



The Role of Strategic Intelligence in Securing Major Tourism Events: A Literature Review on the Mandalika MotoGP

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ABSTRACT

This study examines the role of Strategic Intelligence (SI) in securing the Mandalika MotoGP, a Super Priority Tourism Destination in Indonesia. Adopting a non-systematic literature review, the research analyses the transition to Intelligence-Led Policing (ILP) and collaborative risk management. Findings reveal that SI serves as the core of the security architecture, integrating physical "Ring Systems," cyber defence, and "Penta-helix" stakeholder synergy. The study highlights the importance of predictive threat modelling for terrorism, cyber-attacks, and socio-agrarian conflicts. It concludes that SI enables a "soft" security model, where foresight and community participation mitigate risks while preserving the destination's branding and visitor experience.

INTRODUCTION

The global tourism landscape has undergone a profound transformation in the post-pandemic era, with "sport tourism" emerging as a high-value vertical capable of driving rapid economic recovery and infrastructure development. For emerging nations, hosting mega-sporting events—such as the Olympics, the FIFA World Cup, or the MotoGP—is a strategic calculation intended to project soft power, attract foreign direct investment, and accelerate the development of peripheral regions (Dong, 2023; Happ, 2021). Indonesia, as the largest economy in Southeast Asia, has operationalised this strategy through the development of "Five Super Priority Tourism Destinations" (DPSP), with the Mandalika Special Economic Zone (SEZ) in Lombok serving as the crown jewel of this initiative (Chandra et al., 2023; Kurniawan et al., 2023). The successful hosting of the MotoGP at the Pertamina Mandalika International Street Circuit is not merely a sporting achievement; it is a geopolitical statement affirming Indonesia's capacity to manage world-class infrastructure and ensure safety in a complex archipelago nation (Kurniawan et al., 2023; Y. H. D & Havidz Ageng Prakoso, 2022).

However, the intersection of mass tourism and high-profile international attention creates a paradox of vulnerability. The very visibility that makes mega-events attractive for nation branding also makes them lucrative targets for malicious actors seeking to disrupt state stability or garner global media attention. The security challenges at Mandalika are multifaceted, transcending the traditional boundaries of stadium security. Unlike enclosed arenas, the Mandalika circuit is a "street circuit" integrated into the local geography, surrounded by communities with historical agrarian grievances, and situated in a region prone to seismic activity (Fitriyana et al., 2025; Hallmann et al., 2024). Furthermore, the digitisation of critical infrastructure—from ticketing systems to race telemetry—introduces cyber threats that can cripple an event without a single physical shot being fired (Munabari et al., 2024; Putra & Risman, 2022).

In this volatile context, traditional "boots on the ground" policing is insufficient. The imperative shifts towards Strategic Intelligence (SI)—the ability to anticipate, assess, and mitigate risks before they materialise. SI provides the foresight necessary to navigate the evolving landscape of risk communication and management, where the public sector must effectively address both technical risks and social concerns (LEISS, 1996). It enables the transition from reactive crowd control to proactive Intelligence-Led Policing (ILP), a paradigm that uses data analysis and criminal intelligence to guide operational decision-making and resource allocation (Mohammed Ibrahim Alblooshi & Kassim, 2022; Ratcliffe, 2003).

The primary objective of this article is to explore the role of Strategic Intelligence in the security governance of the Mandalika MotoGP. It seeks to answer how SI informs the operational frameworks of the Indonesian National Police (Polri) and the Indonesian National Armed Forces (TNI), how it facilitates collaboration among diverse stakeholders (the Penta-helix), and how it addresses the unique socio-political and technological risks associated with the event. By analysing the mechanisms of "Operasi Mandalika Rinjani," the cyber-defence strategies of the National Cyber and Encryption Agency (BSSN), and the

community engagement tactics used to mitigate local unrest, this paper aims to provide a comprehensive dissection of modern tourism security architecture. This research posits that SI is not just a support function but the defining element of the Mandalika security model, enabling a delicate balance between the "hard" requirements of state security and the "soft" imperatives of the tourism experience.

LITERATURE REVIEW

The Paradigm of Strategic Intelligence in Tourism

Historically, intelligence in the business and tourism sectors has been synonymous with "competitive intelligence" – the gathering of market data to gain a competitive edge (Lim & Kumar, 2024). However, the post-9/11 security environment and the subsequent rise of global instability have necessitated a redefinition. Strategic Intelligence (SI) in the context of significant events is now understood as a holistic governance tool used to anticipate disruptions and inform high-level policy (Hallmann et al., 2024).

According to recent studies, SI allows policymakers to "tool up for agility," providing the anticipatory evidence needed to stress-test systems against potential shocks, whether they be terrorist attacks, health pandemics, or supply chain collapses (Dong, 2023; Kusuma Dewi, 2024). In the tourism sector, SI involves continuously scanning the environment (horizon scanning) to detect weak signals of emerging threats. This transcends tactical intelligence, which focuses on immediate operational support, and instead concentrates on long-term trends and systemic vulnerabilities. For the Mandalika MotoGP, SI serves as the bridge between national security objectives (sovereignty, stability) and tourism objectives (visitor satisfaction, brand reputation), ensuring that security measures enhance rather than impede the visitor experience (Chandra et al., 2023; Putra & Risman, 2022).

Intelligence-Led Policing (ILP): Theory and Application

Intelligence-Led Policing (ILP) represents a significant evolution in law enforcement philosophy, originating in the United Kingdom and gaining global traction as a standard for managing complex criminal environments (Ratcliffe, 2003). ILP posits that police operations should be guided by the assessment and management of risk, rather than by traditional reactive responses to crime reports.

The literature identifies ILP as particularly critical for "Mega-Events," where the volume of people and the diversity of threats overwhelm standard policing capacities (Mohammed Ibrahim Alblooshi & Kassim, 2022). In the context of Indonesia, scholars note that Polri has progressively institutionalised ILP principles, moving towards a "Predictive Policing" model. This involves the fusion of Human Intelligence (HUMINT) gathered from community interactions with Open Source Intelligence (OSINT) from social media monitoring and Signals Intelligence (SIGINT) (Mohammed Ibrahim Alblooshi & Kassim, 2022; Munabari et al., 2024). The literature on the Mandalika security operations highlights the use of ILP to map "crime hotspots" and "social friction points" (such as land disputes) months in advance, allowing for preventive interventions – a

core tenet of the ILP doctrine (Putra & Risman, 2022; Y. H. D & Havidz Ageng Prakoso, 2022).

The "Risk Society" and Security Governance

Understanding the vulnerability of modern tourism requires analysing the evolution of risk management. As LEISS (1996) argues, we have moved into a phase where public and private sector institutions must recognise their responsibility to deal adequately with both risk assessment and risk communication. In tourism, this manifests as the industry's susceptibility to external shocks, a phenomenon referred to by researchers as the "Vulnerability Paradox" (Hallmann et al., 2024).

Security governance in this environment cannot be the sole domain of the state. It requires a "collaborative turn," leading to the emergence of multi-level governance frameworks. The literature on Special Economic Zones (SEZs), such as Mandalika, emphasises the "Penta-helix" model, which advocates for the synergistic collaboration of five sectors: Government, Academia, Business, Community, and Media (Kirana & Artisa, 2020; Pattaray et al., 2025). Effective security governance, therefore, relies on the interoperability of these actors. For instance, intelligence regarding a potential protest is useless if not communicated effectively to the private security managing the venue gates or the media teams managing public perception (González-García et al., 2022). This collaborative approach is essential for establishing "Tourism Resilience," ensuring that the destination can absorb shocks and recover quickly (Hallmann et al., 2024).

Securitisation Theory and Nation Branding

The "Securitisation of Tourism" refers to the process by which tourism issues are framed as existential threats requiring extraordinary measures (Putra & Risman, 2022). While necessary for safety, excessive securitisation can lead to a "dystopic" environment that repels tourists – the very demographic the event aims to attract (Aragonés-Jericó et al., 2023; González-García et al., 2022). Critical tourism scholars argue that security measures must be "performative" in a positive sense, contributing to the destination's brand image. This concept is linked to "Nation Branding," where the successful execution of a secure event enhances a country's reputation for competence and stability (Kurniawan et al., 2023). The literature suggests that for Indonesia, the Mandalika MotoGP is a diplomatic instrument. The security operation is not just about preventing crime; it is about projecting an image of a "Safe and Secure Indonesia" to the global community, thereby boosting the Nation Brand Index (NBI) (Kurniawan et al., 2023; Y. H. D & Havidz Ageng Prakoso, 2022).

METHODOLOGY

This study utilises a non-systematic literature review methodology to conduct a comprehensive analysis of the role of strategic intelligence in securing the Mandalika MotoGP. Given the relatively recent emergence of this specific security phenomenon (2021–2024), a flexible narrative approach was chosen over a systematic review to incorporate a broader range of sources, including "grey literature" from government bodies like BSSN and Polri, which provide essential

operational details often absent in peer-reviewed journals (Getz, 2008; Happ, 2021). The research draws upon a curated dataset of snippets and academic articles selected through rigorous inclusion criteria, prioritising thematic relevance to intelligence and tourism security, authoritative sources from Indonesian state institutions and reputable journals, and recency, focusing on literature published between 2020 and 2025 to reflect the current security landscape (Chandra et al., 2023; Fitriyana et al., 2025).

The collected data were then subjected to a thematic analysis framework, categorising information into three core pillars: Governance and Regulatory Frameworks, which examines the legal structures and state capitalism in tourism (Pattaray et al., 2025); Operational Security Tactics, which analyses specific measures like the "Ring System" and personnel deployment (Kurniawan et al., 2023; Y. H. D & Havidz Ageng Prakoso, 2022); and Technological and Social Dimensions, which evaluates cybersecurity integration and community engagement strategies (Munabari et al., 2024). This design enables the construction of a holistic narrative connecting high-level strategic theory with on-the-ground tactical reality.

RESEARCH RESULT

The Strategic Threat Landscape

Strategic Intelligence at Mandalika is predicated on a comprehensive "Threat Assessment" that goes beyond simple criminality. The literature enables the development of a typology of threats that intelligence agencies must monitor and mitigate. This landscape is characterised by its asymmetry and diversity. Physical security concerns include terrorism (sleeper cells), sabotage of track infrastructure, unauthorised drone incursions, and VVIP assassination attempts, which are met with the deployment of Densus 88, Anti-Drone Radar Systems, and secure perimeter rings (Kurniawan et al., 2023; Kusuma Dewi, 2024). Social stability threats encompass agrarian conflict (land disputes), demonstrations blocking access routes, local crime, and friction between locals and visitors. Intelligence agencies respond to these threats through Human Intelligence (HUMINT) gathering in buffer villages, community dialogue, and a "soft approach" to policing (Kirana & Artisa, 2020; Y. H. D & Havidz Ageng Prakoso, 2022). Cyber domain risks include ransomware attacks on ticketing/telemetry systems, data breaches, Wi-Fi spoofing, and website defacement, which are mitigated by Cyber Maturity Assessments and a 24/7 Security Operations Centre (SOC) managed by BSSN and Cyber Crime Polri (Munabari et al., 2024; Putra & Risman, 2022). Environmental and reputational threats are also significant, with real-time monitoring and crisis communication protocols in place to manage seismic activity, extreme weather, and harmful viral content (Fitriyana et al., 2025; Kim, 2022).

The Operational Security Architecture: Operasi Mandalika Rinjani

The operational manifestation of strategic intelligence is the "Operasi Mandalika Rinjani," a recurring operation that is sophisticated, intelligence-driven, and utilises a spatial "Ring System" to filter threats. The operation is managed through a centralised Command Centre (Posko) that integrates data

feeds from CCTV, body cameras, and drone surveillance, ensuring a single operational picture for all agencies (Happ, 2021; Putra & Risman, 2022). Security is organised into concentric circles of control: Ring 1 (The Core) includes the Paddock and Race Track with restricted access; Ring 2 (The Inner Perimeter) covers grandstands and commercial zones; and Ring 3 (The Outer Perimeter) encompasses access roads and surrounding villages, focusing on traffic filtration and territorial security (Kurniawan et al., 2023; Y. H. D & Havidz Ageng Prakoso, 2022). The massive personnel deployment of over 3,000 Polri personnel is guided by intelligence heat maps that predict crowd density and potential friction points, ensuring resources are allocated effectively.

Technological Integration: Cyber Sovereignty and Airspace Defence

The research highlights a significant leap in the integration of advanced technology into the security apparatus, reflecting a modernisation of Indonesian statecraft. The involvement of the National Cyber and Encryption Agency (BSSN) is critical, with assessments indicating a strong cyber maturity level in managing event infrastructure, suggesting a robust and proactive defence posture (Munabari et al., 2024; Putra & Risman, 2022). Furthermore, the establishment of drone monitoring posts demonstrates the use of tactical technology to enforce a No-Fly Zone. Utilising radar and signal jammers, security forces can detect and neutralise unauthorised drones that could pose physical risks to riders or be used for illegal surveillance (Kurniawan et al., 2023).

Stakeholder Collaboration Matrix: The Penta-Helix in Action

Security at Mandalika is not a unilateral police undertaking; it is a collective effort involving the "Penta-helix" of stakeholders. The literature reveals a structured division of labour where each entity contributes specific intelligence and capabilities. Polri (National Police) acts as the Lead Agency, responsible for domestic threat assessment, criminal intelligence (Satintelkam), and ILP coordination (Mohammed Ibrahim Alblooshi & Kassim, 2022; Ratcliffe, 2003). TNI (Armed Forces) focuses on Defence Intelligence by monitoring external threats and providing Ring 1 support (Kurniawan et al., 2023). BSSN (Cyber Agency) provides Cyber Intelligence through vulnerability scanning and incident response planning (Munabari et al., 2024). ITDC / MGPA contributes Venue Intelligence via infrastructure data and crowd analytics (Chandra et al., 2023; Pattaray et al., 2025). Finally, Local Government and the Community offer Social Intelligence by monitoring community sentiment and identifying agrarian grievances, with operational roles involving conflict resolution and local security groups, such as Pecalang (González-García et al., 2022; Kirana & Artisa, 2020).

DISCUSSION

The Paradigm Shift: From Reaction to Pre-emption

The most significant trend identified is a definitive shift from reactive policing to Proactive Security, driven by Strategic Intelligence. In previous eras, security for large gatherings in Indonesia often relied on the "show of force" – a visible mass of personnel intended to deter crime through presence. However, the Mandalika operation is characterised by "Early Detection" (Deteksi Dini) and

"Early Warning" (Peringatan Dini) (Mohammed Ibrahim Alblooshi & Kassim, 2022; Ratcliffe, 2003). The high stakes of the event necessitate this shift. A security failure at Mandalika is not merely a local public order issue; it is a strategic blow to Indonesia's "Nation Branding" and diplomatic standing (Kurniawan et al., 2023). Therefore, SI serves as an insurance policy for the state's reputation. By identifying risks—such as the potential for land dispute protests—months in advance, authorities can engage in "preventive negotiation," neutralising the threat before it manifests as a blockade on race day (Pattaray et al., 2025).

The Paradox of Securitisation: Balancing "Hard" and "Soft" Power

The intense security apparatus deployed at Mandalika represents the "Securitisation of Tourism," a concept that carries inherent tensions. Tourism is an industry based on leisure, openness, and relaxation, whereas security is based on control, surveillance, and restriction (Putra & Risman, 2022). The implementation of the "Ring System" and the deployment of thousands of uniformed personnel effectively militarised the tourism zone. However, the literature suggests that the Indonesian approach attempts to mitigate this "dystopic" atmosphere through "Soft Security" measures. The integration of local community security (Pecalang) and the emphasis on "humanist" policing strategies are designed to mask the hard edges of the state's coercive power. By involving local stakeholders in the security framework—turning them into partners rather than subjects of surveillance—the state fosters a sense of ownership over the event (Kirana & Artisa, 2020).

Cyber Sovereignty as a Security Pillar

The prominent role of BSSN and the rigorous "Cyber Maturity" assessments of stakeholders like Pertamina highlight a critical evolution in how "security" is defined. The Mandalika MotoGP is a broadcast event; its primary product is data (video feeds, telemetry, timing). Therefore, the digital infrastructure is as critical as the physical track. The intelligence required to secure this domain—monitoring the dark web for threats and stress-testing networks—requires a level of sophistication that moves beyond traditional policing into the realm of national defence (Munabari et al., 2024).

CONCLUSIONS AND RECOMMENDATIONS

The securitisation of the Mandalika MotoGP serves as a microcosm of modern Indonesian statecraft, where the domains of tourism, economic development, and national security converge. This literature review demonstrates that Strategic Intelligence is the foundational element that enables this convergence to occur effectively. Foresight serves as the first line of defence, where SI provides the necessary capabilities to manage a complex, asymmetric threat landscape. The transition to Intelligence-Led Policing has allowed Polri and associated agencies to move from reactive containment to proactive prevention, utilising data to deploy resources efficiently. Furthermore, holistic integration defines the Mandalika security architecture, successfully bridging the physical (TNI/Polri rings), the digital (BSSN cyber defence), and the social (community engagement). This multi-domain approach creates a robust defence

that is difficult for adversaries to exploit. Collaborative governance is the key to this success, as operations are contingent on the "Penta-helix" collaboration. Ultimately, security functions as a form of nation branding, contributing to the resilience of the destination and demonstrating Indonesia's capability to host world-class events amidst global uncertainties.

Based on the research findings, several recommendations are proposed for stakeholders to enhance the security and sustainability of major tourism events. First, there is a critical need for capacity building among human resources in the intelligence and security sectors; specific training in modern intelligence analysis and digital forensics should be prioritised to address evolving cyber threats (Munabari et al., 2024). Second, stakeholders should establish well-defined Standard Operating Procedures (SOPs) and systematic documentation for security operations and tourist handling to ensure consistency and reliability across annual events. Third, strengthening community engagement is vital; security strategies must actively involve local communities and traditional security elements, such as Pecalang, to mitigate social friction and ensure cultural sensitivity in security applications (Pattaray et al., 2025). Finally, authorities are recommended to further optimise technological integration, specifically by utilising Artificial Intelligence (AI) and drone surveillance for real-time threat detection and monitoring, to secure high-profile events effectively.

ADVANCED RESEARCH

This review provides a comprehensive overview of the current security landscape at Mandalika, yet it is subject to certain limitations. The primary limitation lies in the reliance on existing literature and secondary data, which may not fully capture the real-time operational nuances or the long-term sociological impacts of security measures on the local population. Additionally, the specific context of the Mandalika MotoGP as a unique "street circuit" event may limit the generalizability of findings to other types of tourism destinations. The focus on short-term event security also leaves a gap in understanding the enduring effects of "securitisation" on the daily lives of the indigenous Sasak communities.

To address these gaps, future research should prioritise longitudinal studies to investigate the long-term psychological and social impacts of recurring, high-intensity security operations on local communities. Does the annual "militarisation" of their region lead to "security fatigue" or lasting changes in social cohesion? Another vital area for inquiry is the ethics of algorithmic policing. As AI and predictive modelling become more embedded in event security (e.g., facial recognition at gates), rigorous research is needed into the ethical implications and the potential for algorithmic bias, particularly within the diverse demographic context of Indonesia. Finally, an economic cost-benefit analysis of security is necessary; a quantitative study analysing the financial costs of these massive security operations (deployment of 3,000+ personnel, technology procurement) versus the actual economic retention from the event would provide valuable insights for sustainable policy planning.

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