

Analysis of Sustainability and Strategy Development of Mandalika Special Economic Zone (SEZ) Based on Scenario Planning

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ABSTRACT

Since becoming a Special Economic Zone (SEZ), the development of the Mandalika area has been increasingly aggressive, marked by the rapid development of connecting infrastructure in the form of road access, the construction of a sports tourism area, namely the Mandalika International Street Circuit and hotel and homestay accommodation as tourism support. But in reality, the development of Mandalika SEZ is faced with various problems such as potential conflicts, cultural influences, ecological impacts such as flooding, lack of local community involvement, lack of investors, multiple actors involved with different influences, and negative impacts from foreign investors' investments. These conditions pose a threat to the sustainability of Mandalika SEZ. The scenario planning approach is the answer to uncertainty conditions that are increasingly echoing making decision makers need a new approach that is better able to accommodate complexity and uncertainty in the development of Mandalika SEZ so that they can prepare to face it. This study aims to provide an overview of scenarios in the development of Mandalika SEZ ranging from the best to the worst, so that strategies can be formulated as a preventive effort to maintain the sustainability of Mandalika SEZ. The research method uses qualitative with a case study approach, with the analysis method using the TAID method, namely tracking, analyzing, imaging and deciding. The results showed that there are two things that most influence the development of Mandalika SEZ, namely Capital (Funds and Investors) and Synergy between stakeholders (Central Government, Provincial Government, Central Lombok Regional Government and ITDC). Then produce four scenarios of Mandalika SEZ tourism conditions in the next decade, namely: (1) Mandalika Bersinar, (2) Mandalika Redup, (3) Mandalika Terbenam, and (4) Mandalika Terbit.

Keywords: Scenario Planning; TAID Method; Tourism Development Strategy; Sustainable Development; SEZ Mandalika

INTRODUCTION

In order to support the acceleration and expansion of national economic development, Central Lombok Regency developed the Mandalika area into a Special Economic Zone (SEZ). However, the government's good intentions have not been well implemented, the development of the Mandalika SEZ faces various obstacles, namely the potential for conflict, lack of community involvement, ecological damage such as flooding, investor interest in investing, multi-actors that bring different influences, to the negative impact of foreign investor investment. This is in line with research from Jasmisari (2022), which states that there was a conflict between Kuta Mandalika residents and ITDC in the Mandalika SEZ development process. Research by Zulkarnaen, Sayuti, Fajariah (2022) also revealed that the involvement of local communities affected was minimal, in other words, the government was still minimal in empowering the community at every stage of the existence of Mandalika SEZ. Although the development of Mandalika SEZ can create employment opportunities, the distribution of employment opportunities is likely to be unfair and uneven. Jobs with favorable positions tend to be given to more skilled workers who come from outside the region. Local people are also limited to low-wage jobs and lack stability.

According to a study by Fajariyah and Santoso (2015) as referenced in Masrun et al. (2022), the factors influencing local economic development include production, human resources, infrastructure, and institutions. Moreover, as stated by Arumsani and Pamungkas (2014), capital can influence local economic growth. If Mandalika SEZ is not managed properly, tourism may have adverse effects on the environment, cultural heritage, and local communities (Li, Liu, and Solangi, 2024). Tourism that fully considers the impact in terms of economic, social and environmental aspects and takes into account the requirements of tourists, industry and host communities, is tourism that applies the concept of sustainability (Syahid, 2016). The application of the sustainability concept to the Mandalika Special Economic Zone has not been fully implemented on several issues (Maulana, Aliyah, Permana, 2023)

Research conducted in the Coege Special Economic Zone (SEZ) in Africa, revealed that the problems faced in its development were complicated political influences, slow administrative procedures, strict labor laws, aggressive labor unions, and poverty and education problems that reduced the competitiveness of the workforce. So that it requires simplification of procedures, increased coordination between related parties, and development of workforce skills to increase competitiveness and attract investors to the Coega SEZ (Chongsheng, 2024). On the other hand, the condition of the SEZ in the Johor-Singapore Special Economic Zone (JS-SEZ), also faces challenges in its development, such as economic displacement, rising living costs, and a mismatch between available jobs and local workforce skills (Yahya, Aziz, Jalil, 2024). If examined more deeply, it can be said that in every SEZ development, almost similar problems and obstacles are encountered.

Seeing the above facts, Mandalika SEZ really needs planning accompanied by policies / strategies that are right on target so that the potential that is owned can be developed optimally. The urgency of this research is very important, because one of the appropriate planning approaches and far more able to accommodate complexity and uncertainty in the development of Mandalika SEZ is to use scenario planning. In line with what was said by (Zulfitri, Muluk, Hermawan, 2016) that Scenario Planning is one planning approach that is better able to accommodate complexity and uncertainty compared to other conventional approaches such as strategic planning. Scenarios are interpreted not as a prediction, not a projection of the future from current conditions, not even a vision or desired future condition. Rather, it is an answer to

the question “what is the imagined future like” or “what would happen if ...?”. Forecasts tend to ignore risk, while scenarios include an element of risk (Setiawan, 2023). By looking at future possibilities, the consequences and impacts that may occur from the development of the Mandalika SEZ can be minimized (Risprawati and Utami, 2019). Scenario planning serves to assist in creating and refining a strategy (Lingren and Bandhold, 2003).

Several previous studies such as research (Maulana, Aliyah and Permana, 2023) and (Ardian and Ibnu Zulian (2023), only focused on the problem of environmental and social sustainability impacts on the Mandalika Special Economic Zone, without solving the problem from an economic perspective. On the other hand, research (Zulkarnaen, Sayuti and Fajariah, 2022), concentrated on the empowerment efforts undertaken by ITDC and the government to achieve sustainable community well-being. Furthermore, research (Estriani, 2019) focused on implementing the ecotourism concept in the Mandalika Special Economic Zone by looking at opportunities and challenges, without looking at its overall strengths and weaknesses. Thus there is an opportunity to examine more deeply the hope of sustainability and the right strategy in developing Mandalika SEZ with a scenario planning approach that uses the TAID method, namely tracking, analyzing, imaging and deciding This will outline the circumstances surrounding the growth of Mandalika SEZ, followed by an analysis of the challenges being encountered. The next step is to imagine what is desired and what is not desired to happen and then decide what steps to take.

Method

This research employs qualitative methods with a case study approach. This study focuses on the development of Mandalika SEZ based on scenario planning perspective. .

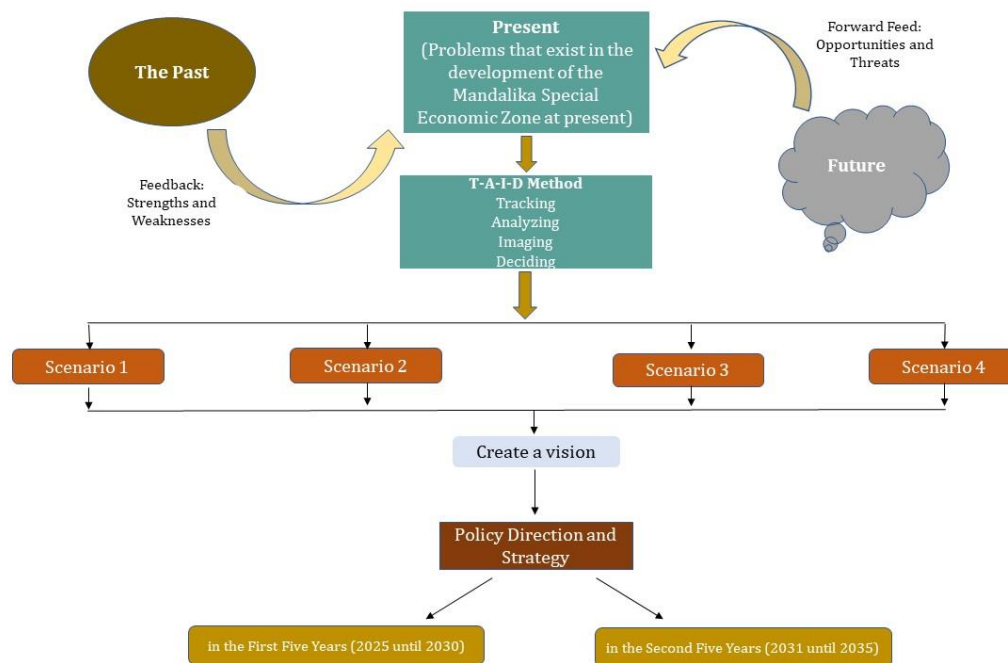


Image 1. Research flow

The image above shows the stages in this research. This study began by collecting empirical facts related to the problems in the development of Mandalika SEZ. Furthermore, it was analyzed using T-A-I-D method, namely Tracking, Analyzing, Imaging and Deciding. Information was gathered through interviews, secondary data, and observations to complete the tracking phase. The results from the tracking phase were examined using cross-impact to develop scenarios during the analyzing phase. The results from the analyzing phase served as input for crafting the vision and strategy in the imaging and deciding phases. The core data in this study were collected through observations at the Mandalika SEZ. In-depth interviews with the Head of the Mandalika SEZ Administrator, the Mandalika SEZ Security Command Officer, the Head of the Central Lombok Regency Tourism Office, several hotels in the Mandalika SEZ, several street vendors, both adults and children, in the Mandalika Special Economic Zone area, MSMEs in the Mandalika SEZ, local communities, domestic and foreign tourists. Document studies obtained from the Mandalika SEZ Administrator Office Documents, Tourism Statistics Documents of the Central Lombok Tourism Office. This study will produce several alternative strategies for developing the Mandalika SEZ and describe four scenarios of tourism conditions in the Mandalika SEZ for the next decade through the perspective of a scenario planning approach. This can be a consideration for the government in developing a sustainable Mandalika SEZ..

Results And Discussion

In its efforts to promote fair economic development in Indonesia, the government has undertaken several initiatives, including the establishment of a Special Economic Zone (SEZ). The primary aim of creating a SEZ is to stimulate economic expansion, foster equitable development, and enhance competitiveness. According to Government Regulation No. 40 of 2021 regarding the establishment of Special Economic Zones, a SEZ refers to a designated area with specific boundaries within the jurisdiction of the Unitary State of the Republic of Indonesia, which is intended to perform economic activities and receive certain benefits. According to 2024 data, there are 23 SEZs spread across the country (Interview data, 2024). Each SEZ has a focus according to the conditions and situations of its region. There are two types of SEZs, namely industrial and service themed. Even distribution aims to equalize Indonesia's economic growth to remote areas. Therefore, SEZs are established not in big cities, but in areas that are not well-known but have potential natural resources or tourism, because the goal is to grow the economy of each region, increase gross regional domestic product, increase investment in the area and absorption of labor.

However, in its development, the Mandalika SEZ was not free from the obstacles it faced. The increasingly echoing conditions of uncertainty make decision makers need a new approach that allows them to better recognize uncertainty so that they can prepare to face it. The scenario planning approach is the answer. Scenario planning can additionally enhance innovation approaches focused on sustainability, particularly in the context of regional development. This is crucial because fostering innovation and entrepreneurship actually entails the participation of numerous stakeholders. Recognizing the contribution of each participant is vital for formulating policies that stimulate regional economic growth. Bauer (2010) explains that several reports have included the use of scenario planning in compiling policy documents (Edgar, 2013).

In analyzing Scenario Planning on the sustainability and development strategy of the Mandalika SEZ in Central Lombok Regency, researchers used the concept of Lindgren and Bandhold (2003) or better known as TAID (tracking, analyzing, imaging, deciding), and connected it with the concept of seven steps in creating scenarios from Sparingga, 2007 (in Mungkasa, 2024).

Tracking

To build the right scenario, the first step that must be taken is to identify trends and issues. In line with the concept according to Sparingga, 2007 (in Mungkasa, 2024) that determining Focal Concern (FC) is the first stage in preparing scenario planning. This identification is carried out to understand the problem being studied, in the context of this research is the development of the Mandalika SEZ in Central Lombok Regency. Identifying trends will facilitate research in describing the possibilities that will occur in the future. The Mandalika SEZ was created under Government Regulation Number 52 of 2014, aimed at developing a Tourism-themed SEZ that spans an area of 1,175 hectares. Injourney Tourism Development Corporation (ITDC) is an organization that focuses on the development and management of tourism destinations in Indonesia, and it has been entrusted with the management of the Mandalika SEZ.

In July 2024, the Mandalika Special Economic Zone recorded a brilliant achievement by winning an award as the Best Service Special Economic Zone at the Launch of the One Map Policy Geoportal 2.0 and the OPM Beyond 2024 White Paper, as well as the Submission of the Results of the National Strategy Project (NSP) and Special Economic Zone (SEZ) held by the Coordinating Ministry for Economic Affairs of the Republic of Indonesia (lintasmandalika, 2024).

According to the Head of the Mandalika Special Economic Zone Administrator, Mr. Bambang Wicaksono, the investment that entered the Mandalika Special Economic Zone reached 29% of the total 1,175 Ha area of the area consisting of four villages, namely Kuta, Sukadana, Mertak and Sengkol Villages (Interview data, 2024). Looking at this data, it can be said that there is still a lot of land that can be developed as a new tourist destination and requires a lot of funds for its development.

For Central Lombok Regency, the Mandalika Special Economic Zone is expected to be a trigger for other destinations in Central Lombok Regency. Where in the end tourists can stay longer because they have many tourist attractions that can be visited. On the other hand, according to Mr. Lalu Sungkul as the Head of the Central Lombok Regency Tourism Office, investors outside the Mandalika Special Economic Zone are quite numerous compared to investors in the Mandalika Special Economic Zone (Interview data, 2024). Based on the explanation above, it can be concluded that the Main Issue or Focal Concern (FC) that is the focus in decision making is the Development of the Mandalika SEZ.

Focal Concern (FC)

Development of the Mandalika
Special Economic Zone (SEZ)

Analyzing

After tracking, the next stage is analyzing. This stage aims to analyze the possibilities that will arise in the future, both desired and undesired possibilities, or in other words analyzing is the stage where we analyze the future consequences of changes at the present time and look for the influence of the relationship between trends and tendencies and then produce a scenario (we analyze consequences and generate scenarios).

Analyzing is the stage where the Driving Forces (DF) are identified. DF is a force that can drive change related to the main force which can be social, political or economic factors. Garvin and Levesque (2006) indicated that driving forces are themes and trends that are expected to affect and essentially mold the main issue. The idea of driving forces is central to scenario planning and can be examined from various viewpoints (Edgar, 2013). Besides being linked to uncertainty, driving forces can also be evident trends. Grasping these driving forces is crucial for developing scenarios. These forces may be social, technological, economic, environmental, or political.

After identifying the DF, the interrelation between DF and FC is analyzed to determine the impact, and select the most critical DF based on its importance and high uncertainty (importance and uncertainty). Then build a scenario that will be explained in the next stage.

Table 1. Identification of Driving Forces

No.	Driving Forces (DF) for change that can affect Focal Concern (FC)
1.	Local community awareness of tourism
2.	Access to transportation, rarely available GoCar, Grab etc.
3.	Land conflict
4.	Capital (Budget/Investors)
5.	Underage child labor
6.	Street vendors around the Kuta Beach, Circuit Mandalika
7.	Local community resources
8.	Less informative tourism promotion
9.	Lack of socialization regarding KEK regulations and tourism itself
10.	Environmental impact
11.	Lack of local community involvement
12.	Synergy of stakeholders (central government, provincial government, local government and ITDC)
13.	Expensive plane tickets
14.	Media involvement
15.	The influence of western culture on the lifestyle of local people
16.	Types of tourist attractions/tourist destinations
17.	Tourists are quiet if there are no events
18.	Local community comfort near the moto GP circuit
19.	The UMKM stand area is quiet when there is no event
20.	Traders force tourists to buy their wares
21.	Lack of capacity building training for local communities (guides, traders, MSMEs)
22.	Politics (Change of Ministers)
23.	Capitalism's mission to exploit natural resources
24.	Potential loss of community agricultural land
25.	Education level of local communities

The table above shows several Drivers of changes that can affect FC which are obtained from research data. The next step is to analyze the relationship between DF on one side and between DF's and FC. The steps taken are (1) Mapping the relationship between DF, (2) Mapping the overall relationship of DF to FC, (3) Explaining the relationship that affects FC.

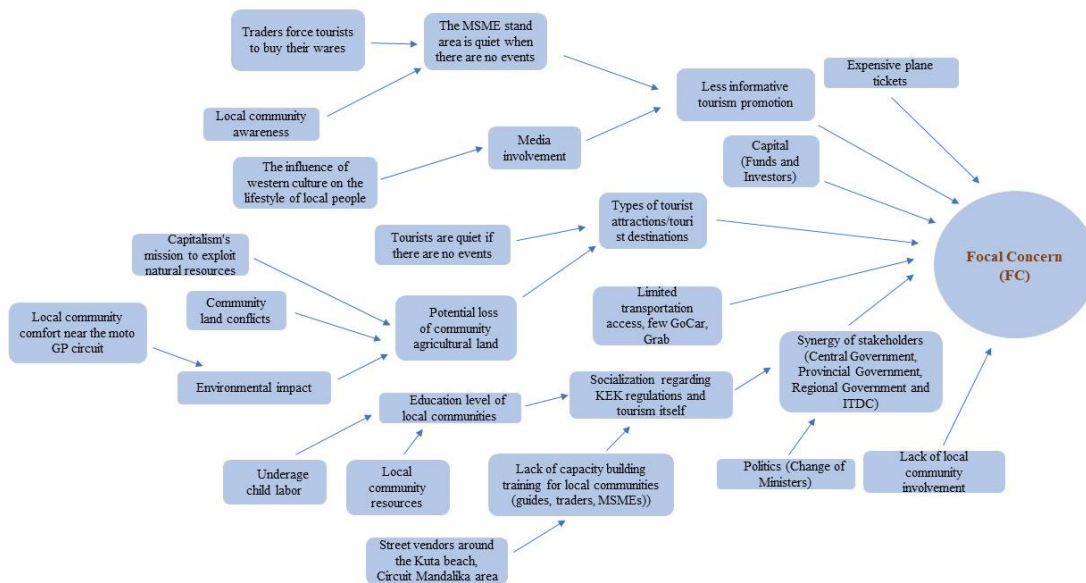


Image 2. Interrelationship between Driving Forces

The image above shows the relationship between DF and the overall relationship of DF that affects FC. The following step is to select the most impactful DF. The selection of the most influential DF uses 3 (three) criteria, namely (1) DF that has a direct relationship to FC, (2) DF that has an immediate influence on FC, (3) the most critical DF based on importance and high uncertainty (importance and uncertainty).

Table 2. The most influential Driving Forces (DF)

DF is directly related to FC	The effect of DF on FC	Uncertainty
Expensive plane tickets	Medium	Medium (Under government control)
Less informative tourism promotion	Large	Medium (Manageable)
Capital (Funds and Investors)	Large	High
Types of tourist attractions/tourist destinations	Medium	Medium (Development direction can be predicted)
Limited transportation access, few GoCar, Grab	Large	Medium (Under government control)
Lack of local community involvement	Medium	High
Synergy of stakeholders (Central Government, Provincial Government, Regional Government and ITDC)	Large	High

The image above shows the most critical DF based on importance and uncertainty, then two things are obtained, namely Capital (funds and investors) and Synergy of stakeholders (Central Government, Provincial Government, Regional Government and ITDC).

The following step is to create a scenario matrix. This is achieved by identifying two chosen DFs that will serve as the ordinate and abscissa axes.

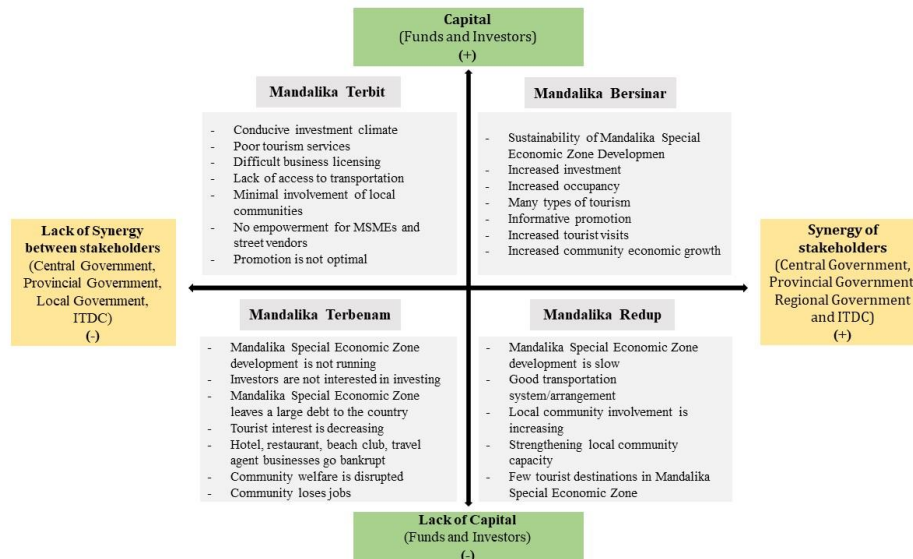


Image 3. Scenario Matrix

Based on the image above, there are 4 scenarios obtained from the dominant driving forces. The formation of the logic of scenario I to scenario IV is as follows:

- 1. Scenario I: Mandalika Bersinar (Strong Capital and Synergy between stakeholders)**
 This scenario illustrates large capital with many investors and strong synergy between the Central Government, Provincial Government, Central Lombok Regency Government, and ITDC. This will certainly have a major impact on the sustainability of the Mandalika SEZ. Considering that the occupancy of the Mandalika SEZ is only 29% of the 1,175 Ha of land owned. There is still a lot of land that can be used to create new tourist destinations. Development by adding several new tourist destinations in the Mandalika SEZ will increase domestic and foreign tourists and their visiting time will be longer, because there will be many destinations that can be visited, thus increasing regional income. Furthermore, the synergy between stakeholders that runs harmoniously also greatly affects the management of the Mandalika SEZ both in terms of service and convenience of infrastructure and transportation. There are also more choices of transportation access, making it easier for tourists to visit every tourist spot in the Mandalika SEZ.
- 2. Scenario II: Mandalika Redup (Strong synergy between stakeholders, Lack of funds and investors)**
 This scenario describes the progress of the Mandalika Special Economic Zone (SEZ) as being slow, due to a lack of funds to develop it, this can be seen from the lack of investors willing to invest in the Mandalika SEZ. While on the other hand, investors outside the area are increasing. Furthermore, in terms of synergy between stakeholders, it is described as having been well established and strong.

3. Scenario III: Mandalika Terbenam (Zero capital, synergy between stakeholders is paralyzed)

This scenario is a depiction of the worst scenario. This can be seen from the absence of capital for the sustainable development of the Mandalika Special Economic Zone, such as the lack of investor interest in investing. This can be attributed to several reasons, including the insufficient informative promotion regarding both regulations and tourist attractions. Additionally, transportation options remain limited for visitors, as the Mandalika Special Economic Zone currently lacks a variety of transportation choices. While on the other hand, the lack of synergy between stakeholders also still occurs, which makes this scenario condition really hinder and even kill the sustainability of the Mandalika SEZ.

4. Scenario IV: Mandalika Terbit (High Funds and Investors, Weak Synergy between Stakeholders, Sustainability of Mandalika Special Economic Zone Threatened)

This scenario illustrates that the development of Mandalika Special Economic Zone has sufficient funds to develop and be sustainable because there are many investors investing in the Mandalika Area, but on the other hand, synergy between stakeholders does not run harmoniously, running independently so that minimal coordination hampers management, and it is possible that local communities will be negatively impacted.

Imaging

Imaging represents a process of envisioning an ideal future by forming a vision. A vision consists of an optimistic notion regarding the future we desire. At this stage, the image formed through the vision is intended not as a short-term objective, but as a long-term ambition. In the TAID concept according to Lindgren and Bandhold (2003), Imaging is a step to reformulate the vision of Central Lombok tourism development. The formulation of the Mandalika Special Economic Zone (SEZ) scenario is divided into 4 and is planned based on the long term as seen from the current conditions and the next 10 years, namely 2035, in this case the data and interviews of researchers are used as mature considerations in the formulation of the scenario

In the imaging analysis phase concerning the incorporation of ideas and thoughts, the secondary data utilized by researchers consists of the vision articulated by the Central Lombok Regency Tourism Office, which is "To achieve competitive, sustainable tourism in Central Lombok that holds a national strategic significance, is capable of enhancing regional development and improving community welfare." This vision indicates that the focus on investment development within SEZ support is lacking, prompting researchers to propose a new vision that can turn SEZs into a key driver of development in Central Lombok Regency, namely "The realize competitive and sustainable tourism in Central Lombok that maintains a national strategic position, enhances regional development, promotes community welfare, and serves as a catalyst for national economic growth".

The understanding above contains the meaning of a dynamic synergy between the community, district government, NTB provincial government and stakeholders in realizing the development of the Mandalika Special Economic Zone, so that in the scenario strategy after the vision of the Central Lombok Regency Tourism Office has been updated, it becomes a picture that leads to the development of the Mandalika Special Economic Zone which has an impact on sustainability for accelerating economic development both at the regional and national levels.

Deciding

The fourth stage in the planning scenario is deciding. According to Lindgren and Bandhold (2003), deciding is "we weigh up the information, identify choices and strategies" which is the stage of deciding/considering information, identifying choices and strategies. In other words, deciding is the stage of forming a mission, where everything is decided together. The future can be monitored, assessed, and acted upon to attain a vision, while also capitalizing on opportunities and steering clear of potential threats. The decision-making phase is connected to determining which scenarios will be focused on and which strategies will be employed to achieve them (this phase involves recognizing various options and formulating strategies).

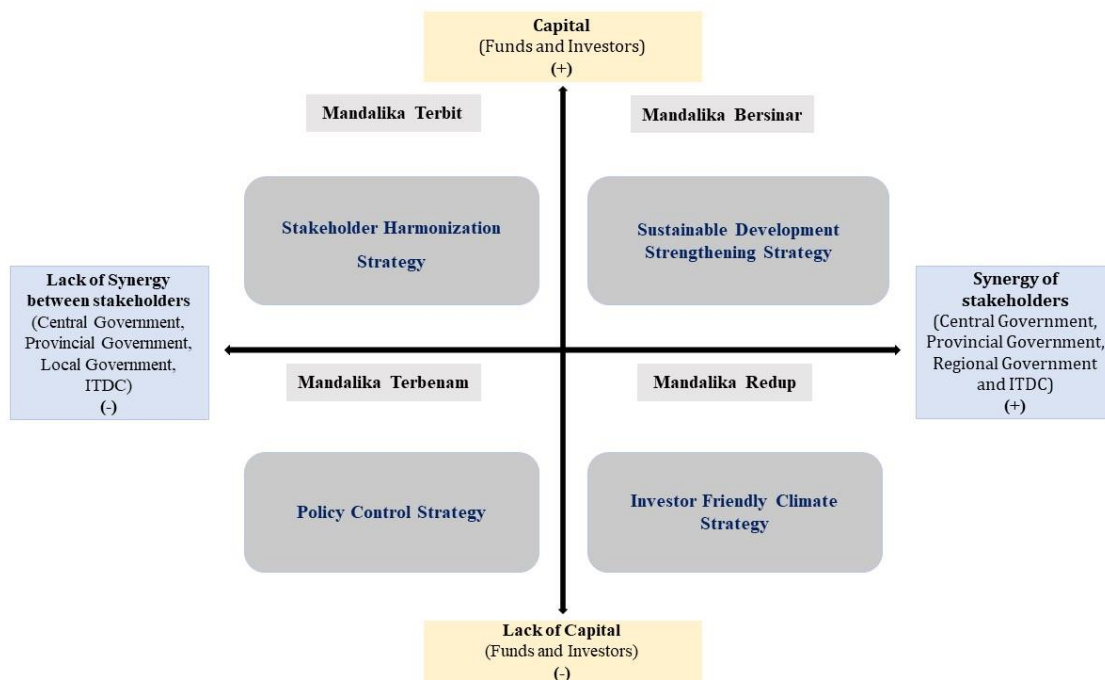


Image 4. Strategy Matrix in each scenario

The image above shows the strategy of each scenario. If one of the scenarios occurs, then the strategy can be carried out to prevent or resolve various possible future conditions. The realization of the Mandalika Special Economic Zone cannot be achieved by a single stakeholder; rather, it necessitates collaboration among all parties involved, including the central government, provincial government, local government, ITDC, and the community. Given the current state of development for the Mandalika Special Economic Zone, a strategy that is both strategic and remedial is essential. Researchers categorize policy directions and strategies into a five-year timeline as follows:

- 1. Strategy in the First Five Years (2025 until 2030)**, such as: (a) Developing a tourism industry that is responsible for the natural and socio-cultural environment and improving the welfare of the community, (b) Creating a conducive climate for Mandalika Special Economic Zone investors, (c) Conducting periodic socialization regarding special economic zone and tourism regulations, (d) Good synergy between stakeholders in the management of Mandalika Special Economic Zone, (e) Developing competitive and sustainable tourism destinations by minimizing negative impacts in terms of economy, social and environment, (f) Expanding the scope of Mandalika Special Economic Zone tourism promotion by collaborating with the media and informative promotional packaging, in order to increase tourist visits, both domestic and foreign tourists, (g) Increasing the capacity of local communities to be competitive and improve their welfare, (h) Complete comfortable and easily accessible transportation facilities for tourists.
- 2. Strategy in the Second Five Years (2031 until 2035)**, such as: (a) Improving community empowerment, community tourism awareness, (b) Strengthening community awareness, concern for tourism culture, (c) Completing the facilities needed in the Mandalika Special Economic Zone friendly and comfortable, (d) Increasing national and international transportation access to the Mandalika Special Economic Zone, (e) Packaging more attractive Mandalika Special Economic Zone tour packages according to the target market, (f) Strengthening Mandalika Special Economic Zone regulations, (g) Strengthening cooperation and synergy between stakeholders, (h) Optimizing products, services and management of the Mandalika Special Economic Zone, (i) Increasing domestic and foreign tourist visits, (j) Strengthening supervision and control over the management of the Mandalika Special Economic Zone, (k) Completion of the development of the Mandalika Special Economic Zone.

CONCLUSION

Based on the results of the analysis of the sustainability and development strategy of the Mandalika Special Economic Zone based on scenario planning, there are two things that most influence the sustainability of the Mandalika Special Economic Zone, namely Capital (Funds and Investors) and Synergy between stakeholders (Central Government, Provincial Government, Central Lombok Regional Government and ITDC). Additionally, a scenario matrix was developed by merging the two most significant factors that could emerge over the next decade, resulting in four scenarios: Mandalika Bersinar, Mandalika Terbenam, Mandalika Tenggelam, and Mandalika Terbit.

Considering the ongoing progress of the SEZ Mandalika, the focus of the policy remains on promoting investment opportunities, including the development of new tourist destinations, the development of road infrastructure, hotels. Meanwhile, in terms of synergy between stakeholders, it is still not optimal. So it is hoped that along with the increase in investment, the synergy between stakeholders will be stronger so that they are able to develop and maintain the hope of the sustainability of the Mandalika Special Economic Zone.

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