**THE DEVELOPMENT OF NILE TILAPIA MINAPOLITAN AREA THROUGH THE UTILIZATION OF FISHERIES RESOURCES AND THE PARTICIPATION OF LOCALS IN KLATEN REGENCY**

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Abstract

The development of Minapolitan area through local potentials is an attempt to support the protection and development of *local social culture* along with localeconomy. Klaten regency that has potentials in fisheries resources becomes the location of research using Natural Resources Analysis, Policy Analysis, and Interactive Analysis methods. The results of the study revealed that the references used in developing Minapolitan Area are 1) Policy and Strategy of Cultivation Area Development 2) Policy and Strategy of Human Resources Development 3) Policy and Strategy of Water Resources Distribution Infrastructure Network. Thus, the most fundamental policies pursued in the development of the fisheries sector is based on the use and control of fish production in Minapolitan area, so as to create alignment between demand and production of fish.

**INTRODUCTION**

**Research Background**

The potentials of natural resources in Indonesia are abundant to be properly, sensibly and sustainably utilized in order to improve the welfare of the society. Among many natural resources that exist in Indonesia, one of them is fishery. The government has sought to develop the potential of fisheries resources through various policies, for example the Minapolitan Conception by which fishery is also being developed. Government’s policy to develop fishery is contained in the Regulation of the Minister of Marine Affairs and Fisheries of the Republic of Indonesia PER.12/MEN/2010 on Minapolitan. According to it, Minapolitan is an area-based conception of fishery economic development based on integrated, efficiency, quality and acceleration principles. In Minapolitan development, the Ministry of Marine Affairs and Fisheries of Indonesia has listed potential and prospective regions to be made into Minapolitan Area. On the Regulation of the Minister of Marine Affairs and Fisheries of Indonesia No. PER.12/MEN/2010 on Minapolitan, it is also stated that the definition of Minapolitan area is an part of certain region which has primary function in economic consisting of central of production, manufacture, marketing of fishery commodity, services, and/or other supporting activities. Thus, basically, Minapolitan Area is an area with the major activity as economic center which utilizes, manages, and cultivates marine and fisheries resources; as well as having functional connection with its residential system which is developed to encourage local economic growth and foster regional competitiveness (Pujiasmanto, 2014 dan Yudana, 2013).

The development of Nile Tilapia cultivation area, in this case, is focused on water resources development and community-empowerment-based area or zone management for hatchery and rearing by giving optimal role to local people in order to improve their economy and welfare. Furthermore, fishery development is one of strategical policies to prevent poverty in order to improve the prosperity of the people. However, whether it is developed though society-based populist approach or developmental approach, fisheries resources development has to uphold the principle of environmental functioning preservation, so that the benefits of the development area can be enjoyed both by this generation and future generations (our children and grandchildren). Thus, conservation principle for the environmental functioning preservation must also be held and managed properly; therefore the natural environment can be preserved and is able to support food tenacity and security.

The basic idea in developing fishery resources is to strengthen the synergy between economic improvements of the society and support environmental preservation, as well as the attempt to invent fishery resources management methods along with the instruments that will be able to guarantee the preservation of environmental function for a sustainable regional development. Society empowerment through fishery resources development may include the integration of related resources such as water resources, fish varieties, agriculture products, and human resources for supportive contributions.

Furthermore, given that the development of fishery resources uses local potentials, then this concept is very supportive towards the protection and development of local social culture and local economy, including micro, small, and medium enterprises (SMEs). Klaten regency has the potential to meet the qualifications as mentioned above. Therefore, developing nile tilapia minapolitan area through a proper management of natural resources utilization is needed, especially on the basis of society empowerment in Klaten regency.

Thus, through this study, the strategy of natural resources management in developing nile tilapia cultivation area on the basis of society empowerment in Klaten regency is formulated.

**Literature Review**

1. **Management of Fisheries Resources**

As an archipelago, Indonesia has large potential of fish resources and high variations of biological diversity, where Indonesian waters has 27,2% of total flora and fauna species found in the world comprised of 12,0% mammals, 23,8% amphibians, 31,8% reptiles, 44,7% fishes, 40,0% molluscs, and 8,6% seaweeds (Mallawa, 2006).

Management of fishery resources is an aspect which is very prominent in fishery sector and the inability to manage it may result in the decreasing income of fisheries sector available resources. Given the fish resources management ranges to a wide scope and our experiences in management field is still limited, a convention in interpreting fishery resources management as one meaning is needed. The word “pengelolaan” is a translation of “management”. In administrative science, *management* has central elements consisting of POAC namely *planning*, *organizing*, *actuating*, and *controlling.* Fisheries management is an integrated process, ranging from information gathering, analysis, planning, consultation, decision-making, source allocation, and implementation in an attempt to ensure the continuity of productivity and management purposes achievement. In the management of fish resources, it is necessary to make several limitations that we need to pay attention to, among others: (1) the scope of management area (2) who the managers are, and (3) how the management is (Mallawa, 2006).

In Law No. 31 of 2004 on Fisheries, it is stated that fisheries management is all attempts including integrated process in information gathering, analysis, planning, consultation, decision-making, allocation of fish resources, and implementation as well as enforcement of law and legislation in fisheries which is conducted by the government or other authorities aimed at achieving the continuity of waters biological resources productivities and objectives that have been agreed upon. The objectives of fish resources management are stated as follows.

1. Improving the living standards of small scale fishermen and fish farmers;
2. Increasing income and foreign exchange for the country;
3. Encouraging employment expansion and opportunity;
4. Increasing supply and consumption of fish as protein sources;
5. Optimizing fish resources management;
6. Increasing productivity, quality, added value, and competitiveness;
7. Increasing the availability of raw material for fish processing industri;
8. Achieving utilizations of fish resources, fish cultivation areas, and fish resource environments optimally; and
9. Ensuring the preservance of fish resources, fish cultivation areas and space layouts.

Sustainable and community-based fish resources management is a management leading to how fish resources that currently available will be able to meet current needs and the needs of future generations, of which sustainability aspect has to include ecological, socio-economic, societal and institutional aspects. Sustainable management of fishery resources is suggested to meet the requirements that the utilization rate must not exceed the carrying capacityof the aquatic environment or recovering ability of fish resources, so that future generations’ fish resources assets will have the same amount or more than that of today’s generation. Bengen (in Mallawa, 2006) states that a management is considered sustainable if such activities is able to achieve three goals of sustainable development, which are ecologically, socially, and economically. Ecologically sustainable means that management of fish resources must be able to maintain the integrity of the ecosystem, preserve carrying capacity of the environment, and conservation of fish resources including its biodiversity so the utilization of fish resources can be sustainable. Social sustainability requires that fish resources management activity should be able to equalize outcomes, social mobility, social cohesion, society participation, society empowerment, social identity, and institutional development. Economically sustainable means fish resources management activity must be able to efficiently result in economic growth, capital maintenance, and fish resources use as well as investment (Mallawa, 2006).

1. **Minapolitan Area**

The development of fish cultivation area or Minapolitan is a program of Agropolitan fields which functionally stepping upon fishery sector activities based on superior commodity development basis, whether in aquaculture using salt water, brackish water, or fresh water; including processed products and aquatic environmental services in a cluster of area consisting of some villages or subdistricts, as an attempt to create the parallel between city and village. In that equal condition, it is expected that there will be access improvement of rural societies through the development of service centers. Thus, infrastructure development in rural areas becomes an important key as the beginning of Minapolitan development (Bakrie Zakaria, 2010). But when it comes to an unpredictable turns of table, it will only result in disappointment. Learn the hard way maybe appropriate in this, however why not spare ourselves the hurt when we can actually plan it all ahead. Make compromise up front

The concept of fish cultivation area or Minapolitan was popularized in 2009 by the Minister of Marine Affairs and Fisheries, Fadel Muhammad. Up until 2011, tens of areas have been tested to try o Minapolitan concept out into practice. Minapolitan consists of the words mina and politan (polis). Mina means fish and politan means city. So Minapolitan can be interpreted as a fishery city or a city in fishery area or fishery in urban area. Fishery city may be city, small town, or subdistrict which serve as the center of economic growth that encourages economic growth in its surrounding areas by maximizing fishery potential of the fishery. More than that, Minapolitan itself is intended to be a fishing town that grows and develops due to the systems and mina-businesses which are carried out properly and also able to serve, push, pull, and heave fisheries development activities in the surrounding areas (Fitrawan Umar, 2011).

In the context of national development, Minapolitan Area development is a form of elaboration and implementation of Law No. 26 of 2007 on Spatial Planning, particularly in the fight against poverty through rural areas development based on agribusiness development in a broad sense and coordinated in regional development system which is integrated and sustainable. Therefore, development should begin with a Minapolitan base line study to be used as the basis for preparing the Master Plan area and the types of commodity that will be developed through variety of requirements, both technical and social, so it can be used as an indicator in evaluating Minapolitan performance then. Besides, in order to make Minapolitan program as a systemic movement, the followings are needed:  political communication with legislature in the process of budget planning to obtain financial support for the implementation; improving comprehension of Minapolitan program for regional stakeholders;   activities development that is in accordance with the needs of the society; and cross-region synergy in a regional perspective (province).  Furthermore, other variables which also become the key to successful Minapolitan development are: support from community leaders in the region, a solid working groups, and regional leaders who have strong commitment as a cross-cutting and cross-platform development hierarchy.

In the perspective of society empowerment, the approach pattern of Minapolitan program must be done through society empowerment in the form of “action movement” (not the project), as a reduction strategy of poverty which is more focused on the society involvement to be invited in a dialogue to discuss what are their needs, scale of priorities, and how to achieve them –“No empowerment without participation”– thus, the empowerment of the people as subjects (not objects) will come to pass, which is expected to be able to deliver success in the sustainability of the program with medium and long term orientations (Bakrie Zakaria  , 2010).

In addition, since the operational of Minapolitan program does not have specific budgeting in its sectional department, divided roles between capital and regional as well as the funding mechanism are needed. Thereby, at the national level, there need to be improved coordination between Ministries and relevant agencies such as Ministry of Home Affairs, Ministry of Agriculture, Ministry of Marine Affairs and Fisheries, Ministry of Forestry, Ministry of Public Works, Ministry of Trade, Ministry of Industry, Ministry of Manpower and Transmigration, Ministry of Cooperatives and SMEs, and [Ministry for Development of Disadvantaged Regions](http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=0CB0QFjAA&url=http%3A%2F%2Fwww.indonesia.go.id%2Fen%2Fministries%2Fministers%2Fstate-minister-for-acceleration-development-backward-regions%2F1649-profile%2F272-kementerian-negara-pembangunan-daerah-tertinggal&ei=nHJAVITkBoHDmwX2hoCYAw&usg=AFQjCNHsfzJXbM3TlKWpl1MYoKBT_BHJHQ&sig2=EqdvnfvaADlr0opXa5n36Q&bvm=bv.77648437,d.dGY), under the coordination of Minister of Home Affairs as the Chief of the Working Group Central Level Agropolitan.

Today, Minapolitan program has been taken as an interest by regional governments as one of the main strategies in rural development, particularly the coastal areas which are facilitated by central government as a concept of fishery and rural area development, in order to: create balance between rural and urban development through the development of agribusiness service centers in a broad sense and residential or small towns, and (b) develop a whole subsystems of fishery development consisting of upper course subsystem, lower course subsystem, and supporting subsystems, so fishery sector can grow steadily, optimally and competitively. However, it needs to be understood that the main purpose of society empowerment is the change mindset and behavior, which, at the same time, become the core of the development success as a social investment. The challenge to its achievement is the process that requires strong consistency, dedication, and commitment to the national development goals (Bakrie Zakaria, 2010).

1. **Public Participation**

Public participation is a crucial factor that determines the success of the development, including the success of environmental management. A correct understanding of the concept of participation of society members as well as the government bureaucrats in involving communities, in the end, become an entry point in every development process. Basically**,** public participation is voluntary action of society to support the achievement of the success of the development programs. Bintoro Tjokroamijoyo (1988) highlighted several matters regarding the relationship between development and participation; they are: (Tjokroamijoyo, 1988)

1. Public participation is active involvement of the people in the process of determining direction, strategy and policy by the government.
2. Public participation is involvement in bearing the burden and responsibilities in the implementation of development which may be in a form of effort to mobilize funding resources in development, harmonious productive activities and also social supervision over the course of development.
3. Participation is involvement in harvesting the results and benefits of the development fairly by improving society involvement in various forms of productive activities and extending opportunities and coaching.

By looking at the close relationship between development and participation, then society participation in development has a very important meaning. Conyers (1954), in Suparjan and Heri Suparno (2003), cites three main reasons why the role of public participation is important. Those reasons are stated as follows: (Suparjan and Suparno, 2003)

1. First, society participation is an instrument to obtain information about local society’s conditions, needs and attitudes of which development program and project will fail without it.
2. Second, society will rely more on the project and development program if they are engaged in its preparation and planning processes, since they will know more about the project’s details and have sense of ownership and responsibility towards the projects.
3. Third, participation becomes urgent since there is an idea that it is a democracy right if community is involved in society development. this context, people have the right to give opinions in determining the kinds of development that will be implemented in their area *(man-centered development).*

On the one hand, public participation is, basically, a form of improvement in their bargaining position so that their bargaining power is balanced with the government and other parties (privates/capital owners). On the other hand, public participation is a power of control over the policies made by the government side so that the presence of society participation will materialize the synergy between local resources, government’s political power, and capital resources from foreign investors. To optimize public participation, regulations from the government that provide protection and sides with local society is needed (Suparjan and Suparno, 2003).

Participatory approach is an attempt to overcome the weaknesses of centralized approach such as dependency on centered bureaucratic organizations which lack in responses toward the diversities in community, inadequate investment in the process of community development to solve problems, lack of attention in handling society diversities particularly in understanding layered social structures, and not enough integration between technical and social components in development.

In terms of participation, society needs to be involved in every development process, which includes: (1) problems identification where society along with the planners or policy authorities identify issues in group discussions, brainstorming, opportunity identifications, potential identifications, and obstacle identifications; (2) planning process in which society is involved in the plan and strategy making based on the identification results; (3) implementations of development project; (4) evaluation, which means society is involved in assessing the results of the development that has been done, whether the development gives beneficial results (benefitting the society) or it makes society suffer damages by the process that has been done, instead; (5) mitigation, which means society groups may engage in measuring as well as reducing negative impacts of the development; and (6) monitoring, means a stage which is done so development process that is implemented can be sustained (Suparjan and Suparno, 2003).

Eugen C. Erickson (1974), in Suparjan and Heri Suparno (2003), states that, basically, participation comprises of two parts, namely internal and external participation. Internal participation means that there is sense of belonging towards the community. While external participation is concerned with how an individual figure engaging themself with the outside community.