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**INTEGRATIVE MODEL OF CONSERVATION PARTNERSHIP IN THE  
CONTEXT OF COMMUNITY EMPOWERMENT AND ECOSYSTEM  
RESTORATION IN BALURAN SITUBONDO NATIONAL PARK, EAST JAVA**

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**Abstract:** Baluran National Park is a nature conservation area that has an original ecosystem managed with a zoning system that is used for research, science, education, supporting cultivation, tourism and recreation. Although Baluran National Park is used in accordance with laws and regulations, it is not free from problems. The problems faced are among others related to spatial planning ( zoning) of national parks, especially those related to special zoning, animal hunting, *illegal logging*, maximizing community involvement in national park management, regulations related to national parks. Problems can stem from the weak synergy of national park management carried out by the government and the community, resulting in conflicts related to the management of Baluran national park. Conflicts that occur in Baluran national park do not only involve the community around the national park, but if other parties are related to collaborative management of the national park itself. This research is needed to photograph and analyze the integrated model of conservation partnerships carried out by Baluran national park as one of the efforts to handle tenure conflicts and provide access for communities around the national park, in order to establish synergy in the empowerment of national parks, communities and the sustainability of Baluran national park. In addition, how the regulations that have been established can be the basis for implementing the use of Baluran national park to achieve the set goals.

**Keywords:** *Integrative model of conservation partnership, Baluran National Park, Community*

## **1. Introduction**

Baluran National Park (TNB) is one of the national parks in Indonesia located in Situbondo, East Java. Many problems faced by TNB are related to the access of the community around TNB with TNB managers. Efforts to resolve conflicts continue to be carried out, one of which in 2019 has been an effort to resolve land maintenance conflicts with the Labuhan Merak special zone community through a conservation partnership program. This program is implemented with the aim of increasing

understanding of conservation values and improving the economic welfare of the community. In this program, Balai TNB involves various *stakeholders* so that they can participate collaboratively in realizing the success of conservation partnerships.

The conflicts that occur in TNB, show the high dependence of the community on conservation areas. These conflicts also show dilemmas in the management of conservation areas, especially related dengan akses masyarakat terhadap kawasan konservasi.

Di satu sisi, pemerintah harus secara optimal menjamin kehidupan dan The welfare of communities in and around conservation areas, but on the other hand the government must limit community access to conservation areas in order to maintain their conservation functions. In order to balance the interests of conservation and ensure the lives and welfare of people in and around conservation areas, the government has issued various laws and regulations that guarantee access to communities to use conservation areas. Various laws and regulations ranging from government regulations, regulations of the Minister of Forestry to the last one is the Regulation of the Director General of Natural Resources and Ecosystem Conservation No. P.6/KSDAE/SET/Kum.1/6/2018 concerning Technical Guidelines for Conservation Partnerships in Nature Reserve Areas and Nature Conservation Areas.

Conservation partnership is defined as cooperation between the head of the area management unit or permit holder in a conservation area with the local community based on the principles of mutual respect, mutual trust, and mutual benefit. Conservation partnerships in their implementation are divided into 2 main types of activities, namely conservation partnerships in the context of empowering local communities and conservation partnerships in the context of ecosystem recovery. The form of conservation partnership in the context of empowering local communities can be in the form of providing access and cooperation between permit holders in conservation areas and local

communities. Related to the form of cooperative partnerships between permit holders in conservation areas and local communities, its implementation is facilitated by technical implementation units and carried out in accordance with the provisions of laws and regulations.

This study was designed to photograph and analyze the model of conservation partnerships carried out by TNB with surrounding communities and other stakeholders whether it has contributed greatly to conflict resolution, economic security and sustainability in TNB. conservation partnerships in TNB. Conservation partnerships carried out in TNB involving parties, namely technical implementation units with surrounding communities and *stakeholders* in the form of utilization permits in the form of utilization cooperation contained in the cooperation agreement. Therefore, this research is important because in the TNB area live people whose existence has existed both before and after the area was designated as TNB. Conservation partnerships are expected to be a solution to these problems. The problems arranged are as follows: how is the integrative model of conservation partnerships in TNB a solution to conflict resolution and community involvement in the use of TNB as an effort to improve the welfare of the TNB community.

## **2. Method**

### **2.1 Types of Research**

The type of research used is sociolegal research, by conducting research by reviewing laws and regulations and connecting with practices that occur in the field or community,

whether laws and regulations have met community expectations. Law No. 5 of 1990 tentang Conservation of Biological Natural Resources and Their Ecosystems Together with its implementing regulation, Law Number 41 of 1999 concerning Forestry and its implementing regulations relating to national parks. Baluran national park is one of the designated national parks that has the function of a nature conservation area that can be used other than as a conservation area.

## 2.2 Method of Approach

The research approach used qualitatively, this approach is carried out by analyzing the integrative model of TNB conservation partnerships associated with providing access to communities around national parks through community empowerment in the form of utilization cooperation.

## 2.3 Research Location

The location of this research carried out in Baluran national park was chosen because there are several problems that arise related to the use of TNB, not only as a conservation area, but can also be used for tourism, research, and education. Conflicts over the use of TNB occur because of the lack of access for the surrounding community, while their lives depend on the existence of TNB.

## 2.4 Data Sources

Primary data, primary data from this study is an integrative model of conservation partnerships carried out in TNB which not only opens access to utilization but can also be used as a solution in handling conflicts that occur in TNB. Secondary data, namely data

obtained from books, laws and regulations, documents related to the issues to be discussed, related to natural resources, natural resource conservation, agrarian, and national parks

## 2.5 Data Collection Techniques

Data collection techniques used in this study are: Interviews with informants, namely the technical implementation unit of TNB and the surrounding community.

## 2.6 Data Analysis Techniques

The data obtained are then analyzed qualitatively. Qualitative analysis is carried out by describing and describing data and facts resulting from a study in the field with an interpretation, evaluation, and general knowledge. The data is then analyzed by the inductive method, which is a way of thinking based on general facts followed by drawing specific conclusions to propose suggestions, and the processed data is then analyzed using interpreting the data and presenting it in sentence form to answer problems in the next chapters.

## 3. Result and Discussion

### 3.1 Conservation partnerships Synergize Economic and Ecological Aspects

Conservation policy as an integral part of sustainable development today still faces a variety of very severe challenges as well as complex and interrelated problems. The Right to Control the State is a concept used by the Government to control natural resources as contained in the constitution and Law Number 5 of 1960 concerning Basic Regulations on Agrarian Principles as a policy basis to ignore the rights of the community to natural resources. The debate over the

meaning of the word land 'controlled' or 'owned' by the State is used narrowly by the government so as to allow the government to make decisions to exploit natural resources by ignoring the rights of the community. The character of natural resources and environmental management policies in Indonesia is very massive and exploitative after the issuance of Law Number 1 of 1967 concerning Foreign Direct Investment, this is what aggravates the management of natural resources. In addition, the pattern of natural resource management is centralized with a homogenization approach. Another weakness is the policies and laws and regulations of natural resource management and conservation so far there is still a thick sectoral orientation. Each sectoral agency or sector only thinks about its task areas and interests without seeing any opportunities for coordination, communication or even cooperation for the realization of more efficient, effective and sustainable natural resource management. Conservation areas designated by the government, some are former HPH areas that have previously experienced encroachment

In other words, the still strong sectoral ego has hindered coordination and cooperation in sustainable natural resource management. A further result of this trend is the compartmentalization of natural resource areas based on administrative boundaries and political and economic interests. The same object can be a land of exploitation and a battle for the interests of various sectors. Finally, there is environmental degradation and a significant affirmation of conservation of biological natural resources. Until now, the management of forest areas in Indonesia refers to legislation in the field of forestry, namely

Law No. 41 of 1999 concerning Forestry and Law No. 5 of 1990 concerning Conservation of Biological Natural Resources and their Ecosystems. In the legislation, forest areas are divided into several statuses, namely: state forests and forest rights. Forests are also functionally divided into protection functions, production functions and conservation functions. Article 1 letter I of Law Number 41 of 1999 concerning Forest explains that conservation forests are forest areas with certain characteristics that have the main function of preserving plant and animal diversity and their ecosystems. Conservation areas in Indonesia are divided into Nature Reserve Areas and Nature Conservation Areas. This area is under the authority of the Directorate General of Forest Protection and Nature Conservation of the Ministry of Forestry. At the regional location level, the National Park Office is the institution in charge of managing the National Park.

[1] *effective representative system and democratic decentralization*) [1] *strong, professional and reliable bureaucracy*); (4) Civil society that cares about the conservation of strong natural resources so that it is able to carry out the function of public control (*strong and participatory society*), [1] Natural resource conservation areas in their management need to be established conservation area management units often cause conflicts between the government and communities who have already lived or operated in the conservation area. One example is conflicts between communities and national parks, occurring both before and

after conservation areas are designated as national parks. These conflicts show the high dependence of communities on conservation areas or forest resources. In a broader spectrum, for example, of the 75,436 villages across Indonesia, 14 more than 25,800 villages are in and around forests, 15 and 6,381 of which are in conservation areas [2] The existence of differences in perception between local/indigenous communities and the government is one of the main causes of boundary conflicts in national parks [3]

One of the policies to resolve the conflict is with the policy of the Conservation Partnership. Partnership can be defined as a form of cooperation between stakeholders that mutually benefit each other in achieving common goals. The values that exist in this partnership concept are the concept of mutual trust, mutual benefit and mutual assistance The concept of partnership according to Christ (2008), is a concept of cooperation that focuses on the aspect of "caring": which gives mutual empathy and attention to partners so as to produce benefits and benefits (Surono, 2008). Partnerships or community involvement in forest management are nothing new for the Indonesian government. Community involvement in forest management since the inception of Law No. 5/1990 until now [4].

The results of this study [5] state that the institutional strength of local communities is important to build social capital and learning for local communities in the region to become independent and contribute positively to the conservation of national parks. The results of this study are in accordance with the results of research conducted in

several places in the world such as Zimbabwe which states that the role of institutional and collaboration have a strong effect on the success of biodiversity on the conservation of national parks and in accordance with the results of a review of national park forest management for 40 years in several countries in the world all of which concluded that strong institutional capacity of local communities is needed to form social capital and also for learning for local communities so that they can become independent.

Community empowerment in conservation forests is an interesting concept, as well as challenging for community development activists around forests because it involves two sides of empowerment, namely economic empowerment and ecological empowerment. It becomes challenging because conservation interests are always at odds with economic interests. Meeting these two interests is not easy, although in some cases, the concept of ecotourism becomes a meeting point. Understanding the concept of empowerment will help explain the empowerment processes that have been built, why some have succeeded and some have not shown much change. The empowerment process should emphasize the process of giving or transferring some power, power or ability to the community to be more empowered and encourage or motivate individuals so that they have the ability or empowerment to determine what is their life choice through the process of dialogue. Furthermore, empowerment can only be done through the process of community participation.

Empowering the community is an effort to increase community

participation and independence through a participatory approach so that the community has an open space to develop creative potential, control the environment and its own resources. Meanwhile, according to Noor[6] In order to empower the community, it can be studied from three aspects, namely: (a). *Enabling*, creating an atmosphere that allows the potential of the community to develop; (b) *empowering*, strengthening the potential of the community in various opportunities that will make the community more empowered; (c). *Protecting*, protecting and defending the interests of the weak.

Based on the Zoning Book of Baluran National Park Office in 2016 (, the oldest national park in Indonesia has an area of 25,000 hectares, consisting of 26,990.3 hectares of land and 2,051.68 hectares of marine waters, with zoning consisting of the Core Zone covering an area of 6,920.18 hectares (27.68 percent), the Jungle Zone of about 12,604.14 hectares (50.42 percent), the Marine Protection Zone covering an area of 1,174.96 hectares (4.70 percent), The Utilization Zone is around 1,856.51 hectares (7.43 percent), the Traditional Zone is 1,340.21 hectares (5.36 hectares), the Rehabilitation Zone is 365.81 (1.46 percent) and the Special Zone is around 738.19 hectares (2.5 percent). The latest regulation states the total area of Baluran National Park to be 29,041.68 hectares from 26,990 hectares of land and 2,051.98 hectares of marine waters.

Baluran National Park has 3 (three) main functions, namely: (1) the function of protecting life support systems, (2) preserving the diversity of

plant and animal species and (3) sustainable use of biological natural resources and their ecosystems in Baluran National Park. These three main functions can be utilized for research, science, education, supporting cultivation, culture, recreation and tourism, of course, paying attention to the sustainability and sustainability of biological natural resources and ecosystems in Baluran National Park. The high potential and natural charm of Baluran National Park, is a special attraction for tourists, both foreign tourists and domestic tourists to visit and enjoy it. Baluran National Park as one of the conservation areas in which has a variety of flora and fauna and ecosystems has a variety of benefits both *tangible* benefits (in limited scale utilization) and *intangible* benefits, in the form of environmental service products, such as clean air and natural scenery. Both benefits are in the same time and space, so a form of policy is needed that is able to regulate the allocation of resources in relation to meeting the needs of the community while taking into account the carrying capacity of the environment and socio-economic aspects of the surrounding community.

Socio-Economic and Cultural Conditions of the Community Baluran National Park area is bordered by two villages, namely Wonorejo Village and Sumberanyar Village. Most of the people make a living as farmers and farm laborers. Its dry climatic conditions with a long dry season make agricultural output in this area less good. To support their lives, residents around the area often enter the forest to look for tamarind fruit, acacia

seeds, candlenut, gadung, reneck wood and pupus gebang. Other livelihoods of the population are fishermen, ranchers, traders, civil servants and self-employed and others.

Conservation partnerships with an emphasis on community access to Baluran National Park area and ecosystem restoration must synergize the use of national parks as an effort to increase the economic value of national parks and communities in achieving the goals of people's prosperity. Conservation partnerships allow communities to easily and at any time report any incident on their arable land to national park management.[3] Between cultivators will not interfere or take other people's land because of the clarity of the boundaries of arable land in detailed maps so as not to cause conflicts.[7] Access can be granted by granting permits with a cooperation agreement between the UPT Baluran national park management and the community. The monitoring mechanism of national parks must be periodically carried out by taking into account conservation principles, namely protection, preservation and sustainable use and harmonizing integration between economic, ecological and environmental aspects, so that the objectives of conservation partnerships can be realized not only in economic aspects, but also ecological aspects.

### 3.2 Integrative Model of Conservation Partnerships in National Parks

Collaborative management is a concept of natural resource management that involves two or more parties, where they jointly negotiate, determine and

ensure the fair running of cooperation mechanisms in terms of management functions, entitlements and responsibilities in an area. Collaborative management in the management of conservation areas has been initiated in the Regulation of the Minister of Forestry Number 19 of 2004 in Nature Reserve Areas (KSA) and Nature Conservation Areas (KPA) and some of these articles explain the mechanism of the Cooperation Agreement. Then Permenhut No. 85 of 2014 and PermenLHK No. 44 of 2017 in the KSA and KPA partnership procedures recontain the procedures for the Cooperation Agreement (PKS). MCC is an agreement (either oral or written) made by two or more parties where each party enters into an agreement in rights and obligations and agreements that are binding in law or on a family basis will obey the agreement for a common purpose. [8]

The Ministry of Environment and Forestry issued one of the policies that prioritizes the development and empowerment of communities around the area through the Conservation Partnership policy. Conservation partnership itself in the Regulation of the Director General of Natural Resources and Ecosystem Conservation Number P.6/KSDAE/SET/Kum.1/6/2018 concerning Technical Guidelines for Conservation Partnerships in Nature Reserve Areas and Nature Conservation Areas, is interpreted as cooperation between the head of the area management unit or permit holder in the conservation area with the local community based on the principles of mutual respect, mutual trust, and mutual benefit.

Conservation partnerships in their implementation are divided into 2 main types of activities, namely conservation partnerships in the context of empowering local communities and conservation partnerships in the context of ecosystem recovery. The form of conservation partnership in the context of empowering local communities can be in the form of providing access and cooperation between permit holders in conservation areas and local communities. The form of partnership to provide access can be further divided into several forms of activities, among others, namely the collection of non-timber forest products, traditional cultivation, traditional hunting for unprotected species, traditional use of limited aquatic resources for unprotected species, and limited natural tourism. Regarding the form of cooperative partnerships between permit holders in conservation areas and local communities, its implementation is facilitated by UPT and carried out in accordance with the provisions of laws and regulations. The location of conservation partnerships in the context of empowering local communities is directed at traditional zones/blocks and KPA utilization blocks by considering accessibility, community welfare levels, and the potential of non-timber forest resources/unprotected waters. Conservation partners for conservation partnerships in the context of community empowerment can be individuals, community groups and/or village governments.

Regulation of the Directorate General of Conservation of Biological Natural Resources and Ecosystems

Number 6 of 2018 concerning the Guidelines for the Preparation of Cooperation Manuscripts is a mandate of three regulations,[4] namely: (a) Regulation of the Minister of Environment and Forestry Number 83 of 2016 *concerning Social Forestry*, Article 49 paragraph (2) states that: *"the technical provisions of forestry partnerships in conservation areas as referred to in paragraph (1) are further regulated by the Director General in charge of Natural Resources and Ecosystem Conservation*, (b) Regulation of the Minister of Environment and Forestry Number 43 of 2017, Articles 13, 14 and 15, observing these three articles, actually only Article 14 and Article 15 mandate further regulation of the Regulation of the Minister of Environment and Forestry Number 43 of 2017, namely against: (a) collection procedures and requirements for granting access to collection of non-timber forest products; and (b) the location of traditional use activities, and (c) Regulation of the Minister of Environment and Forestry Number 44 of 2017, Article 12A paragraph (4).

If you look at the mandate which is also a consideration considering the Regulation of the Directorate General of Conservation of Biological Natural Resources and Ecosystems Number 6 of 2018, then actually the Regulation of the Directorate General of Conservation of Biological Natural Resources and Ecosystems Number 6 of 2018 combines the spirit of change in the three regulations. The spirit of change in the Regulation of the Directorate General of Conservation of Biological Natural Resources and Ecosystems Number 6 of 2018 then distinguishes it from

partnerships or community involvement in conservation area management as stipulated in the seven regulations reviewed in Part II.1. Partnership (Conservation) Before the Regulation of the Directorate General of Conservation of Biological Resources and Ecosystems Number 6 of 2018 The spirit of change includes: *first, the Regulation of the Directorate General of Conservation of Biological Natural Resources and Ecosystems Number 6 of 2018 positions the community as partners in the management of conservation areas. This means that community involvement starts from proposing conservation partnerships to conservation area management units, preparing partnership plans, implementing conservation partnerships, and monitoring and evaluating the implementation of conservation partnerships. This first spirit was inspired by the Regulation of the Minister of Environment and Forestry Number 83 of 2016 which regulates social forestry.*

The acquisition of social forestry schemes, both for village forest concession rights, community forest utilization business permits, timber forest product utilization business licenses in community plantation forests, forestry partnerships, and customary forests are actively proposed by the community as stipulated in Article 8, Article 13, Article 19, Article. 24, Article 30. 30, Article 35, Article 44, and Article 50. *Second, the Regulation of the Directorate General of Conservation of Biological Natural Resources and Ecosystems Number 6 of 2018 positions the community as equal partners in the management of conservation areas. This can be seen from the conservation partnership legalization scheme which uses a cooperation agreement scheme, instead of using a permit scheme. Third, the Regulation of the Directorate General of Conservation of Biological Natural Resources and*

*Ecosystems Number 6 of 2018 regulates two scopes of conservation partnerships, namely: conservation partnerships in the context of community empowerment and conservation partnerships in the context of ecosystem recovery. These two schemes combine community empowerment schemes as stipulated in the Regulation of the Minister of Environment and Forestry Number 43 of 2017 and ecosystem restoration schemes as stipulated in the Regulation of the Minister of Environment and Forestry Number 43 of 2017. These two schemes guarantee the use of non-timber forest products (NTFPs) obtained from conservation areas. The implementation of conservation partnerships as stipulated in the Regulation of the Directorate General of Conservation of Biological Natural Resources and Ecosystems Number 6 of 2018 there are 10 new ways of managing conservation areas.[2] The 10 (ten) new methods include: (a) positioning the community as the subject or main actor in various models of conservation area management; [2] (b) respect for human rights by seeking conflict resolution through dialogue by encouraging the development of a resource-based creative economy within conservation areas; [2] (c) cooperation across Echelon I of the Ministry of Environment and Forestry in order to optimize the management of conservation areas; [2] (d) cross-ministerial cooperation, to achieve synergy and integration of programs since the planning, implementation, and monitoring and evaluation stages; [2]. (e) respect for cultural and customary values to find a conservation area management model that is in accordance with local cultural values and geopolitical, socio-economic dynamics that occur around the conservation area;[2] (f) Multilevel leadership to be able to embrace and get management support at all levels of*

leadership (central government, local government, village government, and indigenous elders); [2] (g) Science-based decision making and accurate, *up-to-date*, and valid data from the field, as well as based on correct analysis in accordance with the rules of science; [2] (h) Resort-based management in conservation areas; [2] (i) reward and mentoring staff who have good and innovative performance; (j) build learning organizations that constantly document good practices in conservation area management, then try to replicate them in other conservation areas. [2]

Conservation partnership agreements should regulate not only community access to conservation areas but also how ecosystem restoration should also be outlined in the agreement, which can then be referred to as an integrative model of conservation partnerships. Conservation partnership cooperation agreements often only express important points in the cooperation which in fact already exist in the provisions of laws and regulations, but what is often not widely reached is related to how ecosystem restoration is carried out, so that the sustainability and sustainability of national parks are maintained. Provisions on the prohibition on the implementation of cooperation are indeed included, but the details of ecosystem restoration that must be carried out have not been regulated in the agreement. Therefore, it is necessary to integrate these two things in the conservation partnership cooperation agreement.

## 1. Conclusion

Conservation Partnership in Baluran national park is manifested in the

form of a Cooperation agreement, the details of which have been regulated in laws and regulations at the level of ministerial and director-general regulations. Conservation partnerships are solutions not only related to ecosystem recovery, increasing the prosperity of communities around the national park but also efforts to resolve conflicts that occur in Baluran national park. To achieve this goal, support from various parties with various competencies is needed. Synergy between the roles of the state, government, and community is needed to optimally achieve the objectives of implementing conservation partnerships in Baluran national park.

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