

## Government Policy for Traditional Fisher Empowerment

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### ABSTRACT

*This research is aimed to describe, analyze and interpret the policy made by the Government of Malang Regency for the empowerment of traditional fisher communities at Sendang Biru Village, Sumbermanjing Wetan District, Malang Regency. Research also describes, analyzes and interprets the empowerment process of traditional fisher communities at Sendang Biru Village, Sumbermanjing Wetan District, Malang Regency. Research is focused on the empowerment process of traditional fisher communities at Sendang Biru Village, Sumbermanjing Wetan District, Malang Regency. Result of research indicates that government policy for traditional fisher empowerment at Sendang Biru Village, Sumbermanjing Wetan District, Malang Regency is implemented by giving the aids of capital and fishing gear, and the implementation of is quite good. However, the government still finds necessary to give greater attention to the capacity of poor fisher, especially when the poor fishers find difficulty in accessing capital through financial institutions, such as bank. The aid of fishing gear has been adequate and also suitable to the specification of fisher demand. The empowerment process of traditional fisher at Sendang Biru Village, Sumbermanjing Wetan District, Malang Regency, has reached the stages of initiation and participation. Due to the limitation of human resource and capital, empowerment process may not yet come to emancipation stage. It is recommended in this research that to facilitate the empowerment process of traditional fisher communities, the government shall function only as facilitator. The government only helps through its policy-making by inviting the participation of fisher groups in demand formulation, implementation and evaluation.*

**Keywords:** Empowerment, Traditional Fisher

## 1. INTRODUCTION

Poverty suffered by fisher communities is an irony to the region of Malang Regency because this Regency has a beautiful beach enriched with fishery resource. This beach is Sendang Biru Beach.

Visual or direct observation to the fisher residences at Sendang Biru Village, Sumbermanjing Wetan District, Malang Regency, may produce a more comprehensive description about the poverty suffered by fisher communities despite the huge of marine enrichment around them. The scenery of traditional fisher residences along Sendang Biru Beach is a slum life environment with very simple housings. The condition of traditional fishers at Sendang Biru Beach is quite similar to the condition of any fisher communities in other place. They too often suffer from the poverty. Residents are not reliable to live and also not healthy (without sanitation structure). Income source only emanates from marine haul result. Therefore, fisher communities at Sendang Biru Village are seemingly hard to fulfill their demand for health and education.

Traditional fishers are those who exploit fishery resources with traditional fishing gear, small business capital and relatively simple fishing organization. In daily life, traditional fishers concern more with life demand (*subsistence*). It means that their haul is mostly allocated to the sale and to meet the daily demand. Traditional fishers are very dependent on fishing season, but it only makes them much vulnerable to the poverty.

Other factor causing traditional fishers vulnerable to poverty is that fishery product is not resistant to the decay. The most prominent issue is that traditional fishers find difficulty in selling their hauled fish to the market and obtaining immediate cash from the sale before the fish decays. They are willing to accept less satisfying payment from the broker. The limited capacity of traditional fishers at Sendang Biru Beach in dealing many problems is a potential barrier preventing them from increasing their social welfare and also from alleviating their poverty.

The internal causes of poverty among traditional fisher communities at Sendang Biru Beach include poor human resource quality, low capital, less advanced fishing technology, and difficulty to implement fishing diversification. External causes may include the more profitable marketing system applied by broker trader, the damage of coastal and marine ecosystems due to land pollution, the use of fishing gear that is environmental unfriendly, the limited technology for post-haul processing, the limited job opportunities at non-fishery sector in fisher villages, and the bad natural condition and unfavorable seasonal fluctuation that keep the fishers from sailing throughout year.

Pursuant to the explanation above, we can explain that poverty suffered by traditional fisher communities at Sendang Biru Beach is caused by various complex issues. The root cause is closely related to fisher disempowerment in dealing with the environment. Poverty, life discrepancy and life pressure are intensively overwhelming fisher households which drain their mental and physic. Economic difficulties always keep poor fisher households from engaging actively various social responsibilities beyond their substantial lives and problems. The struggle toward survival has seized their mental and physic, and therefore, it reduces their attention to community interest for better environment.

The disempowered communities are easily vulnerable to poverty. Disempowerment is caused by several factors such as the lacking of economic security, experience in political arena, the lacking of access to information, the absence of financial aid, the lacking of training, and the physical and emotional strains. The disempowerment of traditional fisher communities is quite evident when they must stand as the disadvantaged due to the dominance of others. For example, they are not even accepting national grant which is actually aimed for their benefit.

In pursuance of Law No.32/2004[1] about Local Government, Central Government shall delegate its discretion to Regency Government to help the latter in matching the development with the demand of immediate communities.

In consistent to this statement, Wahab (2002)[2] has asserted that the essence of local autonomy is to provide wider public space for the emergence of community participation, either passive participation that influenced by power structure above it (*mobilization*) or active participation when the communities themselves understand, select, formulate the demand and enforce the fulfillment. Such community dynamic represents a long path to various aspects such as representation, engagement and community participation in national management.

The method to solve poverty problem and two other problems, unemployment and discrepancy, is through community empowerment approach.

Indonesia development approach has been shifted into the sustainable development concept and also to the orientation toward integrative human development. This approach is expected to become the meaningful answer to the poverty because poverty moves slowly into multi-dimensional issue. Conceptually, this approach integrates several developmental processes resulted from the review of previous developmental approaches. Mission or mandate of integrative human development is to increase the quality of participation and empowerment through the functional, integrated, and comprehensive goals to answer the demand for empowerment. Strong interest has been directed toward the alleviation of poverty, and also is given to the integrative effort to improve the wellbeing of the poor. Such goals are achieved through the development of human resource and the empowerment of community organization.

Therefore, empowerment is a set of activities to increase the power or capacity of the disadvantaged communities, including those with poverty. As a goal, empowerment is designated to achieve conditions or results through a social change. These conditions are enormous such as: good life in physical, economical and social aspects; self-confidence; easy to express aspiration; easy to fulfill subsistence; and easy to participate into social and self-dependent activities in implementing daily tasks. The definition of empowerment as a goal is often used as the indicator of successful empowerment as a process (Ife in Suharto, 2005)[3].

By understanding the overview above, it can be said that traditional fisher communities at Sendang Biru Beach are living in the circle of poverty and disempowerment. Therefore, local government is required by the mandates of UUD 1945 to deliver the welfare of traditional fisher communities. It may be achieved if the development by the government has been oriented toward community empowerment. Based on this background, problems of research are formulated as follows:

- (1) How is the policy made by the Government of Malang Regency for the empowerment of traditional fisher communities at Sendang Biru Village, Sumbermanjing Wetan District, Malang Regency?
- (2) How is the empowerment process of traditional fisher communities at Sendang Biru Village, Sumbermanjing Wetan District, Malang Regency?

By taking account the background and the formulated problems, the objectives of research are:

- (1) To describe, analyze and interpret the policy made by the Government of Malang Regency for the empowerment of traditional fisher communities at Sendang Biru Village, Sumbermanjing Wetan District, Malang Regency.
- (2) To describe, analyze and interpret the empowerment process of traditional fisher communities at Sendang Biru Village, Sumbermanjing Wetan District, Malang Regency.

This research offers benefits in two aspects:

- (1) Theoretical Benefit: This result of research is expected to contribute the mindset that can enrich a reach about the concept of governmental role within the empowerment of traditional fisher communities.
- (2) Practical Benefit: The result of research is useful as the input to the government when looking for proper strategies and methods for the empowerment of traditional fisher communities in order to improve their wellbeing. The input is also meaningful for the relevant next research.

## 2. CONCEPTUAL FRAMEWORK

Being fisher is the subsistence of most communities who live along the coast. However, poverty often entraps them into misery and it is not comparable with the abundance of marine resources around them. Poor fishers are those who exploit fishery resource with traditional fishing gear, small work capital, and relatively simple fishing organization. The daily orientation of traditional fishers is given more to the fulfillment of life demand (*subsistence*).

The poverty of traditional fishers is caused by poor human resource quality, limited capacity to obtain work capital and ultimate fishing technology, and difficulty to implement fishing diversification. Internal and external factors are also influential to this poverty.

Empowerment for poor fishers is an effort to improve the living standard of fishers to release themselves from poverty. Fishers must have strength or capacity in (a) fulfilling the life demand by which fishers reach their freedom not only in expressing opinion but also being free from hunger, foolishness and sickness; (b) affording productive sources that allow fishers to increase their income and also to acquire

goods and services they need; and (c) taking participation into development processes or any decisions influencing their standing (Suharto, 2005).[3]

Empowerment process is a sustainable process throughout somebody's life (*on-going process*). Hogan in Adi (2002)[4] sees the empowerment process on certain individual as a relatively smooth process experienced by this individual along their age. In other words, *empowerment is not an end-state, but a process that all human beings will experience*.

Empowerment is a set of activities to substantiate power or strength of the weak group in the communities, including individuals in poverty. The goal insisted to achieve is a social change that produces the empowered communities with power, knowledge and ability needed to fulfill their life demands, including physical, economical and social demands, and also with self-confidence, easiness to express aspiration, work capacity for fulfilling subsistence, access to the participation into social activities, and self-dependency in executing daily tasks (Ife in Suharto, 2005). [3]

In its implementation, the empowerment of poor fishers needs the support from government policies, immediate communities, and also all stakeholder elements for the accelerated improvement of the welfare of poor fisher communities.

The target of this research is the implementation of East Java Governor Decree No.56/2011 about General Manual (Pedum) of the Program of Other Path toward People Welfare (Jalin Kesra) Through The Grant for Very Poor Household in East Java Province.[5] The implementation of this program can be realized if the policy is clearly formulated.

Policy implementation is not only related with policy operational mechanism in bureaucratic procedures but also connected with how to resolve decision conflict and how to obtain target groups from the policy. After policy formulation, policy goals to be achieved are clearly arranged, and from these, the strategy is then established into the method to achieve objectives and targets of the programs that more operational. Phrase "more operational" is meant that the programs contain systematic and integrated activities to achieve the expected result.

### 3. METHODOLOGY OF RESEARCH

Research approach is qualitative method proposed by Lincoln and Cuba (1985)[6], Moleong (2006)[7], Bungin (2001)[8], and Bogdan and Taylor (1992)[9]. Data analysis uses the analytical technique used by Sugiyono (2005)[10] and Miles and Huberman (1992)[11].

### 4. RESULT AND DISCUSSION

#### *Local Government Policy in the Empowerment of Traditional Fishers*

Empowerment refers to the capacity building into people. For poor fishers, being empowered is when they have strength or capacity to fulfill the baseline demand and to acquire freedom, not only free in expressing opinion but also free from hunger, foolishness and sickness; they can afford productive sources that allow them to increase their income and also to acquire goods and services they need; and they can participate into development processes or any decisions influencing the management of coastal and marine resources.

Basically, *autonomous energies* represent a hidden potential capacity inside every human, including traditional fishers. If such potential capacity truly exists, human is facilitated to develop their self-potential. Human is then considered as having a power or strength to arouse their self-awakening. The problem is how the human excavates this hidden potential capacity (*autonomous energies*) to fulfill their life demand.

In general, *autonomous energies* can emerge through external stimulation (from other) or others. Although *autonomous energies* may already exist, its developmental stage may need help from others to maximize its presentation.

Consistent with this overview, others' self-potential may still need others' help. The analogy is the babies borne through God blessing. Most babies borne in the world have self-potential, but without the aid or guidance from parent or other adult person, it is impossible that their self-potential will develop.

Therefore, to implement the function of community empowerment, the local government of Malang Regency has implemented community empowerment programs to improve the capacity of traditional fishers at Sumbermanjing Wetan District. These programs include human resource development, organizational empowerment and organizational reformation. Related to sustainability, two considerations are stressed

such as (1) the concept of demand, precisely the main demand to increase the welfare of fishers and future generations; and (2) the idea of scarcity due to the reasons of poor technology and unfavorable social organization, particularly concerning with the effect of this scarcity on the capacity of environment to fulfill the demand in recent days or in the future.

Integrated development involves maintaining, preserving, recovering and/or refining all aspects of individual life and also human life based on their destiny life. Nature is only utilized as long as human can be accounted for the utilization. The utilization must be in accord with the interdependence of all life substances between human and nature. In this view, the beneficiary of development output is not only human but also nature. Indeed, the nature may "enjoy" the development output as long as the development activity by the human is not destructive to environment.

The government of Malang Regency, in the management and administration of coastal and marine resources to improve the welfare of coastal and marine communities, must invite the participation of communities to improve their welfare and to retain the preservation of coastal and marine environments.

Local government can function also as the development agent that makes the policy in such way that coastal communities can fulfill their demand through better management, utilization and development of marine resource, and also may conserve marine environment and marine resource for the benefit of next generation.

Government policy is emphasized upon fishery and marine fields and also oriented toward the empowerment of poor fisher communities. However, the reality shows that current development is only enjoyed by few persons of communities, whereas few others, including coastal communities, only experience less development. Coastal communities are the most suffering because their living standard is further below other community groups.

Development policy strategy must be based on proper understanding, especially the understanding about the development map for fishery field that consists of several problems from grass root problems to macro problems which the resolution will help empowering traditional fisher communities. Grass root problems are internal problems experienced by traditional fisher and fish farmer communities in relation with their socio-cultural aspects such as education, mentality and others. These aspects may influence posture and characteristic of traditional fisher and fish farmer communities. Indeed, their posture and characteristic can be impacted by various work activities such as capture fishery, embankment fishery, and fish processing. These communities are different due to their fishery work, and thus, their fishery work greatly depends on season, price and market.

By examining the strategy formulated through the strategic documents of The Official of Marine and Fishery of Malang Regency, local government may position proper strategic base for the empowerment of coastal communities including traditional fisher communities.

Proper strategic policy documents is not necessarily producing better program. Certain factor causes this uncertainty. Several officers have a limited capacity to interpret the contents of documents into the realm of interpretation or program. Consequently, the program may be not consistent to the policy, and thus, policy goals are hardly achieved.

#### *Capital Aid*

The local government through the Official of Marine and Fishery of Malang Regency has provided capital aid to the fishers through a specific program called Pengembangan Usaha Mina Pedesaan Pengelolaan dan Pemasaran Hasil Perikanan (PUPM-P2HP).

The role of government to improve the welfare of traditional fishers is still impeded by low quality of fishers' resource. Some fishers find difficulty to access the administration. As a result, many poor fishers are hardly finding capital aid through official financial institutions, including banks.

The implication is that the relationship between government and people still fails to empower the people because people are still uneasy to obtain the loan. Such disempowerment only leads to further poverty in many forms, including limited or lacking of access to governmental aid, or at least being impeded or constrained in obtaining the aid.

Disempowerment may grow into "disempowering" because people can be made disempowered through emotional, intellectual and spiritual mindsets preventing them from actualizing any possibilities. They perceive themselves as unable, powerless or not entitled to modify the programs.

Traditional fisher communities at Sumbermanjing Wetan District are disempowered because the governmental aid is not made in accordance with the condition of the poor fishers and sometimes, the aid is not compatible to the necessity of fishers. Meanwhile, fishers do not have a capacity to change this aid.

Another cause of problem is that the government resource is too limited in its capacity to deliver public service, and the governmental officers are too often lacking of expertise in mastering modern administrative techniques such as participative management, public service management, budgeting system, local resource management, people empowerment, representative government, and others.

As the consequence of confused loan procedure from the government, fishers who need the capital before they sail to the sea are forced to take loan from the broker who will accept payment from the haul. The reason is that taking loan from the broker does not need long and complex procedure despite its higher interest rate. The advantage of broker over official banks or other formal credit institutions is that broker has flexibility and informality. Personal relationship between brokers and fishers is another factor that makes broker existence hardly eliminated.

Besides being the place for the loan, the broker also helps fishers in fish marketing. Fishers sell their haul to the broker who often waits nearby the moor where fishers lean their fishing boat. Fishers are possibly too exhausted after sailing and do not capable anymore to sell their haul to the market. The broker, thus, becomes the important socio-economic instrument in maintaining the feasibility of fishery work among poor fishers. The role of the broker is quite significant and influential to the fishers, especially when governmental banks or other credit institutions are neither giving facility nor easiness to the fishers.

Limited financial sources that can be accessed by fishers may keep them depending on middle traders and other kinds of informal capital providers. Formal financial institutions, including banks and its affiliates that operate at fisher villages, may not give easiness to fishers in accessing loan and fund. Brokers at fisher villages only provide fishers with limited loan resources. However, different brokers at different villages can have different loan resources. Whatever it is, the brokers have important position to the fishers because brokers help fishers to relieve debt burden or give fishers an easy way to take the loan if compared to other financial sources.

All facilitations by brokers make them becoming a persistent institution (always functional) to the life of fisher communities. If the institution is not functional to fisher communities, such institution will diminish immediately. If new financial institution shall establish, it must be more relieving to fishers if compared to the broker. Socio-economic institution can be removed from fishers' interest if this institution is not functional to fishers' life.

Therefore, the development of financial institution must consider its compatibility to the socio-economical characteristic of traditional fishers. Formal banking world must be motivated to develop coastal region by adjusting its banking system to fulfill the demand of coastal fisher communities.

The ideal conceiver and agent of empowerment must be smart in finding the concept hidden below certain speech, action and material when attempting to capture the values advocated by a certain community. The experience has shown many examples which stay away from the importance of empowerment. The planner only relies on theories but do not want to listen or to interpret "the significance" of people voice. Bureaucrats only transfer their workload to the contractors who will then take more benefits from empowerment fund.

#### *Fishing Gear Aid*

Local government through The Official of Marine and Fishery of Malang Regency has provided fishing gear aid to support fishery work. This aid may help fishers to exploit the usage of this fishing gear to improve their haul. This aid is aimed to improve fishers' work to maximize their income. As observed by the author, this helps traditional fishers to perform their work. It is expected that this fishing gear will improve fishing productivity.

However, problems are still challenging local government. One problem is that fishing gear classification is not matched to what communities propose from government, and that it is not compatible to what has been agreed between fishers and local government.

Other problem is related to the limited favor accepted by fish farmers. Although there is an agreement regulating the system of fishing gear usage, some big holders (rich fishers) are abusing the contents of the agreement. The government aid that shall be helpful and guide fishers to be self-dependent, in fact, fails to maximize fishers' welfare. Traditional fisher communities at Sumbermanjing Wetan District are

not touched by the advantage of governmental aid because most fishers are not accepting this aid despite their necessities.

Public organizations (including state and government) are providing good services to the public. Public administrators must work for people because their function is to serve for public interest. Corruption, embezzlement, discretion abuse, unclean government, and others, may only thicken the resentment of people to public organizations.

Concerning with these matters above, poverty may occur because of oppression and injustice. It contrasts greatly to Indonesian aspiration which respects for justice. Indeed, justice is very desirable because it is a collective interest that must be enforced and hold high.

Social justice principle has required that all peoples (whole Indonesian people) in similar situation must be treated similarly. Welfare is not only for few peoples but for all peoples in the nation.

Justice is very important substance to development or empowerment processes. It emphasizes the attitude of respecting the dignity and feeling of other humans. It requires that anybodies are entitled to accept their rights. Principle of justice demands us to treat others based on their own rights.

The main actors of the empowerment may be not ready or incapable to undergo the comprehensive empowerment process. They possibly cannot apply justice function to the empowerment process. They face some limitations such as the limitation of intellectual capacity, the limitation of empowerment philosophy, the limitation of material capacity, and the limitation of attitude and mentality aspects.

At local level, to accelerate poverty eradication, bureaucracies must develop people participation. Bureaucracies shall not concern with the strong but must defend the weak and disempowered. Bureaucratic paradigm shall change from controlling to empowering. Bureaucracies must also develop openness and responsibility, and shift the role from being *ruler* or *patron* to become *facilitator* and *service provider* for the wellbeing of people.

#### *Empowerment Process of Traditional Fishers*

##### *Empowerment at Initiation Stage*

At the initiation stage, all empowerment processes come from the government and are aimed for the people. In this stage, the people are passive, only accepting anything given, and implementing what the government has been planned for them.

As observed by the author, welfare rate of fishers at Sumbermanjing Wetan District is still low. Fishers do not have enough saving. Their income from fishing is easily run out only to meet the daily demand. Moreover, in famine season, they must take a loan to cover up the daily necessities. Their furniture in the house is very simple. In general, fishers at Sumbermanjing Wetan District only graduate from elementary school, and even most of them are not schooled at all.

Concerning with this condition, the government has attempted to improve the welfare of fishers at Sumbermanjing Wetan District. The government has found that fishers' welfare is determined by several dimensions including economical, social, political and legal dimensions. Welfare rate in economical dimension is measured from the mastery/ownership of economical asset. Indeed, economical asset is the asset that can direct economical actions, such as the demand for money, capital, saving and others.

Welfare rate in social dimension is understood from the mastery/ownership of social asset. The social asset is the asset that triggers social actions, such as the demand for health, education, happiness and others. In reality, education and skill levels of fisher communities at Sumbermanjing Wetan District are very low. Most fishers are only graduated from elementary school and even the dropped out.

Welfare rate in political dimension is concerned with the mastery/ownership of political asset. The political asset is the asset that stimulates political actions such as the demand for expressing aspiration, developing political association, having equal political standing, and others.

Welfare rate in legal dimension is the mastery/ownership of legal asset. The legal asset is the asset that can actuate legal actions such as the demand for legal protection, equal rights, equal treatment, and others. In relation with justice, fisher communities are not fairly treated by local government. It is found in the granting of aids.

The improvement of welfare still needs government existence. An empowerment process is essentially designed to help the beneficiaries to be empowered in making their decision and also in ensuring what they must do for themselves. Things that must be done may involve reducing personal barriers and

increasing self-confidence by using internal sources although these are obtained from transfer of power from the environment.

External stimulation from the environment is helping governmental policy to boost the self-potential of beneficiaries. The role played by the government is to empower beneficiaries or to make them empowered by encouraging, motivating and awakening the consciousness about the self-potential they have and then developing this self-potential.

All these processes still cannot escape from the hand of the government as the sole determinant because the government will decide what structure and infrastructure are to be positioned into the village without considering its compatibility to people demand. Fisher communities only follow what has been determined by the government. In other words, the impact of empowerment process is not truly empowering the communities. The program that must solve the problem of communities is not compatible to the existing problem and also less suitable to the recent demand of communities. There are several factors causing "*organizational slack*" in public bureaucracy. Public organization officers may be slow, entrapped within routines, less responsive to public aspiration and interest, and less adaptive to any changes in the environment. As we have seen, many demands and interests of communities are not well served. Many community members are disappointed with quality, capacity and performance of public bureaucracy officers.

#### *Empowerment in Participation Stage*

In participation stage, empowerment process comes from the government, but the government performs this empowerment process with the people because the benefit is given to the people. In this stage, the government invites active participation of the people toward self-dependency.

The role of the government in this stage is being the facilitator, meaning that the government will facilitate the demand for fisher communities through capital, training and machine aids. It means that the government will formulate the demand based on the interest of fisher communities.

Therefore, empowerment process by the Government of Malang Regency through The Official of Marine and Fishery of Malang Regency for traditional fisher communities at Sumbermanjing Wetan District has reached participation stage because the government has involved fishers and provided them with work capital and fishing gear aids. Work capital aid has been utilized by fishers.

Empowerment process by the Government of Malang Regency includes some programs including giving aids and organizing training session. These programs are aimed to relieve the difficulty of fishers in looking for work capital and to increase the knowledge of fisher communities at Sumbermanjing Wetan District about their own work which is hoped giving them an input to improve their welfare. To maximize the delivery of service to the people, the government is required to act as the pro-active facilitator by making a direct dialog with communities.

Bureaucracy shall have this capacity because it will help the bureaucracy to implement empowerment program to solve problems in communities. Such problem solving is expected to build up the empowered communities because communities can set their own future and determine the best for them.

#### *Empowerment in Emancipation Stage*

Empowerment in emancipation stage is from people, by people and for people but with the support of government walking along with people. In this stage, communities begin to realize that they have *autonomous energies*. They start to understand that they have potential and know how to use it.

In this stage, community empowerment has reached the peak. The communities have ability to execute activities that match with their desire and demand. Attaining this stage requires two conditions, respectively the implementation of development plan and the implementation of development program.

Fishers at Sumbermanjing Wetan District are not yet reaching emancipation stage. They are not empowered in economic with very low access to the capital. Some complex procedures must be passed before they get capital support. Their haul is only enough for meeting daily demand. Income excess from the haul is directly entered into the saving. However, west season is usually forcing fishers to use the saving to compensate the living cost because they cannot sail to the sea. The government remains incapable to support the empowerment for the weak in the communities, respectively individuals with poverty. As a goal, empowerment refers to a condition or a result that wanted to be achieved through a social change. The empowered communities are those with power, knowledge and ability needed to fulfill their life demands, including physical, economical and social demands, and also with self-confidence, easiness to express aspiration, work capacity for fulfilling subsistence, access to the participation into social activities, and self-

dependency in executing daily tasks. Therefore, the empowerment defined as the goal is then used as the success indicator of empowerment as the process.

## 5. CONCLUSION

Based on the result of research, the conclusion is elaborated as following. Government policy is aimed to improve the welfare of communities especially the poor fisher communities at Sendang Biru Village, Sumbermanjing Wetan District, Malang Regenc through building the capacity of the fishers. It is considered as compatible to the demand of traditional fishers because they need capital to improve their work and knowledge.

- (1) Government policy through capital aid is directly suitable to the demand of poor fishers but the distribution does not match with the condition of fisher communities. The number of government policies to help poor fishers to obtain the loan from the banks is very few. The implication is that fisher communities become harder to look for the capital aid.
- (2) Fishing gear aid is very necessary for fishers because it helps smoothing their fishing activities. However, the total of fishing gear aid is very limited, and thus, not all fishers can get this aid.

The empowerment process of traditional fisher communities has been operated through stages as following:

- (1) In the initiation stage, the government implements the development of structure, precisely fish collection site at Sumbermanjing Wetan District, by expectation that fishers will sell their haul on this site.
- (2) In participation stage, the government improves the capacity of fishers through capital aid and fishing gear aid. The provisioning of capital aid requires the participation of fishers to utilize the capital for further working. Meanwhile, fishing gear aid also facilitates fishing work activity to improve the welfare of fishers.
- (3) In emancipation stage, fisher communities cannot empower themselves because fishers still need government policy to transfer discretion of empowerment to them. Their incapacity may be possibly caused by poverty they have experienced.

### *Suggestion*

The empowerment done by local government may still have weaknesses. Therefore, it can be suggested as follows:

- (1) Government policy shall be better in providing capital aid for poor fisher communities at Sumbermanjing Wetan District if it is coordinated by a specific financial institution but the management of this institution must be handed over to the fisher communities itself. In early step, it may need training and counseling from government or private that understands about financial management, by expectation that fisher communities will manage financial institution in manner of self-dependency.
- (2) During the provisioning of fishing gear aid, the government shall only function as facilitator. It means that the procurement of fishing gear for fisher communities at Sumbermanjing Wetan District must be organized by fisher community organization or fisher group at Sumbermanjing Wetan District. What is to be achieved is that fishing gear shall be compatible to the desire of the community, and the community itself does the monitoring.
- (3) For the empowerment process of poor fisher communities, the government shall function only as facilitator. It means that the government only helps through its policy-making by inviting the participation of fisher groups in formulation, implementation and evaluation of the demand. The possible thing to do by the government at start is to train fisher communities how to establish the group.

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