

Stakeholder Mapping in the Management of the Nyaru Menteng Urban Forest Ecotourism Area

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Article Info

Article History

Received:
July, 12, 2026

Accepted:
August, 26, 2026

Published:
August, 28, 2026

Keywords

stakeholder mapping,
ecotourism, power-
interest grid, urban
forest, sustainable
governance.

Kata Kunci

ekowisata; Hutan Kota
Nyaru Menteng;
pemangku kepentingan;
pemetaan pemangku
kepentingan; Power
versus Interest Grid

Abstract

This study identifies and maps the stakeholders involved in managing the Nyaru Menteng Urban Forest Ecotourism Area in Palangka Raya, Central Kalimantan, and examines their relative power and interests in the management process. A descriptive qualitative approach was employed, with data collected through in-depth interviews, field observation, documentation, and snowball sampling. Stakeholder mapping was conducted using Bryson's Power versus Interest Grid to classify actors according to their level of influence and concern. The findings identify ten stakeholders with different mandates, capacities, and degrees of involvement. The Central Kalimantan Provincial Forestry Office is positioned as the key player because it holds the formal authority and has a high interest in planning, implementing, supervising, and evaluating the area. Three government agencies are classified as context setters: the Central Kalimantan Provincial Culture and Tourism Office, the Palangka Raya City Tourism, Culture, Youth and Sports Office, and the Central Kalimantan Provincial Public Works and Spatial Planning Office. Six stakeholders are categorized as subjects, namely ecotourism area management officers, the Tumbang Tahai urban village administration, the Batuah Tourism Awareness Group, the local community, the Borneo Orangutan Survival Foundation, and the Bukit Batu Sector Police. No stakeholder is classified as crowd. The mapping shows that management effectiveness depends on stronger inter-agency coordination and greater empowerment of high-interest stakeholders whose formal influence remains limited. A more structured collaboration mechanism is therefore needed to support inclusive and sustainable ecotourism governance.

Abstrak

Penelitian ini bertujuan untuk mengidentifikasi dan memetakan pemangku kepentingan yang terlibat dalam pengelolaan Kawasan Ekowisata Hutan Kota Nyaru Menteng di Kota Palangka Raya berdasarkan tingkat pengaruh dan kepentingannya. Penelitian menggunakan pendekatan kualitatif deskriptif dengan pengumpulan data melalui wawancara mendalam, observasi, dan dokumentasi. Informan ditentukan menggunakan teknik snowball sampling, sedangkan pemetaan pemangku kepentingan dilakukan menggunakan matriks Power versus

Interest Grid Bryson. Hasil penelitian mengidentifikasi sepuluh pemangku kepentingan yang memiliki peran, kepentingan, dan kapasitas pengaruh yang berbeda dalam pengelolaan kawasan. Dinas Kehutanan Provinsi Kalimantan Tengah berada pada kategori key player karena memiliki tingkat pengaruh dan kepentingan yang tinggi serta kewenangan utama dalam perencanaan, pelaksanaan, pengawasan, dan evaluasi pengelolaan kawasan. Tiga instansi pemerintah berada pada kategori context setters, yaitu Dinas Kebudayaan dan Pariwisata Provinsi Kalimantan Tengah, Dinas Pariwisata Kebudayaan Kepemudaan dan Olahraga Kota Palangka Raya, serta Dinas Pekerjaan Umum dan Penataan Ruang Provinsi Kalimantan Tengah. Enam pemangku kepentingan lainnya berada pada kategori subjects, yaitu petugas pengelola kawasan, Kelurahan Tumbang Tahai, Pokdarwis Batuah, masyarakat sekitar, Borneo Orangutan Survival Foundation, dan Kepolisian Sektor Bukit Batu. Tidak ditemukan pemangku kepentingan dalam kategori crowd. Temuan penelitian menunjukkan bahwa pengelolaan kawasan masih menghadapi keterbatasan koordinasi lintas sektor dan belum optimalnya keterlibatan pemangku kepentingan dengan kepentingan tinggi tetapi pengaruh rendah. Oleh karena itu, diperlukan penguatan koordinasi kelembagaan, pemberdayaan masyarakat, dan mekanisme kolaborasi yang lebih terstruktur untuk mendukung pengelolaan ekowisata yang inklusif dan berkelanjutan.

Introduction

Indonesia's natural wealth, biodiversity, cultural traditions, and linguistic diversity provide a strong foundation for tourism development. Tourism is therefore positioned as a strategic sector for regional development because it can generate local income, create employment, and broaden public exposure to local culture. At the same time, tourism development must be managed in ways that protect environmental and cultural assets rather than treating them only as economic commodities. Sustainable tourism requires coordinated planning, local participation, and careful attention to ecological carrying capacity. Ecotourism is particularly relevant to this agenda because it links conservation, environmental education, and local economic benefits within nature-based destinations (Sutiarso, 2018; Desnyarti & Zulkarnaini, 2025). Indonesia's current tourism framework also emphasizes sustainability, community-based tourism, environmental conservation, and stakeholder integration (Republic of Indonesia, 2025).

Palangka Raya, the capital of Central Kalimantan Province, has extensive forest resources. Marlina (2016) estimated that approximately 68.76 percent of the city's territory could be optimally directed to forest functions under a spatial planning approach. One area with strong ecotourism potential is the Nyaru Menteng Urban Forest in Tumbang Tahai, Bukit Batu District. The destination is located about 28 km from central Palangka Raya and has long been associated with nature-based recreation, environmental learning, and conservation activities (Palangka Raya City Government, 2022). The formal urban-forest designation established by the Governor of Central Kalimantan in 2023 covers

approximately 100 hectares, while earlier tourism descriptions referred to a smaller operational area (Central Kalimantan Provincial Government, 2023; Yulianto et al., 2023). These characteristics make Nyaru Menteng a relevant case for examining how conservation-oriented tourism is governed across agencies and community actors.

The management of the Nyaru Menteng Urban Forest Ecotourism Area involves public agencies, local institutions, community groups, conservation organizations, and security actors. The Central Kalimantan Provincial Forestry Office serves as the principal manager under Governor Decree No. 188.44/2/2023, while tourism agencies, the local Tourism Awareness Group (Pokdarwis), infrastructure agencies, the Tumbang Tahai urban village administration, and other actors contribute in different ways. Such cross-sector involvement is consistent with Indonesia's regional government framework, which creates space for coordination among regional government organizations in carrying out public functions (Republic of Indonesia, 2014). The area's forest-management dimension is also situated within the national forestry framework governing forest protection and utilization (Republic of Indonesia, 1999). However, field findings indicate that communication and coordination among stakeholders had not yet developed into a stable and structured management arrangement. Pokdarwis Batuah, which represents local tourism participation, had also not been optimally integrated into operational management. Previous research in Nyaru Menteng similarly identified infrastructure, information access, and local empowerment as persistent issues in developing the area (Hariatama et al., 2024).

Existing studies on Nyaru Menteng and comparable ecotourism destinations have commonly emphasized visitor facilities, local economic benefits, environmental potential, or community participation. These perspectives are important, but they do not fully explain how authority, interest, and influence are distributed among the actors responsible for managing a multi-functional urban forest. In practice, weak coordination can lead to fragmented programs, unclear divisions of responsibility, and limited participation by actors who are highly interested in the area but possess little formal authority. A stakeholder mapping approach is therefore needed to identify who is involved, how much influence each actor holds, and the extent to which each actor has a direct interest in management outcomes. This information can help managers determine which relationships require close collaboration, which actors need to be empowered, and which high-power actors need to be kept engaged. Stakeholder mapping is thus not only descriptive, but also provides a practical basis for designing more inclusive and sustainable governance arrangements.

This study applies the Power versus Interest Grid associated with Bryson's stakeholder analysis and operationalized in public-sector stakeholder mapping studies (Astuti et al., 2023). The framework classifies actors according to two dimensions: power, referring to their capacity to influence decisions and resources, and interest, referring to the degree to which they are concerned with or affected by the management issue. The resulting categories are key players, context setters, subjects, and crowd. By applying this framework to the Nyaru Menteng Urban Forest Ecotourism Area, the study aims to identify the stakeholders

involved, map their relative positions, and explain the governance implications of those positions. The analysis is expected to support more structured coordination between government institutions and local stakeholders. It also provides an empirical basis for strengthening community participation and conservation-oriented ecotourism management in Palangka Raya.

Literature Review

Stakeholder Concept

Stakeholders occupy an important position in public administration because public programs are rarely implemented by a single organization. Stakeholders may include individuals, groups, public agencies, communities, private organizations, and other institutions that can influence or be influenced by organizational goals and policy outcomes. In public management, their relevance depends on formal authority, access to resources, knowledge, legitimacy, networks, and the degree to which they are affected by a policy or program. Studies of stakeholder relations therefore seek to understand not only who the actors are, but also the different capacities through which they shape implementation (Sundari & Pharama, 2021). Astuti et al. (2023) further demonstrate that stakeholder analysis is useful for tourism management because actors with similar formal roles can occupy very different positions when power and interest are examined. This perspective is especially important in ecotourism, where conservation, infrastructure, promotion, community livelihoods, and public safety create overlapping responsibilities.

Stakeholder Mapping

Stakeholder mapping is a systematic technique for identifying actors and assessing their relative positions in relation to a policy, program, or management issue. Prabowo and Rostyaningsih (2019) show that stakeholder mapping can clarify differences in influence, interests, and potential contributions among actors involved in a public problem. One widely used tool is the Power versus Interest Grid, which positions stakeholders in four quadrants. Key players have both high power and high interest and therefore require close engagement in decision-making. Context setters have high power but relatively low interest, meaning that they can strongly shape conditions even when the issue is not among their main priorities. Subjects have high interest but limited power and may increase their influence through alliances, participation, or institutional support, while crowd stakeholders have low power and low interest but still need appropriate communication. The framework is valuable because stakeholder positions are not fixed and may change when mandates, resources, political priorities, or collaborative relationships change (Astuti et al., 2023).

Ecotourism

Ecotourism is a form of nature-based tourism that seeks to balance ecological conservation, social benefits, and economic opportunities. It differs from conventional tourism because environmental responsibility and learning are central elements of the visitor experience and management process. Ecotourism can contribute to conservation by creating

incentives to maintain ecosystems while also supporting income opportunities for local communities (Amiruddin & Arifin, 2020). Sya and Said (2020) identify conservation, community economic empowerment, and environmental education as major components of ecotourism. Recent research also emphasizes that ecotourism development requires adequate infrastructure, community capacity, and sustainable management strategies if economic gains are to be achieved without degrading natural resources (Desnyarti & Zulkarnaini, 2025). For an urban forest such as Nyaru Menteng, these principles make stakeholder coordination particularly important because tourism activities must coexist with habitat protection, conservation education, infrastructure needs, and local community interests.

Research Methods

This study used a descriptive qualitative approach to examine stakeholder involvement in the management of the Nyaru Menteng Urban Forest Ecotourism Area, Tumbang Tahai, Bukit Batu District, Palangka Raya City. The approach was selected because the research focused on the roles, interests, authority, relationships, and experiences of actors involved in the management process rather than on measuring variables statistically. Informants were selected through snowball sampling, beginning with actors directly associated with the area and expanding to other stakeholders identified during interviews. Primary data were obtained through in-depth interviews and field observation, while secondary data were collected through documentation and review of relevant government regulations, decrees, and institutional records. The combination of these techniques enabled the research to compare formal mandates with actual practices in the field. Data were organized descriptively to identify the actors involved and the nature of their participation.

Stakeholder mapping was conducted using the Power versus Interest Grid. Each stakeholder was assessed according to the level of power or influence that the actor could exercise over planning, operational decisions, infrastructure, promotion, conservation, security, or community participation, and according to the level of interest that the actor had in the outcomes of the area. The analysis then placed stakeholders into four categories: key players, context setters, subjects, and crowd. The categorization was based on evidence from interviews, observation, formal institutional responsibilities, and supporting documents. This analytical procedure was used to make the distribution of authority and concern visible and to identify where coordination or empowerment gaps existed. The resulting map was subsequently interpreted in relation to the practical governance needs of the ecotourism area.

Results and Discussion

Profile of the Nyaru Menteng Urban Forest Ecotourism Area

The Nyaru Menteng Urban Forest Ecotourism Area is located in Tumbang Tahai, Bukit Batu District, Palangka Raya City. The site is approximately 28 km from the city center and forms part of a tropical peat-swamp forest landscape with significant biodiversity and environmental value. Government information and ecological research describe the area as an important urban forest and conservation space, with the formal 2023 designation

covering approximately 100 hectares (Central Kalimantan Provincial Government, 2023; Yulianto et al., 2023). Biodiversity assessment has documented a diverse composition of flora and fauna and has emphasized the ecological importance of maintaining the area as a peat-swamp forest ecosystem (Yulianto et al., 2023). The presence of orangutan rehabilitation activities associated with the Borneo Orangutan Survival Foundation (BOSF) has also given Nyaru Menteng a strong conservation and environmental-education identity. These characteristics explain why the area has functions that extend beyond tourism to conservation, education, research, community livelihoods, and urban environmental protection.

Management responsibility is centered on the Central Kalimantan Provincial Forestry Office. The institutional position of the office is reinforced by provincial regulations governing the duties and functions of regional government organizations, including forest planning, utilization, protection, conservation, rehabilitation, and community empowerment (Central Kalimantan Provincial Government, 2022). However, the tourism dimension of the area requires contributions from agencies whose core mandates lie outside forestry. Tourism offices are relevant to promotion and visitor development, the Public Works and Spatial Planning Office is relevant to access infrastructure, local government and community organizations are important for participation and local economic benefits, BOSF contributes conservation knowledge and education, and the police support visitor security. This multi-actor structure creates opportunities for complementary action, but it also increases the need for clear coordination and role definition.

Identification of Stakeholders Involved

Stakeholder identification was conducted through initial observation, in-depth interviews, review of official documents, and follow-up tracing using snowball sampling. The document review included Governor Decree No. 188.44/2/2023 and Central Kalimantan Governor Regulation No. 37 of 2022, which helped clarify the formal authority of provincial agencies. The process identified ten stakeholders with different mandates and capacities. They are the Central Kalimantan Provincial Forestry Office; the Central Kalimantan Provincial Culture and Tourism Office; the Palangka Raya City Tourism, Culture, Youth and Sports Office; the Central Kalimantan Provincial Public Works and Spatial Planning Office; ecotourism area management officers; the Tumbang Tahai Urban Village Administration; the Batuah Tourism Awareness Group (Pokdarwis Batuah); the local community of Tumbang Tahai; the Borneo Orangutan Survival Foundation (BOSF); and the Bukit Batu Sector Police. The diversity of these actors reflects the multiple functions of the area, which include forest conservation, tourism development, infrastructure, local economic activity, community participation, conservation education, and public security. Identifying them is the first step toward understanding which actors should be closely engaged and which require stronger institutional support.

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Key Players

The Central Kalimantan Provincial Forestry Office is the only stakeholder classified as a key player. Its position is based on both high power and high interest. Formally, Governor Decree No. 188.44/2/2023 assigns the provincial government a central role in the designation and management of the Nyaru Menteng Urban Forest, while the Forestry Office's organizational mandate covers forest planning, utilization, protection, conservation, rehabilitation, and community-related forestry functions (Central Kalimantan Provincial Government, 2022, 2023). In practice, the office holds the strongest authority over planning, implementation, supervision, and evaluation of activities within the area. It also controls or influences the administrative decisions through which other actors participate. In the Power versus Interest Grid, such a position means that the Forestry Office must remain actively engaged in all major management decisions and must also serve as the principal coordinator for collaborative arrangements. The effectiveness of stakeholder governance therefore depends heavily on the office's ability to use its authority to connect sectoral contributions rather than allowing them to operate separately.

Context Setters

Three stakeholders are classified as context setters: the Central Kalimantan Provincial Culture and Tourism Office, the Palangka Raya City Tourism, Culture, Youth and Sports Office, and the Central Kalimantan Provincial Public Works and Spatial Planning Office. These agencies possess substantial sectoral authority and resources, but the Nyaru Menteng area is not their primary institutional priority. The provincial Culture and Tourism Office contributes to destination promotion and visitor data, while the city tourism office facilitated the establishment and early development of Pokdarwis Batuah. The Public Works and Spatial Planning Office contributes to access and infrastructure, including alternative circulation arrangements intended to reduce congestion during periods of high visitation. Because these agencies have high power but lower direct interest, their support can significantly accelerate or constrain tourism development even when they are not involved in daily management. This finding is consistent with stakeholder mapping logic, which suggests that context setters should be monitored and engaged strategically because their decisions can alter the operating environment for key players and subjects (Astuti et al., 2023). Weak coordination between these agencies and the Forestry Office may therefore reduce the effectiveness of promotion, infrastructure provision, and community empowerment.

Subjects

Six stakeholders are classified as subjects: ecotourism area management officers, the Tumbang Tahai Urban Village Administration, Pokdarwis Batuah, the local community, BOSF, and the Bukit Batu Sector Police. These actors have a high level of interest in the area but relatively limited formal power over strategic decisions. Area management officers

are directly responsible for day-to-day operations but remain institutionally subordinate to higher-level authorities. The Tumbang Tahai administration acts as an important communication bridge with residents, while Pokdarwis Batuah has a direct interest in tourism development and community participation but is still developing its organizational capacity. Local residents receive economic benefits through activities such as small-scale selling and parking management, yet they do not hold formal decision-making authority. This imbalance between interest and influence indicates a need for stronger mechanisms through which operational actors and community representatives can contribute to planning and evaluation.

BOSF is also placed in the subjects category because of its long-standing conservation relationship with Nyaru Menteng and its interest in environmental education and orangutan conservation. Its current involvement in tourism-area management is more limited than that of the Forestry Office, but its technical conservation knowledge and public credibility can support education and biodiversity protection. The Bukit Batu Sector Police is similarly highly interested in maintaining security and visitor safety, particularly during weekends and public holidays, yet it does not determine tourism or forest-management policy. According to the Power versus Interest approach, subjects can become more influential when they build alliances or are provided with formal participation channels (Astuti et al., 2023). For Nyaru Menteng, this means that the effectiveness of management could improve if Pokdarwis, local government, community representatives, conservation actors, operational staff, and security personnel are connected through routine coordination forums and clearly defined participation mechanisms.

Crowd

No stakeholder was classified in the crowd category. Every identified actor had either a meaningful level of influence or a high level of interest in the management of the area. This result is understandable because Nyaru Menteng performs several functions simultaneously. Conservation agencies and organizations are concerned with ecosystem and wildlife protection, tourism agencies are concerned with destination development and promotion, infrastructure agencies influence accessibility, local communities are affected by economic opportunities and management decisions, and security actors are concerned with visitor safety. The absence of a crowd category does not mean that all stakeholders have equal importance. Instead, it indicates that each identified actor has at least one substantial connection to the area's ecological, social, economic, or security functions. Stakeholder positions may also change over time as institutional priorities, resources, collaboration arrangements, and community participation evolve (Astuti et al., 2023).

Interest ↑ High ↓ Low	Subjects • Ecotourism area management officers • Tumbang Tahai Urban Village Administration • Batuah Tourism Awareness Group • Local community • Borneo Orangutan Survival Foundation (BOSF) • Bukit Batu Sector Police	Key players • Central Kalimantan Provincial Forestry Office
	Crowd No stakeholders identified	Context setters • Central Kalimantan Provincial Culture and Tourism Office • Palangka Raya City Tourism, Culture, Youth and Sports Office • Central Kalimantan Provincial Public Works and Spatial Planning Office

Conclusion

The mapping provides a practical basis for developing a more adaptive and inclusive management arrangement. The Forestry Office, as key player, needs to institutionalize coordination with high-power sectoral agencies while creating stronger participation channels for high-interest subjects. In particular, community actors and Pokdarwis require

opportunities to participate beyond informal economic activities so that local knowledge and local benefits become part of management decisions. The tourism and infrastructure agencies should be engaged through clearer work programs and shared priorities rather than ad hoc coordination. Conservation and security actors should also be integrated into routine planning where their expertise is relevant. Stronger coordination across these stakeholder categories can help align tourism development with biodiversity protection, public safety, community benefits, and the long-term sustainability of the Nyaru Menteng Urban Forest.

Recommendations

1. The Central Kalimantan Provincial Government should establish a regular cross-agency coordination forum for Nyaru Menteng, clarify the responsibilities of each institution, develop formal cooperation with Pokdarwis Batuah, and align tourism promotion, access infrastructure, conservation, and community-empowerment programs.
2. Pokdarwis Batuah and local community groups should strengthen their organizational and managerial capacity so that they can participate more effectively in planning, visitor services, environmental education, and the development of local creative-economy products.
3. Future research should examine the quality of collaboration, stakeholder participation mechanisms, and changes in stakeholder power over time, including whether stronger institutional arrangements increase the influence of community-based actors while maintaining conservation priorities.

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