CHAPTER I

INTRODUCTION

A. BACKGROUND

Poverty is a problem that is a source of social problems that exist in Indonesia among the public. The problem of poverty has become a central issue that has long been noted by the Government of Indonesia that never runs out to fade. Not only the Central Government that delivers and makes many poverty reduction program, but the local Government has made and carry out poverty reduction program for the prosper community. Because poverty is high in a region will make a slowed regional development. The Government has many areas that prioritize poverty alleviation program for not prevented a regional development.

Poverty has also been low in detail by the level of participation in the decision-making process in civilian life, cultural and social. Therefore, poverty is dynamic. The number of problems that cause the occurrence of certain difficult problems of poverty that existed in Indonesia. Many experts that define the context of the poverty of some of the opinions with each other, but the concept is unclear as effect, i.e. not overcome a life that includes in its food needs, health, education, and housing. From many other perspectives, poverty also posed for a

variety of factors cause that occur in different dimensions, but depending in the situation and conditions that occur in the community.

Gunawan Sumodiningrat (2002) classify the causes which occurred about poverty into two categories. First, the poverty that happens is caused by external factors or factors that are beyond the reach of the individual. These factors are more concretely the institutional barriers or structures that can indeed inhibit someone to grab the opportunity-the chance. The existence of this kind of poverty is not because someone was lazy or unable to work. This type of poverty is therefore also referred to as structural poverty. Structural poverty is the poverty suffered by a group of society because of the social structure of society that cannot join using the sources of income that are actually available to them. Second, poverty is caused by internal factors that originate from within one's self or the environment.

Adherents of this view of the conservatives see the poverty of this type occurs as a result of the values and culture that embraced a group of society. So it begins from social structure but comes from the characteristics typical of the poor themselves. People become poor because he did not want to work hard, wasteful, did not have a plan, have less entrepreneurial soul, fatalist, no desire of achieving good results and so on. Poor people is a social group that owns and has his own personal religious beliefs of their culture. The perception of a culture is

conceptualized by Oscar Lewis who became the founders of the theory of the "culture of poverty".

There are different kind of definition can we knows in poverty that is Absolute Poverty and Relative Poverty . Absolute Poverty is indicated by a level of poverty below that minimum needs for survival could not be met. While Relative Poverty is a poverty level in relation to an Absolute poverty line ratio or proportion of the distribution of income (welfare) are lame (uneven) (ADB, 1999:26).

1. Absolute Poverty

Sayogyo in Sumardi & Evers (199.: 21) for example, gives a limitation, someone called the poor if its income is equal or less than 320 kg of rice per year per person for the countryside and 480 kg of rice per year per person in urban areas. Calories needed someone to live per day is 1,821 calories or the equivalent of about 0.88 kg of rice when it is linked to the size of the used Sayogyo. Another version in defining Poverty Absolute: "the minimum level of income sufficient to meet the Kebutuhan Fisik Minumum (KFM) for food, clothing and housing to ensure survival". This KFM numbers vary from country to country, even from one area to another and can vary from time to time. The United Nations never decide "International poverty line" of $ US $125,-per person per year on the basis

of constant prices of the year 1980. That means someone who the consumption less than US $125,-per year can be classified as being below the poverty line or are in Absolute Poverty (Todaro, 1995:31-32).

2. Relative Poverty

In simple terms the relative Poverty can be seen by comparing the proportion or percentage of the population who are at and below the absolute poverty line with the overall population. To further gain a real picture of the relative poverty rate or equitable economic prosperity I need to know the distribution of income. The distribution of income is often measured by dividing the population into 5 or 10 groups according to the level of revenues. Then set the proportion received by each income group. Furthermore the size distribution of income can be measured with the "Gini Concentration Ratio" or more simply called the Gini Coefficient. The Gini coefficient is a measure of the imbalance/inequality (income, welfare) aggregate (overall) the number ranged from zero (perfect equity) to one (perfect inequality). In practice, the Gini Coefficient on countries known so sharp wellbeing inequalities among population ranges between 0.50 to 0.70. As for the countries that are the most equitable distribution of incomes are known, the Gini Coefficient ranged from 0.20 to 0.35 (Todaro, 1995:150-151).

The Condition of poverty in Indonesia is already quite severe. According to data from the Badan Pusat Statistik (BPS), can be seen from this table :

Table 1.1

The Data Of Poverty In Indonesia Province

Number	Province	The Total Of Poverty 2015
1	Sumatera	6.366,64 Jiwa
2	Jawa	15.433,4 Jiwa
3	Bali Dan Nusa Tenggara	2.180,45 Jiwa
4	Kalimantan	982.41 Jiwa
5	Sulawesi	2.117,1 Jiwa
6	Maluku Dan Papua	1.492,83 Jiwa
Total		28.572,83

Source : Berita Resmi Statistik No. 86/09/Th. Xviii, 15 September 2015

Based on the data that has been seen from the BPS, in 2015 that in Java that has the highest poverty rate in Indonesia compared to other cities. The total in the year 2015, that about 28,572.83 million poor people living in Indonesia. Be seen that the increase in the poverty population data in Indonesia every day increases, it is becoming one of the biggest problems that was plagued the Government of Indonesia to tackle the matter. Poverty reduction conducted by the Government is not easy to be resolved, a large variety of ways and preparation that must be done to tackle the poverty that existed in Indonesia.

The Government of Indonesia has many programs to tackle poverty, for example is a program called Beras Miskin. The program is a program initiated by the Government specifically for the poor in tackling poverty. Presidential instruction Number 7 in 2009 about the rice's policy instructed Ministers and heads of government agencies to Non specific Departments, as well as the Governor and the Government Regency/Mayor throughout Indonesia to make the effort increased farmer income, food security, rural economic development and the stability of the national economy. Specifically to Perum Bulog instructed to provide and transmit subsidized rice for the poor and food insecurity, which arranged give priority to grain farmers in rice from the country.

The distribution of subsidized rice for the poor is aiming to reduce the burden of spending on poor households. In addition, the program is intended to increase access of the poor in fulfillment of food needs anyway as one of the fundamental rights of the people. This is one of the Central Government as well as program areas that are important in the improvement of national food security. Raskin program included in cluster I poverty reduction programs of assistance and social protection, which synergize with other programs, such as the program of improvement of nutrition, health promotion education. The synergy between the various government programs is important in increasing the effectiveness of each program in achieving the goal. The effectiveness of the Program through enhanced 2011 Raskin coordination agencies/relevant agencies both at the central

level as well as the region. Coordination is carried out starting from the planning, implementation, monitoring and control, with emphasis on the important role of public participation.

However, the number of constraints and obstacles of this program became one of the problems that create poverty remain difficult to bury. Constraints that often occur in the execution of Raskin:

1. Deviations of quality rice which is sometimes nice and sometimes ugly and foul, followed by the still existing of residents who pay extra for transportation to home stair target of Rp. 5000 for transportation costs such as tricycles.

2. Division of cards containing subjective element Raskin so not right on target.

3. Data Rumah Tangga Sasaran (RTS) of invalid BPS and logging his closed and does not involve the neighborhood party so there is poor citizens who deserve the poor rice didn't get it vice versa thus pose a threat, and social jealousy among community and may give rise to conflicts.

4. Taking the always delayed Raskin and not on time by the RTS.

The certainty of data recipient Raskin is the most absolute and must be examined carefully, as there is little error logging in then it will be many recipients deserve Raskin Raskin but instead are eliminated and not worth can
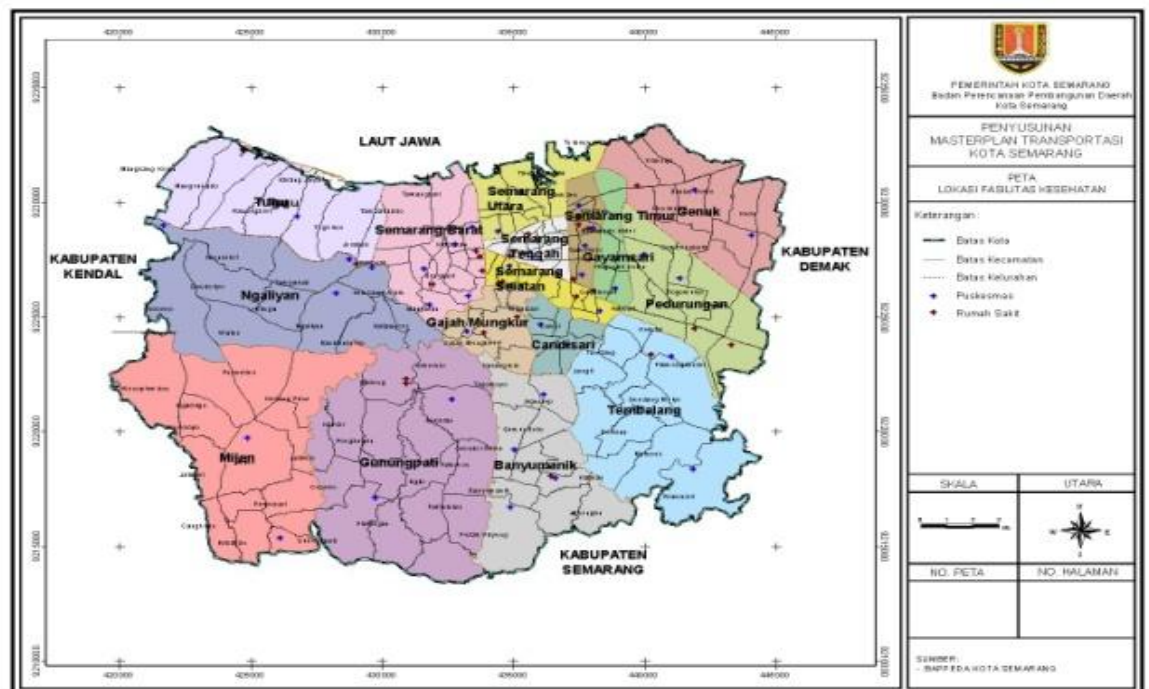
actually enjoy Raskin are distributed. To avoid injustices such as this then to recipient logging system must be tightened again Raskin, so that all the institutions which are responsible for logging are more able to work with a professional and careful in the selection of candidates Raskin recipients, that are no longer found injustice in logging.

Poverty became one of the problems that are already classics throughout the city in Indonesia, no exception for the city of Semarang. Even though it has launched various programs and do, but poverty is still relatively high. Have a lot of different programs that the Central Government do as well as areas to lower the level of poverty in the city of Semarang, but in its development still poverty level tended to have not yet reached an ideal target.

With an area of Semarang 373.70 Km2. Semarang city administratively divided into 16 districts and 177 Villages. Of the 16 existing Sub-district, there are 2 Subdistrict which have the widest region i.e. Mijen Subdistrict, with an area of 57.55 Km2 and Gunungpati, with an area of 54.11 Km2. Both of that Subdistrict located in the southern part of which is the region of hills most of its territory still has the potential of agriculture and plantations. While the town has the smallest Subdistrict is widespread South of Semarang, with an area of 5.93 Km2 followed by the Subdistrict, Semarang Central, with an area of 6.14 Km2. The limits of administrative regions to the West of Semarang is a Regency of Kendal, the East by Demak Regency, South of Semarang Regency and North is

bounded by Java Sea with its long coastline, reaching 13.6 kilometers. Location and geographical conditions, the city of Semarang have astronomical positions between the lines '-6050 7o10 ' South latitude and 109035 '-110050 ' East longitude.

Tabel 1.2

General Description Area of Semarang City

Semarang have a geo strategic position, because it is on the path of economic traffic Java and Central Java development corridor is composed of four gates namely knot North Coast corridor; the southern corridor towards dynamic cities such as Magelang Regency, Surakarta, known as Merapi and Merbabu-corridor, the Eastern Corridor towards Demak Regency/Grobogan; and West to

Kendal. In the development and growth of Central Java, Semarang very instrumental especially in the presence of the port, the land transport network (rail and road) and air transport which is the potential for a Regional Transport node and Regional Transit Town Of Central Java. Other positions that are not less important is the strength of the relationship with the outside Java, directly as the center of the national territory.

Semarang is faced with the problem of poverty which is quite serious. In 2011 the number of poor families in Semarang 88,453 as much. In the year 2012 the number of poor families in Semarang as much as 83,346 these changes are noticeable decline than seen in the year 2011. In the year 2013, the level of poverty is very drastic from the previous year, namely the 86,734 poor families, the increase is extremely drastic change from declining and a growing change in poor families. In the year 2014, there was a decrease in the return to poverty, making a total of 84,640 poor population. While in the year 2015, the poverty rate of decline that is not too high is 84,270 inhabitants. Here is the population table 1.3 in Semarang Regency :

Tabel 1.3

Data Population In Subdistrict of Semarang City

No	Kecamatan	Jumlah Penduduk
1	Semarang Tengah	69,848
2	Semarang Barat	176,497
3	Semarang Utara	143,436
4	Semarang Timur	82,511
5	Gayamsari	78,420
6	Gajah Mungkur	66,409
7	Genuk	109,540
8	Pedurungan	202,914
9	Candi Sari	89,976
10	Banyumanik	147,454
11	Gunungpati	91,241
12	Tembalang	177,549
13	Tugu	34,674
14	Ngaliyan	140,927
15	Mijen	69,575
16	Semarang Selatan	84,425

Source : Dinas Kependudukan Jumlah Penduduk di Kecamatan Semarang

Seen that the increasing and decreasing of poverty level in Semarang city still is quite serious to talk about. From these data it has been seen that poverty reduction in Semarang city haven't gone well and consistently. Programs that have been made to overcome poverty by the Government have not been fully able to reduce poverty significantly. Efforts continue to be undertaken by the

Government of Semarang to alleviate poverty through a range of policies and programs based on empowerment and welfare of society.

The rule has formulated with the Central Government Semarang city number 4 Year 2008 about poverty reduction Semarang. Of the regulation, the Government is following up through Decree Semarang Mayor of Semarang Number 465/032/2010, which is formed by a team of Regional poverty reduction Coordination (TKPD) in the city of Semarang in order to coordinate the program poverty reduction. Shaper TKPD, then resumed with the publication Number 054/2/2011 Semarang Mayor instructions about accelerated poverty reduction programs through an integrated program of Movement in the field of health. Economy, Education. Infrastructure, and the environment that are shortened to Gerdu Kempling.

Through this program the Government is targeting the Gerdu Kempling to lower poverty at least 2 percent of an annual, so it can realize independent and prosperous society. The program has focused in tackling poverty and unemployment at a top priority on the Government. The large number of parties who participated in the alleviate poverty is reasonably necessary, therefore the Government of the city of Semarang involves various parties, namely, the community colleges, trade, banking, NGOS and private companies who together work together to address the issue of poverty.

Programs of Gerdu Kempling in Semarang have been designed for five years, and those years started 2011 in the formation of a new group of poor citizens who get help in the form of capital, equipment and training. After that is done with business group development for poor management and provides assistance with marketing. Business group that is applied is the independence that are grouped for citizens with doing stage application in the pattern of cooperation and business development. Business development revolving fund was carried out simultaneous, group effort helping other poor citizens, citizens of poor business group self-reliance in the formation of a new venture.

The purpose of the Gerdu Kempling program among (Pemkot Semarang, 2012):

1. As a strategy of accelerating poverty reduction in Semarang city with synergy programs the City Government with existing stakeholders i.e. PTN and PTS, NGOs, banks, BUMN, community leaders, and the Tycoon/entrepreneurs.
2. In order to optimize the whole potential that exists in the city of Semarang in accelerating poverty reduction so that program goals and objectives poverty reduction can be achieved efficiently and effectively.
3. In order to minimize barriers and problems in accelerating the achievement of an integrated poverty alleviation program, integration, synergy as well as, sustainable.

Legal basis informing Gerdu Kempling program are:

1. Presidential Regulation No. 15 of the year 2010 about Accelerating poverty reduction.

2. Regulation of the Minister of Home Affairs number 42 year 2010 about the formation of the team coordinating the poverty reduction in the area of the present provinces and counties.

3. Applicable local number 4 year 2008 about poverty reduction in Semarang city.

4. The decision of the Mayor of Semarang the number 465/032/2010 on the establishment of Tim Koordinasi Penanggulangan Kemiskinan Daerah(TKPKD) city of Semarang and a group of regional poverty reduction Programs the city of Semarang.

B. RESEARCH QUESTION

1. How to implemented Gerdu Kempling program to resolving the poverty of Semarang City in 2015 ?

2. What are the factors of constraints in implementation of Gerdu Kempling program to resolving the poverty of Semarang City in 2015 ?

C. RESEARCH OBJECTIVE

1. To know the extent to which the execution of the implementation program Gerdu Kempling conducted by the Central Government as well as in areas resolve poverty in Semarang.

2. To knows the factors constraints execution of implementation program Gerdu Kempling conducted by the Central Government as well as in areas resolve poverty in Semarang.

D. BENEFIT OF RESEARCH

1. Theoretical benefits from this research to add knowledge and insight in the implementation of the program implementation guidelines for Gerdu Kempling in conducting the program.

2. To the community of Semarang, in order to be aware of and as a source of knowledge in understanding how the process of implementation the program of policies made by the Government in combating poverty in Semarang.

3. Knowing the factors constraints government in carrying out a program to alleviate poverty in the city of Semarang.

E. LITERATURE REVIEW

This research use the references that already exist from previous studies related to conflict and solving problems with the way the mediation. This is done to reinforce the theory that exists therein. The research of reference include:

1. Yanuar Widi Nugroho (2011), Journal is about Implementation Of Gerdu Kempling In Rowosari Village Tembalang Subdistrict Semarang City. This type of research is descriptive qualitative research. A descriptive qualitative research is a research procedure that uses descriptive data in the form of the written word or spoken from people and actors that can be observed. The target location on the object of the research is in Tembalang Regency Rowosari. The priority poverty reduction programs that run in Rowosari Regency, including for food security assistance from the technical Office of the food security in the form of corn seedlings and plant amorphophallus, banana and cassava seedlings, help with processing equipment agricultural output. The results from this research that the program implementation in Rowosari to Gerdu Kempling poverty alleviation is going well which assisted with other parties

2. Dr. Reni Windiani, M.Si (2011), Journal is about Implementation Program of Gerdu Kempling in Economy Sector Semarang City. In this study the authors use research methodology qualitative research with type used is descriptive. This research program policy implementation, Gerdu

Kempling in Semarang city in 2011 in the field of economics that focuses research on some wards are scheduled in 2011 including Gerdu Kempling Tanjung Mas (Semarang), Terboyo Kulon (Genuk Subdistrict), and the Mangkang Kulon (Tugu Subdistrict). Through this program the Government cooperated with PT. Pertamina, UNDIP, and Bank Mandiri gave training how entrepreneurship, capital grant, absorption of labor, delivery of the equipment, and the awarding of the seed of cattle. However, in the study found that in reality not all villages have program objectives organizational structure/managing teams a clear..

3. Jauhar Faisal Rahman (2013), Journal is about Implementation Program of Gerdu Kempling in Pedurungan Subdistrict Semarang City. The methods used in this research is descriptive research methods with qualitative approaches. There are 4 Villages of 12 Villages in the Subdistrict Pedurungan. Among them Palebon, Pedurungan South Muktiharjo Lor, and Gemah. In implementing this programme, in all forms of community activities is absolutely no element of aid in cash. And Sub Pedurungan put his authority on the facilitator and monitor sector in its implementation. The results obtained through Gerdu Kempling in Sub Pedurungan has fulfilled the criteria of a good achievement. Research shows that smooth channels of communication, clarity of good information as well as the consistency of the information transmitted by the Subdistrict Pedurungan

in connection Program Gerdu Kempling indicated that this communication indicators can be met and executed well.

4. Astrid Ratri Sekar Ayu (2014), Journal is about Implementation Program of Gerdu Kempling in Palebon Village Pedurungan Subdistrict Semarang. The methods used in this research is qualitative research methods. In this study, the types of qualitative research method used is descriptive research. The focus of this research is the Program implementation Gerdu Kempling in Palebon village, Subdistrict Pedurungan Semarang. In program implementation Gerdu Kempling in Palebon Village this can be seen in terms of: 1). The appropriateness of the policy, which is the goal of the program has been run well in accordance with the character of poverty reduction policies, 2) Precision. Executor, the parties execute this program plays an active role and participate in the implementation of the programme, namely the Government, the private and the public, 3). The precision of the Target poor, residents of the main target in this program, 4). The precision of the environment and 5). The Precision Of The Process. Based on the results obtained, it was concluded that the implementation of the program in Palebon Village, Gerdu Kempling already meets the criteria the accuracy is already the fifth hit a target that was created by the Government.

5. Herbasuki Nur Cahyanto (2014), Journal is about Implementation Program of Gerdu Kempling in Semarang City. The type that is used in

this research is qualitative research methods. In this program, the researchers focused on the Tembalang Village. This program starts from the preparation of a database of names, addresses, and the potential data became the basis for donor agencies to provide assistance and skills to poor citizens in Tembalang Village. Agencies that help in this case namely Department of Transmigration and manpower the city of Semarang and Bank BNI. Assistance provided by the poor from BNI are cattle, goats and money for the activities of the save the loan. Whereas assistance from the Disnaker in the form of skills in automotive and motorcycle repair shop like car repair shop. However, from the results obtained by the author that in the implementation of this program has not been successful, as seen from the factors restricting that still many people who think that this is considered assistance program grants.

6. Endah Kusumaningjati (2013), Journal is about Implementing Performance of Gerdu Kempling in Subdistrict of Bulu Lor and Pekunden in Semarang City. Research method used in this research is qualitative research method that is research with descriptive evaluative concept. The results obtained from this study, that the performance of Gerdu Kempling program implementers in the village of Bulu Lor and Pekunden Village can be concluded in general has functioned quite optimally and in accordance with the schedule programmed. for example with the fulfillment of indicators of success in coordination activities and

cooperation of implementers with community members and stakeholders Gerdu Kempling program. The existence of development from globalization and modern influence, the change of social economic structure in poor society, shows that the performance in the implementation of this program runs well and reaches the target that has been adjusted.

7. Yohanis Lundji Kadu Mbani (2014), Journal is about The Impact of Gerdu Kempling Program and Community Participation Against Gerdu Kempling in Education Program.(Study Case in Tanjung Village/North Semarang Subdistrict). Research methods used by the author is qualitative and quantitave who channeled in program implementation in the field of education Gerdu Kempling in Tanjung Mas. In the process of implementation of the program of education in Sub Tanjung. Educational programs that come from direct Government transmitted to the school while education programs originating from the Corporate Social Responsibility (CSR) in coordination with the right colleges and governmental subdistricts. The process of implementation of the educational program delivered to schools such as program BOS and BSM. The present wards Gerdu Kempling team just keep an eye on the implementation of those programs. In addition to the Government program there is also aid in the form of poor scholarship by CSR in collaboration with the College. The results obtained from the

implementation of Gerdu Kempling has not been entirely successful, since the lack of socialization by the organizers and the amount of assistance that makes the cause factor is not a successful program.

8. Rudi Santoso Adi (2013), Journal is about Evaluation of the Implementation Gerdu Kempling Program in Subdistrict West Semarang. The method used in this research is qualitative research method. In this study, researchers analyzed the evaluation that has been implemented by the government in the implementation of the Gerdu Kempling program. Seen from aspects and research that has been read, that program Gerdu Kempling in Semarang Barat less achieved. It is proven that Gerdu Kempling Program that has been running, is still not fully known and understood by the community as the policy object. So the participation of the community is less. The objective of Gerdu Kempling program is quite applicable, but the process runs less effectively. After evaluated there are still some things that need to be effected and diefisienkan that is on the achievement of the program and the accuracy of its program achievement.

9. Muhammad Burhanudin Loor (2011), Journal is about Evaluation of Satisfaction of Productive Work Program in Gerdu Kempling By Department of Manpower and Transmigration of Semarang City. Researchers used a type of descriptive study with a qualitative approach. Evaluation of the results of the evaluation of productive labor intensive activity has not yet reached the goal of that is reducing poverty and

unemployment. The five criteria of the evaluation of the program which were still judged not yet good i.e. based on effectiveness, efficiency, sufficiency, accuracy, and alignment activities. Whereas assessment of the already good responsiveness criteria exists only in the activities. The performance of this program also can not be said to be unsatisfactory due to the still existence of barriers at each stage of which can not be addressed, either in the planning stages, execution, and oversight.

10. Agatha Idriani Pratiwinegara (2015), Journal is about Study of Integrated Movement Policy, Health, Economics, Development, Environment, Infrastructure Policy (Gerdu Kempling) Bulusan Village Semarang City. Through this research, the authors apply the system policy of the mixed instrument as a policy to achieve the goal. Mixed instrument here is the combination of the form of regulation of compulsary instrument with family and community, as well as the market of voluntary instruments. However, in the implementation of policies using this instrument still encountered some obstacles, especially the inadequate role of the stakeholders are expected to actively participate in the process of implementation of the activities in field or area of the target. Evaluation required in-depth about the process of the implementation of the policy of this city of Semarang Gerdu Kempling, especially regarding the involvement of stakeholders is expected. Because it is based on fact, the participation of stakeholders other than the appropriate maximum and the

Government has not experienced a decline from the early years of implementation activities.

TABLE 1.4

No	Researcher	Title	Similarity	Diverification
1.	Yanuar Widi Nugroho, 2011	Implementation of Gerdu Kempling In Rowosari Village Tembalang Subdistrict Semarang City.	Describes the implementation of the program to resolve poverty Gerdu Kempling.	1. The object of the research: in Kelurahan Tembalang subdistrict of Rowosari. 2. To knows the factors that impede the implementation of the program.
2.	Dr. Reni Windiani, M.Si, 2011	Implementation Program of Gerdu Kempling in Economy Sector Semarang City.	Describes the implementation of the program to resolve poverty Gerdu Kempling.	1. Focused on economic assistance, i.e., capital, entrepreneurial training and equipment business. 2. To knows factors and obstacles in the implementation of the program.
3.	Jauhar Faisal Rahman, 2013	Implementation Program of Gerdu Kempling in Pedurungan Subdistrict Semarang City.	Describes the implementation and the policy of the program to resolve poverty Gerdu Kempling.	1. Object research : in Pedurungan Village. 2. To knows factors and obstacles in the implementation of the program.
4.	Astrid Ratri Sekar Ayu, 2014	Implementation Program of Gerdu Kempling in Palebon Village Pedurungan Subdistrict Semarang City.	Describes the implementation and the policy of the program to resolve poverty Gerdu Kempling.	1. Object research : In Palebon Village, Pedurungan Subdistrict. 2. To knows the factors that influence the success of program implementation.
5.	Herbasuki Nur Cahyanto, 2014	Implementation Program of Gerdu Kempling In Semarang City.	Describes the implementation of the program to resolve poverty Gerdu Kempling.	1. Object research : In Tembalang Village. 2. To knows the factor of obstacle that happened in program.
6.	Endah Kusumaningjati, 2013	Implementing Performance Gerdu Kempling In Subdistricts of Bulu Lor And Pekunden Semarang.	Describes the general structure of poverty in Semarang City.	1. Object Research : In Bulu Lord an Pekunden Subdistrict 2. Describe the performance of

				program implementation and explain the factors restricting or impeller. 3. Provide solutions to find the conception of an effort improve the performance of executing the program.
7.	Yohanis Lundji Kadu Mbani, 2014	The Impact of Gerdu Kempling Program And Community Participation Against Gerdu Kempling in Education Program. (Study Case in Tanjung Village/North Semarang Subdistrict/Semarang City).	Describes the implementation of the program to resolve poverty Gerdu Kempling.	1. Object Research : In Tanjung Mas Village, North Semarang. 2. The focus of the research: education, i.e. education, training assistance such as bosses and BSM. 3. Explain the influence of the impact program Gerdu Kempling from education.
8.	Rudi Santoso Adi, 2013	Evaluation of the Implementation Gerdu Kempling Program in Subdistrict West Semarang.	Describes the policy of program Gerdu Kempling.	1. Object research : In Subdistrict of West Semarang. 2. Describe the evaluation of implementation program Gerdu Kempling.
9.	Muhammad Burhanudin Loor, 2011	Evaluation of Satisfaction of Productive Work Program in Gerdu Kempling By Department of Manpower and Transmigration of Semarang City.	1. Object Research : Semarang City. 2. Describes the policy of program Gerdu Kempling.	1. Describe the performance of the Program Padat Karya Produktif of Semarang. 2. To knows the Barriers in the Program Padat Karya Produktif Gerdu Kempling Semarang.
10.	Agatha Idriani Pratiwinegara, 2015	Study of Integrated Movement Policy, Health, Economics, Development, Environment, Infrastructure Policy (Gerdu Kempling) Bulusan Village Semarang City.	Describes the implementation and the policy of the program to resolve poverty Gerdu Kempling.	1. Object Research : In Bulusan Village. 2. Discusses policy instruments against Gerdu Kempling.

F. THEORITICAL FRAMEWORK

1. Implementation of Program

a. Program

According to Hendiyat Soetopo and Wasty Soemanto program is more appropriate to explain regarding any attempt to achieve a goal (Sondang P. 1998). While Jhon M. Echols and Hassan Shadily argues that the program is a plan or design on what what is implemented (2000:450). According to Charles O. Jones (1991) argues that the program is implemented to achieve a goal.

Jones Arif Rahman (2009) mentions the program is one component in a policy, the program is an attempt to reach the authorized destination. While according to Pariata Westra Etal (2002) states that the program is a formula which makes the description of the work which was carried out together with the instructions the ways of implementation. The Program in the Great Indonesian Language Dictionary (KBBI) is defined as the draft regarding the principles as well as the efforts that will be executed. Meanwhile, according to Charles O. Jones (Suryana, 2009) there are three pillars in operating activities of the program are :

1. Organizing

   A clear organizational structure is required in operating the program so that the implementing power can be formed of competent human resources and quality.

2. Interpretation

   The executor must be able to run the program in accordance with the technical instructions and executing instruction o that the expected objective can be achieved.
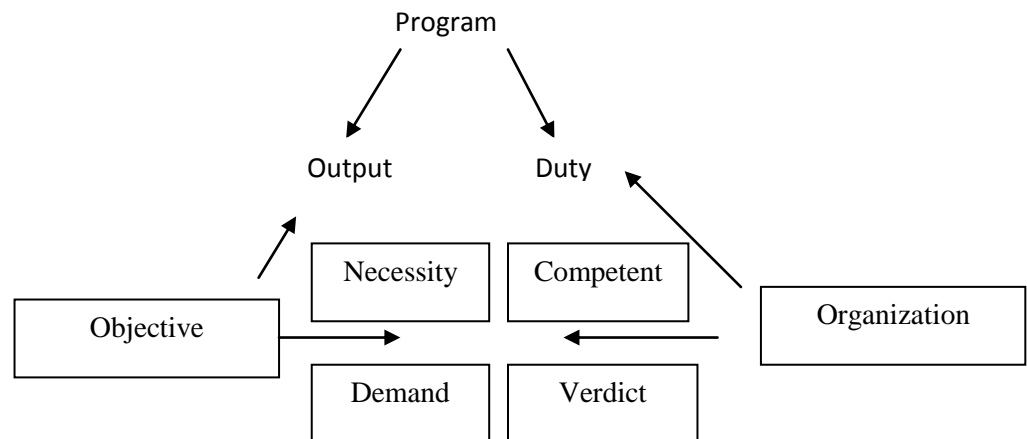
3. Applicability or application

   Need for the creation of a clear working procedure so that work programs can be run in accordance with the schedule of activities so as to not conflict with other programs.

b. Implementation

While according to Korten (Tarigan; 2000:19) implementation model policy or program approaches wearing the learning process. This model contains three conformity between the three elements that exist in the implementation of the program and target group of the program. Chart model conformance program implementation as follows:

Bagan 1.5

Model Compliance Program Implementation

Program

Output   Duty

| Necessity | Competent |

Objective

Organization

| Demand | Verdict |

Korten stated that a program be implemented successfully if the alignment of the three elements of the implementation of the program. The first element, the alignment between the program and the utilization, i.e. the alignment between what is offered by the program with what is needed by the target groups (users). The second element, compliance program and executor, i.e. alignment of tasks required by the implementing organization with the capabilities of the program. The third element, the alignment between a group of users with the implementing organizations, namely the conformity between the terms decided upon the Organization to obtain the program.

If the output of the program does not match the needs of the target group is clearly the output could not be utilized. When implementing organization program does not have the capability of carrying out the tasks that are presupposed by the program then the organization is not able to deliver the output of the program appropriately. In terms of the assigned organization cannot be met by the target group not getting the output program. Therefore, the alignment between the three elements of program implementation is absolutely in need so that the program runs according to plan.

Meanwhile, according to Donald S. Van Meter and Carl E. Van Horn in Subarsono (2011) there are four variables that affect the performance of the implementation, namely :

a. In Implementation of Program, need for support resources, either human or material resources or the method. Of the three the most important resources is its human resources because as the subject of the implementation of the program and public policy objects at once.

b. Social conditions, social condition is a condition in a program that affects the operation of implementation in a program that shows a sign in the success of a program will be a plan that has been implemented to its full potential and right on target. Through these conditions, can be seen a distinct difference between the factors that have influenced a

program that has been implemented to target a thing in making the program that will be implemented.

c. Disposition of the implementer, in implementation of the policy attitude or disposition of the implementer is differentiated into three things, namely : a). the implementer response against policy, related to the willingness of the implementer to implement public policy, b). a condition, namely the understanding of the policies that have been set, and c). the disposition of intense implementer, i.e. preference values that belong to it.

d. Economic resources include variable environments that can support the successful implementation of the policy, the extent to which interest groups provide support for the implementation of the policy : the characteristics of the participants, namely support or rejects, how the nature of the public opinion that there is in the environment and whether the political elite supports the implementation of the policy.

In this study, the authors used the theory of David C. Korten that are about the benefit of the program and also used the 3 variable by Donald S. Van Meter and Carl e. Van Horn that is about implementation program, social conditions implementer disposition and economic resources. Because the theory has been applied very complete and suitable for analysis are described in implementation of program Gerdu Kempling. The theory is very clear and very detailed in analyzing the implementation

of the programme implemented by the Government in running the program of Gerdu Kempling in the city of Semarang. The theory has also been used by some research ahead of time to analyze a problem in the implementation of a program.

2. The Restricting Factors Policy

a. Policy

Implementation of the policy can be understood from the statement Grindle (1980:10) and Quade (1984:310) that expect to be shown a configuration and the synergy of the three variables that determine the success of the implementation of the policy, that is, triangle relationship the variable policies, organization, and policy environment. Hope it's necessary in order to be realized through the selection of appropriate policy community can participate in contributing to the optimum to achieve the goals set.

According to Quade (1984:310), the reason the necessity of implementation of the policy is to show evidence that in the implementation of the policy occurs the action, interaction, and the reaction of the factor implementation policies. Quade stated that in the process of implementation of the ideal policy interactions will happen and the reaction of the organization implements, target group, and environmental factors that lead to the emergence of pressure followed by the action of the bargain or transaction. The transaction

obtained through the feedback by the policy makers can be used as inputs in the formulation of policies.

Quade gives an overview that there are four variables to consider in the analysis of the implementation of public policies, namely:

1. The Ideal Policy, namely the ideal interaction patterns so that the people who set the policy strives to realize.

2. The Target Group is subjects are expected to adopt new patterns of interaction through policy and subject to change to meet their needs.

3. The Organizations that carry out, that is usually a unit or unit of work the Government bureaucracy is responsible for implementing the policy.

4. Environmental factors is the system elements in the environment that affect the implementation of the policy.

Implementation of the policy in principle is a way so that a policy can achieve its purpose. Lester and Stewart cited by Winarno, explained that the implementation of the policy are:

> "The implementation of a policy is seen in a broad sense is a tool of the administration of the law in which various actors, organization, procedures and techniques that work together to run the policy in order to achieve the desired objectives or impacts" (Lester and Stewart in Winarno, 2002:101-102).

b. Restricting Factors

According to Darwin (1999) there are 4 aspect about restricting factor policy, i.e :

1. The Culture

    Another aspect that must be considered in the implementation of public policy is to change the behavior of the target group or community, that is to say before the implementation of the policies of the target group or society do something with implementation patterns previous policy. When a new policy is implemented, there is a change in either financially, or way more. These changes cause resistance from the target group. The problem is, the more the implementation of policies that demand a change in behavior, either a little or a lot, meaning that the policy makers should choose an alternative policy that most small influence on behavior change group the target or the community.

2. The Apparatus

    Implementing authorities or implementor is another factor in determining whether a public policy is difficult or not implemented. Commitment to behave in accordance with the important policy owned by the implementing agencies. By Darwin (1999) says that in this case required the development of clear rules and monitoring system and an effective and

transparent control that can prevent the possibility of the occurrence of behaviour contrary to the apparatus of public purpose. In addition, the public needs to be empowered to be more critical in addressing behavioral apparatus deviate. It should be also put into practice, the choice of the program as an effort to implement the policy of in-built mechanisms that guarantee transparency and supervision, it is essential to direct the behavior of the apparatus. In addition, the quality of the apparatus in carrying out the process of implementation has become a frequently encountered obstacles, especially regarding the implementation of policies that foster specific skills.

3. The Budget

A program will be implemented properly if supported by adequate resources, in this case it may take the form of funds, equipment, technology, and the means as well as other infrastructure. The difficulty for the final, if resources do not support the implementation of the program, then later will meet difficulties.

3. Poverty

Based on Act No. 24 of 2004, poverty is a social economic condition of a person or group of persons who do not satisfy the rights essentially to maintain a dignified life and to develop. Basic needs are becoming the right person or group of people covering the needs of food, health, education, employment, housing, clean water, land, natural resources, environment, the sense of security of the

treatment or the threat of violence, and the right to participate in social and political life. Report of the field of people's welfare issued by the Ministry of welfare field (Kesra) 2004 explained that these poor condition called also applies to those who work but its revenues are insufficient to meet basic necessities/Basic.

The pattern of poverty according to Sumitro Djojohadikusumo (1995) is divided into four parts, namely:

1. Persistent poverty, i.e. the poverty that has chronic or hereditary.

2. Cyclical poverty, i.e. the poverty that followed the pattern of the economic cycle as a whole.

3. Seasonal poverty, i.e. seasonal poverty as found in the case of fishermen and farmers of food crops.

4. Accidental poverty, namely poverty due to the occurrence of a natural disaster or the impact of a specific policy which caused the decrease in the level of well-being of the population.

Poverty became one of the diseases in a country's economy, especially in countries that are still developing or third countries, where the problems of poverty are complex and multidimensional. Poverty is both a complex meaning that poverty does not appear suddenly, but has a background which is quite long and complicated so it is very difficult to find out the root of the problem of poverty itself, while the multidimensional nature of poverty means seeing the

number of differing human needs, then have the primary aspects of poverty in the form of poverty will be a political asset, social organization, knowledge, and skills, as well as a secondary form of asset poverty will social networks , financial resources, and information. As the nature of the poverty impact of the breakfast buffet in the form of malnutrition, water, and housing are not appropriate, less good health services, as well as low levels of education.

a. Economic Growth

Economic growth according to Budiono (1999) is the process of increase in production capacity in an economy continuously towards better manifested in the form of rising national income (gross domestic product) as well as regional income (gross Regional domestic product) in the long term. The mempngaruhi factors of economic growth according to the House Classics (Adam Smith, David Richardo, Thomas Robert Malthus and John Straurt Mill) and the neo-classic (Robert Solow and Trevor Swan), namely: (1) population; (2) number of stock items and capital; (3) land area and natural resources; and (4) technology. According to Schumpeter, the factors that affect economic growth, namely: (1) innovation; and (2) the perpetrator innovation (Enterpreneur). Economic growth according to Simon Kuznet quoted from Sincere Tambunan (2001) in the Ravi Dwi Wijayanto (2010) have a strong correlation against poverty, economic growth in the

early stages cause poverty levels tend to increase but at a time when approaching the final stage happens the reduction of poverty levels on an ongoing basis. Thus, it can be said the economic growth had a negative effect against poverty.

b. Education

Education according to the law No. 20 of 2003 on the education system is planned and conscious effort to bring about an atmosphere of learning and the learning process so that learners actively develop itself in terms of spiritual, religious, self-control, personality, intelligence, akhlaq noble, as well as the skills necessary for self, community, nation, and State. Where the purpose of education is to develop the potential of students in order to become a man of faith and pious to God almighty, moral noble, knowledgeable and had healthy, skilled, creative, and become citizens of a democratic, as well as responsible.

Education is the means to exterminate the ignorance, education has some level of education such as elementary, junior high, high school, and College equivalent. Where the higher the level of education that is owned by someone, then the higher the quality of human resources owned by that person.

Low education in society very synonymous with poverty. Therefore, it becomes important to the community, moreover the Government to improve the standard of living of the community in order to reduce poverty by improving the quality of education to decide the chain of poverty that exist in society. but according to Winardi (2010) education in Indonesia is still hampered by some of the collision:

1. Lack of Government,

2. Veiled Colonialism by other countries,

3. The Community has not been able to adapt to the environment.

   According to Simmons in Todaro (2000), education is a way to save themselves from poverty. Where with the increasing education owned by the community it will be so large the ability and opportunity to earn an income and a good job, so it will be the farthest from the poverty that is there. Thus poverty has a negative relationship is against poverty, the higher education that is owned by the community, it will be the less poverty in society.

c. Unemployment

   Unemployment is a situation where someone who belongs in the work force wants to get a job but have not been able to acquire it. A person who does not work but are not actively looking for

work are not classified as unemployed. Unemployment may occur caused by tidakseimbangan on the labor market. This indicates the amount of labor offered exceeds the amount of labor required. According to the Central Bureau of statistics (BPS) in the employment indicators, unemployment is the population who do not work but was looking for a job or are preparing a new venture or residents who are not looking for work because the work was received but not yet started working.

Unemployment resulted in reduced income in the community. People's income reaches the maximum point in the use of the full labor can be achieved. There is unemployment in society impede people's income mecapai the maximum point, thus lowering the prosperity that should be able to achieve. Thus society who are unemployed would increase the chances of entering into poverty because it does not have an income. Thus, the penganguran have a positive relationship towards poverty, a growing number of communities that are idle, it will tend to be more and more also a poverty in the community.

d. Commission

The determination of the magnitude of the minimum wage to be paid to the company's workforce is very important in the labour

market. The minimum wage according to the Central Bureau of Statistics is the minimum wage that must be paid by the company to the appropriate statutes, regulations of the labor legislation in force in each region. The minimum wage according to the Central Bureau of Statistics aims to raise the degree of the population especially low-income ones. Government policy in Indonesia regarding minimum wages contained in the regulation of the Minister of labor number: Per 01/Men/1999 and the labor law No. 13 Year 2003: minimum wage is the lowest monthly wage consisting of wages including allowances remain a staple, a number of allowances remain the rewards received by labor on a permanent basis and regularly in the payout, which is not associated with the presence or level of achievement. The purpose of the determination of the minimum wage, namely the achievement of a decent income for workers.

The main purpose of the establishment of the minimum wage is to meet minimum living standards such as health, efficiency, and welfare workers. Where the existence of a minimum wage will raise the degree of low-income residents. Increasing the minimum wage would further increase the people's income, so that welfare is also increasing, with increasing the welfare of society, it will

reduce the level of poverty that exist in society. Thus, the minimum wage has a negative relationship toward poverty, increasing the minimum wage in society, will reduce poverty.

G. CONCEPTUAL DEFINITION

1. Implementation Program is the interpretation of a policy or action which is carried out by the Government, individual, or group that contains the official instruction to a object that is directed to correct the problems that are developed in order to achieve the goals that have been set to achieve the target that has been created.

2. Implementation Policy is the efforts taken by the Government and private organizations both individually and in groups that are intended to achieve a goal. Implementation of the policy required the existence of a problem to be solved. Factor that into some success supporting the implementation of such policies, communication, implementing or bureaucratic attitudes, resources and organizational structure.

3. Poverty is a condition in which a group of people or an individual is unable to meet the needs of live food, homeless, uneducated, and did not have a job due to low income or little to fulfill the needs of life is very high.

H. OPERATIONAL DEFINITION

The operational definition is the definition of research that measures of a variable based on the properties that are defined for the observed. Indirectly the operational definition is some kind of hint implementation of how to measure a variable in the data retrieval which is suitable for use in a study (Ardinal, 2005, p. 60).

1. With regard to the indicators used in the implementation program Gerdu Kempling :

    a. The objective of program

    b. Related of Resources

    c. Social Conditions

    d. Implementer disposition

2. And the indicator used in the obstacles factors of the implementation program Gerdu Kempling :

    a. The Culture

    b. The Apparatus

    c. The Budget

I. RESEARCH METHOD

This chapter will explain the stages of the methods used in the research. Understanding the method according to Winarno Surachmad was the main way used to achieve the goal. Using techniques of data and tools. The main ways that

investigators obtained after taking account of or reviewed the investigator as well as of an investigator.

1. **Types of Research**

This research employs qualitative methodology. Qualitative research is a holistic approach that involves discovery. According to Creswell (2004) "Qualitative research is also described as an unfolding model that occurs in a natural setting that enables the researcher to develop a level of detail from high involvement in the actual experiences and one identifier of qualitative research is the social phenomenon being investigated from the participant's viewpoint.

The type of research is descriptive qualitative research. To know further developments in the information submitted so that this research can be enhanced better to cultivate the right information through speaker Head Bappeda Semarang and Head Unit Device Work areas to provide information in the development of programs of Gerdu Kempling who already run in every area of the city of Semarang. The research conducted to understand social phenomena from the view of the correspondent, by trying to describe clearly and detailed about the research studies based on data in the field and strengthened with literature studies.

2. Data Resources

The data used in this research are as follows :

a. Primary Data

Primary data is a data collected directly by researchers from its first source (Suryabrata, 1998:84-85). Primary data in this study are data sources that provide all the information obtained directly from the results of the interviews obtained from interviewees about everything related to this research.

b. Secondary Data

Secondary data is a data that has been arranged in the form of documents (Suryabrata, 1998:85). Secondary data is data collected as supporting data from primary data that includes documents, journals, research, statistics, data media, internet as well as the results of previous research to facilitate researchers in conducting the analysis a research problem in focus and depth.

3. Data Collection Technique.

Research conducted by the authors that use the concept of data collection as follows:

a. Documentation

Method of data collection is in progress by analyzing any information that has been obtained through an existing document

from the official party that has been given to get more information through Gerdu Kempling. Sources of documentation used in this research by books, journals and reports from institutions reacted to this research from Bappeda, SKPD, Pemkot, and Badan Pusat Statistik kota Semarang. To supported the data, it also used by bibliographic tools, such as: scientific journals, magazines, newspaper, and other sources.

b. Interview

In this research the primary data by way of interview, and make the conversation with a specific meaning and talking. Interview done to law enforcement authorities that handle program Gerdu Kempling in Semarang, i.e. head of the Bappeda Semarang, SKPD, Pemkot, NGO, and the citizen. It is to better know about the trip and the developments that occur after and before the program implemented the Gerdu Kempling and impact that has been inflicted on the community that felt the effects positive or negative of the construction made from Government to tackle poverty in the city of Semarang.

c. Observation through this stage, the researchers monitor the funds saw the developments that occurred in a place that is an insight that is tackling poverty through programs of Gerdu Kempling.

Monitor the developments that occur before and after doing the program. And does the observation place that would be intended, namely to place the speaker interview.

4. **Data Analysis Technique**

This data used is a qualitative analysis of the data is not expressed in the form of figures but in the blurb descriptions are arranged systematically from what was stated by the interviewed or respondents oral or written and also the behavior a real researched and studied as part of a whole. According to Bogdan and Biklen (1992) qualitative data analysis is organizing the data, sorting through into can be manageable, synthesize the data, search and find patterns, to discover what is important and what is learned, and decide what can be told to others (Sakir, 2013). According to Nasution (2001), there are the step of analyzing this data :

    a. Editing : Sorting the necessary data and correct the existing mistakes so it will be get the accurate data.

    b. Coding : Clarify and distributes the data into groups of problems that examined.

    c. Interpretation : Gives the description in the detail using either quantitative and qualitative methods.

5. The Systematic of Writing

The researcher employs a systematic writing technique which is as elaborated below:

CHAPTER I, INTRODUCTION, consists of: background, research question, objectives research, benefit of the research, literature review, theoretical framework, conceptual definition, operational definition, research methods, type of research, data resources, data collection technique, data analysis technique.

CHAPTER II, RESEARCH OBJECT DESCRIPTION, consist of: general description of Semarang, profile of regional development planning board (bappeda), and gerdu kempling.

CHAPTER III, DISCUSSION, consist of : description of implementation program gerdu kempling in Semarang city 2015, that consist of : the objective of the program, related of the resources program, the social conditions, disposition implementer program. And the obstacle factors that happened in implementation program Gerdu kempling, consist of : the culture, the executor aparatur, the budget.

CHAPTER IV, CONCLUSION, consist of : conclusion of the research and recommendation of the research.