

Policy Implementation of Fisheries Economic Empowerment and Economic Resilience in the Long-Term of Sustainable Development in Kupang City, Indonesia

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Abstract

A substantial problem for the economic development of fishermen in Kupang City, Indonesia is that there are 5,955 fishermen who still have a smaller income than the expenditure and limited access to the rights to control fisheries resources. The purpose of this study is to analyze and describe the implementation of fisheries economic empowerment and economic resilience policies in Kupang City using descriptive qualitative methods focusing on the Sala Model theory proposition from Riggs (1964) within the framework of fishermen economic empowerment development paradigm and the framework of economic resilience and political resilience (capital) which matters to economic geography and its economic sustainable development policy for the fishermen, from (da Costa, 2018). The results have shown that the implementation of fishermen's economic empowerment policy through the provision of capital assistance, training and infrastructure facilities by the local government in Kupang City was not responsive to fishermen; The political support of the Indonesian government is inconsistent, it appears in the lack of internal control and its systems in the process of using ships by fishing groups; In response to this, the local government of Kupang City through related agencies should make progressive policies based on the Sala Model theory from Riggs (1964) and fishermen's economic resilience and political resilience (capital) for sustainable development theory from (da Costa, 2018). Its model's theories have an aim to achieve a productive economy at a high level (sufficient level). In order to achieve a sufficient level of economy, the work specialization is needed and positive political development through policies should not be formalistic. Concretely, an affirmative action is needed, that is, the assistantship is not given to individuals; The fishing unit is given to fishermen according to their wants and needs without going through a project approach, this fact shows that there is a limitation or minimization of the fishermen's economic resources or resilience in the region. Furthermore, from fishermen's economic resilience for sustainable development, a policy management and its implementation of the local government in the region is assessed as the top final solution where the fishermen would achieve their long-term of economic resilience (productive or sufficient level) which was supposed to be successful if there was not having a lack of policy from the local government in the region regarding the physical resource i.e., technology policy (ship). The fishermen have been facing this economic problem which means that the analysis of economic resilience is important and promptly. The importance of the economic resilience's analysis and political resilience (capital) according to da Costa's (2018, p. 160) Theories align or conform with the Sala Model Theory (Riggs, 1964). Importantly, the ship technology has a function as a medium from the fishermen in accessing the fisheries. However, the result has shown that from the point of views of da Costa (2018) matters about the sufficient or productive level of economic resources (resilience) of fishermen which was not still achieved due to their limited access (man power or capitals) and income, discrimination in granting loans to fishermen as long as insufficiency support of the local government to the fishermen's economic livelihoods. It implies to economic geography's perspective which puts forward fishermen's knowledge and

skills (ability or endeavor: human or individual resilience) to reach a longer term of economic resilience in the region. Finally, this study emphasizes on the future fishermen's policy actions which should be viewed as a mandatory action to be implemented by the local Government in Indonesia. Thus, the economic empowerment and resilience of fishermen in the region i.e., Kupang City, Indonesia can be effectively and productively or sufficiently implicated in increasing the ability of the regional economy as it supports a sustainable development in the region.

Keywords: economic empowerment, economic resilience, fishermen, Indonesia, public administration, and sustainable development

1. Introduction

1.1 Introduction to the Problem

One of the portraits of poverty that is most easily found in Indonesia is the poverty of fishermen in coastal areas. As a maritime country with a waters area of 3.25 million km² or around 63 percent of its territory, Indonesia has a large enough potential for sustainable fish production, assuming around 6.51 million tons/year or 8.2 percent of the total potential for fish production sea of the world. The Capture Fisheries Statistics (KKP, 2016) shows there are 2,739,883 fishermen lives and the Agriculture Census data conducted by the Indonesian National Body Statistic or BPS in 2016, shows the existence of 860 thousand fishing households (fishermen) in Indonesia. However, the average income from fisheries catches at sea (assuming partially exploited sustainable potential) is only 28.08 million (Indonesian rupiah: Rp) each year, smaller than the income of farmers in public waters which reached Rp. 34.80 million each year and fish farmers in ponds Rp. 31.32 million each year.

At the practical level, it is known that the poverty of fishermen is because their income is less than the expenditure so it does not meet the needs of family life. The income of fishermen, especially small fishermen and ship crews (ABK) from commercial/modern fishing vessels (above 30 GT) is generally small (less than Rp. 1 million/month) and very volatile, so they tend to depend on the debt given by (patron) to make ends meet. In a structural perspective, fishermen's poverty is not only caused by a patron-client relationship that creates debt bondage and leads to forms of exploitation (Scot, 1981; Mubyarto et al., 1984; Kusnadi, 2000; Asman, 2003; Therik, 2008). But fishermen poverty also occurs due to the limited access of fishermen to the right to control fisheries resources (Nikijuluw, 2002; Idrisdkk, 2005) so that fishermen are classified as tuna community that need to be empowered (Priyono & Pranarka, 1996; Sulistiyani, 2004). This structural perspective and conception align with community resilience and resilience (economic)'s conception, which are explained by (da Costa, 2018, p. 39). Community resilience was applied on this research to support the term "empowerment" which was effortlessly tried to its achievement, achieved by the "Individual Fishermen and Community Fishermen".

da Costa (2018, p. 39) defines community resilience as the ability of community 's behavior to adapt, to resist on, to cope with, and to recover from something or several disturbances that threatened their life and livelihood. This definition is not only just merely applicable to disaster risk management context but also to every component of community's sustainable livelihood resources. Resilience is derived from human capacity and human wisdom to drive their assets in order to adjust with a problem (i.e., economic resilience), (da Costa, 2018, p. 39).

Furthermore, da Costa adds her opinion about economic resilience for sustainable livelihood development that to generate a single action on economic sustainability is a pressure on ecosystems (i.e., human and natural dimensions and policy), (da Costa, 2018, p. 45), in this case, the fishermen's resilience to attract local government's policy assistantship for helping them in producing, increasing, and maintaining their economic resilience's assets in the region, Kupang City (income and current effective or effective fisheries production) in a longer term.

Every community group, including fishermen, requires special handling and treatment in accordance with their business forms and economic activities. The needs of each different business group show the diversity of empowerment patterns that will be applied to each of these groups (Hutomo, 2000; Thohir, 2002). Therefore, efforts to empower fishermen must be designed in such a way as not to generalize between fishermen groups and other community groups.

The community empowerment program in Kupang City has been formulated and implemented as a policy in line with national development strategies in the context of poverty reduction (pro-poor), job creation (pro-job), encouraging economic growth (pro-growth), and developing economic activities sustainable (pro-business). In order to achieve the vision of the City of Kupang to realize the City of Kupang as a city of culture, modernity, productive and comfortable sustainable, one of the missions to increase economic growth and community empowerment in the city of Kupang is directed at increasing the ability of the regional economy which is

supported by strengthening business capital for opening employment and community business opportunities based on regional superior potential. Of the ten strategies and direction of the development policy of the City of Kupang in realizing economic growth and community empowerment, one of them is the economic empowerment of coastal communities (Bappeda Kota Kupang, 2014).

Edward III (1980) theorizes that the main problem of public administration is the lack of attention to its implementation. As Hutomo (2000) argues, the fishermen's economic empowerment policy in Kupang City was also overlapped in conjunction with the government's program through the Ministry of Maritime Affairs and Fisheries with some of the accompanying issues. For example, in 2002–2007 the fishermen's economic empowerment program in Kupang City was integrated with the People's Economic Empowerment Program (PER) in the form of a revolving fund, while the Ministry of Fisheries and Maritime Program was known as the Coastal Community Economic Empowerment Program (PEMP), which was provided in the form of capital assistance does not revolve to fishermen, the construction of coastal shops to meet the basic needs of fishermen, the construction of SPDN to meet the needs of diesel fuel for fishermen and the establishment of a self-help partner. Both programs focus on the same target community, namely fishermen groups along the coast of Kupang City.

In 2007–2012, the empowerment fund distribution model was made different from the name of the Community Empowerment Program (PEM), in which also integrated funds for empowering fishermen, but the distribution of funds through religious cooperatives in Kupang City. To serve the community including Muslim fishermen channeled through BMT Nurul Sa'adah, for Catholics fishermen through the Serviam Kopdit, for Protestant Christians through KSU Talenta, and for Hindu fishermen through the KSU Dewi Gangga. This situation causes the distribution of funds divided by religion and the flow of funds cannot be evaluated by the City Government of Kupang because it adheres to the principle of cooperative rules.

Furthermore, in 2012–2017, community economic empowerment was designed as a regional innovative program. The total economic empowerment funds of the City of Kupang reached Rp. 25,050,000,000 (twenty-five billion and fifty million rupiah). When first disbursed in 2012 to 51 Community Empowerment Institutions (LPM) in 51 Villages in Kupang City, the total at that time, there were 5,732 recipients of PEM funds. PEM funds that have been rolled out in the community in 2016 reached Rp 44,617,750,000, with a total of 9,316 business recipients, including 2,776 fish entrepreneurs (Kupang City Community Empowerment Agency, 2016).

In the same period (2012–2017), the Government through the Ministry of Maritime Affairs and Fisheries received a soft loan from the International Fund for Agricultural Development (IFAD), which was then donated to the Kupang City Maritime and Fisheries Office with a total budget of Rp. 20,000,000,000, (Twenty Billion Rupiah) in stages per year to empower the economy of Kupang fishermen through the Coastal Community Development Program - IFAD (Kupang City Maritime and Fisheries Service, 2016). Unfortunately, these various empowerment policies are considered by many as not well targeted and vulnerable to maladministration practices (Teras NTT.com, 10 January 2016; Kilas Timor.com, 11 April 2016).

The harmony between the idealism of the concept of empowerment was contained in the fishermen's economic empowerment policy and indications of maladministration which were found in the field, was an interesting thing to invent out more. From the above strong background, the problem of this research is to find out and analyze how is the implementation of fishermen's economic empowerment within economic resilience policy in Kupang City? Details of the reason is explained in point 12 "The importance of the problem".

1.2 The Importance of the Problem

The research problem addressed a question, "how is the implementation of fishermen's economic empowerment within economic resilience policy in Kupang City, Indonesia?" which is significantly important to be studied. It is significantly important as the research lies on two points. *First*, research location (Kupang City) in terms of Indonesian Government's policy implementation of fisheries empowerment and resilience was still lacking in the region. *Second*, the prioritization of the consideration of guaranteeing the originality of the written work, which this research has been the first research was being studied so far. The need of research on maladministration is also demanded. These two significantly important points are based on the research data, that there has been no research on maladministration in implementing the economic empowerment and economic resilience' policy for fishermen who are located in the research location i.e., Kupang City.

1.3 Relevant Literature

Riggs (1964) puts his theoretical point of views as follows: (1) an increasingly productive economy would always require a high level of work specialization, or differentiation of roles or dispersal. Specificity of function

is a characteristic of most efficient administrative systems. However, administrative efficiency in the prismatic model might decrease with increasing functional differentiation. Therefore, as functionally, the specific institutions must truly impose policy controls on the bureaucracy; (2) negative political development encourages negative administrative development, because formalistic policies cannot restrain and encourage misuse of bureaucratic authority and increase inefficiency; and (3) the more formality of the administrative situation, the less influence it has on behavioral change in accordance with the norms outlined. Conversely, if a system is very realistic, then this reality can be achieved only through constant efforts to maintain adjustments.

This theoretical point of view aligns with da Costa's conception which its discussion on maintaining economic resources within political resources support is a must. da Costa (2018, p. 70) provides a new conception of political theory on resilience term that matters to economic empowerment of community (fishermen) itself, that political capital in both human and social actions has been an individual and society' capacities which can affect policy from the Indonesian government. Both individual and society (fishermen) has their own aspirations to affect the policy implementation from the Indonesian government. In its structural processes, the implementation and management should be directed from political actors and policy decision makers at the local or regional government in (Kupang City) to central government in Jakarta.

Public policy as a management process refers to several definitions as explained by Nakamura and Smallwood (Wahab, 2005), public policy is a series of instructions/orders from policy makers aimed at policy implementers that explain the goals and ways to achieve that goal. Parker (Hernani, 1997) explains, public policy is a certain goal or a series of certain principles or actions carried out by the government at a certain time in relation to a subject or in response to a crisis situation.

Ripley (Safrina, 2006) recommends that public policy be seen as a process and see the process in a simple model to be able to understand the constellation between actors and the interactions that occur in it. Jenkins (Nugroho, 2008) defines public policy as an interrelated set taken by a political actor or group of political actors regarding the chosen goals and ways to achieve them in a situation where the decision is in principle still within the boundaries of the authority of the actor's authority.

Woll (Tangkilisan, 2003) defines public policy as a number of government activities to solve problems in the community both directly and through various institutions that affect people's lives. In this case, public policy is understood as a series of instructions, certain principles, or interrelated actions taken by a political actor regarding the chosen goals and ways to achieve them. Thus, public policy is a process because it consists of stages or steps that are interrelated, in response to a crisis situation (to resolve the crisis or problem).

Public policy as a government intervention is explained according to the concept of Easton public policy (Subarsono, 2005), namely the allocation of authoritative values for the whole community. Only the government can do authoritatively for the whole community and everything the government chooses to do or not to do is the result of the allocation of these values.

In previous studies, Sjoen (2012) emphasized that it was known that economic costs that must be incurred by fishermen when working include: 1) the cost of purchasing fishing facilities, such as fishing boats that are seaworthy, fishing and fish-saving, fishing machines, nets and electricity generators ; 2) daily operational costs when going to sea, such as to buy fuel oil and other energy sources, food and other supporting equipment, clean water and ice; 3) the cost of maintaining fishing facilities; and 4) recruitment costs for fishing laborers in the form of bond loans.

In understanding the concept of empowerment, Sulistiyani (2004) said empowerment comes from the word "power" which means power or ability. Empowerment can be interpreted as a process towards empowering, or a process to obtain power, and or the process of providing power from parties who have power to those who are lacking or powerless. The definition of "process" refers to a series of actions or steps taken in a systematic chronological manner that reflects the phasing of efforts to change a society that is lacking or has no power towards empowerment. The meaning of "obtaining" power refers to the source of initiative in order to obtain or increase power so that it has empowerment. The word "obtain" indicates that the source of the initiative for empowerment comes from the community itself. That is, people who seek, try, do, create situations or ask other parties to provide power. This climate will be created if the community is aware of its limitations, as well as the awareness to add power or ability. The meaning of "giving" shows that the source of the initiative is not from the community. Initiatives to transfer power are other parties who have power and capability, for example the government or other development agencies.

The same thing was stated by Prijono and Pranarka (1996) that empowerment has two meanings; first, to give power or authority, that is to give power, transfer power or delegate authority to those who have little or no

power; the second is to give ability to or enable, which is to give ability or empowerment and to provide opportunities for other parties to do something. They also say the core of empowerment includes three things, namely:

- 1) Development (enabling);
- 2) Strengthening the potential or power (empowering), and
- 3) The creation of independence. Starting from this view, empowerment does not only occur to people who do not have the ability, but to people who have limited resources, can be developed to achieve independence.

According to Thohir (2002), fishermen empowerment involves two things: First, the agenda embodied behind empowerment is based on the assumption that fishermen actually have the potential to improve their lives, but for various reasons so that they not only have not been able to improve themselves, but also stuck to a pattern of life that would distance or make it difficult for itself to be helpless. Second, the empowerment model or approach. According to him, empowerment includes at least three aspects, namely:

- 1) Human aspect;
- 2) Cooperation network aspect; and
- 3) Technological aspect.

For realizing and maintaining the fishermen empowerment for a longer term, that includes the three aspects (human, cooperation network, and technological aspect), economic resilience provides its new paradigm in a practical way in which fishermen tries to obtain more livelihood resources through fisheries. Economic assets can be understood as the economic resources which the household, the group community, and the community endeavors to create their own financial resources that can support their resiliency system (i.e., coping with policy's inconsistency and/or lacking). It is also so called as "economic resilience" which is really close with the term "livelihood" (da Costa, 2018, p. 160). She recommends that economic resilience enables to create some alternatives solutions to fulfill a single-livelihood of the people. It values several monetary resources as to support the community's coping mechanism (fishermen). This study reflects and asserts that the maintenance of economic resources which were owned by the fishermen in the region was not effective and sufficient (longer term) due to a limited income, discrimination in granting loans to fishermen and policy intervention which was supposed implemented by the Indonesian local Government.

Based on these three points of views, the Authors argue that empowerment is within the resiliency concept which it is the essentially the creation of an atmosphere (climate) that allows the potential for developing society. This logic is based on the assumption that there is no society which has absolutely no power or ability. Every community must have power, but often the power is not realized, or not explicitly known. Therefore, power must be extracted, developed and maintained (resilience's aim).

To that end, empowerment can be said as an effort to build capabilities by encouraging, motivating, and fostering awareness of its potential and striving to develop it. In addition, empowerment should not trap people into dependency. Instead empowerment must deliver the subject to the process of independence. However, empowerment could be sustained for a long term if resilience takes its part to strengthen the fishermen's livelihood resources. The root of understanding gained in this discourse is that power is understood as an ability, and ability is understood as resilience that should be owned by the community, so that they can do something (development) independently. Thus, empowerment within resilience is a gradual process that must be carried out in order to obtain, increase, and maintain the ability or power so that the community (fishermen) is able to be independent to tackle the problem. If in its economic empowerment consists of only the ability or power and development, then resilience put forwards a completed term of empowerment that is ability or power, development and maintenance of a sustainable development (longer term).

Therefore, it is clear that the goal to be achieved from empowerment within resilience is to form independent individuals and communities. This independence includes the independence of thinking, acting and controlling what they do. Community independence is a condition of society characterized by the ability to think, decide and do something that is considered as appropriately for the solution to the problems which are faced by the community itself in using power/abilities (cognitive, conative, psychomotor and affective abilities) and the mobilization of resources owned by the internal environment of the community.

The meaning of empowerment includes three aspects, namely:

- 1) Creating a conducive atmosphere that is able to develop the potential of the local community;
- 2) Strengthen the social capital of the community in order to improve the quality of their lives; and

3) Preventing and protecting people's low standard of living is getting lower. Empowerment is a series of strategic efforts in the context of expanding community access to development resources through the creation of broadest opportunities so that the lower classes of society (read: fishermen) are able to participate. Empowerment is also an effort to increase the ability of the community (with regard to strengthening regional autonomy) to be able to access the development process to encourage sustainable independence (responsive and critical to change) and be able to play an active role in determining their own destiny (Sumodiningrat, 1999).

Hutomo (2000) evaluates several things that need to be considered for the effectiveness and efficiency of empowerment programs implemented by government, private institutions and non-profit organizations, among others:

- 1) There needs to be a common perception of the concept of empowerment, because there are various development programs/projects labeled empowerment, but actually deny the meaning of empowerment; and
- 2) There needs to be coordination between institutions and even internal institutions in the empowerment movement, because there are many project activities that overlap with different names.

In the end, the resilience conception comes to its conclusion on this discourse analysis-base-fieldwork, that empowerment within resilience might be helpful to fishermen in Kupang City in creating, increasing, and maintaining their ability (individual and community) and communicating and coordinating their key strategies of solutions with the wider institutions in Indonesia. Resilience embraces empowerment, which there is no single term of ability in resilience. It is not an overlapped definition as the sustainable livelihood development term requires a combination or unity of power and ability insist on fishermen's economic empowerment and economic resilience.

1.4 State Specific Questions of Central Question and Their Correspondence to Research Design

This research uses participative talk approach i.e., Focus Group Discussion (FGD) and Interviews in answering and solving the problem. This is an empirical study which the authors were trying to find out and analyze how thus far the intervention of Indonesian Government in implementing policy for the fishermen's economic implementation on empowerment and resilience policy in Kupang City. Specifically, this research states two specific questions of the sole or central question above was answered or solved. *First*, what are the types of policy implementation of fisheries economic empowerment and resilience, implemented by the Government in the region? *Second*, how can the policy implementation of fisheries empowerment and resilience can be effective and sufficient implemented by the Government in the long term (sustained)? These two specific research questions were derived from FGD and interviews within the support of two main theories i.e. old and modern theories. These theories combined the conception of empowerment and resilience related to fisheries economic policy development in Kupang City. An old theory is sourced from Riggs (1964) which emphasizes about the progressive policies based on the Sala Model. Whilst, a modern theory has a 'longevity implementation' and acts as a 'determinant theory of sustainable development' in its assessment of economic and political resilience (effective and sufficient), in pursuing a sustainable development of fisheries economic policy in the region which this theory is sourced from da Costa (2018).

Methodologically, research design corresponds to the research approaches and theories were used on this study. The research approaches are suits with each two specific questions out of central question was developed and solved. Moreover, the theoretical concepts were derived from the old and modern theories, Riggs (1964) and da Costa (2018) are in a reasonably logical manner supporting the two specific questions were efficiently handled. Such these research approaches and theoretical concepts' combination were appropriated and suitable in inventing the solutions for each two specific questions addressed in the region. Furthermore, this research provides insights on the new knowledge of the implementation of policy for fisheries economic empowerment and resilience in Kupang City, Indonesia.

1.5 The Development of the Combination of the Theoretical Concepts Were Implemented on the Study: Evolution and Inter-Alia Connecting the Theoretical Concepts

The development or evolution of community economic fisheries policies is emphasized on the scale of the quality of communities in enhancing their abilities. In Indonesia, the term 'empowerment' that was derived from Riggs (1964) and other previous researchers' theories that the authors used, was still relying heavily on 'limited resources', so the term 'empowerment' is renewed with the term 'resilience' (empowerment is a provision of resilience), which is the term 'resilience' has a meaning in its implementation as 'solutive and prolonged' in economic policy for fisheries. The term 'resilience' has invaluable guiding and determinant conception that values a variety of resources from both individuals or humans, groups or community and Government. The

achievement of an effective and productive or sufficient assessment was assessed through the conception or theory, in modern practice, invented and suggested by da Costa (2018). She discovered three assessments of how the individuals or humans, groups or community and Government may result or achieve a sufficient level, before effective and efficient levels. In this study, Authors assessed the two qualities level of empowerment on the implementation of economic policy fisheries i.e., effective and productive as supported also by the previous researchers.

Although, the term resilience is actually not a new term (an old term as well), where in the recent period it was often used in the context of *natural disaster risk management, medical operations, psychology, and social science*, and it has long been presented in the context of cases or problems solving that are in different way of their management. However, in the context of achieving fisheries economic policy and its sustainable development, where the term resilience in its concept of economic and political resilience (policy), (da Costa, 2018), was promptly useful implemented, as the driving of people resources (resilience). Resilience concept towards sustainable development concept on this study is very reliable and worthwhile where it is obviously known as a bridge in the assessment (process) of the quality or empowerment or capacities owned by the individuals or human, groups or community, and Government in responding to the long term of policy implementation of fisheries in the region. Dealing with, sustainable development concept which Authors used the concept of da Costa (2018) where she mentioned about sustainable development concept in practice is measured by an effective, efficient, and sufficient (long term, to be expected) of an action owned by individual, group, and Government. In her dissertation thesis, the use of resilience was used for a sustainable development in case of handling flood disaster in the West Malaka Subdistrict, in the West Timor, Indonesia, achieved some significant results, where it was depending on the *who was acting as the actors of resilience?* This research paper's analysis is suits with her conception, as she also implemented participative approaches i.e., FGD and Interviews as the Authors did too for this research paper. Further, a question arises on *who was acting as the actors of resilience?* da Costa (2018) divides resilience actors into two types i.e., internal actor (individual or community who experiences the problem, and Government who should act as one of the main responsible actors to manage the problem) and external actor (Groups, Public and Private, Institutions from Indonesia and Foreign Countries who are the targets or concerns Institutions that maybe also act to assist the individual or community who experiences the problem). These classification of resilience actors align with this study' targets of solutions from the individual, groups, and Government where the most actor to handle the problems of economic policy fisheries should be implemented in a proper manner is the Government (Indonesian Government) and related Local and National Institutions in Indonesia.

Despite all of the empowerment concepts were discussed by the previous researchers, the term is obviously a provision of resilience, on this study, the Authors were tried to combine human communities' power or ability (resilience), clear policy targets, the policy priority actions that should be implemented by the Indonesian Government, and presenting the final recommendation on the long-term of fisheries policy economic maintenance in Kupang City, Indonesia. Whilst, there were no existed clear policy targets, and the policy priority actions were implemented by the Indonesian Government and Local and National Institutions. Authors were forging to conceptualize the solutions for fisheries sustainable development in praxis in the region. A theoretical guidance of sustainable development might be of significant helpful to understand the case of the study. Dealing with this, Authors' assertion aligns with International conception, that was argued by Hales and Prescott-Allen (2002). Their argument was about sustainable development that puts forth resilience term and human communities' proactive actions which also require a stipulation or determination of priority actions (could be of significant of the implemented concepts for policy decision making by the policy decision makers in Kupang City Indonesia).

Hales and Prescott-Allen argue, "*for development to be sustainable, it must combine a robust economy, rich and resilient natural systems, and flourishing human communities. Rationale pursuit of these goals demands that we have clear policy targets, operationalize them in terms of actions and results, devise analytical tools for deciding priority actions, and monitor and evaluate our progress*" (Keiner, 2006, p. 12). Authors provide refreshment idea which deals with a development of the implemented concepts and Indonesian Government's policy which are needed to be sustained through a proper management in fisheries economic policy (technological usage while it is eco-friendly), social capital (strengthening groups or human communities' power and sharing-abilities set by individual first), and eco-environment (human-communities and the nature (sea and fisheries activities) in Kupang City. *The concept of 'eco-development' implies establishing a hierarchy of objectives where social issues come first, secondly the environment, and only thirdly the case for economic viability without which no growth and development is possible* (Ignacy Sachs, 1974 qtd. in Keiner, 2006, p. 13). To support the

implementation of fisheries policy economic in the region, hence, Authors concluded that da Costa's conception about resilience (economic and policy) towards a sustainable development is promptly, important and useful in supporting or strengthening this research paper's conception.

2. Method

This research uses descriptive qualitative method that focuses on the proposition of the "Sala Model" theory from Riggs (1964) within the framework of the development paradigm of "community empowerment" especially the economic empowerment of fishermen and the conception of economic resilience and political resilience (capital) (da Costa, 2018) in Kupang City. The reconstruction of the theory that the authors produce is expected to be able to provide the actions or administrative behavior that occurs in the bureaucracy while modifying an effective model as a solution to the maladministration actions which were carried out by the policy implementor namely the Maritime and Fisheries Office in Kupang City.

Authors focus on studying empowerment programs and activities carried out by the Maritime Affairs and Fisheries Office of Groups of Capture Fishermen, fishery product processors and marketers of fishery products benefiting from programs that receive resilience assistantship (capital), infrastructure facilities and capacity building training to develop their businesses for ten years lastly. The data collection in this study combines a number of qualitative methods, namely: participatory observation, semi-structured interviews, group interviews, focus group discussions (FGD), policy studies and documentation studies.

2.1 Identify Sections or Subsections

This study is designed in a complex or stimuli research-description which several sections or subsections highlighted the inter-alia conceptions of the previous researchers combined with the present research's conception and the expected implementation on the discussion. Such sections or subsections are presented and discussed in Depth-Discussion and Result, section 3 and 4.

2.2 Participant (Subject) Characteristics

This study is a qualitative research as an effort to avoid the pitfalls of logical positivism. Observing the main problem of research on how maladministration affects in the implementation of fisheries economic empowerment policies in Kupang City, Indonesia, and how does Indonesian Government solve the problem by providing their main prioritization on the issues, clear targets or goals, and improving human-communities' resilience to increase their economic resources (fisheries). Authors analyzed the types of policy implementation of fisheries economic empowerment and resilience, implemented by the Government in the region and the ways of the policy implementation of fisheries empowerment and resilience can be effective and sufficient implemented by the Government in the long term (sustained). These questions were using the Interviews and FGD, however, on this study focuses on the influencer people in decision making policy i.e. the Chairman of Fishermen Association throughout Indonesia or (*Himpunan Nelayan Seluruh Indonesia*, HNSI) in East Nusa Tenggara Province (*Nusa Tenggara Timur*, NTT), Indonesia (see section 3.4 Participant Flow). Besides, the main data was from the Kupang City Maritime and Fisheries Office (2017), in Kupang City, Indonesia. Authors assume that maladministration occurs because there is interference of power (abuse of power) in the implementation of fisheries economic empowerment policies. Thus, the Authors use the post positivistic critical research paradigm in development analysis which holds a prismatic society as stated by Riggs (1964), with his model conception which was equipped by the theoretical conception from da Costa (2018) who emphasized about the resilience (economic and political) for a sustainable development with two levels assessments (effective and productive or sufficient) in Kupang City.

2.3 Sampling Procedures and Precision

Analysis was based on the research in the field went with some structural phases of analysis in methodology:

- Informants were determined using a purposive technique in order to obtain competent key informants related to research problems;
- The validity of the data was tested using a confidence degree criterion (triangulation technique) and a criterion for the degree of dependency (an audit trial).

2.3.1 Qualitative Based-Measurer Conception: The Guiding and Determinant Theories Were Used on This Study

This research uses the theory of Riggs (1964), the Sala Model, and the conception of da Costa (2018), economic and political resilience (policy) towards a sustainable development, as these conceptions were explained earlier in point. 1.4, read "*The Development of the Combination of the Theoretical Concepts Were Implemented on the Study*".

2.3.2 Research Design

In research design, the participants were engaged in FGD and Interviews. The study was conducted as a between-subjects in those participative talk.

2.3.3 Specific Policy Interventions

The specific policy intervention was used in the study from The Kupang City Maritime and Fisheries Office which based on their administrative data (2017), was reported about the number of fishermen in 2016, which in turn, authors were analyzing the effectiveness of each individual's resilience (fishermen) in earning a sufficient economic resource (economic resilience: income). Details of analysis is provided in point 3, read "*Result*".

3. Results

3.1 Recruitment: Potential Data Was Collected on This Study

On this section, the data was sourced from the Kupang City Maritime and Fisheries Office (2017), in Kupang City, Indonesia as the potential data, which was being released by the Authors on the research location. In order to analyze the fishermen's economic empowerment policy in the region, Kupang City, we provided the data from The Kupang City Maritime and Fisheries Office (2017). They have released data on the number fishermen in 2016 which was 5,955 people. The potential data are presented in Table 1. '*The number of effectiveness of fishermen workers in Kupang City*' below.

Table 1. The Number of effectiveness of fishermen workers in Kupang City

Effectiveness Duration of Fishermen Workers (classified into full-time, part-time, additional part-time, fishermen workers that were insisted, Fisheries Households (FHs))	The Number of Effectiveness of People who were Working in the Fisheries Sectors as Fishermen Workers
Full-time	3,417
Part-time	996
Additional part-time	687
Fishermen workers that were insisted	855
FHs	748
Total	5,955

Source. The Kupang City Maritime and Fisheries Office, 2017.

Based on the Table 1 above, it can be informed that there are five classifications of Fishermen Workers with different number of effectiveness in fisheries sectors. The fishermen economic empowerment policy in Kupang City has the target of the 5,955 fishermen, to become individuals as well as economically independent community groups.

First classification is the fishermen who have the full time working with the total number of effectiveness is 3,417 which is dominated the 996 part-time fishermen workers (second classification). Additional part-time has fewer number of effectiveness of fishermen workers than the full-time and part-time, which consisted of 697 fishermen workers. However, the fishermen workers that were insisted in the fisheries sector has 168 more in total than the 687 additional part-time fishermen workers, so do the Fisheries Households (FHs) with the number of effectiveness is 748.

3.2 Data Analysis Based on Interviews

Based on interviews with the Chairperson of the Kupang City, the HNSI and several other fishermen, it can be informed that the fishermen income generally comes from two sources. *First*, from wages/salaries. *Second*, from business surpluses. In general, fishing workers only receive low wages/salaries. The low salary/wages received by poor fishermen is because they generally have limited skills and poor mental attitude (low need achievement, undisciplined). The low skill of fishermen is caused by their poor access or opportunity to get educational services. Therefore, a quite realistic fishermen's economic empowerment is through affirmative action (for example education subsidies for generations of fishermen) in the field of education. Therefore, in order to carry out affirmative action for fishermen, the government must have funds. In getting the funds, a fiscal policy can be implemented, for example with a progressive tax.

3.3 Ancillary Analyses: Focus Group Discussion (FGD)

This analysis uses also participative talk i.e., FGD in a qualitative analysis. A qualitative analysis was emphasized on this study which relies on the context of empowering the fishermen's economy in terms of a

business surplus, where it needs to be dealt with comprehensively. Based on the Focus Group Discussion (FGD) on the “Building a New Entrepreneur”, in a Business Meeting. It was discussed that a fairly elegant way of facilitating solutions to capital problems in the fisheries business was that important to guarantee fishermen credit in existing financial institutions, and/or provide interest subsidies on fishermen loans in financial institutions. In addition to educating fishermen to be responsible for credit returns, this method can also be a vehicle for fishermen to get used to working with existing financial institutions, as well as prove to financial institutions that there is no reason to discriminate in granting loans to fishermen. The affirmative action for coastal communities in economic development, through this market mechanism is far better, when compared with the provision of revolving funds. This is relevant to the aim of empowering the fishermen’s economy which will make the capture fisheries business as a strong, independent, competitive, and modern in the economic sector.

3.4 Participant Flow

The participant of this study was individual, groups or community, influencer people in decision making policy i.e. the Chairman of Fishermen Association throughout Indonesia or (*Himpunan Nelayan Seluruh Indonesia*, HNSI) in East Nusa Tenggara Province (*Nusa Tenggara Timur*, NTT), Indonesia. The participants were very active in contributing to this research.

4. Depth-Discussion

4.1 Fisheries Economic Development in Kupang City, Indonesia

Likewise, from sources of business surplus, most fishermen do not have their own business, or even if they have, they face these three obstacles. They are (1) Lack of capital; or (2) Low ability of human resources; and/or (3) Distribution (both in the input market and in the output market or the goods market). These three obstacles are related to one another. To assess these three obstacles, the main information from the Chairman of Fishermen Association throughout Indonesia or (*Himpunan Nelayan Seluruh Indonesia*, HNSI) in NTT Province has proven that collective ownership of fishing facilities and infrastructure is the right choice when the price of fuel oil is still likely to rise again according to fluctuations in world oil prices. To minimize economic risks and maintain the continuity of capture fisheries business, then sharing burdens, responsibilities and achieving prosperity collectively is a model of cooperation between coastal economic actors that is relevant to the challenges of popular economic development in the region. The principles of collectivity and cooperation as the people’s ideology are time to be revitalized to foster a spirit of togetherness to build the economic future in Kupang City.

The ownership of fishing facilities among fishermen, especially those who have the intensive capital, is actually not really private. Usually in the buying process, some of the funds are obtained by fishermen through asking for a loan assistantship from fish traders or intermediary traders. Furthermore, the catches of fisheries were obtained, will be handed over to intermediary traders at a price which is below the market price. This is in line with the results of Kusnadi’s research (2002), who mentioned that among Madura fishermen, the practice of purchasing such fishing facilities is already entrenched. The case of ownership of collective fishing facilities such as in East Legung, is a step action-forward and also known as an effort, conducted by the fishermen groups to organize the economic resources (economic resilience). It aims at managing the potential of marine and fisheries resources together.

With this pattern, the income and social welfare were obtained will be more evenly distributed. The principles of mutual cooperation, mutual assistance, togetherness, cohesiveness and collective responsibility are very important elements of a group collaboration. The ideal concept, we proposed that the greatest threat from collective economic cooperation is when conflicts of interest arise, and business partnerships arise. However, the experience of the fishermen in working together shows that agreement on the norms of cooperation that has been made and manifested, it is truly in concrete actions which is it is obviously the anticipatory key to overcome it. If at any time a problem arises then it must be consulted immediately to detect the solution. We compared to individual ownership of fishing infrastructure that has the potential to burden their owners economically, then collective ownership is the answer to the volatile situation that often occurs in capture fisheries economic activities. Therefore, collective ownership is expected to function as a stabilizer for fisheries economic activities and become a main pillar of coastal economic dynamics.

The research has two findings that can be presented related to political development in coastal areas, in Kupang City, Indonesia are:

1) *First*, the analysis of political support which it is the first evident in the formulation of empowerment policies through the provision of boats to fishing groups, the construction of the Felaleo fish market rehabilitation with

various facilities in it and the utilization of assistance both in capital, training and infrastructure. Based on interviews with several program beneficiaries, the implementation of this policy began to be lame because it was unresponsive and lacked favor with the fishermen who were poor and economically incapable;

2) *Second*, the analysis of political support from the Indonesian Government was turned out to be inconsistent and was not supported by other factors such as weakness of control and internal control systems in the process of using boats by the fishing groups. There are quite a lot of problems and obstacles that should have received serious response from the Indonesian government in this case The Kupang City's Maritime and Fisheries Service, but then they were left and seemed to let the fishermen group went into the problems that they themselves must handle alone.

The consistency of political support should be demonstrated in the overall implementation of the policy until the fishermen groups are truly empowered and will continue to be evaluated and forwarded later to other groups which have not had the same opportunity (replication of the fishermen economic empowerment program). Concrete political support needs to be supported with continuous control or supervision and dares to issue regulations to make it easier for fishermen groups to use the boat to its full potential in the region.

The fishermen's economic empowerment and resilience policy in Kupang City, in case by utilizing purse seine vessels collectively has a purpose to increase the fishermen's income to the extent that they are able to empower themselves. The results have shown that the implementation of the fishermen's economic empowerment and resilience policy through the provision of capital, training and infrastructure facilities by the local government in the region was not responsive and has lack of pro-poor fishermen. The political support from the Indonesian government is not consistent, it appears in the weakness of internal control and control systems in the process of using ships by fishing groups; Responding to this, the local government of Kupang City through related agencies should make a progressive policy based on the "Sala Model" theory from Riggs (1964) that in order to achieve a more productive economy at a high level, the work specialization is needed, and positive political development through policy is not formalistic and Resilience Conception da Costa (2018) who defines about economic resilience which lies on the effective and sufficient of economic capitals that should be owned, developed, and maintained by the people (individuals' fishermen and communities' fishermen) i.e., income and social-physical resources or capitals of accessibility provided by the local government.

Concretely, an affirmative action is also needed, that is, the assistantship is not given to individuals' fishermen, but to communities' fishermen i.e., labor fishing groups jointly; In fact, the fishing units that were provided by fishermen are adjusted to their wants and needs, and the procurement of fishing units is not done through a project approach. Thus, the economic empowerment of fishermen in Kupang City can be carried out effectively or productively to release the fishing community from the shackles of poverty, which it has implications for increasing the ability of the regional economy to support a sustainable development in Kupang City.

Importantly, in resilience discourse analysis, the ship technology (physical resource) has to be the main function as a medium from the fishermen in the region in accessing the fisheries (natural resource). However, the result has shown that from the point of views of da Costa (2018) matters about the sufficient or productive level of economic resources (resilience) of fishermen which was not still achieved due to their limited access (man power or capitals) and income, discrimination in granting loans to fishermen, as long as insufficiency support of the Indonesian local government to the fishermen's economic livelihoods (see pages 4 & 5). It implies to economic geography's perspective which puts forward fishermen's knowledge and skills (ability or endeavor: human or individual resilience) to reach a longer term of economic resilience within the aid of political capital in the region. Finally, this study emphasizes on the future fishermen's policy actions which should be viewed as a mandatory action to be implemented by the local government in Indonesia. Thus, the economic empowerment and economic resilience of fishermen in the region i.e. Kupang City, Indonesia can be effectively and productively or sufficiently implicated in increasing the ability of the regional economy as it supports a sustainable development in the region.

5. Conclusion and Suggestion

The fishermen's economic empowerment and resilience policy in its implementation which was, implemented by the Indonesian Government has not set clear and measurable policy standards and targets within a certain time period if we want to measure the sustainability of its policy in the futuristic development of fisheries sector. The political support from the Indonesian local Government in Kupang City is inconsistent and only formalistic in its implementation on fisheries development. Therefore, there are no clear targets about the formulation of policy objectives in the future which have an impact on objectives that these achievements level (productive or sufficient level) in the implementation of fisheries economic policy and sustainable development cannot be

measured and assessed. Hence, a Footprint Application in Public Policy matters to Fisheries Development, Social and Economic empowerment of a county or region which was previously studied in several foreign counties in Europe, USA and Australia also the European Parliament and UNFPA might act as a model or an example study to be implemented on this study through a dept-discussion on “*The importance of Putting Forward the Footprint Applications in Public Policy For Fisheries Sustainable Development in Kupang City, Indonesia into the Study: A Brief Insight from some Cities or Counties in Europe, Australia and the United States of America (USA), also European Parliament and United Nations Population Fund (UNFPA)*”. This final suggestion would present and discuss a certain standard of measurement on public policy in Kupang City, Indonesia which will be hopefully further analyzed descriptively by the other researchers as such a depth-discussion could be as the mirror perspective towards the solution after solution that Authors figured out on this research paper.

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