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Mapping Roles and Interests of Stakeholders in the Development of Beef Cattle Enterprises in Baluran National Park

Dede Aprylasari[1], Siti Azizah[2]

[1]Mulawarman University, Samarinda, Indonesia
[2]Brawijaya University, Malang, Indonesia

Corresponding Author's E-mail: dedeaprylasari@faperta.unmul.ac.id

Abstract

Conservation areas, including national parks across Indonesia, face threats that jeopardize their sustainability. These issues arise from overlapping interests of various parties, highlighting the need for a unified understanding of the function, role, and position of National Parks within the community and among stakeholders. This research aims to explore the conflicting interests of actors in the beef cattle industry within Baluran National Park. The study was conducted in Sidomulyo Hamlet, Situbondo Regency, from December 2021 to January 2022. The research involved 13 breeders, utilizing questionnaires and open interviews, along with 30 respondents to analyze the characteristics of the community. Purposive and snowball sampling techniques were used. Conflict actors include livestock farmers, Baluran National Park management, village officials, the Singo Mulyo Livestock Group, investors, and the Situbondo Livestock and Animal Health Service. The management, together with the Situbondo Animal Husbandry and Health Service, formed a livestock group to implement an intensive cattle-rearing system to control cattle populations. They also provided counseling and training on alternative feed production. Conflicting interests among actors can lead to disputes. Despite management's efforts, not all community members follow policies due to factors such as cow ownership, feed needs, and land availability for forage cultivation. Many breeders continue the illegal grazing model due to insufficient community capital and skills. The Baluran National Park cannot be solely blamed for the prohibition. This policy is a necessary action to preserve the park and avoid ecological damage.

Keywords: Baluran national park, conflict, conservation, stakeholder interest

Introduction

Based on Law No. 41 of 1999 concerning forests and their classification, conservation forests are forest areas with specific characteristics that have the primary function of preserving the diversity of plants and animals and their ecosystems which are included. Conservation forests are nature reserve forest areas, forest areas, nature conservation, and hunting parks (Purwawangsa, 2017). Baluran National Park is one of the conservation areas on the island of Java, and it is the only one with a natural savanna area of approximately 10,000 ha (Muryono, 2011). Baluran National Park is surrounded by five villages that border and are within the area. This condition makes the community economically dependent on TNB, one of which is utilizing SDAH (Biological Natural Resources). Many people around national parks still belong to groups of people with low economic conditions (Dewi et al., 2017). This condition causes a conflict of interest between managers who want to preserve the ecosystem and communities who want to meet their economic needs (Ekayani et al., 2014). One of the national parks that experienced this Conflict of interest was Baluran National Park.

Conservation areas, including national parks throughout Indonesia, have problems that threaten their sustainability. These problems include overlapping interests of various parties; there is no common perception regarding the function, position, and role of National Parks in the eyes of the community and other related parties. These problems, which continue to occur, give rise to conflict situations between stakeholders and manifest in

latent and manifest conflicts (Zulfikar & Nasdian, 2018). The main factor causing Conflict in conservation areas is the determination of a conservation area, which is usually carried out unilaterally by the government without involving the community and related parties (Aprilasari et al., 2022). However, this was only done with reason. Concerns about the increasing decline in higher forest functions and paying attention to the ecological, economic, and social sustainability of forest areas as life support areas have encouraged the government to take new policies by changing the status and function of forests in National Park areas which previously functioned as production and protected forests. Become a Conservation Area.

Based on research conducted by Azizah and Kawedar (2020), the people of Sidomulyo Hamlet have carried out illegal grazing in the Baluran forest area. Beef cattle grazing carried out by the people of Sidomulyo Hamlet in the Baluran forest area began around the 1960s. Baluran, still a Wildlife Reserve then, later became a National Park, a nature conservation area managed using a zoning system. However, there was disagreement among the pastoralist community in Sidomulyo Hamlet because the cattle breeders still grazed their cattle in the conservation forest. Farmers prefer grazing because the number of livestock they keep differs from that of the labor force, so they choose to release their livestock because they cannot afford to graze (Azizah et al., 2023). Farmers can get forage for free instead of buying it. Still, for the Baluran National Park management, this activity violates applicable regulations, namely Article 50 Paragraph 3 letter a of Law No. 41 of 1999 concerning forestry, which states that everyone is prohibited from working on and using or illegally occupying forest areas.

Based on these conditions, the impacts of illegal grazing include, among others, social impact, where there has been Conflict between pastoral communities and the TNB management. The economic impact is that the community benefits because they do not need to think about feed costs because the livestock are grazed in the forest. Ecological impacts include fragmentation of wildlife habitat, soil compaction, threatening the purity of the wild animal, which is germplasm, and helping spread invasive plants.

Methodology

The research conducted to analyze forest resource conflicts used a qualitative approach. Researchers chose the qualitative approach because it can provide a deep and detailed understanding of an event or social phenomenon and explore realities, social processes, and meanings based on a developing understanding of the subject under study (Sitorus, 1998). A qualitative and descriptive approach allows researchers to understand why people behave in specific ways and to see the world as the subject sees it (Wiradi, 2009). Several methods were used to determine the sample in this research, such as the purposive sampling method followed by the snowball sampling method. The initial method in this research used a purposive sampling method; namely, the researcher deliberately selected respondents, considering the location and the reality of conflicts between breeders and Baluran National Park managers. Sampling was considered based on the criteria of the Sidomulyo Hamlet community, which raises beef cattle by grazing them in the Baluran National Park conservation area. The following method uses the snowball sampling method and case studies. Snowball sampling is a method for identifying, selecting, and taking samples from a chain of relationships.

Results and Discussion

Actors and Their Interests in Conflict

Actors are parties who influence and are affected by Conflict; this can be done by individuals, groups, associations, or institutions, each of which has attributes in the form of interests, relationships with other actors, capacity to influence the Conflict, peace agenda, and incentives offered. For other parties. Actors involved in the Conflict, either directly or indirectly, or actors trying to provide a resolution are divided into six, namely the Sidomulyo Hamlet livestock community, Baluran National Park management, Sumberwaru Village Officials, Livestock Groups, Investors, and the Situbondo Livestock and Animal Health Service.

Sidomulyo Hamlet Breeders

The livestock community reacted negatively to Baluran National Park's appeal not to graze cows in the forest and were advised to switch to intensive care or keep the cows in a pen, but the Sidomulyo Hamlet livestock community ignored the appeal and advice; they continued to graze their cows inside. Forest. The Sidomulyo Hamlet livestock community considers this grazing to have been done by their ancestors long before the national park existed. This is to research by Azizah et al. (2023), which states that beef cattle farming activities in the Situbondo area, especially Karangtekok hamlet, have become a tradition and are carried out by the community as a sideline on a household scale. Moreover, to meet their animal feed needs, they are very dependent on forest resources. They hope there will be no more restrictions on grazing or even unilaterally closing access to the forest. Farmers only graze their cows in the forest and do not feel they are destroying Baluran National Park from their grazing activities; in fact, they think they own and participate in protecting the forest because they also need forest resources and cannot possibly destroy them.

Baluran National Park Manager

Baluran National Park wants to avoid livestock grazing from the Sidomulyo Hamlet livestock farming community because it is in a conservation forest area. Baluran National Park says this grazing hinders their primary task as a nature conservation area. According to Baluran National Park, this illegal grazing impacts the ecosystem in conservation forest areas. The high intensity of wild grazing in national park areas will significantly affect the savanna ecosystem. The first impact is on the quality of pasture productivity due to overgrazing. According to Sabarno (2002), the carrying capacity of the savanna is thought to be below the number of livestock grazed, based on observations in the field showing that the productivity and carrying capacity of grasslands in Baluran National Park towards animal feed needs is decreasing, several factors influence the quality of grassland productivity, namely succession, competition, type grass, seasonal influences, and overgrazing.

The second impact is the spread of the invasive Acacia nilotica, caused by the plant being eaten by the farmer's cows, the spread of plant seeds through the cow's yard, and the trampling of the cows. This has an impact on the quality and quantity of the Baluran savanna. The Baluran Savana, as one of the characteristics and identity of Baluran National Park, has a significant meaning; if its sustainability is disturbed, it will affect other ecosystems. This is comparable to Sabarno (2002) that the invasion of the exotic plant, A. nilotica, into the savanna in Baluran National Park resulted in a decrease in the area of the savanna, resulting in changes in the composition, structure, and productivity of grass for animals, as well as a decrease in the carrying capacity of the savanna for providing food for animals. This affects the population dynamics and behavioral patterns of animals requiring savannas, especially buffalo and deer. The rapid growth of A. nilotica is due to the plant's biological properties, which are fire and drought-resistant, as well as the rapid dispersal of seeds.

Sumberwaru Village Apparatus

The Sumberwaru Village Government is vital in maintaining harmony in the village environment. Village officials are also interested in managing existing conflicts, especially in Sidomulyo Hamlet, as a connection or bridge between communities and the community to the government. Become a third party in reducing Conflict. The community usually solves problems, but village officials are needed when issues cannot be resolved. The Village Apparatus's support for the livestock community is carried out in meetings or joint meetings with Baluran National Park. These meetings discuss solutions for the livestock community regarding grazing. The role of Village Officials is not only to side with the community but also to listen to what Baluran National Park wants and think together about solutions. Baluran National Park is trying to prevent the community from grazing their cows in the forest by switching to an intensive stall maintenance model. Still, these meetings have yet to produce a suitable solution. According to village officials, this problem cannot be solved by Baluran National Park alone; it is also necessary for parties from the Regency Government, Village Governments, and Baluran National Park, these three pillars, to sit together and seriously think about how to solve this problem.

Mulyo Singo Livestock Group

The livestock group represents Baluran National Park's interests as a pilot effort to encourage farming communities to switch to intensive cattle rearing. Livestock groups are trying to convince other breeders that intensively raised cattle are more effective, efficient, and profitable. Based on observations in the field, this livestock group is an initiation of Baluran National Park with the Sidomulyo Hamlet livestock community as an effort by Baluran National Park to minimize illegal grazing activities carried out by the Sidomulyo Hamlet community, namely by switching to an intensive or penned cattle rearing system, the breeders are given training and counseling. The livestock groups formed by Baluran National Park include the Baluran Mulyo livestock group and the Baluran Sejahtera livestock group, while the Singo Mulyo livestock group has been formed itself. The Singo Mulyo Livestock Group was formed in collaboration with Baluran National Park and the Livestock Service. Still, based on the reality on the ground, only the group leader actively manages it. Initially, the Singo Mulyo Livestock Group was formed in 2013; at the same time, this group also received assistance in building cages and foraging for livestock.

Investors

An investor only needs to buy cattle from other breeders or the animal market and then entrust the cows to breeders who want them or whom the investor trusts; that way, an investor can profit from the previously agreed profit sharing. The majority of cattle grazed in the Baluran Forest are cattle owned by investors, not cattle owned by private farmers. According to the customs of the people of Sidomulyo Hamlet, in the Madurese language, cow rowdy or cow gaduhan means a cow that belongs to someone else; in other words, it does not entirely belong to the farmer. The person who entrusts the cow is called a farmer or investor, namely the person who entrusts the cow to the farmer with a profit-sharing system according to the rules agreed upon by both parties. The cow custody transaction process here is also quite simple; it only takes the form of an agreement and trust between both parties; the cows easily change hands to be looked after by the breeder, and most breeders go directly to investors to ask for the cows, or the investors themselves make offers to breeders they trust.

The proceeds from the entrusted cows will later be divided according to the applicable provisions. For female cows, if they are entrusted starting from calves or calves, then later pregnant, the first calf will become the property of the breeder, then pregnant, the second calf will become the property of the investor, and so on alternately. If he entrusts it to an adult cow, and vice versa, the first pregnant calf becomes the investor's property, the second pregnant calf becomes the breeder's property, and so on. Suppose one of the parties wants to sell the entrusted cow, whether male or female. In that case, the profit sharing provisions are that the price of the cow when it was first entrusted belongs to the investor, then the remainder is divided 50% between each party. This agreement also regulates if cows are lost or die in the forest and cows are lost or die in a pen. Cows that die because they are attacked by coyotes or are lost during the farmer's grazing will be asked for compensation according to the price of the cow because this is the result of the farmer's negligence. If a cow is sick in the barn, the farmer usually reports it to the investor, and the investor helps with the cow's recovery. If the cow dies, the farmer does not need compensation.

Situbondo Animal Husbandry and Health Service

According to Law No. 41 of 2014 concerning animal husbandry and animal health, in the implementation of animal husbandry and animal health, maximum security efforts must be made for the entry and exit of livestock, animals, and animal products, prevention of animal diseases and zoonoses, strengthening veterinary authority, halal requirements for animal products requirements, as well as law enforcement against animal welfare violations, need to be adapted to developments and community needs. Animal husbandry is related to physical resources, seeds, seedlings, feeders, broodstock ruminants, livestock equipment and machinery, livestock cultivation, harvest, post-harvest, processing, marketing, business, financing, facilities, and infrastructure. Animal Health is all matters relating to the protection of animal resources, public health, and the environment, as well as ensuring the

safety of animal products, animal welfare, and increasing market access to support sovereignty, independence, and food security of animal origin (Ramadhan et al., 2025).

The Animal Husbandry and Animal Health Service's main task is to carry out regional government affairs in animal husbandry and health. To carry out the main tasks as intended, the Animal Husbandry and Animal Health Service has the following functions: (1) Formulating technical policies in the field of Animal Husbandry and Animal Health, (2) Formulating technical policies in the field of animal health and veterinary public health (public health related to animal husbandry), (3) Implementation of government affairs and public services in the field of animal husbandry and animal health, (4) Guidance and implementation of affairs in the field of animal husbandry, (5) Guidance and implementation of affairs in the field of animal health and veterinary public health (public health related to animal husbandry), (6) Guidance and facilitation in the field of Animal Husbandry and Animal Health at provincial and Regency/City levels, (7) Development of technical implementation units for the department, (8) Implementation of the Service's secretariat, (9) Implementation of tasks in the field of Animal Husbandry and Animal Health, (10) Monitoring, evaluation and reporting in the field of Animal Husbandry and Animal Health, (11) Implementation of other tasks assigned by the Governor in accordance with his duties and functions.

Relations between Actors in Conflict

Efforts to see Conflict will be more apparent when mapping is done to see the existing actors. From the identification of actors involved in the illegal grazing conflict in the conservation forest area, several actors were found, namely the Sidomulyo Hamlet livestock community, Baluran National Park management, Sumberwaru village officials, Sidomulyo Hamlet livestock groups, investors and the Situbondo Livestock and Animal Health Service. According to Oktaviana (2015), Conflict will arise involving many parties from outside, either to defend their respective interests or to assist the Conflict with the various actors involved, namely local communities, the private sector, government, and community institutions. The local community in question is the livestock community of Sidomulyo Hamlet. Meanwhile, the government actors are the Sumberwaru Village Apparatus, the Baluran National Park management, and the Livestock and Animal Health Service. For private parties or outside parties, they are investors, while community organizations are livestock groups.

According to Dharmawan (2006), forms of conflict can occur between civil society, which faces off against the state, and vice versa. Social Conflict can arise in protests by citizens over public policies taken by the state or government, which are considered unfair and detrimental to society. Based on Kinseng (2013) states that relationships between parties are divided into relationships of conflict, collaboration, or cooperation. Figure 1 explains that a straight line indicates cooperation or partnership, a broken straight line indicates a broken cooperative relationship and an irregular line suggests a conflict between the two parties.

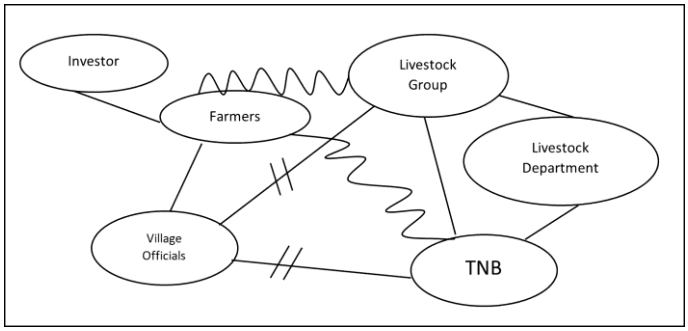

Figure 1. Interactor Conflict Relations

Keterangan:

———	Collaboration
—||—	Broken Relationship
∿∿∿	Conflict

Collaboration

Figure 1 shows that the actor who carried out the first collaboration was between the investor and the livestock community of Sidomulyo Hamlet. This relationship was established because both parties needed and benefited each other; in this case, the two actors worked together for business interests. Farmers need cows from investors, and investors get results from the cows raised by breeders. This is comparable to the opinion of Budiwati (2010), who states that cooperation essentially shows an agreement between two or more people that is mutually beneficial. Regarding partnership, cooperation is a business strategy by two or more parties within a certain period to achieve mutual benefits with the principle of mutual need and mutual upliftment.

The second actor collaboration is between Sidomulyo Hamlet breeders and Sumberwaru Village Officials; this relationship is established as an implementation of village officials in dealing with every problem in their village. The Sumberwaru Village apparatus has become a place for the livestock community to complain about Baluran National Park's attitude regarding conservation and grazing regulations. The role of village officials in this Conflict is to act as a communication bridge between the Baluran National Park management and the livestock community in seeking a resolution.

The third actor collaboration is between livestock groups, Baluran National Park management, and the Situbondo Livestock and Animal Health Service. Budiwati (2010) states that cooperation is when two or more people carry out joint activities in an integrated manner directed towards a particular target or goal. The collaboration carried out by these three actors is to fulfill TNB's goal of reducing the intensity of illegal grazing or changing the business patterns carried out by livestock farmers so that they do not graze their cattle in conservation areas by forming livestock groups as a pilot model for intensive cattle rearing in pens.

Broken Relationships

In Figure 1, it is known that a broken relationship occurred between village officials and Baluran National Park and livestock groups. Initially, village officials took part as parties who helped resolve the Conflict between breeders and Baluran National Park. Village officials tried to accommodate each party's concerns in Conflict and contributed to resolving the problem. Still, the relationship with the parties in Conflict was broken, namely with Baluran National Park. This is because Baluran National Park disagrees with the solution presented by the Sumberwaru Village Apparatus and the village apparatus to Baluran National Park. Each party has a different view of conflict resolution. According to Tadjudin (1999), differences in knowledge can be a factor that causes conflict. Village officials assume that Baluran National Park is trying to solve it themselves without involving village officials. This is proven by forming a livestock group that collaborates with the Animal Husbandry and Animal Health Service. Village officials once provided a solution regarding this grazing, but it still needs to be addressed. This makes village officials and Baluran National Park increasingly at odds; village officials feel that the results of this disagreement ultimately make people choose their way.

Disconnected relationships also occurred between village officials and livestock groups. According to Village Head Imam Anshori, the government program was formed with groups. Still, the problem is that the groups are very limited in number, while the number of breeders is quite large (Aprylasari et al., 2025). When one person gets help, and others hear the news, they automatically feel jealous even though they are not part of the group. In the end, there was a misunderstanding between the livestock farming community. In reality, many government regulations and policies do not reach breeders; almost all breeders are not touched by the government's efforts to improve the quality of breeders. The existence of livestock groups does solve the problem; village officials think that having livestock groups should provide an example to other breeders by forming similar groups, not only receiving assistance but also solving the problem of illegal grazing. In the end, the assistance provided hurt the independence of livestock groups; people formed many of their groups because the perception that was formed towards livestock groups was that the formation of livestock groups was only a forum for receiving assistance.

Conflict

According to Fuad and Maskanah (2000), Conflict is divided into two types according to the problem's level: vertical and horizontal. Natural resource conflicts tend to form vertical government and community disputes. Still, it is known in Figure 1 that disputes do not only happen between breeders and Baluran National Park but also between livestock communities, namely breeders and the Singo Mulyo livestock group. This horizontal Conflict is characterized by social jealousy or envy by the farming community towards livestock groups. According to Juhad (2021), social jealousy, in his sense, is in the form of a desire to have things that other people have.

Based on research conducted by Yanuarita (2021), the assistance provided by the government can cause social jealousy because the aid is not well-targeted, only goes to a few people, or needs to be more comprehensive. This is comparable to what happened in Sidomulyo Hamlet; according to Mr. Mualim, as a farmer, so far, aid has always been given to the same people, even though some are poorer and in much greater need.

Based on data from the Situbondo Livestock and Animal Health Service, the Singo Mulyo livestock group received assistance in 2014 in the form of 26 female PO (Ongole crossbreed) cattle, one biogas unit, and one equipment package, in 2017 received assistance in the form of 1000 dot grass cuttings, in in 2018 received assistance in the form of a pump house and pump unit, in 2019 received assistance in the form of 25 male PO cattle. This makes other breeders jealous of the Singo Mulyo livestock group because only those who join the group can get help. Even members of the Singo Mulyo group themselves still needed assistance. This influx of aid is a factor in causing the Mulyo Singo Livestock Group to be disliked and even made hostile by other livestock breeders (Aprylasari et al., 2024).

Conclusion

The Conflict began when the Baluran Forest under the Dutch East Indies government was declared a wildlife reserve on 25 September 1937. On 6 March 1980, at the World National Park Congress in Bali, the Baluran area became one of the 5 (five) areas declared as a national park and culminated in Around 2012, the Baluran National Park management, through the Section Head who took office that year, closed the access of the Karang Tekok Hamlet breeder community to the Baluran Forest. Based on the history of the Conflict, it can be seen that the actors involved included breeders, the management of Baluran National Park, Sumberwaru Village officials, the Singo Mulyo Livestock Group, investors, and the Situbondo Livestock and Animal Health Service. Differences in interests are the main factor causing Conflict. Baluran National Park can only be blamed partially because the management only carries out regional functions, and grazing in conservation areas is not permitted, which has caused ecological impacts. Still, on the other hand, limited land, capital, and community skills in managing livestock businesses also cause livestock breeders to persist with the business model of wild grazing. This is what makes the intensity of the Conflict at the manifest conflict stage.

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