

Model of Local Community Participation in the Management of the Ngurah Rai Mangrove Forest Area as a Tourist Attraction in Denpasar City, Bali

I Ketut Kardana¹⁾, Yohanes Kristianto²⁾, I Gusti Ngurah Widyatmaja³⁾
^{1,2,3)}Master of Tourism, Udayana University, Bali, Indonesia

*Corresponding Author

Email: kardana37@student.unud.ac.id¹, yohanes_ipw@unud.ac.id², widyatmaja@unud.ac.id³

Abstract

The management of the Ngurah Rai Grand Forest Park shows a dualist side. The plan to hand over the management of the Ngurah Rai Grand Forest Park to the Regional Government of Bali has effected a grassroots conflict regarding the customary rights of the local community. This study aims to design a model of participation for coastal communities in the Ngurah Rai Grand Forest Park, Pemogan Village. This research uses the Ladder of Citizen Participation theory (Arnstein, 1969) as the main theory and the Evolutionary Model of Tourism Partnerships as the supporting theory (Jamal & Getz, 1995) and also the concepts of participation, partnership, CBT, social capital, and government regulation. Data collection techniques used observation, structured interviews, and FGD. This study used the technique of qualitative research data analysis (Sugiyono, 2011) This research shows that community participation has developed through some stages such as (a) non-participation; (b) tokenism; (c) citizen power. The form of community participation is Community Based Participation implemented by the Fishing Community Group of Simbar Segara and Mina Lestari Batu Lumbang. And the other hand Government-Based Participation is implemented by the Mangrove Information Center. The finding of this research is the Mix-Based Participation Model. The recommendation is that the government should take the role of mediator to solve various conflicts at the grassroots level due to the traditional claims of the management of Ngurah Rai Grand Forest Park by two customary villages i.e. Pemogan and Kepaon.

Keywords: *Community-Based Participation, Government-Based Participation, And Mix-Based Participation Model*

INTRODUCTION

Indonesia is the largest archipelagic country in the world allocates around 64 percent or an area of 120.5 million hectares of land as Forest Areas, while the rest is Other Use Areas (APL). In addition, approximately 5.3 million hectares of Indonesia's territorial waters have been designated as Marine Protected Areas whose management is mandated by the Ministry of Environment and Forestry. Forest Areas and marine protected areas are designated based on the Decree of the Minister of Environment and Forestry as Forest Areas and Marine Protected Areas of Indonesia. As of December 2019, the total area of Indonesia's Forest Areas and marine protected areas is around 125.8 million hectares. Currently, Indonesia's mangrove areas are experiencing land degradation reaching 52,000 hectares per year. This degradation is caused by several factors, including (a) Land conversion due to the conversion of mangrove areas into industries, ponds, and permanent settlements; (b) Pollution from waste occurs contamination of domestic waste and hazardous waste in the waters of mangrove areas and plastic waste. This pollution not only damages the mangrove area itself but also marine life and mangrove area dysfunction which has various benefits both biologically, socially, and economically; (c) Increased illegal logging, namely illegal logging carried out by residents around mangrove forest areas using wood from mangrove trees for the process of processing salt water into salt (Center for International Forestry Research, 2022).

Based on the results of an interview with the Head of the Technical Implementation Unit of the Ministry of Forestry of Bal Province, Mr. Subandi (2022), the Ngurah Rai Mangrove Forest Park Area is one of the mangrove forests in Indonesia, located on the coast which becomes

an estuary that is drained by water from the Mati river and Badung river, Ayung river to mangrove forests. The Tahura Mangrove area covers an area of about 1,373.5 ha located on Jalan By Pass Ngurah Rai about 15 minutes from I Gusti Ngurah Rai international airport Bali. This area is an administrative area of Pemogan village, South Denpasar district, Bali province. The Tahura Ngurah Rai area has been developed as an ecotourism attraction since 2012. This area is recognized as the lungs for the city of Denpasar and Badung Regency from the threat of seawater abrasion, and the threat of tsunami. To reforest these shrimp ponds, the Badung Regional Government received assistance from JICA (Japan International Corporation Association) to plant and restore the function of mangrove forests as a barrier to abrasion and seawater intrusion, restoring flora and fauna habitat in mangrove forests. JICA functions for the development of forest areas by seeding and planting, maintenance, conservation, and grouping types of mangrove plants, types of marine life in the form of shellfish, crabs, shrimps, monitor lizards, and various species of birds. Within ten years (1983-1993) the mangrove forest area had been restored to become a Mangrove Forest Park for conservation functions

The existence of mangrove forests is used not only for conservation functions (protection), but also for education, tourism (recreation), and research functions. The mangrove forest area managed by Kodya Denpasar was developed and given the name Ngurah Rai Forest Park with an area of approximately 1,373.5 hectares stretching from the Sanur, Serangan, Benoa, and Suwung Kauh areas. The existence of Tahura is increasingly known among tourists because it is not only developed for conservation functions but also utilization functions for recreational purposes. The use of Tahura as a recreational destination since 2000. To support the convenience of tourist visits to Tahura Ngurah Rai, Kodya Denpasar built road infrastructure for access from the Ngurah Rai highway to forest areas and accessibility in the form of a 10-kilometer ironwood bridge so that tourists can explore directly the forest area to see the habitat of endemic flora and fauna that still exists. In addition, it also builds amenities (comfort) to ensure the comfort of tourists doing tourist activities in Tahura Ngurah Rai in the form of selfie photo spots, trekking spots, bird watching, fishing, lighthouse buildings to see views of mangrove forests from a height of 10 meters, and also often used for taking pre-wedding photos. Tourist attractions in Ngurah Rai Forest Park in the form of (a) Various types of mangrove plants that have properties to be used as medicinal ingredients, ingredients for beauty, traditional herbal medicine (bedada fruit), mangrove roots for scrubs.; (b) Various types of flora such as various types of mangrove trees; (c) Various types of fauna such as various species of birds and reptiles, various types of brackish fish of various types of crabs, shrimps, fish and sea shellfish (Field observation results dated October 25, 2022).

The management of Ngurah Rai Forest Park by the Regional Technical Implementation Unit of the Ministry of Forestry since 2000 as a natural tourism attraction, has not shown the role of local communities in Pemogan village to be involved in its management. This is because in the early stages (embryotic) the development of the Ngurah Rai Forest Park was carried out by the government so the role of local communities was still marginalized. So far, this tourist attraction still raises paradoxical issues between the importance of maintaining the sustainability of mangrove forest natural resources and its utilization functions as a cultural ecotourism attraction for tourism foreign exchange income and the interests of local communities to benefit economically from the management of Ngurah Rai Forest Park whose socio-economic life has been affected by Covid-19. The process of developing a botanical forest park into a natural and cultural tourist attraction raises a contestation of interests between stakeholders of three primary stakeholders (triple-helix), namely the government that builds tourism facilities with local communities who also have the right to use Tahura as a tourist attraction as part of the customary village area (pakraman), and local investors who want to invest to benefit from leasing tourist facilities, such as kayaking, kanowing, canoes, fishing equipment, and the use of Bale Wantilan

cultural tourism performance venues, such as Barong Dance and Kecak Dance (Results of an Interview with I Wayan Tam, Owner of Barong Pura Bangun Sakti Banjar Alang Kajeng Suwung Kauh Performance Venue on November 20, 2022). Local communities have the right to accumulate capital with the government, and investors in building an ecosystem of sustainable tourism practices through the empowerment of local communities (community-based tourism). Thus, tourism practices are not interpreted as an arena for capital contestation (contested area) among stakeholders, but an arena ecosystem that produces linkage, value chain, and interconnection among stakeholders through the optimization of their respective roles, namely the government, local communities, and investors by the mandate of Tourism Regulation No. 14 of 2016.

The use of the Tahura Ngurah Rai area as an eco-tourism attraction needs support for the strengthening of existing tourism and institutional areas. The development of *usaha mikro kecil dan menengah* (UMKM) is one of the efforts made by the government in improving the welfare of the community in Pemogan Village, South Denpasar. The Tahura Ngurah Rai area is very strategic to be developed in the field of tourism, building the economy, and supporting the welfare of the surrounding community. Through UMKM activities, the community can establish handicraft industry centers, so that they can increase income and create new jobs. UMKM activities seen from several aspects can contribute to the lives of local communities, such as (a) Socio-economic aspects of the community can increase income by selling food and drinks for visitors; (b) Aspects of strengthening local human resources are carried out by providing marketing training to MSME actors; (c) Protection aspects in the form of local regulation legal products (PERDA) protect mangrove forest areas from housing development activities; (d) The supporting aspect, namely through the cheap market, can help UMKM players so that their products are better known by the public; (e) The maintenance aspect is to provide socialization and training so that the community can better care for and maintain mangrove forests.

RESEARCH METHODS

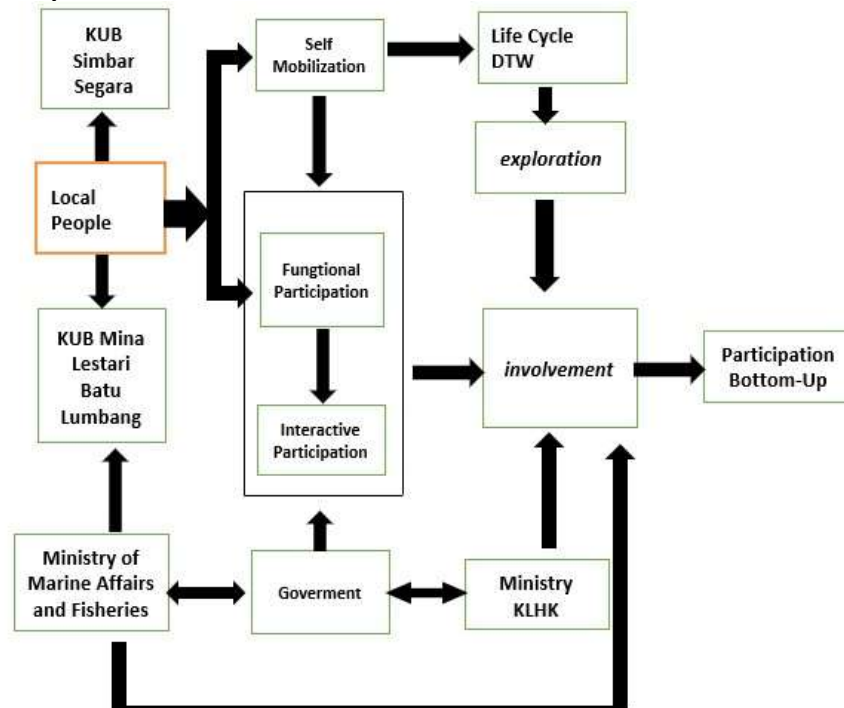
This research uses a qualitative paradigm. The reason for choosing the qualitative paradigm is because this research was conducted on natural conditions which include tourism stakeholders, namely local governments (in provinces, cities, and districts), the tourism industry (tour operators, travel agents, and Mandarin guide associations), and communities from traditional villages (pakraman). The qualitative paradigm is also called naturalistic research researching natural places or settings in the context of an entity because natural ontology requires the existence of realities as wholes that cannot be understood if separated from the context (Lincoln and Guba, 1985: 39). The approach to natural conditions gave birth to the symbolic interactionism approach. Symbolic interaction looks at how humans act about events, objects, and others based on the system of meaning associated with each. The symbolic interaction approach is used to reveal the significance of the existence of Tahura Ngurah Rai, not only fulfilling its function as a flora and fauna conservation forest but also its utilization function as an attraction and tourist attraction.

RESULT AND DISCUSSION

Forms of Community Participation in the Management of the Ngurah Rai Forest Park Area

Forms of Community-Based Participation

To express the forms of participation actualized in the form of local community involvement based on diachronic aspects of time can be explained using the Tourism Area Life Cycle (TALC) theory from Butler (in Pitana, 2005) and the concept of participation according to Pretty (in Mawforth et.al., 1998). The modification of the TALC theory and the forms of community participation can be seen from the chart, as follows:



**Figure 1. Forms of Community Participation Based on Local Community Empowerment
 Forms of Community Participation in KUB Simbar Segara**

Forms of Self-Mobilization Participation by the Community

Self-mobilization participation, where the community has its initiative in the planning process without any intervention from external parties. At this stage, there is high contact between tourists and local communities because tourists use available local facilities. Given the limited number and sparse frequency, the socio-cultural-economic impact at this stage is still very small. This phase began in 2014 when many visitors doing fishing tours in the Tahura Ngurah Rai utilization block began to be in great demand by adventurers for fishing activities, mangrove hunting fauna (crabs, fish, shrimps, and others). Seeing the increasing number of visitors to this area who are interested in doing adventure tourism plus the condition of the catches of fishermen living in the coastal village of Suwung, Pemogan is declining as a result of the reclamation of Serangan Island, the community who work as high seas fishermen responded to this opportunity to find additional sources of income.

This exploration phase is when new tourism areas begin to be discovered, and visited on a limited and sporadic basis, especially for adventurous tourists. At this stage, there is high contact between tourists and local communities because tourists use available local facilities. Given the limited number and sparse frequency, the socio-cultural-economic impact at this stage is still very small. At the exploration stage, the ecological attraction of mangrove forests is characterized by the presence of tourists or visitors in a limited and sporadic manner carried out

by adventurers. Intent contact occurs between KUB members who work other than fishermen as well as local guides who take group tourists using a bottom boat with a capacity of 10 people for a Mangrove Tour to the Bali Toll Road.

Forms of Functional Participation

The form of functional participation in the management of Ngurah Rai Forest Park can be seen from the forms of community involvement in Pemogan village. The embryonic stage of community participation in Pemogan village can be seen from the existence of external parties (government) in this case the policy of the Ministry of Marine Affairs and Fisheries through the Fisheries and Food Security Service at the provincial, district, and Kodya levels to empower local communities through the establishment of Joint Business Groups (KUB) to help the lives of fishing farmers. Based on the direction and guidance from the Fisheries and Food Security Office, a Fishermen Group was formed by the community under the name of the Simbar Segara Joint Business Group (KUB) with a total of 55 members consisting of three Banjars (Sakah, Rangkan Sari and Kajeng). This organization was officially established as a legal entity by the Ministry of Marine Affairs and Fisheries and has its Articles of Association and Bylaws ratified by a Notary Deed (Dasae Budget & Bylaws of the Establishment of KUB Simbar Segara, 2014). The management of the KUB Fishermen Group has the authority to make decisions to prepare facilities, facilities, and infrastructure to support organizational activities, such as the construction of a Group Hall where meetings are held and various activities related to the tasks that must be carried out by the fishermen group.

The forms of functional participation of local communities can also be measured by the extent to which communities organized in the form of groups (organizations) are involved in decision-making. The establishment of the Mina Mesari Simbar Segara Processing (*pengelolaan*) and Marketers (*pemasaran*) Group (POKLAHSAR) is proof of functional participation because the formation of POKLAHSAR aims to develop and empower local communities (community-based development) to utilize Non-Timber Forest Products. This POKLAHSAR is a product rule formed based on the similarity of the platform vision and mission between the Ministry of Marine Affairs and Fisheries through the extension of the central government bureaucratic apparatus to local governments, namely the Fisheries and Food Security Service and the Ministry of Environment and Forestry through the extension of the government bureaucratic apparatus of the Tahura Ngurah Rai Regional Technical Implementation Unit under the leadership of Mr. Subandi.

The purpose of the establishment of POKLAHSAR is to develop the creative participation of fishermen's wives to improve food security through the use of Non-Timber Forest Products (HBBK) derived from leaves, fruits, and bark of linger trees as a substitute for rice. Loose fruit that once seemed useless becomes useful through creativity and innovation. In addition, it also provides added value to the catches of members of fishing groups such as fish, crabs, stones, shellfish, aperitif, and other sources of highly nutritious foodstuffs. The coastal plants can be processed and used for processing materials that can be marketed in events related to tourist visits from government departments/agencies, schools, and universities at international, regional, national, and regional levels.

Forms of Interactive Participation

As for the form of interactive participation of the KUB Simbar Segara Fishermen Group, it can be seen that the involvement of local communities in conducting joint analysis in formulating goals mandated by the Ministry of Marine Affairs and Fisheries, including:

1. Maintaining the preservation of mangrove forests as a place for breeding fish or spawning fish. Usually, if the fish want to lay eggs, they will migrate to mangroves to lay eggs in the mangrove roots, then they will return to the open sea. Types of fish that often lay eggs in the

- roots of mangrove trees, such as mullet fish (jerejet fish), and after being large by residents are called depung fish; Jek mangrove fish, which is a type of mangrove jangkri fish in the mating season will lay eggs in mangrove roots, as well as spawning places for shrimp, crabs, milkfish. After they hatch, the habitat of mangrove trees will be found with many types of fish so that it becomes a very attractive place for tourists/visitors for fishing activities. In addition, with the recovery of mangrove trees, various types of fish-eating birds will nest in mangrove trees because of the availability of abundant food sources in mangrove forests, so that it can be used as a "Bird Watching" tourist attraction for tourists when participating in the "Susur Mangrove" tour package. Walk through mangroves at night, tourists will be able to see the habitat of bats and bats that inhabit mangrove forests because this type of sea bat can live from eating food from mangrove tree fruit that is abundantly available.
2. Guard the coastline along the coastal area from the onslaught of waves. If there is a large earthquake that is likely to trigger tsunami waves, the existence of mangrove forest areas can protect villages along the coast in South Bali.
 3. Maintain forest preservation, maintain abrasion and seawater intrusion, and become a wave barrier. The mangrove forest area of Pemogan village is located at the mouth of the Tukad Badung and Tukad Mati Rivers, so the volume of plastic waste, especially in the rainy season of the two river flows will carry tons of plastic waste that can threaten the growth of mangrove trees.
 4. Maintaining the preservation of marine life from the activities of fishermen who fish by using stun, potassium poison, and using fish bombs. Also, the shooting of fauna that has been protected by the Nature Reserve Law that lives in Mangrove Forests, both native and endemic fauna species that immigrate from the high seas waters to reside in mangrove forests because of the availability of abundant foodstuffs, such as grouse, white herons, and others.

Forms of Community Participation in KUB Mina Lestari Batu Lumbang

Forms of Self-Mobilization Participation by the Community

This group of fishermen was named *kelompok usaha bersama* (KUB) Mina Lestari Batu Lumbang. KUB Mina Lestari Batu Lumbang was pioneered by Mr. Wayan Kona Antara from Banjar Gelogor Carik Pemogan. Basically, the formation of KUB Simbar Segara Batu Lumbang was formed by gathering people whose livelihoods are in mangrove areas, whose livelihoods are from fishing as fishermen and farmers, 1993 was also involved in restoring mangroves forests from ponds to forests again. So that the mangrove forest cover which is 50% can be covered with mangrove trees, at that time many fishing communities had the initiative to form joint business groups, from 1998 it was collected rather difficult to form because there was no interest from fishermen to make KUB. Finally, in 1995 only 12 members were tried to run with lean management, for the requirements for group formation a minimum of 15 people, which is still less than 3 more people for the requirements for the formation of KUB. After data collection and further explanation, it was found that with the addition of members as many as 05 people the number of members became 17 members, on August 20, 2005, and the name he took was: Batu lumbang is the name of the place as loluan batu lumbang where the place was once a place of many fish, by the government made a dam, The name Batu lumbang is used as a history of the place previously used for fishing livelihoods, especially in Mangrove.

KUB Batu Lumbang has a vision and mission where, the vision of KUB Batu Lumbang is to care for the work environment in fishermen's catchment areas, especially in mangroves. This vision is used with the sustainability of our environment automatically able to preserve fisheries power which has the potential to increase the production of fishermen's catches, the synergy of the sustainable environment of fishery resources also grows and it is proven by maintaining mangroves after clean, the points of fish growth is in the bachao crab until now it has become a leading commodity for fishermen to be used as market commodities and does not know

seasonality continuously can be in Make it a selling product commodity and do not rely on fish catches from the high seas that use a seasonal system or three months in one year and the rest of the famine season, but with the mangrove trees fishing never breaks. If fishing does not exist on the high seas. Fishermen can look for fish around Benoa Bay mangrove area. Because fishermen can still have fish catches both crabs and shrimp catches, this is an advantage of fishermen groups who have mangrove areas.

Fisherman Center which is owned by the Ngurah Rai Forest Park area under the Bali Provincial Forestry Service, the existence of this hall is legal based on a reference letter in 2007 in the form of a decree signed by the Head of the Bali Provincial Office for the use of the land of this botanical forest park as a Fisherman Meeting Hall, with obligations by the vision and mission: maintaining, maintaining and preserving mangrove forests covering an area of 1 km circumference, obligations as a form of placement from the Fisherman Hall. The establishment of this fishing hall is purely from the initiative of the community from below (Bottom UP), from the bottom up as initiators with 7 other members. For its membership nitrogen as fishermen in the mangrove area of Kuta Banjar Plasa, Gelogor Carik, whose members as inquisitors are chaired by: Wayan Kone Antara, Kadek Susila, Made Suweja, Wayan Mandi, Wayan Wirawan, Made Mudita and Wayan Sunaka.

Forms of Functional Participation

The form of fishermen groups that are realized by the Ministry of Marine Affairs and Fisheries in KUB is equivalent in name nationally, 2006 many found violations in fish fishing using potassium, and strum committed by the community that contradicted the fisheries law, which was difficult to handle and did not have the authority, coordination with the to overcome violations by forming a supervisory community group (POKMASWAS) in the form of by fishermen to reprimand sensitize the public to commit fishing violations, but not given to catch can only document, reprimand and report to the authorities, both the work unit of the KKP and the police as a pokie of POKMASWAS which was established on October 16, 2006. Its function is not only to catch fishing violations but also to protect marine life from people who catch in mangrove areas. The form of social activities for the source of funds is obtained from 25% of fishermen's income, for the operation of POKMASWAS, commitment to its members all from the fishing community totaling 52 people, while those who enter there 47 people, 5 people are taken from community leaders in the mangrove environment, including Kelian Dinas Kelian adat gelogor carik (Kelian adat Mr. Konti, dan Kelian Dinas Triana Samudra).

Forms of Interactive Participation

As for the form of interactive participation of the KUB Segara Guna Batu Lumbang Fishermen Group, it can be seen the involvement of local communities in conducting joint analysis in formulating goals mandated by the Ministry of Marine Affairs and Fisheries, including:

1. Maintaining the preservation of mangrove forests as a place for breeding fish or spawning fish. Usually, if the fish want to lay eggs, they will migrate to mangroves to lay eggs in the mangrove roots, then they will return to the open sea. Types of fish that often lay eggs in the roots of mangrove trees, such as mullet fish (jerejet fish), and after being large by residents are called depung fish; Jek mangrove fish, which is a type of mangrove jangki fish in the mating season will lay eggs in mangrove roots, as well as spawning places for shrimp, crabs, milkfish. After they hatch, the habitat of mangrove trees will be found with many types of fish so that it becomes a very attractive place for tourists/visitors for fishing activities. In addition, with the recovery of mangrove trees, various types of fish-eating birds will nest in mangrove trees because of the availability of abundant food sources in mangrove forests, so that it can be used as a "Bird Watching" tourist attraction for tourists when participating in the "Susur Mangrove" tour package. Walk through mangroves at night, tourists will be able to see the habitat of bats

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2. Guard the coastline along the coastal area from the onslaught of waves. If there is a large earthquake that is likely to trigger tsunami waves, the existence of mangrove forest areas can protect villages along the coast in South Bali.
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 4. Maintaining the preservation of marine life from the activities of fishermen who fish by using stun, potassium poison, and using fish bombs. Also, the shooting of fauna that has been protected by the Nature Reserve Law that lives in Mangrove Forests, both native and endemic fauna species that immigrate from the high seas waters to reside in mangrove forests because of the availability of abundant foodstuffs, such as grouse, white herons, and others.

Forms of Government-Based Participation

This form of participation was initiated by the government to support the vision and mission and work programs of the government related to issues of conservation, reforestation, maintenance, and protection of flora and fauna habitats from the destruction and extinction of mangrove forests in the protection blocks, utilization blocks, conservation blocks, rehabilitation blocks, religious, cultural, historical and traditional blocks (Decree No: 544 / Kpts-II / 1993 dated September 25, 1993). The dominant role of government stakeholders such as the Ministry of Environment and Forestry, Ministry of Tourism and Creative Economy; Ministry of Public Works and Public Housing; Ministry of Marine Affairs and Fisheries. as a regulator in the provision of legal, statutory products. The forms of community participation are from top to bottom (up-bottom) so that the community when responding to the stages of development of tourist objects and attractions raises participation that is manipulative, passive, or consultative.

Manipulative participation is characterized by community representation in institutions, such as Tourism Management Agencies, Joint Business Groups (KUB), Tourism Awareness Groups (POKDARWIS), and others, but they do not have decision-making power because everything is determined by government dominance. Such a situation will lead to the marginalization of community participation and role in decision-making. Passive participation is characterized by the public only being informed of things that have been decided by the government or events that have taken place (*fait accompli*), for example, the community is asked to legitimize decisions that have been determined by the government without asking the opinion or opinion of the community. Consultative participation is characterized by the community participating to answer questions raised by external parties (government).

Community-Based Participation Model

Community-based tourism is one type of tourism that includes community participation as the main element in tourism to achieve sustainable tourism development goals (Telfer and Sharpley, 2008). Based on the results of a study on the levels and types of community participation in the Tahura Ngurah Rai area of Pemogan village, it was found that there was a practice of community-based participation model applied by two groups of fishermen, namely the Simbar Segara Joint Business Fishermen Group (KUB) and the Mina Lesatari Batu Lumbang Joint Business Fishermen Group (KUB). This participation model has bottom-up characteristics. The practice of community-based participation models is justified by laws and regulations to empower coastal communities by the mandate of the Regulation of the Minister of Environment and Forestry of the Republic of Indonesia Number P.76/Menlhk-Setjen/2015 (State Gazette of the Republic of Indonesia Number 164. 2016) which regulates utilization zones.

Not all the status of the Ngurah Rai Forest Park area in Pemogan village is in the position of a utilization block, so by Government Regulation Number 36 of 2010 Pasal 9 ayat (3) concerning the licensing of natural tourism business in Forest Park, the area or area of Tahura in Pemoga village that has not entered the status of a utilization block cannot be carried out natural tourism business. Moreover, the Ngurah Rai Forest Park area, which has the status of a protection block, cannot be developed in this area other than for conservative purposes and biological protection. Nature tourism business in the area of the botanical forest park in Pemogan village is carried out by the principle of conservation of biological natural resources and their ecosystems aimed at increasing the use of uniqueness, distinctiveness, natural beauty, and/or beauty of types or diversity of wildlife species and/or plant species found in the botanical forest park Pasal 2 Ayat 1 and 2, (kemenparekraf.go.id, 2010).

By looking at these provisions, the potential for tourism development of the Tahura Ngurah Rai area in Pemogan village based on the Decree of the Director General of Natural Resources and Ecosystem Conservation Number SK.255 / KSDAESET / 2015, can only be pursued by a few village areas, hamlets (banjar) that already have legal entities. For community empowerment, the Head of Pemogan Village can apply to the government through a natural tourism concession permit. However, it is necessary to pay attention to the legal basis for licensing the nature tourism business in the Forest Park (Tahura) area. In Government Regulation Number 36 of 2010 Pasal 9 Ayat (3) concerning natural tourism business licensing can be given to the Tahura area which is included in the category of Utilization Block" (kemenparekraf.go.id, 2010). The provisions of this article are the principle of legality of fishing groups in the Tahura Ngurah Rai area in Pemogan village allowing to development of tourism potential in their area and providing space for coastal communities to play a role as participators.

Therefore, traditional fishing groups located in the utilization block area in Pemogan village have been incorporated under the names Simbar Segara Joint Business Group (KUB) and KUB Mina Lestari Batu Lumbang. By being a legal entity, these fishermen groups can legally apply for assistance for fundraising for the procurement of facilities and infrastructure, facilities to support natural tourism activities. To realize the mandated provisions of the rules and regulations related to the use of the Tahura area for natural tourism activities, the Ministry of Environment and Forestry in 2023 has signed a Memorandum of Understanding with KUB Simbar Segara and KUB Mina Lestari Batu Lumbang. This agreement includes the area of the area permitted to carry out natural tourism activities or activities, such as mangrove trails, trekking trails, fishing tours, bird watching, canoeing, utilization of non-timber forest products (HBBK), and mangrove forest planting for reforestation activities (reforestation) of areas that are still deforested or areas that require a level of plant density that needs to be added.

When viewed from the synergy theory of social capital (social capital) designed by Woolcock and Narayan (2000). Sato (2001) introduces the implications of regulation from the perspective of state-community relations, hence the participation model based on community empowerment through a complementary communication pattern between government and society. In other words, there is a symbiotic relationship between the government as the main stakeholder and the network of social capital groups that are members of the Fishermen Group KUB Simbar Segara and KUB Mina Lestari Batu Lumbang. Fishermen groups are the main stakeholders to support government programs as an integrated effort in structuring, maintaining, controlling, breeding, and developing the use of an area (Decree No. 43/Kpts/DJ-VI/1994 Director General of Forest Protection and Nature Conservation).

The Five "P" spirit, namely structuring (*penataan*), maintaining (*pemeliharaan*), controlling (*pengendalian*), breeding (*pemuliaan*), and developing the use of mangrove forest areas is the main mission that must be carried out by fishermen groups KUB Simbar Segara and KUB Mina Lestari Batu Lumbang as social capital and make tourist visits of special interest in the

environment as a bonus from the success of coastal communities to get added value in the form of profits and benefits from the synergy of nature with Humans are by local wisdom.

CONCLUSION

1. The forms of community participation in the management of the Tahura Ngurah Rai area in Pemogan village are divided into two, namely: (1) Community-Based Participation. Community-based forms of participation are bottom-up. (2) Government-Based Participation, The forms of government-based participation are from top to bottom (up-bottom).
2. The resulting community participation model is the campuhan participation model in the management of the Tahura Ngurah Rai area. The design of the Community-Based Mixed Model is built by a combination of Government-Based Participation with Community-Based Participation. Therefore, to build a campuhan-based community participation model design, the positive aspects contained in community-based management (Community-Based Participation) are associated with the role of the government as a regulator and facilitator in government-based management (Government-Based Participation).

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