. Security in tourism, therefore, should not be viewed merely as a repressive measure but also as preventive and culturally embedded. Nevertheless, the study reveals that the involvement of Satlinmas remains largely ceremonial, becoming more visible during large-scale events rather than in the daily management of tourist destinations. This condition creates a gap between the continuous need for security and the actual capacity available. Such findings underscore the relevance of the collaborative governance model, which stresses the importance of clearly defined roles, institutional capacity, and ongoing communication as prerequisites for effective cooperation (Ansell & Gash, 2008).

The integration of the pentahelix model into sustainable tourism governance in Mandalika demonstrates both great potential and notable challenges. The five actors—government, business, academia, community, and media—have all been involved, yet the coordination mechanisms established so far have not fully materialized into a solid pentahelix structure. Academic institutions, particularly vocational schools, have initiated efforts to strengthen Satlinmas capacity by providing training in hospitality, foreign languages, and intercultural communication. Business actors, on the other hand, emphasize the technical aspects of crowd management, risk mitigation, and emergency services for tourists. Local communities regard Satlinmas as crucial guardians of socio-cultural stability, although concerns have been raised over the lack of continuous training and the absence of transparent role definitions. Meanwhile, media narratives often highlight the visual imagery of beaches, cultural villages, and international events rather than institutional aspects of security governance, thereby reducing public awareness of the importance of security as a component of destination sustainability. This situation reflects what governance literature often refers to as the policy-practice gap (Rhodes, 2012). The establishment of a cross-sectoral forum, such as the Mandalika Tourism Security and Order Forum (FKKWM), therefore becomes a strategic step to harmonize roles and foster collaborative decision-making that is transparent and accountable.

Challenges in Mandalika's tourism governance involve structural, institutional, and socio-cultural aspects. Fragmentation of authority among local governments, ITDC, Satpol PP, customary villages, and local communities has led to partial coordination and overlapping mandates. Budgetary and facility limitations further constrain Satlinmas, reinforcing its position as a secondary rather than primary actor in security governance. On the social side, resistance has emerged from land disputes and tensions between modern tourism models and local cultural values, contributing to strained relations

between communities and area management. These findings are consistent with Riyanto et al. (2024), who argue that tourism sustainability depends not only on physical development but also on institutional strengthening and social acceptance within local communities.

Strategies to strengthen collaboration should involve regulatory reforms that explicitly recognize the role of Satlinmas within the tourism ecosystem. Continuous training focused on hospitality, conflict management, and disaster mitigation tailored to the tourism sector is crucial. Providing operational facilities, fair incentives, and digital innovations such as the Mandalika Smart Tourism application would enhance efficiency through real-time reporting, crowd monitoring, and rapid response mechanisms. Community involvement in the recruitment of Satlinmas officers represents another critical strategy for building social legitimacy, reducing resistance, and fostering a shared sense of ownership over tourism management.

This discussion emphasizes that the success of Mandalika's tourism security governance depends not only on the existence of formal regulations but also on the quality of cross-sector collaboration, institutional capacity, and community-based legitimacy. Transforming Satlinmas from a complementary actor into a central pillar of tourism governance requires clear policy support, sustained capacity building, and integration within a stronger pentahelix structure. With such transformation, Mandalika has the potential to develop not only as a globally competitive destination but also as a model of secure, inclusive, and culturally rooted sustainable tourism governance.

5. Conclusion

The urgency of collaboration between the local government and the Community Protection Unit (Satlinmas) in ensuring tourism security in Mandalika stems from the increasingly complex dynamics of destination growth, driven by increasing tourist traffic and the diversification of tourist attractions. The presence of international-class infrastructure and global-scale events demands security management that is not merely technical but also oriented toward comfort and socio-cultural sustainability. Satlinmas enjoys social legitimacy as a representative of the local community, thus serving as a liaison between tourists, the public, and the local government in fostering regional stability. However, limited personnel capacity, inadequate facilities, and institutional fragmentation indicate that this strategic role has not been fully utilized. Strengthening the role of Satlinmas requires regulatory support that affirms their position in tourism governance, ensuring formal integration with other actors. The principle of collaborative governance emphasizes the importance of clear roles, consistent coordination, and cross-sector communication to strengthen the legitimacy of tourism security. Collaboration involving the government, the private sector, the community, academics, and the media within a pentahelix framework expands participation and encourages adaptive security management. Transforming Satlinmas into a key actor in sustainable tourism governance can be achieved through training, provision of facilities, and incentive mechanisms that encourage sustained performance. The social legitimacy of the Community Protection Unit (Satlinmas) will be even more valuable when combined with clear and inclusive formal regulatory support. The synergy between local wisdom, technical capacity, and institutional support will create a security ecosystem responsive to tourism dynamics. Constructively managed destination security will increase tourist confidence and strengthen Mandalika's image as a safe, friendly, and globally competitive destination. Therefore, collaboration between the local government and the Community Protection Unit (Satlinmas) is not only a technical necessity but also a fundamental pillar for the sustainability of Mandalika tourism.

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- Peraturan Menteri Dalam Negeri Nomor 11 Tahun 2023 mengatur tentang sarana dan prasarana Satlinmas, yang bertujuan untuk membantu terwujudnya perubahan paradigma dari unsur pertahanan dan keamanan.
- Peraturan Menteri Dalam Negeri Nomor 26 Tahun 2020 tentang Penyelenggaraan Ketertiban Umum, Ketenteraman Masyarakat, dan Perlindungan Masyarakat. Dalam peraturan ini, Satlinmas memiliki tugas membantu penanganan ketenteraman, ketertiban umum, dan keamanan termasuk dalam penyelenggaraan kepariwisataan, serta membantu dalam penanggulangan dan pencegahan bencana di Kawasan wisata.
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