

Poverty and Empowerment of the Sustainable Fisherman Community (Critical Ethnographic Study in the Province of Gorontalo)

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Abstract

Indonesia has economics sectors that based on the natural resource like marine and fishery, agriculture, forestry, mineral, and biotechnology industry. However, the natural resource has not been used optimally to develop the economics of the nation for the prosperity of the people. The potential fishery resource has not been able to make the fishery sector becomes the prime factor of economy and it is a nation resource of income from the non oil and gas. The empowerment programs of poor people where the provinces that have enough potential fish resource but the people are still in poor condition such as in the province of Papua, West Papua, East Nusa Tenggara, Maluku and the Province of Gorontalo (Statistical Centre Board, 2014). Special for the Province of Gorontalo, it has coast line of 590 km that is divided into north coast 320 km and south coast of 270 km with the sea width of 50.500 km² (The Fishery and Marine Department of the Province of Gorontalo, 2002). The Sea of the Gorontalo Province is divided into two parts, Sulawesi Sea in the northern part and Tomini Bay in the Southern. The Province of Gorontalo has a relatively high poverty number of 17,4%. Therefore, the fishermen in Gorontalo need to be empowered since all this time they just become the tool of the fishery businessmen to get high profit or revenue, while the fishermen themselves are powerless because they do not have capital to own their armada. Besides, the dependence of the fisherman labors to their master or a boss that is called patron-client creates the income gap.

Keywords: Ethnography, Poverty, Empowerment, Province of Gorontalo

1. Introduction

In this globalization era, poverty has become the topic in the discussion forum, nationally as well as internationally. However, the number of fishermen in the developing countries has increased. If it is seen from the indication happened nowadays, there are some causes for example, the high price of world oil, the high demand of food as a result of the increasing number of population, the recession in USA, financial crisis, low work ethic and low struggle power.

This condition is worsened by the corruption done by the executives, legislators, judiciaries and biro crates from the central to the regions. Reformation that has been going for 16 years does not make Indonesia comes out from various problems, especially all of those that relate with poverty and unemployment. Monetary crisis that disturbs the nation business climate in the recent years awakes many parties that economy the economics of Indonesia is fragile to the world's economic situation. The importance of a strong new economy era that comes from a wide and thorough society economy empowerment does not only focus on the growth of the economics superiors but also to all parties especially the role of society economy through the empowerment of natural resource based economy.

The establishment of the regulation No. 32 2004 on the Region Autonomy has opened the way to the empowerment of the people economy since with the autonomy, the regional government will be have the authority to use the resources such as the fishery resource that has a high economic value in the domestic market as well as international market. Through the decentralized government, it is hoped to have acceleration in the people empowerment generally, and specially in the fishermen society. However, poverty is still the main problem in the coastal areas in Indonesia, and also the backwardness in the prosperity and income if it is compared with the people who live in the urban area and others. According to Dahuri (2001) the poverty image of the coastal area becomes an irony since Indonesia has a very wide sea territory. Furthermore Indonesia has various marine lives that have a high economic value that should be used to support the prosperity of the people in the coastal area and their family. The people in the coastal area are fishermen, fish product makers and other sea product sellers and also the other people whose social economics life depend on the sea resource and live in poverty. The prosperity of the coastal people needs new way to increase their access to capital, management and technology and also can transform the structure and the culture of the coastal people and fishermen continuously.

One of the phenomenon happened in the coastal area of the Nunukan region and the Province of

Gorontalo is the empowerment of the people through the National Program of Independent people Empowerment (Program Nasional Pemberdayaan Masyarakat Mandiri/PNPM) in the marine and fishery sector (PNPM Mandiri KP). The target of this program is the poor people of marine and fishery in a business group of fishing business, fish product process business, and seaweed process business.

With the program as the motivation of the writer, it is hoped to be able to increase the prosperity of the people in the area. Therefore, the implementation of this program must be fully evaluated as a way in the improvement and development in the management so the objective of this program can be enjoyed by all people. However, the fact is not able to overcome the poverty number in the coastal people in the Province of Gorontalo.

2. Literature Review

2.1 The Theory of Poverty

The theories of poverty usually come from two big paradigms that influence the understanding on poverty and poverty handling. Those two paradigms are Neo-Liberalism and Democracy-Social (Cheyne, O'Brien and Belgrave, 1998). These two paradigms have a clear difference especially in seeing the poverty or on the solution of the poverty problem. The paradigms mentioned are below:

2.1.1 Neo-Liberalism Paradigm

In this paradigm, individual and free market mechanism is the main focus in seeing poverty (Syahyuti, 2006: 95). This approach personal freedom as an important component in a society. Therefore, in seeing the poverty, this approach gives explanation that poverty is an individual problem that results from the personal choices. For this approach, the power of market is the main key to overcome the poverty. It is because of the market power that is widened and economy growth that is high will remove poverty. For this approach, the strategy of poverty handling is just temporary and the role of the nation is very limited. The role of the nation is needed when the institutions in the society, like family, self-power groups or other institutions can no longer overcome the poverty.

This neo-liberalism paradigm is acted by the World Bank and has become the movement that is done by almost all of the analyses on poverty. The modernization theories that focus on the economic and production growth are the foundation of these paradigm theories (Suharto, 2002). One of the indicators is national income (GNP) that since the 1950's has been used as the development indicator. The social scientists always refer to this approach when they analyze the poverty problem in a country. The poverty measurement then is really influenced by the perspective of income poverty that uses income as the only one indicator of the poverty line (Suharto, 2009,138).

The weakness of this paradigm is looking at the poverty only from the income and not involving the needy as the subject in poverty problem (Satterthwaite (1997). It causes the forms of poverty that occur in the society do not have enough attention. The poverty forms that cannot be caught by this paradigm is especially the form of poverty that is caused by the social dimension in the society. The result is the root of this problem of poverty cannot be found. However, it can be denied that the income poverty approach is easily found and analyzed because it is measured, and the target on the betterment in individual level can directly felt by the needy.

2.2 Democracy-Social Paradigm

This paradigm does not see poverty as the personal problem but it sees the paradigm as the structural problem (O'Brien and Belgrave (1998:79). The injustice and imbalance in the society cause the poverty. For this approach the closing accesses for certain groups becomes the cause of poverty. This approach criticizes the free market system, but it does not see the capitalism system as the most effective form of economic organization. (O'Brien and Belgrave (1998:79).

This approach also highlights the equality as an important precondition in gaining the independence and freedom (Syahyuti, 2006 : 95). Independence and freedom will be achieved if everyone has or can reach the sources of his potential such as education, good health, and enough income. Freedom is not only free from external influence but also free in making choices. This is where the role of the nation is needed to give security to the individuals to be able to participate in the social transactions where they are possible to make choices and fulfill their needs.

The role of the nation in this approach is very important especially in setting the strategy to overcome the poverty. For this approach poverty must be handled institutionally like through the social assurance program. One of the examples is the distribution of income allowance or retirement fund that will be able to give freedom, it is because there is a basic income so that people will have ability to fulfill their needs and decide their choices and on the other hand, the absence of income will create dependence.

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The weakness of this theory is there is a high dependence to the country in forming the structure and right institution for handling the poverty. In fact, the right achievement of structure creation and institution in handling the poverty itself depends on the needy people capability. The use of relative poverty in this approach is also more difficult in forming standard needs needed by the poor people. It is because poverty is not seen from the minimum needs achieved but it is more to the average ability of the citizen in fulfilling their life needs. However, this approach opens other dimension of the causes of poverty that is structure and institution that have made the closing of the access to certain groups in the community. Through this approach, it can be seen that the root of the problem is not only the ability of an individual but also on how the structure and institution in the society can give assurance to all groups to get the equality in achieving independence and freedom.

2.3 Social Function

Both approaches above have weaknesses. Therefore, other approach is made to cover the weaknesses of those approaches that are social function approach. This third approach is more to social democracy approach (Suharto 2009). This approach focuses on the way that individuals and other groups do in performing the life to fulfill the needs of the society. The main focus of this approach is on the individual, family or society capability in doing the social roles in the environment. One of the theory support the social function paradigm is the theory by Dubois and Miley (1992). The theory stated that the social function related to someone's ability in fulfilling the basic needs and giving positive contribution to the people.

2.4 Definition of Poverty, Empowerment and Fishermen

Sumodiningrat *et al.* (1999:2) defines poverty as "*Poverty is concern with absolute standard of living of part of society the poor in equality refers to relative living standards across the whole society*". From the definition, poverty can be seen as absolute poverty and relative poverty, someone is called absolutely poor when his income level cannot make him fulfill his minimum daily needs marked by poverty line, where poverty line is the divide between the poor and the not-poor one. Relative poverty is a comparison situation between groups of income in the society, that are the group that probably not poor because it has a higher income level than the poverty line and the group that is relatively richer. This group has reached the minimum basic need level but still far from the other groups around.

Monintja and Yusfiandayani (2001:9) define, fishermen are people that actively do a job in finding and catching fish/water animals/ water plants. While the regulation No. 31 2004 on Fishery said that fishermen are people whose job is catching fish. In the context of fishermen, there are traditional fishermen who use sail boats without machine and modern fishermen who use machine boat. The difference is obviously on the machine and it influences the income and the catch.

2.5 Poverty in Indonesia

The number of poor people in Indonesia is approximately 40 million people that generally are labor, farmer and fisherman. This poverty can be seen from the low income, bad nutrition, low education, improper homes, limited job field and the uneven income distribution. Before the multi dimensional crisis happened in the mid 1997 (Damayanti, 1999) in Sudjijono and Rudianto (2003:1), the economic situation in Indonesia is adequately good.

Bank of Indonesia in 1996 noted that a very good performance is seen from the economy macro indicator that are the economic growth of 7,8% each year and inflation in the first five months can reach the lowest level for the last 10 years in the same period. The foreign exchange reserves of our government is US \$ 20 billion in March 1997, foreign direct investment reached US \$ 6,5 billion in the fiscal year of 1996/199, while the rupiah depreciation to American Dollar stayed in the 3-5%.

The crisis made all realized that the economic structure of Indonesia built in the new order was susceptible to the external influence like the collapse of foreign exchange market in Asia especially in Thailand and spread out to the other neighbor countries including Indonesia. The real depreciation of the rupiah exchange value to American Dollar decreased sharply to 68%. The result is the position of payment balance was weakened, the number of foreign debts increased, inflation reached 11,1% in 1997. It continued to 1998 by the fall of President Soeharto from the government.

The effort in handling poverty becomes the main focus, it may be caused by the New Order era had not taken side to the rights of the poor people and only caught for the economic growth. Qualitatively, the achievement of poverty handling in Indonesia can be seen on the changing of the policies and strategies applied. Since the Pelita I (the 1970s) the steps of poverty handling strategies were only an appendage from the effort to keep the growth as high as possible. Some policies taken are:

1. The development of village economic infrastructure.
2. The development of the institution related to poverty brief such as PPW (Area Development program), P4KT (Integrated Program of Income Increasing of the Small Farmer), IDT (Instruction of President on Less Developed Village Program), JPS (Social Assurance Program) and PEMP (Economic Empowerment of the Coastal people Program)
3. The range expansion of credit institution for small people(Kupedes, BKK)
4. The increase access to poor people to many social services such as education, clean water and family planning.
5. Transferring the development of development resources from the central to the region areas in form of President Instruction to support the economic activities in the regions.

These policies and strategies have a significant result and generally continued until the Pelita IV (the 1990s). The people who were under the poverty line from 60% in the 1970s became 15% in the 90s. During the period of 25 years there was an improvement of more than 14 times income from US \$ 70 in 1969 to US \$ 1000 in 1995. With the number reference there was a significant decrease of poor people from 60% (70 million people) in 1970 to less than 14% (25,9 millions people) in 1993. Besides, in the same time the economy decreased to almost 7% each year and job field was created for 43,6 millions job seekers or more and less half of the unemployment number that year. Total export value increased 53 times, from US \$ 872 millions in 1968 to US \$ 46,3 billions in 1995/1996 Kartasmita (1996) in Wirutomo (2003:13).

Poor people in the Eastern province in Indonesia mostly are fisherman and farmer. Statistical Centre Board (BPS, 2014) noted that five provinces that have a relatively high poverty number are The province of Papua (27,8%), Papua Barat (26,3%), East Nusa Tenggara (19,6%), Maluku (18,4%), and the Province of Gorontalo (17,4%). The Province of Gorontalo has a wide coastal area and has a high potential fish resource and wide farming area but in fact there are many of its people live in poverty.

2.6 Fisherman Poverty

Indonesia has economic sectors that are based on the natural resources like marine and fishery, farming, forestry, mineral and biotechnology industry. However, the resources have not been able to be used optimally to develop the nation prosperity. The maximum sustainable yield of the fishery in Indonesia is about 6,4 million ton each year that has like big pelagic fish about 1,65 million tons, small pelagic fish of 3,6 million tons, fish about 145 thousand tons, shrimp of 94,8 thousand tons, lobster about 4,8 thousand tons and squid about 28,25 thousand tons. While the total allowance catches (TAC) is 80% from the MSY or about 5,12 million tons each year (Dahuri, 2003:12).

A high potential of natural resources has not been able to make people, especially fisherman, live in prosperity. The World bank calculates that 108,78 million people or 49 percent of the total population in Indonesia are in poor condition and tend to be poor. Those people live just with less than 2 US Dollars or Rp. 19.000,- each day. Badan Pusat Statistik (BPS), with the calculation that is a bit difference with World Bank announced that poverty number in Indonesia is 'just' 34,96 million people (15,42 percent). That number is resulted from the measure of poverty line about 1.55US dollar. However, out of the fact of the different numbers, the most important thing is to find the solution in handling the poverty problem.

With a bigger potential, the fisherman prosperity is so low and identical with poverty. Most of the poor people (63,47 persen) in Indonesia live in the coastal area and villages, The statistical data shows that the real daily wage got by a labor (farmer labor or fisherman labor) is only Rp. 30.449,- a day. It is much lower than the construction labor Rp. 48.301,- a day. It should be the main attention since there is a relation between poverty

and the management of the coastal area.

All this time, national development has been performed intensively for three decades and the programs for empowering the fisherman have been held, but the result is still far to reach. According to Firth (1967) in Kusnadi (2004:29) fisherman poverty is showed by five characteristics that are:

- 1) Fisherman's income is daily (*daily increments*) and the number is hard to decide. Besides, the income depends on the season and the fisherman status, meaning whether he is the owner of the production tool or the labor. With the daily, unpredictable and seasonal income, they have problem in planning the use of their income.
- 2) From the education point of view, the farmer as well as their children generally has low education. This condition makes them difficult to choose or get a job rather than following their parents' step, as a fisherman. Meanwhile, the children who can have high education think that the fisherman profession as a not-so-promising job.
- 3) Related to the product produce by the fisherman, fisherman relates more to the exchange economy system since the product is not the main food. Besides, the product's characters that gets rotten easily and has to be immediately sold, make the fisherman depends too much to the seller. It makes the price from the fisherman is controlled by the seller.
- 4) Fishery sector needs adequate big investment and tends to have bigger risk than other sectors. Therefore, fishermen tend to use simple tools or they just become the crew (ABK).
- 5) A poor life of a fisherman is also full with susceptibilities like it is shown by the limited family member that can directly involves in the production activity and the dependence of the fishermen to one job is high that is catching fish

Indonesia has a big natural resources potential like marine resource but there are still many fishermen who live in poverty. The understanding of fisherman's life is to decide the explanation on how poverty can happen around the development process of the marine life. It can be answered by many approaches on poverty. According to Soemardjan (1980) in Dahuri (2002:80), poverty approach generally is divided into three that are:

(1) Structural Approach that means structural poverty that is poverty of a group of people because the social structure condition makes them cannot use the income source that is actually available for them. For example, only fisherman who has a higher position that can have access to resource, like capital, technology, information and market. As the result, small fisherman who has not too strong structure keeps living in poverty.

(2) Cultural Approach sees poverty because of culture factor like laziness that comes from the local source that is not influential to get improvement. When not sailing, the fisherman spends his time discussing on informal things related to their daily problems and also actual things. Moreover, the fishermen like to spend their time doing the unproductive things such as playing cards. They do not think how to solve the problem to make a better life.

(3) Natural Approach sees poverty since the natural factor like nature condition that does not support them to do productive economic activities. Environment damage because they do not have other income, like mangrove cutting, fish bombing and natural environment damage. The low education of the fisherman causes the lack of initiative taken by them to use their time effectively out of productive time. Besides, the houses that are near the education facilities are still faced with the limited education level. Generally the fishermen are only elementary school graduates while the households with high school graduates are still limited. The education of the parents is followed by their children so the perception of the parents on education is not clear enough causing the children involve in the catching preparation process, ship boarding process and fish catching. The effort to develop the education in fishermen area is not guided and not yet guaranteed on the education life of the fisherman's children so the knowledge and the skill of the fishermen regeneration is still low.

Greetz (1963) in Elfindri (2002: 4) said that poverty is one of the strong interdependency between the labor and investor known as patron client where this relation explains significantly the last of the poverty process in form of continuous dependency between the labors with the investor. It is hard to leave since the profit is on the hand of the investor that is far from justice. The President of Indonesia on Indonesia in his speech on August 15, 1992 explained about the poverty criterion where the people is called poor if the monthly income is Rp 20.614 per capita for the ones who live in the city/urban area and for those who live in the rural area is Rp 13.295 per capita each month.

Generally, the fishermen before they sail have been faced with debt problem to fulfill their daily needs. There is no capital access so that it makes their life gets worsen. The credit from the government through the banks is not able to overcome their problems in increasing their production capacity so the private involvement through investment is strongly needed.

3. Research Method

According to Creswell (2008) there is a difference of the most popular form that is critical ethnography. This research uses critical ethnography method as follow:

Critical Ethnography

These days, critical ethnography is popular. In this approach, the study tries to respond to the social issues such as gender/emancipation, power, status quo, right inequality, even distribution, etc.

Other ethnography, stated by Gay, Mills and Aurasian (2006) are:

1. Conventional ethnography: report on field job experience done by an ethnographer.
2. Auto ethnography: a reflection from someone on his own culture.
3. Micro ethnography: a study that focuses on special aspect from the background and culture group of people of the coastal area.
4. Feminist Ethnography: a study on women in the culture practice of coastal people that feel the limitation on their rights.
5. Post modern ethnography: an ethnography written to shows the thoughtfulness on the social problems especially the marginal group.
6. Ethnography case study: case analysis from someone, incident, activity in the perspective of the fisherman culture.

Ethnography Research Procedure

According to Creswell (2008), even though there is no way in studying ethnograph, generally, the procedures in ethnograph research is:

1. Deciding whether the problem in this study suits the ethnography study.
2. Identify and determine the location of the culture group studied.
3. Choose a cultural theme or issue that will be learned from a group. It involves the analysis from the culture group.
4. Decide the suitable ethnography type to learn the culture concept. Whether it is the realist ethnography or the critical ethnography.
5. Collect information from the field on the life of the group. The data collected can be an observation, measurement, survey, interview, content analysis, audio visual, mapping and network research. After data collected, it is classified and analyzed.
6. The last, of course the note on the illustration or picture of the fisherman culture group thoroughly from the point of view of the participant and the researcher himself.

3. Result and Discussion

The approach on the poverty theories has been stated by many experts from the local to international. Like the theory of Non Liberalism Paradigm theory (Syayuti, 2006) that in this paradigm, an individual and free market mechanism become the main focus in seeing poverty, where this approach puts the individual freedom as an important component in the society. This approach explains that poverty is a personal problem that happens cause of the personal choices. For this approach, market power is the main key to solve the poverty problem. It is because a wider market power and high economic growth will remove poverty. For this approach, the strategy in handling poverty is temporary and the role of the country is limited. The role of the nation is needed when the institutions can no longer overcome the poverty. However, if this theory is applied in Indonesia, it will not suit since Indonesia has the economic system of Pancasila and also the unitary nation and the role of the government is needed in handling not only poverty but also many kinds of problems. Then, the paradigm of neo liberalism is moved by the World Bank and has become the approach used in almost all analyses on poverty. The modernization theories that focus on the economic and production growth are the foundation of these paradigm theories (Suharto, 2002). One of the indicators is national income (GNP), that since the 1950's has been used as the development indicator. The social scientists always refer to this approach when they analyze the poverty problem in a country. The poverty measurement then is really influenced by the perspective of income poverty that uses income as the only one indicator of the poverty line (Suharto, 2009,138). Poverty is only seen from the income poverty that is from the economy side and it is easier to measure, but it does not see poverty from other side this very influential such as the social and culture, environment, education, health and moral. Social and culture is seen from the lack of network to find a job and hamper someone to improve his productivity so there is a structural poverty that is poverty that happens not because of the disability of the poor (lazy) but because of the disability of the system and social structure in providing opportunities that make the poor to work. Culture factor is laziness that comes from the local value that is not conducive for an improvement that becomes one of the factors of poverty. Besides, the shifting from traditional to modern faces problems in the socioculture with the traditional values that stick on the people so it makes the poverty stick with them too. The other thing is the low education where the low education makes someone finds it is hard to get a job. Education gives skill to develop him through knowledge and skill. Education gives confidence and dignity. Next is poverty approach through democracy social paradigm that does not see poverty as a personal problem but as a structural problem (O'Brien and Belgrave (1998:79). Unfairness and imbalance in the society cause poverty in the people. For this approach the closing accesses for certain groups becomes the cause of poverty. This approach criticizes the free

market system, but it does not see the capitalism system as the most effective form of economic organization. Many natural resources are under the big companies so the poor who has no capital cannot access the resources and become the labors that are paid very low and they become poorer. This is not in line with the Constitution of 19945 Indonesia under article 33 Subsection 3 that is: Earth, water and other natural resources are under the management of the Nation and are used for the prosperity of the people.

Indonesia has economic sectors that are based on the natural resources like marine and fishery, farming, forestry, mineral and biotechnology industry. However, the resources have not been able to be used optimally to develop the nation prosperity. The highly potential fishery resources have not been able to make the fishery sector as the main source of economy and become the nation income resource of non oil sector. Besides, the increasing number of world's population every year makes the fish demand increases, while the fish product offered by the world market decreases so the opportunity to enter the global market is bigger. Beside for local consumption, fish is also exported. There are some high quality commodities that are sold in other countries like, tuna, skipjack, shrimp, seaweeds, pearl, pet fish, starfish and crab. These commodities have a high price in international market, therefore the utilization and maintains of fish resource and its environment started from the pre-production, production, processing, to the marketing are done in a fishery business. The responsible management and utilization of the fishery resource is done continuously based on the *Code of Conduct for Responsible Fisheries (CCRF)* like stated in Article 6 : 6.3 that the development of fish armada must be able to consider the availability of the resource according to the reproduction for the continued utilization. Economically, the sustainability development concept has condition that the benefit taken from an activity of using the coastal area and the resources must be prioritized to improve the prosperity of the people around the project especially they who belong to the low economy group to assure the continuity of the economic growth of the area.

If referring to the World Bank, the number of the Indonesia population who live with the income less than USD \$2 a day is about 50.6 percent of the population in 2009. It shows that most of the population in Indonesia almost lives under the poverty line. The reformation that runs for almost 15 years does not make Indonesia free from many problems, mostly the ones related with poverty and unemployment. The monetary crisis that hit the national business climate some years ago, make many parties realize that Indonesia economic situation is fragile to the flames of world's economics. The importance of a new strong economic system that is based on the wide social economy empowerment does not only run for the growth of the economics rulers but also all parties, especially the social economy role through the economic strengthen that is based on the natural resources. The establishment of regulation No.32 2004 on Region Autonomy opens way to people economy empowerment because with autonomy, the regional government has authority to make use of the natural resources such as fishery that has a high economic value in the domestic market as well as international market.

The poverty brief in the developing countries is a vicious circle. Smith (1776) in Hakim (2002:64) analyzes how economy in a country can grow; Smith mentions two main aspects of economic growth that are: (1) total output growth (measured by GDP or GNP) and (2) population growth. In output growth, smith said that the determinant variable of production process in a country in having a total output that is (1) the available natural resource where this resource is a main material from the production activity of an economy and the limited number. The production process in fulfilling human economic needs (economic growth process) will keep going as long as the natural resources are still available. If the natural resources are gone, the production process will stop then the economic growth process will stop, (2) the human resource that is part of the production process, the number will increase and decrease depends on the need of production process, and (3) the availability of capital is a very important thing in determining the slow or fast process of output growth.

Indonesia especially in the Eastern Indonesia has a relatively high poverty number such as in the province of Papua, West Papua, East Nusa Tenggara, Maluku, and Gorontalo, those five provinces have a wide coastal area and have a high potential of fish resource and wide farming areas; however, the people of those provinces are poor. The Sulawesi sea with exclusive economy zone of 82.200 tons a year, special for the Province of Gorontalo, it has about 590 km coast line that is divided into north beach of 320 km and south beach of 270 km with the sea width of 50.500 km² (Dinas Perikanan dan Kelautan The Province of Gorontalo, 2002). Meanwhile, the sea area in the Province of Gorontalo is divided into two parts, northern part in Sulawesi Sea and Tomini Bay in the southern part. The potency of fishery in the Province of Gorontalo has potential fishery in the Tomini Bay water with the level of utilization about 27% (Department of Fisheries and Marine Resources The Province of Gorontalo, 2002).

The potential fishery resource has not yet able to remove the poverty especially the fisherman in the Province of Gorontalo. Then, the Province of Gorontalo is one of five Provinces in Indonesia with a relatively high poverty value of 17,4%. Therefore, the fisherman in the Province of Gorontalo need to be empowered recalling that all these days fishermen are just the tool of the businessman to get revenue and the fishermen are helpless because they do not have capital to have their own armada. Besides, the dependence of labor fisherman to his master or patron called *patron-client* relationship causes the income gap showed by the Gini Coefficient value of 0,73 (Kusumastanto, 2002:44). From this value the number of income gap between the patron and

fisherman is shown ($KG > 1$ = very unlike), in the long term, the condition will cause conflict. Generally, fishermen do not have skill to work than being a fisherman, it is caused by most of the fishermen are elementary school graduates. Besides, fishermen still uses a simple catching armada so that the fishing ground is limited. Because of the limited fishing ground, the number of catch decreases, besides, the fish catching is also influenced by the availability of stock. There is a strong correlation between poverty and the stock availability, if the resource is unavailable, the fishermen cannot catch fish and finally they become poor. The transmigration program held by the Department of Marine and Fishery was not successful. The cause was different culture and also the unwillingness of the region to accept the fishermen from other regions because of the regional autonomy.

3. Conclusion

In addressing poverty, the government issued various policies of sustainable coastal community empowerment through PPW (Area Development Program), P4KT (Integrated Program of Income Increasing of the Small Farmer), IDT (Instruction of President on Less Developed Village Program), JPS (Social Assurance Program) and PEMP (Economic Empowerment of the Coastal people Program), the range expansion of credit institution for small people (Kupedes, BKK), improvement on the access to the social services, such as education, clean water, family planning, transfer of development sources from the central to the regions

In form of president instructions that support the economic activities in the region, cash direct assistance (SLT), School Operational Assistance (BOS) and National Program of Independence People Empowerment in the Marine and Fishery sector (PNPM Mandiri KP).

The purpose of the programs is to empowerment the people like labor, farmer, fisherman; however, in fact, poverty increases sharply marked by the increase of poor family, lack of nutrition, food crisis, oil crisis, unemployment increase, relatively high education expense and the increase of criminality level. The economy empowerment program of Coastal people (PEMP) that is meant to help the fishermen in the coastal area, many miss the target because removing the poverty cannot be done with the project but it must involve the fisherman himself in making the policy. Besides, the empowerment of the poor people especially fishermen must be done continuously until the fishermen are empowered.

There are many theories on how to remove the poverty but there are also many theories that cannot be applied especially the ones adopted from abroad, it is caused by the differences in the culture and philosophy.

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