

# TARGET GROUPS AND POLICY INTERVENTION: AN INTERACTIVE ANALYSIS OF THE IMPLEMENTATION OF VILLAGE COMMUNITY EMPOWERMENT POLICIES IN WAJO DISTRICT

Andi Mamu, Rakhmat, Muhammad Yunus, Atta Irene Allorante  
Department of Public Administration Science, Universitas Hasanuddin

## ABSTRACT

This research aims to describe the target group in empowering rural communities in Wajo District. The research took place in six villages in three sub-districts in Wajo namely Tanasitolo, Takalalla and Pitfeedua Sub-districts. The study uses qualitative methods with the Grindle implementation model analysis approach. The results showed that the implementation of the empowerment policy that took place in Wajo experienced fluctuations. This is driven by the policy context and the policy environment that contributes to implementing empowerment policies. The interests of the target groups described in this study are aspects of the policy context that both encourage and hinder the implementation of empowerment policies. Wajo community involvement is still very minimal in empowerment activities. So, when looking at aspects of the interests of the target group, empowerment activities often do not reflect the target groups in the village. Nevertheless, it does not mean that the empowerment activities that have been taking place in Wajo village have completely failed. There are also those who at some point have successfully explored the interests of the community in this case the target group with the development program of empowerment activities.

**Keywords:** Policy implementation, policy context, target group, policy intervention, village community empowerment.

## INTRODUCTION

Community empowerment has become a major issue in national development programs and orientation today. Empowerment is one of the development models that prioritizes the human element as the most important object of development (Rahayu, 2010). This paradigm develops along with two main reasons, the first is a development strategy and poverty alleviation model that has been carried out by the state as ineffective in solving the main problem, and the second reason there is a development model trend in developed countries which then has shifted from the development model that prioritizes economic productivity becomes a development model which is primarily based on human capability.

There have been many government projects/programs that have been carried out to encourage the economic development of rural communities in an effort to alleviate poverty. The project/program is carried out by each department or between departments. In general, the projects that are rolled out are still in the generation of providing physical assistance to the community. Both in the form of irrigation facilities, saprotan assistance, pumping machines, construction of clean water facilities and so on. In fact, when the project ends, the project output will no longer function or even disappear. Some factors that influence the failure of the project include: (1) inaccuracy between community needs and assistance provided (2) the project package is not equipped with supporting skills (3) there are no planned monitoring

activities (4) there are no institutions in community level that continues the project (Rahayu, 2010).

In Wajo, a district in South Sulawesi Province, the issue of development and empowerment has also become an issue that has caught the attention of many parties. In a more specific context, the Wajo district government continues to strive to increase the implementation of regional development. However, the implementation is still faced with the main development problems such as accountability and effectiveness of financial management. In fact, these two things are considered as the main capital of development (KPK, 2015). These problems indirectly have an impact on poverty in the regions. And one of the areas that have problems regarding poverty is Wajo Regency. According to data from the Central Bureau of Statistics (2017), the number of people living below the poverty line in 2016 was 29,460 people or 7.47 percent. From these figures it can be concluded that a surefire strategy from the local government is needed to overcome development problems, so that the number of poor people in Wajo District can experience a significant reduction. One way that is considered successful is by paying great attention to village development.

Related to development, empowerment and poverty, according to BPS data for 2017 (Wajo), the number of poor people in 2016 was 29,460 people or 7.47 percent. Then, in 2018, village funds in Wajo district reached 104,219,771,000 rupiah. If averaged, each village received a budget of around 733,942,049 rupiah. It seems that such a large amount of funds has not yet had a positive impact on development in the village. The poverty rate for example still reaches 7.47 percent of the total population in Wajo Regency.

In general, the existence of a village funding program in Wajo District has had a positive impact on the socio-economic improvement of the village community. The implication is an increase in the welfare of the community in the village, among others improving the degree of health, environmental improvement, availability of jobs and increasing community income.

Nationally, the implementation of the village fund program has a positive impact on improving the welfare of rural communities in terms of increasing employment, alleviating rural communities from poverty, and overcoming community disparities in rural areas. The way to measure the effectiveness of village funds can be through comparison of growth in community welfare before and after village funds are disbursed. Welfare indicators used include indicators of unemployment, poverty, and income inequality. According to data from the Central Statistics Agency (BPS), before the existence of village funds (2012-2014) the average reduction in unemployment per year was 0.095%, whereas after there were village funds (2015-2017) the average annual decline was 0.34%. It turns out that the average decline in unemployment per year is higher after village funds are disbursed. In other words the decrease in unemployment is more effective after the village funds which also means a significant increase in employment after the village funds were disbursed compared to before.

Table 1. Comparison of Village Community Welfare Levels Before and After Village Funding

No.	Indicator	Pre-Village Funding (2012-2014)	Post-Village Funding (2015-2017)	Description
1	Decrease in unemployment	0,095%	<b>0,34%</b>	Decrease
2	Decrease in Poverty	<b>1,24%</b>	<b>0,33%</b>	Decrease
3	Gini Ratio	0,0005 poin	0,0055 poin	Slight decrease in socioeconomic inequality

Source: <https://nasional.sindonews.com/read/1284127/18/mengukur-efektivitas-dana-desa-1519251295>.

In addition, in terms of poverty indicators, the average reduction in poverty per year before the existence of village funds (2012-2014) was 1.24%, while after village funds (2015-2017) was 0.33%. It turns out that the average reduction in poverty per year after village funds has been disbursed is even lower than before village funds were disbursed so that it can be concluded that poverty reduction after the existence of village funds has not been effective. This means that village funds have not been able to significantly boost people's purchasing power. Apart from unemployment and poverty indicators, the effectiveness of village funds can also be measured through inequality indicators, namely the Gini ratio. Before the revolving of village funds (2012-2014), there was an increase in the annual Gini ratio of 0,0005 points, whereas after the revolving of village funds (2015-2017) there was a decrease of 0.0055 points per year. This means that after village funds have rolled out, the gap in community income has diminished. In terms of inequality, the village funding program shows better effectiveness compared to before the program rolled out.

The above situation again provides a clearer sketch of a problem that runs limping. On one hand, trillions of village funds are channeled into villages which are then not matched by a relative reduction in poverty rates. If you borrow the term, Arif Munandar, there have been repeated efforts that have been going on in relation to the development and empowerment strategies in the village. So, it becomes important to look more closely at the problems between development and empowerment that take place in the village of Wajo Regency, especially the implementation of its policies.

A policy is a mere document, therefore it is not too wrong to say that policy implementation is an important aspect of the entire policy process. Anderson (1970) stated that: "Policy Implementation is the application of the policy by the government's administrative machinery for the Public Policy Implementation of the problem". Then Edwards III (1980) states that: "Policy Implementation, ... is the stage of policy making between the establishment of a policy ... and the consequences of the policy for the people who it affects". While Grindle (1980) argues that: "Implementation of a general process of administrative action that can be investigated at a specific program level".

Implementation of policies in principle is a way for a policy to achieve its goals. Policy implementation is a way to solve a problem faced, but the success of implementation will be more difficult given the differences in the conditions of the community or an agency to the seriousness of the problem at hand. In simple terms implementation can be interpreted as implementation or application. Browne and Wildafsky (Usman, 2004) suggest that "implementation is an extension of activities that are mutually adjusting"

From the description above, an illustration is obtained that public policy implementation is a process of administrative activities carried out after the policy is established / approved. This activity is located between policy formulation and policy evaluation. The implementation of policies contains top down logic, meaning to reduce / interpret alternative alternatives that are still abstract or macro into alternatives that are concrete or micro. Whereas policy formulation contains bottom up logic, in the sense that this process begins with mapping public needs or accommodating environmental guidance then followed by detailed and alternative selection of solutions, then proposed to be applied.

The Grindle Model (in Nugroho, 2004: 134) shows the level of success and the degree of policy implementation. The Grindle Model is determined by "the contents of the policy and the context of its implementation". The basic idea is that after the policy is transformed, the policy implementation is carried out ". In the Grindle model the level of success is largely determined by the degree of implementability of the policy.

The contents of the policy include: Interests affected by the policy, Types of benefits to be generated, Degree of desired change, Position of the policy maker, Program implementers, and Resources deployed. Meanwhile, the context of implementation is: Power, interests, strategies of actors involved, Characteristics of institutions and authorities, Compliance and responsiveness

Through research conducted with this qualitative method, it is expected to be able to provide a complete picture of the target groups and policy interventions: an interactive analysis of the implementation of village community empowerment policies in Wajo District.

## **RESEARCH METHOD**

### **Data Sources**

Sources of data through informants in this study were carried out intentionally (purposive). The selected informants are people who are considered to have the capacity to answer research questions in order to obtain valid data, so that the research problem can be solved. Selected informants are:

- 6 Village Heads,
- 6 Village Secretaries,
- 6 Village Treasurers,
- 6 Village Facilitators,
- 12 Village Council Members, and
- 4 Chairpersons of Village-owned Enterprises
- 6 Village Members.

Information from the informant then produces data that is divided into two, namely primary data and secondary data. Primary data is data obtained after collecting field data such as observation and interviews. While secondary data is data obtained from the results of literature studies, and documentation.

### **Data Collection Techniques**

Data obtained from interviews and literature exploration are also analyzed by direct observation in the field (observation). This is one way of connecting the link between information and visible reality by: seeing, listening and feeling what is happening; where, when, who was involved; and how something can happen. In the context of this research, there are several data collection strategies that have been carried out, namely: observation, interviews, document studies, and focused discussions (Focus Group Discussion).

### **Data Analysis Techniques**

This study uses an analysis process carried out simultaneously with data collection (flow model of analysis) or interactive analysis models (Miles and Haberman, 2014). In conducting data collection, researchers make brief notes with keywords. Furthermore, the short description is developed into a complete description, followed by reflection (methods, theory, and analysis). The description of the data with its reflection is arranged in a field note. After the data unit is complete, it is followed by three components of analysis, namely: (1) data reduction, which contains a brief formulation of each type of field notes findings; (2) data presentation, which starts from the main points of findings in data reduction, writing about the conditions in accordance with the context studied, accompanied by various matrices / tables deemed necessary; (3) drawing conclusions and verification, based on the description that has been made in the data presentation. From this result, then continue and carry out the consolidation with verification. That is, in order to improve the validity of the data obtained and for the sake of stability of the conclusions and interpretations of the meaning of research, this research uses triangulation data processing. This triangulation method is used to obtain data validity by using different data sources to collect similar or similar data and organize existing information.

## **RESULTS AND DISCUSSION**

### **A description of Wajo District**

Wajo Regency is one of the Regencies that is within the scope of the South Sulawesi Province, with the capital city of Sengkang, formed in accordance with Law No. 29 of 1959 concerning the Establishment of second-tier regions in South Sulawesi. Wajo Regency is one of the Wajo Regencies indeed cannot be separated from the role of the 8th Wajo Regency level leader, namely Dachlan Maulana. 1959 concerning the Formation of second-tier regions in South Sulawesi.

### **Regional geography**

Wajo Regency is one of the Regencies in South Sulawesi Province. The capital city of Sengkang, around 242 km from Makassar City (the capital of South Sulawesi Province), Wajo, which covers an area of 250,619 hectares or 4.01% of the total area of the South Sulawesi Province, is divided into 14 sub-districts, 44 villages and 132 villages, having potential natural resources the big one. located between  $3^{\circ} 39' \rightarrow 4^{\circ} 16'$  LS and  $119^{\circ} 53' \rightarrow 120^{\circ} 27'$  BT which borders:

- Sebelah Utara berbatasan dengan Kabupaten Luwu dan Kabupaten Sidrap.
- The East is bordered by Bone Bay.
- The South is bordered by Bone Regency and Soppeng Regency.
- West side is bordered by Sidrap Regency.

Figure 5. Map of Wajo Regency Administration.



Source: Wajo Regency Statistics Indonesia, 2019

Judging from the topography, Wajo Regency is located in the middle of South Sulawesi Province and based on Sulawesi photography which is divided into 3 (three) North, Central and South Zones, Wajo Regency is located in the middle zone which is a depression that extends to the southeastern sea and finally is strait. Menurut Iklim, Kabupaten Wajo tergolong beriklim tropis yang termasuk type B dengan  $29^{\circ}\text{C} - 31^{\circ}\text{C}$  atau suhu rata-rata  $29^{\circ}\text{C}$  siang hari. This area lasts for a rather short period, with an average of 3 (three) months, from April to July, and from August to October, with an average rainfall of 8,000 mm with 120 days of rain.

According to the geological map of Indonesia, Wajo Regency consists of 3 (three) types of rocks namely volcanic rocks, sediments, and pluton rocks. Menurut peta eksplorasi Sulawesi Selatan, jenis tanah Kabupaten Wajo terdiri dari :

1. Alluvial: This type of soil is spread throughout the district.
2. Clay: This type of soil is found in Pammana and Takkalalla sub-districts.
3. Podsolik: This type of land is found in Maniangpajo, Tanasitolo, Tempe, Sajoanging, Majauleng, Belawa, Pitfeedua districts.
4. Mediterranean: This type of land is found in the districts of Tanasitolo, Maniangpajo, Pammana, and Belawa.
5. Grumosal: This type of soil is found in Sabbangparu and Pammana districts.

Land characteristics and the potential of Wajo Regency area in the Lontara Wajo Khasanah are expressed as lying areas with the position that is said "Mangkulungung ribuluE Massulappe RipottangE Mattodang Ritasi / TapparengE" which means Wajo Regency has 3 (three) dimensions land, namely:

- a. Hilly lined land from the South of Tempe District to the North is increasingly mountainous, especially in Maniangpajo District and Pitfeedua District which are

- areas of forest and industrial plant development, cocoa, clove, cashew and livestock development
- b. Lowland land which is a stretch of rice fields and plantations / fields in the eastern, southern, central and western regions. Lake Tempe and its surroundings and the expanse of sea that stretches along the coast or Bone Bay next to Timue is a potential for the development of fisheries and aquaculture ponds.
  - c. The potential of water resources is quite large, both ground water and surface water contained in lakes and river rivers such as the Sungai Sungai, WalanaE River, CenranaE River, Gilireng River, Siwa River, and Awo River are potentials that can and will be utilized for irrigation and clean water supply. In 2013 Wajo Regency was divided into 14 Subdistricts namely Sabbang Lung, Tempe, Pammana, Bola, Takkalalla, Sajoanging, Penrang, Majauleng, Tanasitolo, Belawa, Maniangpajo, Gilireng, Keera and Pitfeedua. The following is the division of regions and area of each district in Wajo Regency in table 2.

Table 2. Distribution and Area of Each District in Wajo Regency, 2018

Sub-district (1)	Area (km <sup>2</sup> ) (2)	Percentage of district area (3)
Sabbangparu	132,75	5,30
Tempe	38,27	1,53
Pammana	162,10	6,47
Bola	220,13	8,78
Takkalalla	179,76	7,17
Sajoanging	167,01	6,66
Penrang	154,90	6,18
Majauleng	225,92	9,01
Tanasitolo	154,60	6,17
Belawa	172,30	6,88
Maniangpajo	175,96	7,02
Gilireng	147,00	5,87
Keera	368,36	14,70
Pitumpanua	207,13	8,26
<b>WAJO</b>	<b>2 506,19</b>	<b>100,00</b>

Source: Wajo in Numbers, 2019

Region 14 Subdistricts that were formed in it contained a smaller territory, 48 regions having the status of Kelurahan and 128 regions having the status of Village. Jadi secara keseluruhan, wilayah Kabupaten Wajo terbagi menjadi 176 desa/ kelurahan, masing-masing wilayah Kecamatan tersebut mempunyai potensi sumber daya alam dan sumber daya manusia yang berbeda meskipun perbedaan itu relatif kecil, sehingga pemanfaatan sumber-sumber yang ada relatif sama untuk menunjang pertumbuhan pembangunan di wilayahnya. The following is the number of villages and sub-districts in each district in Wajo Regency in table 3.

Table 3. Total villages and urban communities in Wajo district, 2018

No	Sub-district	Villages	Urban Communities	Total
1	Sabbang Paru	12	3	15
2	Tempe	0	16	16
3	Pammana	13	2	15
4	Bola	10	1	11
5	Takkalalla	11	2	13
6	Sajoanging	6	3	9
7	Penrang	9	1	10
8	Majauleng	14	4	18
9	Tanasitolo	15	4	19
10	Belawa	6	3	9
11	Maniangpajo	5	3	8
12	Gilireng	8	1	9
13	Keera	9	1	10
14	Pitumpanua	10	4	14
	Total	128	48	176

Source: Wajo District Central Bureau of Statistics (Badan Pusat Statistik) , 2019

Division and Area of Each Sub District in KaBased on data table 3, the most numbers of villages and villages are found in Tanasitolo Subdistrict as many as 15 villages and 4 villages. Wajo Regency, 2018 While the District with the least number of villages and villages is Maniangpajo, namely villages of 5 and 3 villages.

### Population

As one of the regencies in South Sulawesi, Wajo Regency is quite densely populated, because Wajo Regency is famous for its trade flows and business world which is quite competitive, especially in the silk-based trade and handicraft industries so that it can draw the attention of the outside community to domicile or invest and try their luck in the Wajo Regency area.

Table 4. Total population per Sub-district in Wajo District

No.	Sub-district	Population
1	Sabbangparu	26492
2	Tempe	61964
3	Pammana	32047
4	Bola	20074
5	Takkalalla	21569
6	Sajoanging	19252
7	Penrang	16369
8	Majauleng	32764
9	Tanasitolo	40678
10	Belawa	32709
11	Maniangpajo	16557
12	Gilireng	11652
13	Keera	23198
14	Pitumpanua	43962
	<b>Wajo</b>	399287

Source: Wajo District Population Registration Publication, 2019



The population of Wajo Regency based on 2018 data in table 4 is 399,287 people. The most populous population is located in Tempe District which is the capital of the regency with a total of 61,964 inhabitants and an area with a small population compared to other regions found in Gilireng District with a total of 11,652 inhabitants. Unequal population growth in each district and the community is more centered on the capital because among others, the city area, in this case Tempe District, is still available with ample land to be a residential area, on one side this area is equipped with sufficiently developed infrastructure to encourage a part of the population, especially middle to lower income separately residing in this region. The speed of life development in the capital is able to help improve life compared to the development of villages, so that many out-of-town communities come to the district capital to try to improve their level of education and life in the district capital, precisely in Tempe District.

This condition is expected to be in accordance with the existing regional development planning, the pattern of population distribution and the level of facilities is not only concentrated in the city area, but also spreads throughout the sub-district and district in accordance with their functions and purposes and is not centered at one point.

### **Target Group Interests**

The target group is the most important part in the analysis of Grindle implementation. Furthermore, Grindle sees the target group as a platform to begin an implementation analysis. For Grindle, the success of a policy must be seen from the extent to which the policy is able to contribute to the target group. This view sees that policy is an action or intervention carried out by the government through a state institution, with the main target in society. The purpose of these interventions is to ensure that community activities can run better.

The purpose of the intervention is to ensure that in addition, Grindle's argument about the target group more explicitly shows the relational relationship between the target group as the real basis of the community with policy interventions which then manifest in the program or activity. Community activities can run better. Simply put, the target group and program activities must be in tune. When these two entities are opposites, what Grindle is worried about about a policy at a crossroads is very likely to occur.

Through Grindle's theoretical views on the empowerment policy implementation that took place in Wajo, the field findings show that the tendency of empowerment programs that took place in Wajo that were considered successful were those who carried out empowerment activities by synchronizing the village potential or the real village base with village empowerment activities. Conversely, villages that tend to be backward in empowerment matters refer to villages whose empowerment activities are separate from the real base in the village, in this case the empowerment activity program is different from the daily activities of the community in the village.

On the other hand, villages that tend to be underdeveloped. This can be at least seen from the field findings, especially in the three sub-districts in the research location. Empowerment matters refer to villages where empowerment activities are separate from the real base in the village, in this case the empowerment activity program is different from daily activities. Community in the village. Pitfeedua sub-district as one of the sub-districts that has so far had quite successful empowerment activities. One of them is empowerment activities that are engaged in entrepreneurship in agriculture. Interestingly, this empowerment activity, even though it is engaged in the agricultural sector, so far has economically contributed greatly to

village income, and most importantly able to develop empowerment activities that take place in Batu village. In an interview that took place, it was revealed the fact that the empowerment activities that took place in this sub-district, especially in the villages as one of the empowerment activities so far had a large contribution to the economy in the village.

"Community empowerment activities here have previously been vacuum. However, in the last two years began to appear again. especially when empowerment activities are diverted to activities on agriculture in the form of pumping. Nail Pompanization is effective, this can be seen in two ways. Pompanisation is effective, this can be seen in two ways. First, it can be seen from the community's participation that is quite enthusiastic and the second aspect that can be directly felt is the contribution of this activity to the income of the village even to the hamlet level. And again, this all took place when the empowerment activities undertaken were shifted to the agricultural sector "(Interview with Syarifuddin / Community Leaders / Village-owned Enterprise Heads, on 21/06/2019).

The results of the interview above reiterate the idea of Grindle regarding the implementation of policies that will easily be realized when the program of empowerment activities is in tune with the activities of the community in the village. As is known, if the population of the district Pit Pitua is one of the districts with a very majority of the agricultural profession. The agricultural profession ranks first as a profession in society. So if you go back to using Grindle analysis the success of the empowerment activities that take place in this district cannot be separated from the relational correlation between the empowerment activities program. This can be seen from BPS data that releases data if the population conditions in the sub-district are dominated by the profession. About 96% of the community's livelihoods are farmers. Other data which then strengthened the field findings holistically, according to BPS, Wajo district is one of the districts in South Sulawesi with a fairly high agricultural potential with the contribution of the agricultural sector reaching 30% of the existing sector.

Meanwhile, sub-districts with villages that tend to experience difficulties in empowerment activities are villages whose community activities are separate from empowerment activities. For example, in Tanasitolo sub-district, people's daily activities are as silk weavers. This activity is even practiced by every woman in the village. However, ironically the empowerment activities that are carried out actually move in sectors that are outside weaving and even have no connection at all. This situation is what Grindle calls a disconnected relational relationship. The empowerment activities program policy has no link between activities on the basis of the actual target community. In fact, according to Grindle it is very important to pay attention to community activities on a real basis in the village, because policy is a manifestation of community activities in the social environment. In the context of the Grindle empowerment policy, it is seen that what then takes place in villages that fail in empowerment activities is more for disconnection.

"Community activities here are almost half of silk fabric weavers. Maybe it can be ascertained that every woman who is here, has the skills as a weaver. And that can be found in every home, weaving activities carried out in the afternoon under the column of each house. There are those who work for their own needs and relatives, there are also those who weave to be sold to traders "(Village PKK Management).

Likewise in the villages found in Takkalalla, the tendency of policies for village community empowerment programs is more focused on increasing the activities of village officials.

"Empowerment activities here are mostly in training activities. Training activities include training to improve the quality of village government officials and staff. This is done considering that so far the human resources in the village are still very behind

when compared to the human resources in other villages, especially in rural villages such as Java. In addition, empowerment activities for village officials are also carried out because so far, the knowledge of village officials about governance in the village is still very minimal. Through this activity, he hopes to immediately improve the ability of village officials "(Interview with Nepo Village Secretary, on 26 June 2019).

The absence of links between community bases and activities and empowerment policy programs that take place in the village becomes an obstacle to the implementation of policies in the village. The community is very difficult to get involved in empowerment activities. The classic reason is very simple that what is offered in empowerment activities in the village has nothing to do with the daily activities of the community. So it does not have the attraction to immediately involve the community. This was recognized by village officials in two sub-districts.

"Maybe one of the reasons the community is very difficult to get involved in empowerment activities is because they feel that what is offered in the empowerment activities has no correlation with their activities as a weaver. As a result, more mothers spend more time than men participating in empowerment activities formulated by the village, such as participating in training "(Interview with PKK Management).

This is reinforced by one of the target groups in the village,

"It is indeed very difficult here to invite mothers to empower activities. "Here it is indeed very difficult to invite women to empower activities. For example, joining PKK or Majleis Ta'lim. We've been trying so hard to involve them. At first they would come but eventually they disappeared. Maybe there are also bored, there are other jobs. But if I noticed that most women are rarely involved in empowerment activities implanted by the village government because there are other activities, namely weaving in cloth. When you tally it up, you make a lot more from weaving, they can sell to traders, that's why we won't force them [to participate]." (Training Team Member)

These field findings show that the interests of the target groups referred to by Grindle's view are that empowerment program policies become more complex because of the potential differences between the target groups and program policies. Not to mention, that almost every village in Wajo has a very high level of community pluralism. This situation has a domino effect on the policy target groups which will also be very varied. As an illustration, the population of Wajo Regency in 2017 according to the population projection is 395,583 inhabitants. The number consists of 189,379 inhabitants of male population and 206,204 inhabitants of female population. Thus, the sex ratio is 91, which means that for every 100 female residents there are 91 male residents. Compared to 2016, the population of Wajo Regency experienced a positive growth of 0.28 percent. This shows that the population has increased from year to year. The population density of Wajo Regency is 158 people / km<sup>2</sup>, experiencing a slight increase compared to last year.

Based on the data above, it can be seen that the composition of the population of Wajo Regency is still dominated by young people. The largest population, namely in the age group of 15 19 years and 20 24 years, respectively amounted to 33,830 people and 34,323 people. In the age group 0 to 15 19 years, the number of male population is greater than women. Conversely, the female population is greater than the men in the age group of 20 24 to 75 years and over. These figures mean if population complexity will determine the direction of developing empowerment policies that take place in the village.

With the population situation as above, it is certainly very difficult to be able to determine the direction of empowerment policies based on the target group. The reason is, it will be difficult to identify which target groups will be a priority among existing community groups. Not to mention, the population rate continues to roll. Population density which is increasingly unstoppable by the eruption of people in various villages in Wajo makes empowerment activities increasingly difficult to get out of the existing cycle.

Nevertheless, taking into account the achievements so far, it can be said that the empowerment activities that took place in Wajo by looking at aspects of the interests of the target groups are quite varied. In some villages in the research location, it was quite successful to carry out empowerment activities in the village, by involving the community and participating in financial assistance in the village. But on the other hand, there is also another side of empowerment activities taking place in the village that must be corrected. Especially in some villages in Wajo that are based on field findings, they still use the empowerment activities program without paying attention to the daily activities of the community. As a result, projections about empowerment activities to be able to develop the independence of village communities to be free from the shackles of poverty in the villages are increasingly difficult to realize. Later, this does not mean that the empowerment activities that have been taking place in Wajo village have completely failed. There are also those who have succeeded at some point who at some point have successfully explored the interests of the community in this case the target group and the empowerment program culture program.

## CONCLUSION

The results of this study indicate that the village community empowerment program in Wajo so far is still volatile can be seen from the aspect of the interests of the target group. Wajo community involvement is still very minimal in empowerment activities. So, when looking at aspects of the interests of the target group, empowerment activities often do not reflect the target groups in the village. With the population situation as above, it is certainly very difficult to be able to determine the direction of empowerment policies based on the target group. The reason is, it will be difficult to identify which target groups will be a priority among existing community groups. Not to mention, the population rate continues to roll. Population density which is increasingly unstoppable by the eruption of people in various villages in Wajo makes empowerment activities increasingly difficult to get out of the existing cycle. Later, this does not mean that the empowerment activities that have been taking place in Wajo village have completely failed. There are also those who at some point have successfully explored the interests of the community in this case the target group with the development program of empowerment activities.

## REFERENCES

- Anderson, J. E. (1970). *Politics and Economic Policy-Making*. Addison-Wesley Publishing Company.
- BPS. (2017). *Wajo dalam Angka*. Wajo: Badan Pusat Statistik.
- Grindle, M. S. (1980). *Politics and policy implementation in the Third World*.
- III, G. C. (1980). *Implementing Public Policy*. *Congressional Quarterly*.
- KPK. (2015). *Laporan Kajian Pengelolaan Dana Desa: Dana Desa dan Alokasi Dana Desa*. Jakarta: Komisi Pemberantasan Korupsi.
- Nugroho, R. (2004). *Kebijakan Publik: Formulasi, Implementasi, dan Evaluasi*. Yogyakarta: Pustaka Pelajar.

- Rahayu. (2010). Pemberdayaan Hukum dan Konstruksi Model Pemberdayaan Komunikatif Responsif. *Jurnal Rekayasa*, 14(3).
- Usman, S. (2004). *Pembangunan dan Pemberdayaan Masyarakat*. Yogyakarta: Pustaka Pelajar.