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FISHERMAN EMPOWERMENT PROGRAM IN TALAUD ISLANDS

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ABSTRACT

Talaud Islands Regency is a regency in the province of North Sulawesi located on the border of Indonesia and the Philippines. This area has enormous fisheries potential, characterized by high illegal fishing activities by foreign fishermen in the region. Most of the fish sold in the central fish market in General Santos (Philippines) comes from these islands. The government has implemented various special stimulus programs to empower traditional fishermen, but the poverty rate of fishermen in the region has not changed significantly. The study was conducted in two stages. The first stage is to try to find the right methods to empower fishermen in the region so that they have better socioeconomic skills. The second stage is to implement an empowerment model that will make the socio-economic quality of targeted traditional fishermen will increase. The results of the study found that the cause of significant changes in the quality of social and economic life of fishermen (small fishing), rooted in the power of nepotism in the implementation of the policy. Fishermen empowerment policies in the form of fresh financial assistance and marine infrastructure, are given to the wrong targets. Assistance is not given to small fishing groups but established fishing individuals (boat owners "pajeko"), or in other communities (artisans and farmers) who do not work as fishermen. In conclusion, it is urgently needed to change the behavior of decision makers, especially those responsible for improving the quality of life of small fishermen.

Keywords: fishing small, yet powerful, nepotism, incorrect target.

INTRODUCTION

Talaud Islands Regency is a district in North Sulawesi province which is directly adjacent to the Philippines. This district has enormous fishery and marine resources. The results of the pre-study showed that there were both legal and illegal foreign fisherman activities in this area, most of which were then brought to General Santos. The problem that is quite vulnerable to the economic interests of fishermen in particular is that the large profits from the maritime sector are not fully enjoyed by them. However, it is actually taken by large groups of fishermen from South Philippines in particular, and also other countries in the Southeast Asian region which also carry out illegal fishing in this region. Another problem that is quite crucial is that most of the local fishermen actually work on fishing boats from the South Philippines.

On the one hand, most fishermen in this region live below the poverty line. The poverty rate in these two regions (especially Talaud) is the highest in North Sulawesi province. BPS data for 2009-2021 shows that the average poverty rate in these two regions is in the range of 16-17%.

Various empowerment programs have been carried out by the government, one of which is the policy of providing "fresh" financial assistance to catch fishermen communities through the Capture Fishermen's Rural Mina Business Program conducted by the Ministry of Maritime Affairs and Fisheries, but in reality this has not made any significant changes. Fishermen are still the poorest communities in these two districts. From 16 to 17% of the poor in this district, more than 40% are fishermen communities who live in coastal areas on average. This research seeks to produce the most suitable empowerment model for fishing communities in this district, so that in turn later, through the application of the model results found from this research, it will be possible to implement empowerment of fishing fishermen groups which can provide an increase in the quality of socio-economic life significant for them.

This research is based on several theoretical concepts, both policy theory and empowerment concepts as described below:

A. *The Concepts of Empowerment.*

In Webster's dictionary, empowerment has two meanings. first is to give power or authority to. Second means to give ability or enable. the first meaning is defined as giving power, transferring power, or delegating authority to other parties. while the second meaning, is defined as an effort to give ability or empowerment. Furthermore Paul (1987: 132) states that empowerment means a fair distribution of power so as to increase the political awareness of the power of weak groups and increase their influence on the process and results of development. Connected with the explanation above, Nugroho and Wrihatnolo (2007:2) explain that basically empowerment is a "becoming process" and not an "instant process". Because as a process, empowerment has three stages, namely:

1)   Awareness Stage.
2)   Capacity Stage.
3)   Empowerment Stage.

At the awareness stage, the target to be empowered is first given "enlightenment" in the form of awareness that they have the right to own "something". For example, if the target is a group of poor people, they are given an understanding that they can "be there", and that can be done if they have the capacity to get out of poverty. At this stage the target is "filled" with knowledge that is cognitive, belief and healing. The basic principle of this stage is that the target is made to understand that they need to build a "demand" to be empowered, and the empowerment process starts from within themselves. Furthermore, at the capacity building stage, the stage that is more often referred to as the capacity building process. In addition, this stage is also mentioned

as the enabling or enabling stage. That before being given power or power, the target must have the ability first.

There are three forms of capacity building, namely human capacity building both individually and in groups, then organizational capacity building, and the third is value system capacity building (Nugroho and Wrihatnolo, 2007:4-5). Furthermore, the third stage is the stage of giving power or empowerment. At this stage the target is given power, power or authority, or opportunity. Giving is done in accordance with the capacity of skills possessed. Long time before this argument, Stewart (1994:70) explains that empowerment theory is basically a theory that focuses on organizational efforts to optimize the full potential of employees. In this case Stewart explained that: "Empowering is a theory which focuses on what managers must do to recognize and harness the full range of abilities and knowledge which staff can bring to work if only we would let them" (1994:70).

Stewart then explained that empowerment is related to aspects of power and authority. That the discussion about empowerment is also about power and authority. This is because in the process of empowerment there is often concern from managers that doing empowerment will weaken the position of superiors or managers, due to reduced power or authority. As he explained, "the most urgent concern which managers have related to power and authority is fear empoering others will wear their own position and their ability to ensure that targets are met standards maintained". This concern often becomes an obstacle in the implementation of empowerment. This should be avoided if the leadership realizes the essence of empowerment itself. because actually in the process of empowerment there will be no reduction in the authority and power of the leadership.

B. Six Dimension of Empowerment by Stewart (1994).

According to Stewart, basically empowering groups or organizations must fulfill 6 dimensions, namely enabling, facilitating, consulting, collaborating, mentoring, and supporting. That group or organization empowerment activities are determined by the six dimensions of empowerment put forward by him.

C. Concept of Program Implementation).

The term implementation comes from English "to implement", which means implementation and application (Adiwisastra in Aripin, 2008). This understanding is reinforced by Hill and Hupe (2002); Pressman and Wildavsky (1984) which formulates briefly that "*to implement*" or implement means "*to provide the means of carring out*" or provide the means to do something; "*to give practical effect to*" cause an impact or effect on something, or *to accomplish,*

to fulfill, to produce, to complete, even Pressman and Wildavsky (1984) says that the word implementation is next to as a verb must also have an object i.e. policy. So basically implementation is implementing something in this case a policy that can have an impact on achieving or not a policy by using the means to implement the policy.
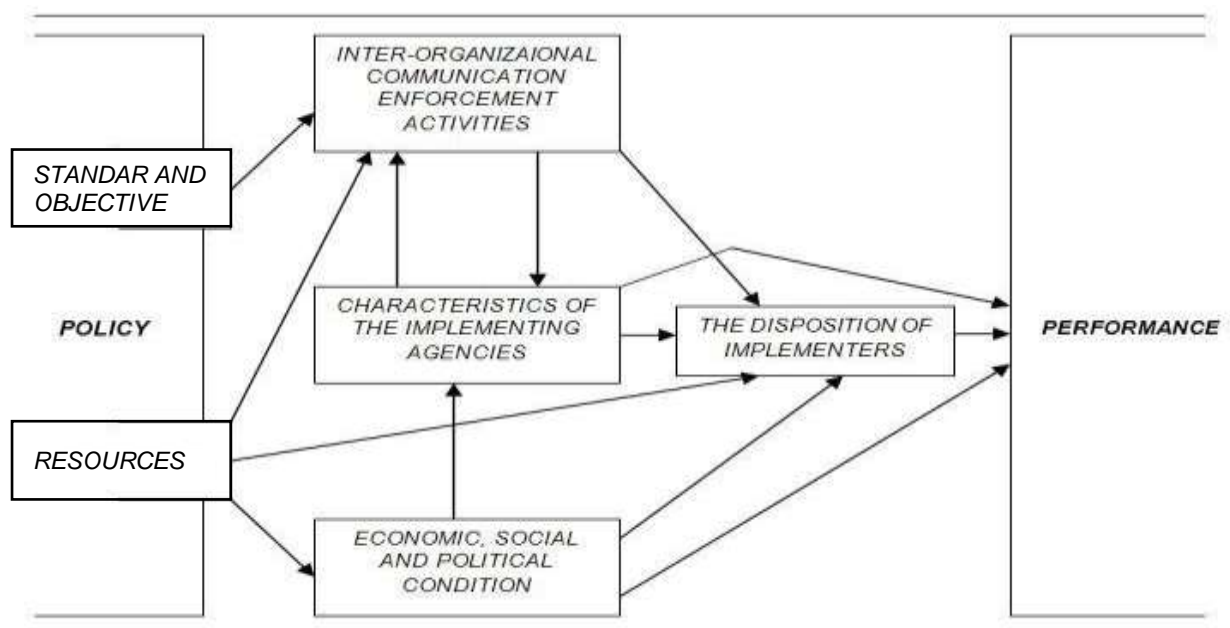
Edward III (1980:1) further explain, "*The study of public policy implementation is crucial for the study of public administration and public policy. Policy implementation, as we have seen, is the stage of policy making between the establishment of a policy-such as the passage of a legislative act, the issuing of an executive order, the handing down of judicial decesion, or the promulgation of a regulatory rule – and the consequences of the policy of the poeple whom it affects*". Based on Edward's explanation, the study of policy implementation is crucial in the study of public administration and public policy. The next explanation from Edward about the implementation of the policy is as follows: "*...implementing a public policy may include a wide variety of actions : issuing and enforcing directives, disbursing funds, making loans, awarding grants, signing contracts, collecting data, disseminating informations, analysing problems, assigning and hiring personal, creating organizational units, proposing alternatives, planning for the future, and negotiating with private citizens, business, interest groups, legislative committees, bureaucratic units, and even other countries*".

Furthermore, Hoogerwerf (1983: 157) explains that "policy implementation can be interpreted as the use of selected means to achieve selected goals". According to him, the results of the policy implementation process consist of immediate policy results, also referred to as policy performance and policy outcomes. From this explanation, it can be emphasized that policy implementation is an important stage so that the goals to be achieved from a policy can be achieved or fulfilled.

D. Policy Implementation Model Van Meter dan Van Horn (1975).

Van Meter and Van Horn (1975) put forward a model with six dynamically interrelated variables to produce "performance" outcome. Implementation is seen as a process that starts from a policy decision; This includes both public and private sector actions (individuals and groups) aimed at achieving the objectives set out in policy decisions. The Implementation process proceeds through a series of levels (stages), the arrows continue to move forward, or sideways and do not point back at the policy. As the direction of the arrow shown in Figure 1 (see next page), the arrow continues to move forward, or sideways and does not point back at the policy. There are six variables in the model offered by Van Meter and and Van Horn, namely:

a. Policy standards and objectives to be achieved, which elaborate on each other towards the overall objectives achieved from policy decisions.

b. Resources.

c. The quality of cross-organizational reciprocity.

d. Characteristics of the agents (units or subunits) involved in the implementation of the policy. This includes issues of organizational supervision.

e. Economic, social and political environment.

f. The disposition or response of the implementors, which includes three elements, namely; cognition (understanding and understanding of policy), the pattern or direction of their response (acceptance, neutrality, or rejection), and the intensity of the response itself.

Sumber: Hill dan Hupe (2002)

Figure 1. Policy Implementation Process Model from Van Meter dan Van Horn

Basically, the study of policy implementation is driven by the occurrence of failures of various policies. Especially in the United States and in the United Kingdom, policy failures are caused by inefficiencies or optimally made policies are unable to achieve the expected outcomes. In certain cases, policies fail at all levels (dimensions). Policy failures can be caused by external situations that are incompatible with the policy itself. Every policy is usually always faced with the risk of failure because it can be caused by 3 things, namely: first, bad implementation, bad policy or indeed because of bad luck. In the first reason, policy initiators and implementers view that poor policy implementation is what causes policies not to achieve the expected results. Second, policy formulators and implementors view that policy failures are caused by external

environments that are incompatible with the policies made. The final reason for policy failure, namely the failure of a policy because the policy itself is indeed bad (bad), that is, policies are made based on minimal information, lack of rationality, and unrealistic (Hogwood and Gunn, 1984).

E. Frame of Thought.

From the conceptual and theoretical description above, it can be explained that basically empowerment means preparing the community with resources, opportunities / opportunities, knowledge and expertise to improve the community's capacity in determining their future, as well as to participate and influence life in the community itself. As then Tjandraningsih (1995:3) That is to explain that empowerment essentially prioritizes the own efforts of people who are empowered to achieve their empowerment. Therefore empowerment is very far from the connotation of dependency. Thus, empowerment can be explained as the process of breaking or breaking down, namely from the relationship between subject and object. This process emphasizes the importance of the subject's recognition of the ability or power possessed by the object. Furthermore, the end result of the empowerment process is the switching of individual functions that were originally objects and then become (new) subjects, so that the existing social realization will only be characterized by realization between subjects and other subjects.

Thus, efforts to develop capture fishermen empowerment programs in Talaud Islands district must be more oriented towards efforts to produce independent fishing groups, not always dependent on external assistance, and able to carry out independent activities that provide improvements to the quality of socio-economic life. Furthermore, efforts to implement capture fishermen empowerment programs in these two island districts must be related to the dimensions of enabling, facilitating, consulting, colaborating, mentoring, and supporting.

F. Proposition.

Based on the results of the conceptual description and framework above, the proposition in this study is "efforts to develop and implement capture fishermen empowerment programs in the Talaud Islands district are related to aspects *enabling*, *facilitating*, *consulting*, *colaborating*, *mentoring*, and *supporting*.

Based on the description above, the formulation of the problem in this study is "Why the implementation of the fishing fishermen empowerment program by the government through the Mina Rural Capture Fishermen Business Program in the Talaud Islands district has not resulted in an increase in the quality of social and economic life of fishermen in this area". as well as what

empowerment model should be implemented in order to provide significant changes to the social and economic life of the fishing community in this district.

METHOD

The research that will be carried out is an effort by researchers to develop the quality of socio-economic life of capture fishermen who are poor groups on the Indonesia-Philippines border, namely on islands in the border area of the Talaud Islands district. This research is to reinforce previous studies in the same area, which also have the ultimate goal of coming down to relatively similar desires. The results of this research activity will be used as a reference to develop an implemented capture fishermen empowerment program, which will be implemented in the following year. The expected output and outcome is an improvement in the socio-economic quality of capture fishermen in the region.

This research uses a qualitative approach, with descriptive analysis methods. The goal is to describe, summarize various conditions, various situations, or various phenomena of social reality that exist, then attempt to draw reality to the surface as a characteristic, characteristic, trait, model, sign, or description of a particular condition, or phenomenon. The choice of qualitative approach to research is to get an in-depth answer about the causes of the unsuccessful capture fishermen empowerment program that has been carried out by the Government so far in the Talaud Islands district. Especially related to the "fresh funds" assistance policy issued through the Mina Rural Fishermen Capture Business Program from the Ministry of Marine Affairs and Fisheries. This means that by using this approach, it is hoped that it can be explored as deeply as possible about various things that are not visible on the surface that are the root of the problem. In addition, by using this approach, foundations can be found to formulate an empowerment model that is in accordance with the character and culture of the local community. Thus, the empowerment model that will be developed will be more *tune-in* with the cultural patterns of community life in this district.

The datain this study are primary data and secondary data. Primary data are data that are directly recorded in the field through in-depth interviews and obtained through observations made by the researchers themselves or data that are the results of observations in the field and interviews with all informants in this study. Meanwhile, secondary data is processed data or data that has been officially published obtained from media news, documentation and archives of the Ministry of Marine Affairs and Fisheries, Marine and Fisheries Service of the Talaud islands district. Furthermore, the data collection technique in this study is an in-depth interview. Basically, the in-

depth interviews conducted in this study are unstructured interviews, although guidelines for conducting interviews are also prepared.

The informants in this study are the Head of the Marine and Fisheries Service of North Sulawesi Province, the Head of the Marine and Fisheries Service of the Talaud Islands Regency, the Head of the Capture Fisheries Division of the Marine and Fisheries Service of the Talaud Islands district, who is the technical person in charge of the implementation of the Mina Rural Fishermen Capture Business Program in the Talaud Islands district , and 5 Chairmen of Tan Fishermen Groupin Talaud Islands District. Thus the total informants in this study were 8 people. It is possible that the number of informants may increase or decrease. This will be done if it is felt that the information and data obtained from the informant who has been selected is inadequate.

Furthermore, the research instrument in this study is the researcher himself by using other research aids such as sound recording devices (tape recorders), visual recording tools (video recorders), stationery, and lap tops to store research data. The material of the interview and observation is expanded from the various variables put forward in the proposition. Adpaun Posedur in this study consists of four stages, namely the pre-research stage, t ahap pcollection and aanalysis data, t ahap pprocessing data, t ahap examination of data wetness, and drawing conclusions.

RESULTS AND DISCUSSION.

Based on data obtained in the field, from 2018 to 20 22 there were 17 Fishermen Groups who were treated with various empowerment programs. Of the 17 existing groups, it turns out that there are only 4 groups that have made progress in their business. While the rest have almost no real activities. Research on the development of the empowerment program of capture fishermen (small fishermen) carried out in the district of Talaud Islands was carried out using the empowerment theory from Stewart 1994 as a research guidence, namely that empowerment is related to aspects of enabling, facilitating, consulting, colaborating, mentoring, and supporting, namely that empowerment policies are essentially related to aspects of enabling, facilitating, providing inputs, cooperate, guide, and provide support. In this study, these six aspects were explored in depth.

From in-depth research, it was found that the high number of undeveloped fishermen groups (13 fishing groups or 82%), was caused by empowerment policies that were not on target. Most of the beneficiaries from the empowerment fund are not small fishing groups and are not active fishing groups. But most are builders or farmers. As a result, infrastructure aids such as boats, outboard motors and boats, become useless items. Boats and relief boats, only park on the

beach, while outboard motors are only kept indoors or sold to real fishermen. While the 4 groups of fishermen (12%) that made progress, it turned out not to be small fishing groups. but is an established fisherman. This group has several large boats which in the local language are referred to as "Pajeko boats" and have more than 10 workers in each of their sea activities. As a result, there is no change or improvement in the quality of life of capture fishermen (individual fishermen who still use traditional boats that still use rowers).

From more in-depth research on this matter, it was found that most of the group formation was aimed at obtaining funds and equipment included in empowerment programs. Meanwhile, the actual members of the group are workers on large, established fishermen. Basically, this fact proves that the empowerment program for capture fishermen or small fishermen in the Talaud Islands district is not implemented according to its designation.

CONCLUSION

From the results of the research obtained, it can be concluded that the unsuccess of various empowerment programs for capture fishermen or small fishermen in the Talaud Islands district is due to the still strong nepotism and spoil system in program implementation. While of the 6 aspects of empowerment related to aspects of enabling, facilitating, consulting, colaborating, mentoring and supporting, only 2 aspects were implemented, namely facilitating and supporting aspects, namely in the form of providing fresh funds and equipment assistance. Suggestions from the study are:

1. The implementation of empowerment of small fishermen in the Talaud Islands district must be carried out by parties outside the local government, but carried out by empowerment groups, or carried out by independent universities.

2. Periodic monitoring and evaluation should be carried out to control the level of progress achieved.

3. Supervision must be carried out by the government at a higher level, namely from the provincial level or directly from the relevant Ministry.

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