

## Conservation Partnership in the Management of Tesso Nilo National Park, Indonesia

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Received: December 2025; Revised: January 2026; Published: February 2026

### Abstract

Tesso Nilo National Park, located in Southeast Asia, is home to 3% of the world's mammal species, including endangered species such as the Sumatran elephant and Sumatran tiger, and possesses high biodiversity. However, over the past two decades, its forest cover has faced significant threats, primarily due to population growth and the expansion of oil palm plantations. This study aims to analyze the conservation partnership program implemented by the Tesso Nilo National Park Office to restore forest functions and promote sustainable forest management. The research uses a qualitative case study approach. Findings reveal that the Tesso Nilo National Park Office regularly engages with surrounding communities. Through the Job Creation Law (Undang-Undang Cipta Kerja), the community has been introduced to mechanisms for managing conservation areas and the implementation of ecosystem restoration partnerships. Eligible communities have agreed to collaborate with the park's office to rehabilitate degraded areas with multifunctional forest crops, including jengkol (*Archidendron pauciflorum*), durian, mangosteen, candlenut, avocado, and others, using the heteroculture planting method. This study concludes that effective conservation partnerships require active collaboration from all parties, supported by clear policies, especially from the Ministry of Forestry.

**Keywords:** *Conservation Partnership, Tesso Nilo National Park, Forest Management, Ecosystem Restoration, Community Engagement*

**How to Cite:** Lestari, I., Hidir, A. ., & Marnelly, T. R. (n.d.). Conservation Partnership in the Management of Tesso Nilo National Park Riau Province, Indonesia. *Journal of Authentic Research*, 206-215. <https://doi.org/10.36312/epsfv673>



<https://doi.org/10.36312/epsfv673>

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### INTRODUCTION

Indonesia, with a forest area of approximately 95,969,000 hectares representing about 2% of the world's total forest area, plays a crucial role in maintaining the global ecosystem's sustainability (Annisa, 2025). However, behind this role, the country faces significant challenges in terms of deforestation and environmental degradation, especially over the past two decades. One of the most affected regions is Riau Province, where deforestation has reached alarming levels. According to a report by Kurniawansyah (2024), in 2024 alone, the total deforestation in Riau amounted to 22,172 hectares, largely due to land conversion for oil palm plantations and industrial

timber concessions. The threats to the sustainability of Indonesia's forests, particularly in conservation areas, have been increasing due to uncontrolled human activities, including the conversion of forests into agricultural and plantation lands.

In the midst of this critical situation, Tesso Nilo National Park, located in Riau Province, hosts a very high biodiversity, including rare species such as the Sumatran elephant (*Elephas maximus sumatranus*) and the Sumatran tiger (*Panthera tigris sumatrae*). Tesso Nilo harbors an ecosystem vital to the preservation of these species, but the forest protecting them is severely degraded due to illegal oil palm expansion and logging activities (Khairunnas et al., 2025). Satellite imagery analysis reveals that between 2009 and 2023, the primary forest area in Tesso Nilo lost approximately 78% of its original cover (himaba.fkt, 2025). This degradation not only threatens the natural habitat of endemic species but also disrupts migration corridors and essential natural resources crucial for wildlife survival.

### **Forest Conservation Research and Conservation Partnership Approaches**

Efforts to conserve forests in Indonesia, particularly in national parks, have been ongoing for years with various approaches. However, despite the presence of policies and regulations designed to protect forests and biodiversity, deforestation remains a major problem. According to Komalawati et al. (2023), traditional conservation area management policies, which are often top-down, have sometimes been ineffective in addressing issues faced by local communities and conservation areas. One major criticism of this approach is the lack of local community involvement in natural resource management. This has led to tensions between conservation area managers and surrounding communities, who often perceive conservation policies as a threat to their livelihoods.

In recent years, there has been an increased interest in more inclusive and community-based conservation partnership models. This approach recognizes the importance of local communities' roles in managing forests and natural resources. According to Armstrong et al. (2025), the success of modern conservation management heavily relies on integrating social and economic justice principles with environmental protection efforts. This concept is also in line with the recommendations from Bishop et al. (2025), who emphasize the need for a paradigm shift in conservation from a colonial to a collaborative and decentralized approach. These conservation partnership models involve various parties, including the government, the private sector, and local communities, working together to restore degraded ecosystems and manage conservation areas sustainably.

Such conservation partnerships have been applied in various parts of the world with promising results. However, the implementation of this model in Indonesia, particularly in Tesso Nilo National Park, remains limited and faces various structural and operational challenges. One of the main challenges is land tenure issues and overlapping land claims between the government and local communities (Febri & Mashur, 2025). Moreover, although existing policies support joint management between communities and the government, field implementation often encounters obstacles in terms of coordination between parties and long-term sustainability (Sajida et al., 2026).

### **Conservation Partnership Approach in Tesso Nilo**

This research offers a new perspective on conservation area management by examining the implementation of conservation partnerships in Tesso Nilo National Park. The study focuses on the collaboration between the Tesso Nilo National Park Office and the communities living around the conservation area. The uniqueness of this study lies in the use of a heteroculture approach, which involves planting various multifunctional crops in open areas for ecosystem restoration while also empowering the local economy. The selected plants, such as jengkol (*Archidendron pauciflorum*), durian, mangosteen, and aren, not only provide long-term economic value but also play a crucial role in soil fertility restoration, canopy provision, and forest structure recovery (Alkadafi & Mundung, 2025).

Another innovative aspect of this research is the application of a functionalist approach in analyzing the conservation partnership. This approach views every element in society, including government institutions, local communities, and the private sector, as interconnected in creating the overall sustainability of the socio-ecological system (Schreer et al., 2025). By using a functionalist perspective, this research aims to understand how conservation partnerships can address the imbalance between local communities' economic needs and conservation goals, and how to integrate both interests to achieve mutually beneficial outcomes.

### **Addressing Deforestation Threats and Enhancing Ecosystem Sustainability**

The urgency of this research cannot be underestimated. Indonesia, as one of the largest forested countries in the world, has a significant responsibility to protect the sustainability of its tropical forest ecosystems. However, the ongoing deforestation at an alarming rate threatens global climate stability and biodiversity. In this context, Tesso Nilo National Park faces direct threats from illegal activities, such as forest encroachment and land fires. This situation requires more effective and sustainable solutions that not only involve government policies but also active participation from surrounding communities.

This research is highly urgent as it can provide insights into the partnership model that can be adopted in other conservation areas in Indonesia and other tropical countries. By delving deeper into the partnership between the government and communities in Tesso Nilo National Park, this study is expected to provide practical guidance for conservation area managers in addressing complex challenges. Additionally, this research may contribute to the development of more inclusive, evidence-based policies that can support sustainable forest management in Indonesia.

Sustainable conservation can only be achieved if there is a balance between environmental preservation and the welfare of the communities that depend on natural resources. Therefore, this research is not only important from an academic perspective but also from a policy and broader conservation practice perspective. For example, the findings from this study could influence the design of government policies regarding social forestry partnerships and community-based forest management, as outlined in the Minister of Environment and Forestry Regulation (LHK) on Conservation Partnerships (Tohir et al., 2018).

## METHOD

Tesso Nilo National Park, administratively located in Pelalawan Regency and Indragiri Hulu Regency, Riau Province, serves as the research location. However, this study focuses on the part of Tesso Nilo National Park located in Pelalawan Regency, Riau Province. In addition to being a habitat for Sumatran tigers and elephants, the Tesso Nilo National Park area is currently the focus of restoration efforts by the Indonesian government.

The Tesso Nilo National Park Office's analysis of the implementation of the conservation partnership programme could serve as a model for other regions currently facing critical ecosystem challenges. In this context, various existing problems, such as population pressure and the expansion of oil palm plantations, are sociological phenomena related to various aspects, such as supervision, cooperation, and the roles of several institutions. Therefore, sociological analysis is relevant to explain the cases that occur, especially those related to structural roles.

This study uses a qualitative method with a case study approach. The main subject and source of data is the Tesso Nilo National Park Office. Triangulation is used by tracing documents and archives that explain how the conservation partnership programme operates, both through printed and digital reports. The data obtained will be analysed descriptively through the stages of reduction, presentation or display, and drawing conclusions.

## RESULTS AND DISCUSSION

### **Conceptual Framework for Forest Conservation Partnerships in Tesso Nilo National Park**

The main legal basis is derived from Law No. 5 of 1990 concerning the Conservation of Living Natural Resources and Their Ecosystems. This regulation serves as a fundamental basis, as it mandates the management of conservation areas such as national parks. Article 30, paragraph (1), of this law specifically stipulates that buffer zones may be developed within and around conservation areas, with management involving the community, which then becomes the conceptual basis for local community involvement in partnerships. Furthermore, Law No. 32 of 2009 concerning Environmental Protection and Management emphasizes the principles of community participation and corporate responsibility in environmental management, which are relevant to the multi-stakeholder partnership model.

The legal framework was strengthened with the issuance of Government Regulation No. 28 of 2011 concerning the Management of Nature Reserves and Nature Conservation Areas. Articles 87 to 91 of this regulation provide detailed regulations on cooperation and partnerships in the management of conservation areas. This regulation opens up clear legal opportunities for National Park Offices to establish partnerships with third parties, including private companies, NGOs, and community groups, for protection, security, rehabilitation, and community empowerment activities. The Minister of Environment and Forestry (LHK) Regulation provides more detailed technical and operational instructions. Some of the key regulations include:

1. The Minister of Environment and Forestry Number P.83/MENLHK/SETJEN/KUM.1/10/2016 regulates Social Forestry, a crucial tool for involving communities in areas surrounding national parks through schemes like Village Forests or Forestry Partnerships. This scheme provides legal access for

communities to manage forest areas sustainably, reducing pressure on the core of national parks.

2. The Minister of Environment and Forestry Regulation No. P.9/MENLHK/SETJEN/KUM.1/2/2021 addresses Collaborative Management of Nature Reserves and Nature Conservation Areas. This regulation is the most specific legal umbrella that explicitly regulates the procedures for partnerships in conservation areas. This regulation mandates the establishment of a Collaboration Forum, the formulation of a Collaborative Management Plan, and the regulation of the division of roles, rights, and obligations between the government, the community, and other partners.
3. The Minister of Environment and Forestry Regulation on the settlement of land tenure in forest areas also provides the legal basis for addressing historical tenure conflicts in Tesso Nilo, which are at the root of many problems.

The legal framework for conservation partnerships in Tesso Nilo National Park is hierarchical, complementary, and progressive. In addition to prioritizing collaboration, various legal frameworks provide concrete legal instruments (such as cooperation agreements, social forestry permits, and collaborative plans) that transform the concept of partnership from discourse into action in the field with legal certainty, thereby creating more inclusive, fair, and effective conservation governance to save the remaining Tesso Nilo ecosystem.

### **Implementation of Conservation Partnerships in Tesso Nilo National Park**

The socialization and direct engagement practices initiated by the Tesso Nilo National Park Office with the surrounding village communities are a concrete and transformative implementation of the conservation partnership framework based on the principles of inclusivity and ecological justice. These face-to-face interactions are not merely one-sided information dissemination activities, but rather the opening of a participatory dialogue space that recognizes the community as legal subjects and key stakeholders, rather than as objects or disturbances in the conservation process. Through this forum, the legal mandate in the law on Collaborative Management is substantively translated by offering legal and structured access for the community to actively participate in ecosystem restoration. This serious commitment is reflected in the transparency in communicating both rights and obligations, including certain requirements that must be met, thereby building trust-based relationships and reducing the perception gap that may have existed between area managers and residents (Yoserizal & Yesi, 2018).

The substance of the partnership offered, namely the planting of open areas with various types of multi-functional plants such as jengkol, durian, petai, mangosteen, and aren, demonstrates an ecologically and socio-economically intelligent conservation approach. These species are not merely commercial monocultures but types that have ecological value as soil fertility restorers, canopy providers, and forest structure restorers, while also having long-term and sustainable economic value for the community. The application of heteroculture, or mixed planting methods, in one location replicates natural forest conditions and builds complex agroforestry. This system is not only more resistant to pests and climate fluctuations than monoculture but also creates a productive landscape that can function as a wildlife corridor and food buffer, thereby directly contributing to the reduction of human-animal conflict by providing alternative food sources outside of

community agricultural areas (Alkadafi & Mundung, 2025). Thus, the agreed cooperation agreement is more than just an administrative contract. It is an instrument of reconciliation between strict conservation goals and the fulfillment of human needs.

A summary of the partnership between the Tesso Nilo National Park Office and the communities surrounding the forest is shown in the following table:

**Table 1.** Summary of Actors, Involvement, and Interests

| Actors  | Involvement  | Objectives/Interests   |
|---|--|--|
| <b>Area Manager (Tesso Nilo National Park Office)</b> | <ol style="list-style-type: none"> <li>1. Initiator and Facilitator of Partnerships: Initiating participatory dialogue spaces, developing cooperation frameworks, and facilitating processes.</li> <li>2. Provider of Access and Resources: Providing legal and structured access for communities to participate in ecosystem restoration, as well as providing seedlings and technical guidance on selecting multifunctional plants.</li> <li>3. Transparent Communicator: Communicating the rights, obligations, and requirements of cooperation openly to build trust.</li> </ol> | Achieving ecosystem conservation and restoration goals through an inclusive approach, reducing perception gaps with the community, and building a sustainable foundation based on a shared sense of ownership. |
| <b>Communities in Villages Surrounding the Area</b>   | <ol style="list-style-type: none"> <li>1. Legal Subjects and Key Stakeholders: Actively participate as partners, not as objects or disruptors.</li> <li>2. Active Restoration Actors: Plant and maintain multifunctional plants on agreed open land.</li> <li>3. Long-Term Economic Beneficiaries: Harvest economically valuable plants (jengkol, durian, petai, etc.) as a direct incentive.</li> <li>4. Guardians of Local Sustainability: Developing a sense of ownership that forms the foundation for area protection.</li> </ol>   | Improving economic welfare through sustainable use, securing access and management rights, and contributing to environmental conservation, which has an impact on reducing human-animal conflict.              |

Source: Researcher's work, 2025.

This model of partnership shifts the paradigm from a prohibition and legal approach to one of empowerment and collaboration. Communities that were previously viewed as potentially destructive are now repositioned as active partners in forest conservation who have a direct economic interest in the sustainability of the

area. The long-term success of this initiative will be measured not only by the increase in green cover in open areas but also by the improvement in the welfare and sense of ownership of the community, which will ultimately become the strongest foundation for the sustainability of Tesso Nilo National Park conservation. The ongoing dialogue shows an awareness that true partnership is a dynamic process that requires continuous negotiation, adaptation, and mutual learning between all parties.

### **Challenges faced in implementing conservation partnerships in Tesso Nilo National Park**

Despite being supported by a strong legal framework and a commitment to dialogue, the implementation of conservation partnerships in the field, including the model applied in Tesso Nilo National Park, faces multidimensional and interrelated structural and operational challenges. The most fundamental challenges lie in tenure issues and historical land conflicts. National park areas often overlap with the traditional claims of communities that have lived on and managed the land long before the area was designated as a park. The process of resolving these claims is highly complex, slow, and fraught with socio-political implications. The uncertainty of ownership or management rights creates vulnerability for partner communities because, despite partnership agreements, legal security for their long-term investments (such as planting durian or mangosteen trees that only bear fruit after many years) is often not fully guaranteed. Such an issue has the potential to trigger mistrust and reduce incentives for full long-term commitment.

External factors such as economic and market pressures are also real obstacles. Even if livelihood crops are chosen, price fluctuations and the lack of a fair and stable marketing chain for agroforestry commodities can reduce the economic attractiveness of partnerships. Communities remain vulnerable to the temptation of short-term economic offers from irresponsible actors, such as land sales or cooperation with illegal plantation companies, which promise quick cash. In addition, external threats such as encroachment and forest fires originating from outside the partner group can destroy years of managed planting. The ability of community groups and the Balai to secure partnership areas from such threats is often limited, requiring stronger law enforcement and collaboration with the police, which is not always reliable or responsive.

### **Conservation Partnerships from a Functional Structure Perspective**

Conservation partnerships in Tesso Nilo National Park serve as a key social mechanism for restoring balance and maintaining the stability of a social-ecological system that has been disrupted. In this theory, every element in society, from government institutions and community groups to legal regulations, has a specific function that contributes to the survival and sustainability of the system as a whole. Conflict and environmental degradation in Tesso Nilo can be viewed as a dysfunction in the system, where important functions such as biodiversity protection, fulfillment of community economic needs, and law enforcement are no longer working in harmony, creating tension and instability (Armstrong et al., 2025).

Conservation partnerships, in this context, emerge as a structural adaptation consciously designed to restore these disrupted functions. Partnerships serve to restore the system's adaptive functions to economic pressures (Djafar et al., 2023). Communities surrounding forests who may have previously relied on illegal

extractive activities due to a lack of alternatives are, through partnerships, given legal access and the capacity to develop agroforestry systems (Bishop et al., 2025). The practice of planting heterocultures of jengkol, durian, and petai serves as an economic source and creates new adaptation patterns that are in line with conservation goals, allowing the social system to adjust to ecological demands without experiencing major shocks. Furthermore, partnerships perform the function of achieving goals, namely bringing together and aligning seemingly conflicting goals. The TN Office's goal of ecosystem restoration and the community's goal of improving welfare are integrated into a single shared goal through a collaborative framework. Legally binding cooperation agreements serve as a shared road map that provides clarity on the roles and procedures for all parties to achieve these integrated goals (Abrar & Sindagikar, 2024).

In addition, partnerships also restore integration functions by strengthening social cohesion and reducing conflict (Marnelly et al., 2025). The dialogue space created by the TN Office serves as a new communication channel that mediates the different interests of the government, the community, and occasionally the private sector. The negotiation and drafting of joint agreements creates new norms and values regarding collective ownership and responsibility for conservation areas, thereby reintegrating community groups that may have previously been alienated into a state-recognized management structure. Finally, the partnership serves to maintain a pattern of latent maintenance, namely maintaining long-term motivation and commitment (Sajida et al., 2026). Repeated socialization, technical assistance, and recognition of community contributions serve to strengthen pro-conservation local cultural values and create legitimacy for the new management structure (Nugroho et al., 2023). Thus, from a functional structural perspective, the Tesso Nilo conservation partnership is not merely a project program but a social institution that has emerged functionally to correct dysfunctions in the system, ensuring that each element contributes to the stability, order, and sustainability of the Tesso Nilo socio-ecological landscape as a whole (Schreer et al., 2025).

## CONCLUSION

The conservation partnership programme run by the Tesso Nilo National Park Office is a strategic and transformative effort that aims to shift the management paradigm to a collaboration model based on empowerment. To implement it effectively, direct discussions were held with the village communities surrounding Tesso Nilo National Park. The results of these discussions were then incorporated into a formal cooperation agreement. With the help of this instrument, communities can actively restore open areas by implementing a multifunctional heteroculture agroforestry system. The system was chosen to provide long-term economic benefits to the community as well as forest cover restoration. This implementation demonstrates an operational commitment to fulfilling the legal mandate of collaborative management by increasing biodiversity and green cover in the area while improving economic resilience and community ownership of the forest. However, the Tesso Nilo National Park Office faces structural, socio-economic, and external challenges. The main issues are long-standing land conflicts and unresolved land ownership, which create legal uncertainty and distrust for partner communities to make long-term investments. To ensure sustainability, land rights resolution procedures must be integrated into conservation cooperation programmes.



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