



SIGn Journal of Social Science

E-ISSN: 2745-374X

jurnal.penerbitsign.com/index.php/sjss/article/view/v5n2-04

Vol. 5 Issue 2: December 2024 – May 2025

Published Online: May 19, 2025

Article Title

Fishing Community Empowerment: An Effectiveness Analysis of a Fishing Gear Assistance Program in Palewai Village

Author(s)

Rahmat Hidayat*

Universitas Sembilanbelas November Kolaka, Indonesia // rahmataufklarung09@gmail.com

**Corresponding Author*

Fatimah Zahratunnisa

Universitas Sembilanbelas November Kolaka, Indonesia // fatimahzahratunnisa255@gmail.com

Laode Asrun Azis

Universitas Sembilanbelas November Kolaka, Indonesia // laodeasrun@gmail.com

Dea Rizky Amalia

Universitas Mulawarman, Indonesia // dearizky28@gmail.com

How to cite:

Hidayat, R., Zahratunnisa, F., Azis, L. A., & Amalia, D. R. (2025). Fishing Community Empowerment: An Effectiveness Analysis of a Fishing Gear Assistance Program in Palewai Village. *SIGn Journal of Social Science*, 5(2), 132-148. <https://doi.org/10.37276/sjss.v5i2.451>



This work is licensed under a CC BY-4.0 License

ABSTRACT

Community empowerment programs often encounter implementation gaps at the local level, resulting in their failure to achieve their primary objectives. This research aims to conduct an in-depth analysis of the effectiveness of a fishing gear assistance program in Palewai Village, which exhibited contradictory results on the ground. Employing a qualitative case study approach, data were collected through in-depth interviews, observations, and document analysis, and were subsequently analyzed using the interactive model developed by Miles, Huberman, and Saldaña. The findings reveal that the program was fundamentally ineffective. The primary failure lay in an invalid targeting mechanism that relied on rigid administrative data, leading to both exclusion errors (deserving fishers received nothing) and inclusion errors (non-fishers received aid). This inclusion error even led to the sale of the aid by the mistargeted recipients. Ironically, amidst this distribution failure, a paradox of satisfaction emerged among recipients, driven by the high physical quality of the assistance. It is concluded that the program functioned more as a momentary charitable intervention than a transformative empowerment program, a failure rooted in design flaws that prioritized physical asset transfer over capacity building and monitoring.

Keywords: Aid Recipients; Community Empowerment; Fishing Gear; Program Effectiveness.

INTRODUCTION

As a maritime nation with the world's second-longest coastline, Indonesia possesses immense potential for its marine resources. Theoretically, this wealth should serve as the foundation for prosperity, particularly for the coastal communities at the forefront of its utilization (Sayful & Muzakkir, 2025). However, the on-the-ground reality presents a deep-rooted paradox: the abundance of marine potential does not directly translate into the welfare of its people. A significant portion of coastal communities, predominantly composed of fishers, remains ensnared in a cycle of structural poverty. This phenomenon indicates fundamental issues within the prevailing models of resource management and development policy, wherein natural wealth has yet to be effectively converted into social welfare (Anggariani et al., 2020).

The problem of poverty within fishing communities is multidimensional, rooted in complex limitations of access and capability. These limitations encompass not only economic aspects but also human capital, technological command, access to fair markets, and adequate capital. Anwar and Wahyuni (2019) asserts that various development programs designed for coastal communities have often been suboptimal in breaking the chains of poverty. Corroborated by Ismail et al. (2021), this condition is exacerbated by the low quality of human capital, reflected in limited formal education and weak social organizational capabilities. Consequently, fishers struggle to adapt to change and adopt innovations that could enhance their productivity.

This situation fosters a self-perpetuating cycle of vulnerability. Poverty becomes an ingrained identity, manifested in substandard living conditions, low and unstable incomes, and high vulnerability to socioeconomic shocks (Wijaya & Fauzie, 2020). Operationally, traditional fishers face suboptimal catches due to the use of inefficient

and straightforward fishing gear. Concurrently, they are often powerless against illegal fishing practices by larger vessels and the intervention of more powerful capital holders, which further marginalizes their position within the fishery economic structure.

In response to these complex issues, the government has adopted the community empowerment paradigm as a primary development strategy. The juridical basis for this approach is enshrined in Law Number 27 of 2007.¹ This legislation mandates that central and regional governments actively empower coastal communities to improve their welfare. This obligation encompasses capacity-building efforts, facilitating access to technology and information, and providing capital and infrastructure support. Philosophically, this policy represents a shift from a charitable, top-down approach to a participatory development model, positioning the community as the primary subject in the development process.

Nevertheless, policy implementation at the local level often encounters significant challenges, creating what is known as an 'implementation gap.' Programs that are well-designed at the national level can suffer from distortion and failure when confronted with the social, political, and cultural realities at the village level. Factors such as limited local bureaucratic capacity, the power dynamics of village elites, and low community participation serve as primary impediments, rendering programs ineffective and poorly targeted (Suryadi & Sufi, 2019; Situmeang & Kusworo, 2020; Chalid & Manji, 2021). This failure is not merely a technical issue, but also a political one, where the distribution of resources is often biased and influenced by specific interests (Pathurrahman et al., 2022).

Palewai Village in Kolaka Regency serves as a relevant case study for examining this implementation gap. As a coastal village with significant fishery potential, Palewai reflects the aforementioned paradox of prosperity. The majority of its population relies on the fisheries sector for their livelihood. However, the village profile data reveal a high number of workers with precarious incomes and housewives without formal employment, the majority of whom belong to fishing families. This condition indicates that the existing natural resource potential has not been able to elevate the community's standard of living equitably, making them a primary target for various poverty alleviation programs.

In response to this situation, the Palewai Village Government launched a fishing gear assistance program funded by the 2024 Village Fund. This program, which originated from the Development Planning Deliberation (*Musyawarah Perencanaan Pembangunan*) forum, aimed to increase the productivity and income of fishers. However, preliminary field observations suggest significant issues with its implementation. There are strong allegations that the assistance was mistargeted, with

¹Law Number 27 of 2007, as amended several times, lastly by Article 18 of Government Regulation in Lieu of Law Number 2 of 2022.

some recipients not being active fishers. Furthermore, a phenomenon of aid misuse has emerged, such as the gear being sold off or left entirely unused. This situation raises critical questions regarding the program's effectiveness and constitutes the primary justification for why this research is urgently needed.

Therefore, this research aims to conduct an in-depth analysis of the effectiveness of the community empowerment program through fishing gear assistance in Palewai Village. The benefits of this research are twofold. Practically, its findings are expected to provide evidence-based recommendations to the Palewai Village Government for improving the governance of similar programs in the future, particularly in aspects such as planning, target selection, and monitoring. Academically, this study contributes to the literature on public administration and development studies by presenting an empirical analysis of the challenges and paradoxes inherent in implementing empowerment programs at the grassroots level, and by highlighting the factors that contribute to the gap between policy objectives and on-the-ground realities.

METHOD

To address the research question concerning the complexities of the assistance program's effectiveness, this study adopts a qualitative approach with a case study design (Whitney, 1960). This approach was selected for its capacity to cultivate a rich and in-depth understanding of a phenomenon within its real-life context. Rather than merely measuring outcomes, a qualitative approach allows the researcher to explore the processes, dynamics, and perceptions of the actors involved. It is crucial for unpacking the paradox of effectiveness that lies at the core of the findings—namely, how a program can be assessed as having failed in its targeting yet be perceived as satisfactory by its recipients. This research was conducted in Palewai Village, Tanggetada Subdistrict, Kolaka Regency, from January to February 2025. This timeframe is relevant as it follows the disbursement of the fishing gear assistance program. Palewai Village was chosen as the locus of research because it represents a typical case of a coastal village targeted by empowerment programs, yet shows indications of an implementation gap, making the findings from this context potentially valuable for broader learning.

The data sources for this research comprise primary and secondary data, collected to obtain a holistic understanding. Primary data were gathered directly from actors who were involved in and directly experienced the assistance program. For this purpose, informants were selected using the purposive sampling technique. It is a selection method designed to choose individuals who possess in-depth knowledge and experience related to the phenomenon under investigation (Neuman, 2003). Key informants included the Village Head and village officials as program planners and implementers, the Head of the Community Empowerment Institution (*Lembaga Pemberdayaan Masyarakat - LPM*) as a representation of local institutions, as well as several fishers who received the assistance and some who did not, in order to gain

a balanced perspective on the program's impact and targeting accuracy. Meanwhile, secondary data were obtained through document analysis, including the Palewai Village Head Decree Number 16 of 2024, the Village Budget Accountability Report (*Laporan Pertanggungjawaban APBDesa*), and other village planning documents, to understand the program's formal framework.

Data were collected through three primary techniques: in-depth interviews, participatory observation, and documentation study. Semi-structured, in-depth interviews were conducted with informants to explore their perceptions, experiences, and views regarding the program's processes, benefits, and problems. Observation was carried out by directly observing the utilization (or lack thereof) of the assisted fishing gear, the socioeconomic conditions of the fishers, and community interactions related to the program. Finally, a documentation study was used to verify information and understand the legal basis and budget allocation for the program. To ensure the validity and credibility of the data, this research applied the source triangulation technique (Sugiyono, 2017). It was achieved by comparing and cross-checking the data obtained from interviews with data from observations and official documents. This process is crucial for minimizing bias and enhancing the validity of the research findings.

All collected data were then analyzed using the interactive qualitative data analysis framework developed by Miles et al. (2014). This analysis process is not linear but cyclical, occurring through three main stages. First is data condensation, where the researcher performs selection, focusing, and abstraction of raw data from interview transcripts and field notes. Second is data display, where the condensed data are organized into narrative matrices. These matrices are structured based on the five indicators of effectiveness that are the focus of this study: program success, target success, program satisfaction, input-output ratio, and overall goal achievement (Campbell, 1977). This structured data display enables the researcher to discern patterns and relationships within the data more clearly. Third is conclusion drawing and verification, which involves interpreting the displayed data to formulate research findings. Any preliminary conclusions that emerge are continuously verified against the field data until a robust and defensible conclusion is reached that answers the primary research objective.

RESULTS AND DISCUSSION

This chapter presents and discusses the research findings on the effectiveness of the fishing gear assistance program in Palewai Village. The analysis is conducted systematically by deconstructing the findings according to the five dimensions of effectiveness, adapted from Campbell (1977) conceptual framework. These dimensions include input-process aspects, targeting accuracy, recipient satisfaction, as well as performance evaluation and goal achievement (Hidayat et al., 2024). Through this

approach, this chapter not only presents the results but also unpacks the complexities and paradoxes that occurred during the program's implementation. Furthermore, this chapter links the findings to relevant literature in public administration and community empowerment studies, thereby addressing the primary research objective.

A. Program Design and Resource Allocation: An Analysis of Input and Process Aspects

Every public policy intervention begins with a program design that encompasses resource allocation (inputs) and a series of procedures (processes) expected to achieve specific objectives (Ulandari et al., 2024). In the context of the assistance program in Palewai Village, this design was formally articulated in the Village Head Decree Number 16 of 2024. This decree was the final product of the Development Planning Deliberation. Procedurally, the program mechanism was designed with a seemingly logical flow. The village government instructed hamlet heads to collect data on the fishing gear needs of local fishers. This data was then recapitulated for the procurement process, culminating in the ceremonial distribution of the aid. From a public administration perspective, this design reflects a classic bureaucratic model that relies on hierarchy and tiered reporting (Pakpahan, 2018). However, this model inherently assumes that information flowing from the bottom up is accurate and that implementers at the hamlet level act as neutral agents. This assumption will be tested in the subsequent analysis.

The rationale behind this program is rooted in acknowledging the technological limitations faced by local fishers. As found in many traditional fishing communities, reliance on simple gear such as canoes, nets, and conventional fishing rods is a primary obstacle to increasing productivity and income (Nurpadillah, 2023). Therefore, this program was designed as a technological intervention aimed at modernizing the fishers' means of production. The concrete manifestation of this intervention was a budget allocation from the Village Fund amounting to IDR 78,375,000. This allocation was specifically used for the procurement of various types of modern fishing gear, as detailed in Table 1. An analysis of this budget breakdown reveals a strong emphasis on the provision of physical assets. It reflects a linear program logic: if fishers are given better tools (input), their catch will increase (output), which will ultimately improve their welfare (outcome).

Table 1. Fishing Gear Assistance Allocation

Item	Quantity	Unit Price (IDR)	Total Price (IDR)
4-Inch Gillnet, 30 Mesh Depth	1 Pc	145,000	145,000
1½-Inch Gillnet, 20 Mesh Depth	82 Pcs	155,000	12,710,000
1⅓-Inch Gillnet, 20 Mesh Depth	16 Pcs	165,000	2,640,000
4-Inch Gillnet, 70 Mesh Depth	1 Pc	650,000	650,000

Item	Quantity	Unit Price (IDR)	Total Price (IDR)
2-Inch Gillnet, 30 Mesh Depth	2 Pcs	195,000	390,000
Net Floats	164 Packs	35,000	5,740,000
Lead Plate Sinkers	88 kg	65,000	5,720,000
Rope No. 3	64 Rolls	45,000	2,880,000
Rope No. 4	48 Rolls	55,000	2,640,000
Rope No. 5	6 Rolls	65,000	390,000
Flashing Lights	28 Units	80,000	2,240,000
15-Watt Headlamps	120 Units	180,000	21,600,000
Fishing Line No. 50	20 Rolls	35,000	700,000
Fishing Line No. 500	42 Rolls	25,000	1,050,000
Fishing Line No. 1000	28 Rolls	45,000	1,260,000
Fishing Line No. 2000	4 Rolls	65,000	260,000
Fishing Line No. 3000	32 Rolls	75,000	2,400,000
Fishing Line No. 5000	4 Rolls	85,000	340,000
Fish Hook No. 7	20 Boxes	80,000	1,600,000
Fish Hook No. 9	52 Boxes	55,000	2,860,000
Fish Hook No. 10	18 Boxes	30,000	540,000
Fish Hook No. 14	24 Boxes	20,000	480,000
Fish Hook No. 15	10 Boxes	25,000	250,000
Fish Hook No. 17	12 Boxes	20,000	240,000
Swivel No. 3	24 Packs	25,000	600,000
Swivel No. 6	25 Packs	30,000	750,000
Squid Jigs	32 Units	45,000	1,440,000
Round Lead Sinkers	58 kg	65,000	3,770,000
Gray Bamboo Poles	8 meters	75,000	600,000
Maroon Bamboo Poles	10 meters	75,000	750,000
Line Winder	4 Units	35,000	140,000
White Wire No. 20	8 kg	35,000	280,000
Total			78,375,000

Source: 2024 Village Budget Accountability Report

Nevertheless, when viewed from a holistic community empowerment perspective, this allocation design reveals a fundamental weakness. It is evident that there was no budgetary allocation for non-physical components, which are the very core of empowerment. Such components include, for example, technical training on equipment use, assistance in fisheries business management, or the institutional strengthening of fisher groups. An approach that focuses solely on the transfer of physical assets without accompanying capacity building is often criticized in development literature. This approach risks creating dependency and

fails to build sustainable self-reliance (Arafat et al., 2022). Thus, the program, in its design, more closely resembles a short-term, charitable social assistance program rather than a transformative, long-term empowerment program.

This design weakness is compounded by the delegation of full responsibility for equipment storage and maintenance to individual fishers, without any supporting mechanisms in place. The absence of post-disbursement accompaniment and monitoring components in the program design inherently creates space for ineffectiveness. It aligns with the view of Siby et al. (2024), who argue that government support must be comprehensive. Neglecting maintenance and capacity-building aspects in the initial design is a predictable flaw that is bound to cause problems. Without adequate knowledge and skills to maintain the new assets and without monitoring, the provided fishing gear is at high risk of rapid deterioration, suboptimal use, or even being repurposed. Therefore, it can be concluded that from the aspects of input and process alone, the program already exhibits potential vulnerabilities that could impede the achievement of its overall effectiveness objectives.

B. Targeting Validity: The Gap Between Administrative Criteria and On-the-Ground Reality

The success of an assistance program is highly dependent on the accuracy of targeting. Regardless of the budget allocated or the quality of the aid provided, the program's benefits are minimized if they do not reach the most needy and deserving groups. The analysis of the target success indicator in the fishing gear assistance program in Palewai Village reveals a significant gap between the formal criteria used and the socioeconomic reality on the ground. This gap serves as a critical juncture that undermines the program's overall effectiveness. It also gives rise to two types of targeting errors: exclusion errors and inclusion errors (Asameta et al., 2024).

Formally, the Palewai Village Government established criteria for aid recipients based on the "fisher" occupational status listed on the National Identity Card (*Kartu Tanda Penduduk*, or KTP). From a public administration perspective, using such administrative data is the most common and efficient approach due to its ease of verification. However, this approach has an inherent weakness: administrative data are often static and fail to capture the actual dynamics of people's professions. The condition of poverty in Palewai Village, as reflected in Table 2, illustrates the complexity of the occupational structure, where many residents are classified as "precarious workers." This category is likely to include seasonal or small-scale fishers who have not formally registered their profession but are, in fact, among the most vulnerable and in the greatest need of support.

Table 2. Data on the Poor Population

No	Category	Total
1.	Unemployed	70
2.	Housewives	225
3.	Precarious Workers	214
4.	Disabled and Unemployed	4

Source: 2024 Palewai Village Profile Book

A key finding in the field indicates the occurrence of exclusion errors. Several fishers who are *de facto* active at sea and depend on their catch for a living were not registered as aid recipients. Interviews with several fishers who did not receive the aid revealed that they were not involved in the initial data collection process by Hamlet officials. It suggests that a passive data collection mechanism—relying solely on existing lists or proximity to officials—failed to reach the entire target population. The failure of on-the-ground verification to confirm actual fishing activities became the primary cause for overlooking those who should have been a priority. This phenomenon aligns with the findings of [Ibrahim et al. \(2024\)](#), who also identified issues of aid mismatch. However, this study highlights a failure more specifically at the earliest stage: the process of target identification and data collection.

On the other hand, this research also identified significant inclusion errors. Several aid recipients, despite being administratively registered as fishers, were found not to engage in fishing as their primary livelihood. Some were known to have other, more dominant occupations and only occasionally went to sea. The inclusion of this inappropriate group not only led to a waste of resources but also created social jealousy among the fishers who were genuinely in need. This issue highlights the weakness of using a single criterion (the KTP). It also indicates the potential for elite capture, where public resources that should be distributed equitably are instead diverted to benefit individuals or groups with proximity to power at the village level ([Kamal et al., 2023](#)).

The culmination of this inclusion error problem was the discovery of the phenomenon of the aid being sold. Interviews with key informants and field observations confirmed that some recipients who were not active fishers promptly sold the fishing gear they received. From the perspective of rational choice theory, this action is understandable ([Scott, 2000](#)). For individuals who lack the capability or intention to fish, the utility value of the fishing gear is zero. Meanwhile, its exchange value (cash value) becomes a direct benefit that can be immediately enjoyed. This phenomenon is the most tangible evidence of targeting failure. Aid that was intended to be a productive asset was instead treated as a commodity or a disguised cash transfer. It also starkly exposes the program’s design flaws discussed previously. The absence of post-distribution monitoring and accompaniment

mechanisms created an environment that allowed such misuse to occur without consequence (Ningsih et al., 2022).

The data on the number of aid recipients from year to year, as presented in Table 3, initially appear to indicate a positive trend. This trend appears to indicate a diminishing dependency. However, with the revelation of the targeting validity issues, this quantitative data loses its meaning. The decrease in the number of recipients, from 66 persons in 2022 to 51 in 2024, cannot be immediately attributed to program success in creating self-reliance. Instead, this data becomes obscured, as it is unclear whether the decline was caused by successful empowerment or by failures in an increasingly exclusive data collection and selection process year after year.

Table 3. Number of Fishing Gear Aid Recipients

No	Year	Total
1.	2022	66 persons
2.	2023	61 persons
3.	2024	51 persons

Source: 2024 Village Budget Accountability Report

Thus, the analysis of the target success indicator points to a fundamental failure in the program's implementation. The reliance on rigid administrative criteria and an unverified data collection process has created a fragile and inaccurate distribution system. This failure to ensure that the aid reaches the right hands becomes the foundation for various derivative problems to be discussed in the next section. It also serves as a primary obstacle to achieving the program's overall objectives.

C. The Paradox of Effectiveness: Satisfaction with Aid Quality Amidst Distribution Failure

The analysis of the program's effectiveness in Palewai Village reveals a finding that seems intuitively contradictory yet is analytically significant. Amidst the targeting failures previously detailed, this study found a relatively high level of satisfaction among the aid recipients. This paradox is key to understanding how a structurally flawed program can be perceived positively by some actors. It also highlights the limitations of measuring program effectiveness from a single dimension alone. This phenomenon demonstrates that recipient satisfaction does not always directly correlate with overall program success.

The primary source of this satisfaction, as revealed through in-depth interviews, is rooted in the physical quality and direct benefits of the fishing gear provided. The recipient fishers (including those who were active) consistently stated that the new equipment was of a much higher quality than the worn-out gear

they previously owned. The aid was considered capable of improving efficiency and catch yields, albeit on varying scales. For the fishers who genuinely utilized it, the assistance tangibly supported their fishing activities and contributed to meeting their daily needs. This finding aligns with [Nurpadillah \(2023\)](#) research, which also found that relevant physical assistance has a strongly positive impact on fishing families. In other words, the program succeeded in addressing the most tangible need of the fishers: the rejuvenation of their production assets.

When analyzed using a service quality framework, this satisfaction can be explained by the dominance of the 'tangibles' dimension ([Setiono & Hidayat, 2022](#)). The village government successfully executed the procurement aspect of the program in this case. The quality of the nets, ropes, and headlamps provided met or even exceeded recipient expectations. The satisfaction arising from this physical aspect then overshadowed weaknesses in other service quality dimensions, such as 'reliability,' which was reflected in the distribution failure, and 'empathy,' which was reflected in the exclusion errors. Consequently, the recipients' assessment of effectiveness became biased, focusing more on the quality of the product received rather than on the fairness or accuracy of its distribution process ([Ramadhani et al., 2023](#)).

However, satisfaction based solely on this tangible aspect is fragile and potentially misleading. Such satisfaction can create an illusion of success for program implementers, causing them to neglect deeper structural problems. When program evaluation relies solely on positive testimonials from recipients, crucial issues like targeting errors, potential social jealousy, and aid misuse will be overlooked. It underscores the danger of using satisfaction as the sole proxy for program success without a complementary analysis of the broader processes and impacts ([Maharani et al., 2023](#)). Thus, the satisfaction found in Palewai Village is satisfaction with the 'output' (quality goods), not with the 'outcome' (a fair and effective empowerment process).

Ultimately, this paradox reveals a tension between a charitable approach and an empowerment approach. From a charitable standpoint, the program could be deemed quite successful because it delivered quality goods that satisfied its recipients. However, from an empowerment perspective, the program is seen as a failure. True empowerment is not merely about providing assets; it is also about building capacity, ensuring equitable access, and fostering self-reliance ([Mulyadi et al., 2023](#)). The satisfaction that arises from receiving aid without an accompanying increase in knowledge, institutional strengthening, or a guarantee of sustainability is, in essence, a passive satisfaction that can perpetuate patterns of dependency. Therefore, the satisfaction identified in the field is not an indicator of empowerment, but rather a symptom of a program that is more focused on asset transfer than on social transformation.

D. Performance Evaluation and Goal Achievement: An Integrated Analysis of Program Impact

The final stage of an effectiveness analysis involves synthesizing all findings to comprehensively evaluate the program's performance and assess the extent to which its overall objective was achieved. This section integrates the indicators of program success and overall goal achievement with the preceding findings to form a final assessment. The results indicate that the fishing gear assistance program in Palewai Village, despite having some partial positive impacts, fundamentally failed to achieve its primary objective: to empower and improve the welfare of the fishing community equitably and sustainably.

From an operational performance perspective, the program success indicator presents an ambiguous picture. On one hand, the program was successfully executed in terms of administrative procedures, which included planning within the Musrenbang, budget allocation, procurement of goods, and distribution to a predetermined list of recipients. However, this procedural success becomes meaningless when confronted with the reality of implementation. As has been analyzed, this process was underpinned by design flaws and targeting failures. Consequently, the program's substantive performance became ineffective. The resulting impact was fragmented; for the few active fishers who received and utilized the aid, the program indeed had a positive impact on increasing income and meeting basic needs, a finding that confirms [Nurpadillah \(2023\)](#) research. However, this individual's success cannot be generalized to represent the overall success of the program.

The program's failure to achieve its overarching objective becomes more apparent when analyzing the impact of implementation errors. The phenomenon of aid being sold and the non-utilization of gear by mistargeted recipients are the clearest manifestations of ineffectiveness. Instead of becoming productive assets for improving long-term welfare, the assistance was degraded into a momentary cash transfer or unused goods. It directly demonstrates that the program failed to change behavior or enhance the productive capacity of a significant portion of its recipients. This failure is a logical consequence of the previously identified design flaws. Without accompaniment, monitoring, and non-physical empowerment components, the program became vulnerable to deviation and was unable to drive sustainable change.

Overall, this finding echoes the analysis of [Gumilar and Nuryasin \(2022\)](#), who also found that fisheries programs often fail to meet their objectives due to a lack of integration and targeting accuracy. The program in Palewai Village is a classic example of an intervention that succeeded in its output metrics (distributed goods) but failed in its outcome (community welfare improvement) and impact (empowerment and self-reliance) metrics ([Bima, 2023](#)). The paradox of satisfaction

also contributed to this failure. This illusory satisfaction can send the wrong signal to program implementers, thus removing any incentive to conduct an in-depth evaluation and improvement.

Ultimately, this integrated evaluation concludes that the fishing gear assistance program in Palewai Village cannot be considered adequate. It functioned more as a charitable intervention, providing short-term benefits to a small number of individuals. However, it failed as an empowerment program capable of collectively transforming the socioeconomic conditions of the fishing community. This failure is rooted in fundamental problems at the planning and implementation stages, particularly a non-holistic program design and an invalid targeting mechanism. Without improvements in these crucial aspects, similar programs in the future will likely repeat the same pattern of failure.

CONCLUSIONS AND SUGGESTIONS

Based on the results and discussion, it can be concluded that the community empowerment program, which provided fishing gear assistance in Palewai Village, has not been effective in achieving its primary objective. This failure is systemic, originating from program design flaws that were excessively oriented toward physical asset transfer while neglecting non-physical empowerment components. It was compounded by an invalid targeting mechanism that relied on rigid administrative data, resulting in both exclusion and inclusion errors. Consequently, the program failed to reach some deserving fishers, while the aid received by mistargeted groups was misused and even sold. The emergence of a satisfaction paradox among recipients, based on the quality of the goods, masked the program's structural failures and underscored its charitable rather than transformative nature. Thus, this research concludes that the program failed to transition from a mere charitable intervention into a genuine empowerment program, rendering it incapable of creating structural change for the fishing community as a whole.

Based on these conclusions, several recommendations are formulated. Practically, it is advised that the Palewai Village Government completely overhauls the implementation mechanism for similar programs in the future. *First*, the target selection process must shift from a single administrative criterion to on-the-ground factual verification, a process that should involve deliberation with the authentic fishing community to ensure data validity. *Second*, the program design must be holistic, integrating budget allocations for non-physical components such as technical training on equipment maintenance, assistance in basic financial management, and the institutional strengthening of fisher groups. *Third*, a post-disbursement participatory monitoring and evaluation mechanism should be established to ensure the aid is utilized effectively and to prevent misuse.

Academically, this research opens avenues for further study. Future researchers are encouraged to conduct quantitative research to statistically measure the economic impact of this aid on the income of fishers who genuinely utilized it. Furthermore, a comparative study that compares the effectiveness of assistance programs with different implementation models (e.g., group-based vs. individual) across several coastal villages could provide a richer understanding of the contextual factors that determine the success or failure of empowerment programs at the local level.

REFERENCES

- Anggariani, D., Sahar, S., & Sayful, M. (2020). Tambang Pasir dan Dampak Sosial Ekonomi Masyarakat di Pesisir Pantai. *SIGn Journal of Social Science*, 1(1), 15-29. <https://doi.org/10.37276/sjss.v1i1.96>
- Anwar, Z., & Wahyuni, W. (2019). Miskin di Laut yang Kaya: Nelayan Indonesia dan Kemiskinan. *Sosioireligius: Jurnal Ilmiah Sosiologi Agama*, 4(1), 51-60. Retrieved from <https://arsip-journal.uin-alaudidin.ac.id/index.php/Sosioireligius/article/view/10622>
- Arafat, A., Syahrir, S. N., & Triani, N. (2022). Implementation of the Tourism Park Development Program in Unamendaa Village. *SIGn Journal of Social Science*, 3(1), 55-74. <https://doi.org/10.37276/sjss.v3i1.322>
- Asameta, L., Kelen, Y. P. K., & Manek, S. S. (2024). Sistem Pendukung Keputusan Penerimaan Bantuan Sosial Perikanan untuk Nelayan menggunakan Metode Simple Additive Weighting (SAW). *Jurnal Krisnadana*, 3(3), 175-189. <https://doi.org/10.58982/krisnadana.v3i3.620>
- Bima, M. R. (2023). Inconsistency in the Definition of Small Fishermen within the Indonesian Legal Framework: A Comparative Study of Legislation. *SIGn Jurnal Hukum*, 5(1), 91-101. <https://doi.org/10.37276/sjh.v5i1.259>
- Campbell, J. P. (1977). On the Nature of Organizational Effectiveness. In P. S. Goodman & J. M. Pennings (Eds.), *New Perspectives on Organizational Effectiveness* (pp. 13-55). Jossey-Bass Publishers.
- Chalid, A., & Manji, T. (2021). Strategi Kelompok Nelayan dalam Mereduksi Politik Patron Klien di Kabupaten Maros. *JIAP (Jurnal Ilmu Administrasi Publik)*, 9(1), 60-73. <https://doi.org/10.31764/jiap.v9i1.3245>
- Decree of the Head of Palewai Village Number 16 of 2024 on the Determination of Fishing Gear Aid Recipients of Palewai Village, Tanggetada District, Kolaka Regency.
- Government Regulation in Lieu of Law of the Republic of Indonesia Number 2 of 2022 on Job Creation (State Gazette of the Republic of Indonesia of 2022 Number 238, Supplement to the State Gazette of the Republic of Indonesia Number 6841). <https://peraturan.go.id/id/perppu-no-2-tahun-2022>
- Gumilar, G. G., & Nuryasin, H. (2022). Efektivitas Program Pengembangan Perikanan Tangkap di Kabupaten Karawang. *Ideas: Jurnal Pendidikan, Sosial dan Budaya*, 8(1), 273-284. Retrieved from <https://www.jurnal.ideaspublishing.co.id/index.php/ideas/article/view/612>

- Hidayat, R., Amalia, D. R., & Fitria, D. (2024). The Effectiveness of Village-Owned Enterprise Management in Enhancing Community Economy: A Case Study of Puuroda Village. *SIGn Journal of Social Science*, 5(1), 50-64. <https://doi.org/10.37276/sjss.v5i1.407>
- Ibrahim, I., Poti, J., & Firman, F. (2024). Evaluasi Program Sentra Kelautan dan Perikanan Terpadu di Koperasi Nelayan Kecamatan Bunguran Timur Kabupaten Natuna. *Concept: Journal of Social Humanities and Education*, 3(2), 3525-3532. <https://doi.org/10.55338/jpkmn.v6i3.6436>
- Ismail, I., Gunaisah, E., Muhfizar, M., Ulat, M. A., & Poltak, H. (2021). Pelatihan Teknologi Sistem Informasi bagi Nelayan pada Masa Covid-19 di Era Digital. *Dinamisia: Jurnal Pengabdian Kepada Masyarakat*, 5(3), 566-574. <https://doi.org/10.31849/dinamisia.v5i3.4487>
- Kamal, A., Bakhtiar, S., & Susanti, J. (2023). Analisis Efektivitas Dana Desa Terhadap Pengurangan Kemiskinan dan Peningkatan Inklusi Sosial Secara Berkelanjutan Pada Desa Nelayan Tradisional di Kabupaten Takalar. *Innovative: Journal of Social Science Research*, 3(6), 6422-6440. Retrieved from <https://j-innovative.org/index.php/Innovative/article/view/7194>
- Law of the Republic of Indonesia Number 27 of 2007 on Coastal Territory and Small Archipelago Management (State Gazette of the Republic of Indonesia of 2007 Number 84, Supplement to the State Gazette of the Republic of Indonesia Number 4739). <https://www.dpr.go.id/dokumen/jdih/undang-undang/detail/106>
- Law of the Republic of Indonesia Number 1 of 2014 on Amendment to Law Number 27 of 2007 on Coastal Territory and Small Archipelago Management (State Gazette of the Republic of Indonesia of 2014 Number 2, Supplement to the State Gazette of the Republic of Indonesia Number 5490). <https://www.dpr.go.id/dokumen/jdih/undang-undang/detail/926>
- Law of the Republic of Indonesia Number 6 of 2023 on Enactment of Government Regulation in Lieu of Law Number 2 of 2022 on Job Creation Into Law (State Gazette of the Republic of Indonesia of 2023 Number 41, Supplement to the State Gazette of the Republic of Indonesia Number 6856). <https://www.dpr.go.id/dokumen/jdih/undang-undang/detail/1825>
- Maharani, M., Sabaruddin, A., & Maulid, M. (2023). The Role of Actors in Retribution Policy at the Kea-Kea Nature Tourism Park. *SIGn Journal of Social Science*, 4(1), 12-36. <https://doi.org/10.37276/sjss.v4i1.330>
- Miles, M. B., Huberman, A. M., & Saldaña, J. (2014). *Qualitative Data Analysis: A Methods Sourcebook* (Third Edition). Sage.
- Mulyadi, M., Lewoleba, K. K., Wahyuningsih, Y. Y., Satino, S., & Ramadhani, D. A. (2023). Empowerment of the Fishermen Community in Pabeanudik Village: A Case Study of Legal Protection. *SIGn Jurnal Hukum*, 4(2), 261-276. <https://doi.org/10.37276/sjh.v4i2.221>
- Neuman, W. L. (2003). *Metodologi Penelitian Sosial: Pendekatan Kualitatif dan Kuantitatif* (Trans. by E. T. Sofia). PT. Indeks.

- Ningsih, S., Agusman, Y., Asis, L. A., Hidayat, R., & Muzakkir, A. K. (2022). The Supervisory Function of PT ASDP over Ferry Service Providers at Kolaka Port. *SIGn Journal of Social Science*, 3(1), 38-54. <https://doi.org/10.37276/sjss.v3i1.321>
- Nurpadillah. (2023). *Efektivitas Bantuan Kelompok Nelayan Terhadap Peningkatan Ekonomi Masyarakat di Desa Ujung Lero Kabupaten Pinrang (Tinjauan Hukum Ekonomi Islam)* [Bachelor Thesis, Institut Agama Islam Negeri Parepare]. Repository IAIN Parepare. <https://repository.iainpare.ac.id/id/eprint/8145>
- Pakpahan, R. R. (2018). Akuntabilitas Birokrasi dalam Pemberdayaan Masyarakat Pesisir di Kecamatan Nusaniwe Kota Ambon. *Academia Praja: Jurnal Ilmu Politik, Pemerintahan dan Administrasi Publik*, 1(2), 51-76. <https://doi.org/10.36859/jap.v1i02.65>
- Pathurrahman, P., Hadiyanor, E., Hairini, S. M., & Tabitha, T. (2022). Struktur Peluang Politik Gerakan Perlawanan Nelayan (Studi pada Masyarakat Desa Tabanio, Kabupaten Tanah Laut, Provinsi Kalimantan Selatan). *Jurnal Administrasi Publik dan Pembangunan (JPP)*, 4(2), 116-130. <https://doi.org/10.20527/jpp.v4i2.6553>
- Ramadhani, A. M., Agusman, Y., Ashari, A., & Hidayat, R. (2023). Enhancing Regional Revenue through Restaurant Taxes by Implementing Tapping Boxes. *SIGn Journal of Social Science*, 3(2), 102-121. <https://doi.org/10.37276/sjss.v3i2.326>
- Sayful, M., & Muzakkir, A. K. (2025). Moral Economy and the Agency of Independent Fishermen on the Coast of Ujung Baji Village, Takalar Regency. *SIGn Journal of Social Science*, 5(2), 113-131. <https://doi.org/10.37276/sjss.v5i2.483>
- Scott, J. (2000). Rational Choice Theory. In G. Browning et al. (Eds.), *Understanding Contemporary Society: Theories of the Present* (pp. 126-138). SAGE Publications.
- Setiono, B. A., & Hidayat, S. (2022). Influence of Service Quality with the Dimensions of Reliability, Responsiveness, Assurance, Empathy and Tangibles on Customer Satisfaction. *International Journal of Economics, Business and Management Research*, 6(9), 330-341. <https://doi.org/10.51505/ijebmr.2022.6924>
- Siby, G. J., Rorong, A. J., & Kolondam, H. F. (2024). Efektivitas Program Pemerintah dalam Pemberdayaan Masyarakat Nelayan di Kecamatan Madidir Kota Bitung. *Jurnal Administrasi Publik*, 10(1), 1-15. Retrieved from <https://ejournal.unsrat.ac.id/v3/index.php/JAP/article/view/52507>
- Situmeang, M. K., & Kusworo, H. A. (2020). Inovasi Kebijakan Sosial di Tingkat Lokal: Kapasitas Kelembagaan Panglima Laot dalam Pelaksanaan Program Bantuan Asuransi bagi Nelayan. *Journal of Social Development Studies*, 1(1), 27-39. <https://doi.org/10.22146/jsds.206>
- Sugiyono. (2017). *Metode Penelitian Kuantitatif, Kualitatif, dan R&D*. Alfabeta.
- Suryadi, A. M., & Sufi, S. (2019). Strategi Pemberdayaan Masyarakat Nelayan dalam Peningkatan Kesejahteraan Nelayan (Studi di Kantor Camat Muara Batu Kabupaten Aceh Utara). *Negotium: Jurnal Ilmu Administrasi Bisnis*, 2(2), 118-140. <https://doi.org/10.29103/njiab.v2i2.3062>

- Ulandari, U., Azhari, A., & Hidayat, R. (2024). Integration of Sustainable Development Goals into the Popalia Village Government Work Plan. *SIGn Journal of Social Science*, 4(2), 100-113. <https://doi.org/10.37276/sjss.v4i2.336>
- Whitney, F. L. (1960). *The Elements of Research*. Prentice-Hall, Inc.
- Wijaya, A. B., & Fauzie, A. (2020). Pemaknaan Hidup Nelayan (Analisis Makro dan Mikro pada Kemiskinan Nelayan). *Indonesian Psychological Research*, 2(2), 96-108. <https://doi.org/10.29080/ipr.v2i2.259>