



Research Article

**INSTITUTIONAL SYNERGY PROGRAM NATIONAL URBANSELF EMPOWERMENT (PNPM-MP)
FOR POVERTY REDUCTION (CASE STUDY INTHE CITY OF SEMARANG, CENTRAL JAVA,
INDONESIA)**

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ABSTRACT

Implementation of institutional synergy PNPM-MP by the government, the city of Semarang put poverty alleviation as the main priority of development policy-based on empowerment. But the data in Semarang poverty show that poverty target not in line with the facts, ie the quantitative results obtained verification Bappeda Semarang poverty rate rose by 0.86%. The problem in this study were: 1). In what Institutional Synergy of implementation of PNPM- MP In Semarang on poverty reduction? 2). What aspects of the enabling and constraining institutional synergy implementation of PNPM-MP in Semarang?, 3). How the proposed model of institutional synergy PNPM-MP in Semarang in poverty reduction?. While the purpose of this study is: 1). describing, analysing and interpreting institutional synergy implementation of PNPM-MP in Semarang on poverty reduction, 2). describing, analysing and interpreting aspects of the enabling and constraining institutional synergy implementation of PNPM-MP in Semarang on poverty reduction. 3). Formulating proposed institutional synergy model of PNPM-MP in Semarang on poverty reduction. This study result shows: the implementation of PNPM-MP institutional synergy in Semarang city is not optimal, especially not synergic integration programs (synchronization, execution and synergies between actors), institutional programs, coordination among programs, partnerships and institutional cooperation (government, business, community), because of factors of institutional coordination, policy and budgeting, human resources as the driving and inhibiting factors in poverty reduction. Recommendations based on these results is, to build a model of institutional synergy PNPM-MP by giving more authority to the role of the Community Self- reliance (BKM) at the base level in the development of the Tri-Power in synergy with various stakeholders and coordinated by the Regional Poverty Reduction Coordination Team (TKPK-D) Semarang.

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INTRODUCTION

Implementation of institutional synergy PNPM-MP in Semarang for community-based poverty reduction is a form of implementing policies established by the Government of the city, with the realization that the policy in its implementation has failed due to the risk of enabling and constraining factors. Implementation of institutional synergy PNPM-MP in Semarang is for community development includes 16 Districts, 177 Sub, started in 2007 in all districts and villages, but rather the poverty rate increased in 2011 compared to 2007 of 0.86 percent in the category of vulnerable non-poor, poor and very

poor (Bappeda Semarang, 2012). Semarang city has the characteristics as one of the metropolitan cities in Central Java selected as the study site of institutional synergy PNPM-MP to community-based poverty reduction. The study is expected to find an alternative institutional synergy formulation of proposals for community-based poverty reduction that has not been disclosed in a scientific research first for dissertation research.

Phenomenon Research

Optimizing Synergy Institutional National Program for Community Urban Self Empowerment (PNPM-MP) in Semarang assessed by:

1. Integration of poverty reduction programs (synchronization, execution and synergies between actors)
2. Institutional programs in the community.
3. Coordination between programs (Central-Region)

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4. Partnership and cooperation institutions (Government, Businesses, and Society) While the factors enabling and constraining institutional synergy PNP-

MP in the city of Semarang assessed through:

1. Institutional coordination Factors.
2. Policies and budgeting Factors
3. Human Resouce factors

Theory Study

Scope of Public Administration

Public administration has been a lot of thought and attention to reform public welfare, with a variety of concepts and implementation. One form of attention shown to the public administration is good governance, which in turn is expected to create a society welfare, (Thoha, 2008): "Public administration is very attentive to the establishment of good governance and mandate. Good governance was manifested by the presence of democratic order in governance and well organized, clean, transparent and authoritative. Democratic governance emphasizes on the locus and focus of power is not just in government itself, but rather should be switched and centralized in the hands of the people. Implementation of good governance is the extent to which a constellation of three components, namely the people, government and businessmen run a cohesive, harmonious, congruent and proportional. Changing the balance between these three components of the system that can be resulted in various kinds of irregularities including corruption, collusion and nepotism, following the enforcement of the law is not consistently". The Thoha opinion suggests that along with the change of the paradigm of public administration initially focused on the power of the state and then on development is now turning to the people, should be coupled with the balance of the three components, namely the people, government and businessmen.

Populist-Oriented Development

The development planners in developing countries (including Indonesia) and other development experts throughout the last two decades increasingly aware of the importance of alternative approaches in development. Approach to human-centered development (people-centered development), has been encouraged the revival of a new spirit, and more partisan community development.

Human-centered development, saw human-being as citizens, as the main focus and the main source of development, seems to be viewed as an alternative strategy of community development that ensures complementarity with the development of other fields, especially in economics. As a stepping stone approach to the development is not bureaucratic and programs as well as projects designed and managed centrally, but programs and projects designed community or the community itself, based on their needs, their capabilities and broader than everything is mastery over resources and their own destiny which is the courage to commit to a worldwide directly by placing three central challenges of development: namely (1). Poverty reduction, (2). production capacity based protection of environmental resources, and (3). human empowerment through increased participation in the

development process.

The role of the government, in this case, is to create a social environment that allows it to encourage human development and actualization of human potential is greater.

Community Empowerment

Empowerment is adapted from the term empowerment developed in Europe in the Middle Ages and continued to grow until the end of the 1990s and influenced the development of theories that were being later. Ife, stating that "empowerment is a process of helping disadvantaged groups and individually to complete more effectively with other interests, by helping them to learn and use in lobbying, using the media, engaging in political action, understanding how to work the system and so on" (Ife, 1995).

The definition implies that the concept of empowerment as an effort to provide autonomy, authority and trust to the individuals within the organization, and encourage them to be creative in order to complete the task as possible.

The concept of empowerment in community development is essentially always associated with self-concept, participation, networking, social capital and equity are placed on power of the individual and the social. In this context, participation becomes an important component for generating self-reliance and empowerment process, so that the people involved obtain confidence, self-esteem and knowledge to develop new skills cumulatively, so the more skills a person has, the better the ability of participation.

Framework of community empowerment, and participation strategies associate with management of resources, good governance and decentralization of development. Its main purpose is to support the assuredness, opportunity and empowerment through: (a). Developing quantity and quality of social services in a variety of local social institutions; (b). Strengthening accountability and inclusiveness so that a more democratic society and represent the citizens as much as possible; (c). Improving broad-based participation involving local communities in decisions that affect their lives; (d). Expanding public access to information and social networks; (e). Completing governance, institutions and policies on national and local scale that is more responsive to the needs of the community. In line with this concept, the government as "agents of change" in implementing community development policy rests on three (3) objectives, namely: (1). Enabling, that is creating an atmosphere that allows the potential of developing societies, (2). Empowering, that is strengthening the potential of the community through the implementation of concrete measures, (3). Protecting, that is protecting and defending the interests of the community.

Empowerment as a concept is as antithesis to the model of development that are less in favor of the majority of the people who built the logical framework as follows: (1). The process of centralizing control to production factors, (2). Concentration of power on production factors, workers and communities will bear the outskirts of the business community, (3). Power will build a knowledge system, to speed up the legitimacy of the legal system, (4). Cooperation knowledge system, legal system, political system systematically will create two groups (powerless and defenseless).

Poverty in a Society

Classification and types of poverty in the society generally are:

a. Absolute poverty / absolute ie rough circumstances where monthly income is insufficient to purchase the minimum needs;

b. Relatively Poverty is poverty that is seen by a comparison between something needs with other income levels;

c. Structural poverty is the condition in which a group of people were in poverty in the region, and there is no chance for them to get out of poverty;

d. Cultural poverty is a culture that makes people poor, which in the anthropology is called the presence of cultural poverty as poor.

Attention to the concept and approach of various poverty alleviation programs and community development, all of which, the Government has put forward a conceptual community participation and empowerment in every step of prioritizing activities.

The government is taking positive steps to integrate the various programs on poverty reduction and community empowerment in a National Program for Community Urban Self Empowerment (PNPM-MP), reached by way of: (1).

Developing the capacity of communities, especially poor households (RTM) with the provision of basic social infrastructure and economic means, and employment. (2). Increasing participation in planning decision-making, implementing, monitoring and conserving development activities, (3).

Developing the capacity of local government in facilitating sustainable poverty reduction. (4). In practice, PNPM-MP allocates BLM through joint financing scheme (cost sharing) between the Central and Local Government (LG). The amount of cost sharing tailored to the fiscal capacity of each region.

Institutional Synergy Program

Based on the laws and policies that have been made by the government, the legal framework has been designed to provide acceleration synergy implementation of poverty alleviation efforts in Indonesia, among which are (a) of Act No. 11 of 2009 on social welfare ; (b) of Presidential Decree No. . 5 of 2010 on RPJMN 2010-2014 ; (c) Presidential Decree 3 of 2010 on Equitable Development Program , include : Program Pro People , Justice For All, the Millennium Development Goals (MDGs) : and Circular Sesmenko on the Division of Public Welfare Coordination Task To Accommodate Instruction 3/2010. Consistently with these rules planning and budgeting, and implementing of pro- poor is a decision-making activities of a number of options regarding the objectives and the means to be implemented in future and the financial planning process in order to achieve the desired objectives, namely poverty reduction, as well as monitoring and evaluating the progress of implementation, which will be conducted in a systematic and continuously .

Poverty reduction strategy pursued by the central government besides also pursued by the provincial and district / city. The development of the strategic environment is always changing from time to time. With the economic crisis and the transition from a system of government that is centralized toward regional autonomy, the government faces new challenges to

drive development and reducing poverty. Therefore, strategic steps must be done in stages, namely:

a) Identifying community issues (both level City / District / Village / Community)

b) Formulating Fundamental Problems

c) Analyzing and Establishing capabilities Reduction Strategy, both at the State, District and sub-district.

These three things are to be done synergically in efforts to address poverty in the community. Institutional synergy with optimization of poverty reduction programs, includes: 1). Integration of poverty reduction programs (planning, synchronization and synergy among actors, 2). Institutional programs in the community, 3). Coordination between programs (Central-Region), 4). Partnership and Cooperation between institutions (government, businesses, society) Besides, it also take into account the institutional synergy enabling and constraining factors include poverty reduction programs: 1). Institutional Coordination, 2). Policy and budgeting, 3). Human resources. The role of local government in accelerating poverty reduction is to increase the role of Local Government in favor of poverty reduction, through local policies in reducing poverty through the establishment of the Regional Poverty Reduction Strategy (SPKD); budget allocation pro-poor by increasing the portion of the budget for community development activities, and labor-intensive activity for the poor;

RESEARCH METHODS

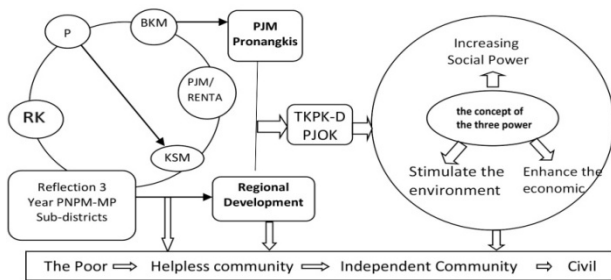
1. Design Research This study used a qualitative method with purposive sampling method that uses a triangulation method to do cross- checks the data.
2. Research informant As the informants in this study are: Poverty Regional Coordination Team (TKPKD), Monitoring Program Coordination Team (TKPP), Operational Charge (PJOK), Program Consultant, Community Self-reliance Agency (BKM), Community Based Organizations (CBOs), Sub-district Facilitator.
3. Data Collection Method The data obtained through the study of informants:
 - a. In-depth interviews
 - b. Observation
 - c. Focus Group Discussion (FGD)
 - d. Triangulation method
4. Processing and Data Analysis Through data reduction, performed data description, analyzed and interpreted to make the conclusion.

RESULTS AND DISCUSSION

Overall results and discussion are descriptions of Existing Institutional Implementation Models PNPM-MP and analyzed through the research fanomena as follows:

Existing Model of Institutional Implementation on

National Program Urban self Empowerment (pnpm-mp)



Regional Poverty Reduction Coordination Team (TKPK-D) Operational Charge (PJOK), Community Self-reliance Agency (BKM), Community Based Organizations (CBOs/KSM) Reflections of Poverty (RK), Mapping Organization (PS) Medium Term Planning Poverty Program (PJM Pronangkis)

Integration of Poverty Reduction Program (planning, implementation, synergy among actors)

Expectation to the realization of the ideal conditions that is able to bridge between community programs with government programs can be seen in Semarang Musrenbang mechanism (Development Planning Meeting) performing well through aspiration flow path began using the Neighborhood (RT) - & Pillars of Citizens (RW) - & Village, will ensure the adequate integration program. But what happened was a series of activities that are formal and ceremonial, the end result is the identification of a list of programs that are considered leaders villages already proven quality and experience, so there is synergy between the needs of residents in real terms by an elite that tends to be a normative requirement.

Through PNPMP is expected to answer the above-mentioned drawbacks of planning, because for PNPMP to solve common problems can not be done partially with the opportunity and the chance PNPMP document cycle starts from RK (Reflections of Poverty), PS (Mapping Organization) and PJM Pronangkis (Medium Term Planning Poverty Program) as input data in planning activities sourced from the budget.

Institutional Program in Community

The improved performance PNPMP institutional actors at the community level is fulfilling TUPOKSI (Main Task Function), Community Self-reliance Agency (BKM) as a collegial collective values-based institution, which is chosen by the public, is able to be a credible and responsible institution in the task of overcoming poverty at the grassroots and villages, At the level of program implementers and beneficiaries of PNPMP called SHG (Self-Help Groups) and PS-2 List, the institutionalization of the program was as a manifestation of the mechanism of synergy between the public and the Government of the city, but the mechanism of data collection, the questionnaire only spread out to RT/RW, without never involving poor people (as respondents) to understand the poverty concept, substance, and purpose data collection procedures correctly and comprehensively.

Coordination between programs (center-local)

PNPM - MP is a product policy mechanisms that collaborate between bottom up and top down, as a national program with a few basic rules and regulations, implementing rules/stationaries dealt with, all at once, from the center to the base of the smallest communities (RT / RW). But, in some,

practically implementable steps associated with achieving the substance of community assistance, upholds the social institutions and local knowledge as part of the dynamics of the community to the national level on the basis of the smallest communities (RT /RW). Obstacles that arise are usually complicated and long-winded government bureaucracy in policy making that is executively, so the synergy of multi - party that has been built with the Businesses and Society actually stopped at the Regional Working Units (SKPD) with various excuses not want to break the rules and against law, meaning that they will use the bureaucratic hierarchy to seek legal certainty.

Partnership and cooperation institutions (Government, Businesses, Society)

PNPM - MP through partnership opportunities and channeling is a necessity in joint movement to combat poverty and into a collective consciousness that is critical in any community to accelerate obtaing poverty reduction targets. But that must be avoided is the interdependence of the various elements of due to process of partnership and co-operation is basically sharing the potential for to equality, to out put the process of problem solving and learning to the needs of the poor, through nudge a hierarchical empowerment, starting from they know - & they get - & they understand. But such situations are often not be the anxiety of the SKPD leaders, so that the partnership be interpreted only as a formal obligation on the orders of the leadership. With the result that the new BKM allowed to initiate institutional partnerships and channeling when they have been able to transform society towards people who are defendeless to be powerless, helpless people conceptually show that the BKM and urban communities have been able to internalize participatory methods of recycling programs (identification, planning, implementation, monitoring and evaluation).

Coordination of institutional factors

Understanding the problem of poverty reduction required the commitment together to dissect the anatomy of poverty by finding the root of poverty causes. The founding of this commitment not only applies to communities as objects, most people feel, the effects of the phenomenon of poverty, but also to the government as a regulator of various policies concerning the lives of many people. But often the resolution of issues of poverty reduction policies are addressed with instant, charity and caricature are incidental and temporary, in order to maintain its image as a form of government that cares Semarang poor people, so it has not reached the critical awareness that the development process has been applying the principles of self-reliance and mutual cooperation as foster forms of social capital, and so on.

Factors Policy and Budgeting

Policy-making and budget for institutional synergy requires a long time, the hierarchy of government bureaucracy in the city / district / village has become one of the principle reasons why the acceleration of poverty reduction is the application of the principle of decentralization. Concerning about bureaucratic hierarchy that emerged was started infecting PNPMP actors as eg in institutional BKM, BKM Coordinator role has been transformed into the most powerful force in decision-making, so it becomes very centralized and bureaucratic. Budgeting

policies which derive from the BLM (Direct Aid Society), BOP (Operating Costs) and Services Revolving Income, started going pull of interests, which should have been allocated and the nominal amount decided in residents meeting, many who only decided at an internal meeting BKM.

Factors Human Resources for Programs

In carrying out the role and responsibilities as a companion community in PNPM - MP, every personnel has two equally tasks to be done that is the roles and responsibilities as an agent and agent empowerment project (facilitation function, advocacy and mediation) but the main thing is should be agents of change.

Increased capacity is also given to the government both at the central /provincial / city / district / village, their expectation is that the 3 pillars of success PNPM - MP is a Consultant /Assistant (KMP, KMW, Korkot, Askot Facilitator), Actor (BKM, business unit, KSM, Volunteers) and the Government (on SKPD, Mayors, PJOK, Ward, etc.) so that all get a chance to learn.

Increased capacity received by 3 pillars of success PNPM-MP is a Consultant / Assistant (KMP, KMW, Korkot, Askot Facilitator), Actor (BKM, business unit, KSM, Volunteers) and the Government (SKPD, Mayors, PJOK, Ward, etc.), is a provision in strengthening institutional synergy.

CONCLUSIONS AND RECOMMENDATIONS

Conclusion

- a) Integration of Poverty Reduction Program (synchronization, execution and synergies between actors) in the cycle of society, (The process of identification -> Planning -> Implementation -> Monitoring -> Evaluation) is difficult to be synergized with project authorities, which often occurs dominance (individual / group) were willing to and able to proceed to carry out the project. Institutional programs in the community, namely, BKM in cycles Mapping Organization/Innate energy (PS) which generates the data criteria of poor people often stop on the needs of the project itself, without progress in the development of institutional data
- b) Coordination between programs (Central -Region) often has weaknesses of dependency the central government on lane coordination of KMP (Management Consulting Center), the Provincial Government in line coordination with KMW (Regional Management Consultant) and Municipal Government in line coordination with Korkot (State Coordinator), more again if there is a target community development assistance programs are entrusted to non- leading sector on SKPD will be difficult to build synergy and coordination.
- c) Partnership and Cooperation Institutions (Businesses - Government-Society) Partnership opportunities and channeling pragmatic result preparation mechanism BKM as media becomes biased representation of the performance, achievement, and PJM planning (Pronangkis) only as a product of society alone.
- d) The implementation of institutional coordination less followed by capacity building and change the paradigm of each stakeholder in responding to

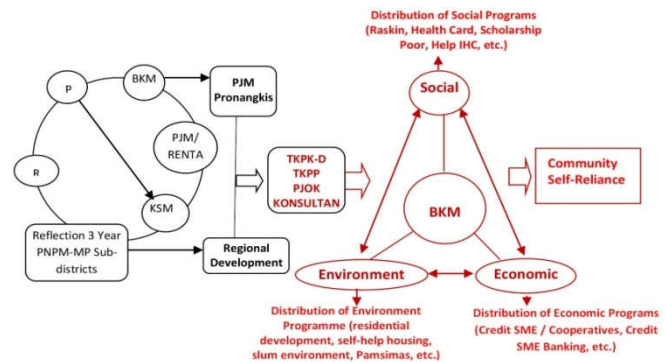
PNPM-MP, because many other institutions of the BKM enacting programs that are instant, thus institutional coordination is difficult to be done.

- e) Lack of understanding possessed by each actor on the substance of any existing policy, ultimately interpreted in accordance with the interests to be acquired, so the breakdown policy and budgeting at the community level has not been as fast as expected.
- f) Human resources needed programs are dedicated persons (honest, fair, responsibility) to set aside aspects of education resulted in lack of understanding PNPM-MP as programs that many rules

Recommendation

Based on the conclusions of the analysis of Existing Models PNPM-MP Institutional Implementation of the above, the proposed formulation Institutional Synergy Model PNPM-MP as follows:

Formulation Institutional Synergy Model PNPM-MP



Regional Poverty Reduction Coordination Team (TKPK-D)
 Operational Charge (PJOK),
 Community Self-reliance Agency (BKM),
 Community Based Organizations (CBOs/KSM)
 Reflections of Poverty (RK),
 Mapping Organization (PS)
 Medium Term Planning Poverty Program (PJM Pronangkis)

- a) Proposed Institutional Synergy model is expected to provide an opportunity to access BKM partnership opportunities and channeling theministerial level with the base of the Tri - Power (Environment, Social, Economic).
- b) In an alternative model of institutional synergy suggests a role as controller PJOK PNPM – MP district level has the same role with TKPKD in strengthening institutional synergy that will be performed at the village / community / BKM .
- c) BKM in targeting beneficiaries of activities, institutional synergy that leads to the development of Tri -Power (Environment, Social, Economic), because without institutional synergy will make partial policy.
- d) Partnership and channeling BKM could be sponsored by Ministry, Banking, even from its own internal BKM, for example with target KSM, with the Urban Institute to form the FLP. Thus BKM become community institutions that can accept all kinds of programs from outside, because the substance of the BKM is trustful Citizens Organization formed to represent the core values of humanity and to build social capital strength.
- e) Technical issues related to the operational activities of other programs, can be formed by BKM, additional

organs in the organizational structure of such business unit or KSM, and so on.

- f) Institutional synergy is a document that becomes more practical Action Plan in the form of PJM Pronangkis City , which is a tactical operational steps of SPKD (Poverty Reduction Strategy)
- g) A greater role in the strategic and TKPKD (Regional Poverty Reduction Coordination Team) as the architect of poverty reduction roadmap that is structured and politically sustainable. It is relatively strong, and is chaired by the Deputy Mayor.
- h) Within the framework to realize the role and participation in good governance, this process involves Forum BKM City / District and KBP (Urban Learning Community), a organization of volunteers who are committed to the alleviation of poverty.
- i) Proposed Institutional Synergy Model PNPM - MP in Semarang City is expected to be used as preparation for entering the phasing out of the program and over the management of the program, because it is very necessary strategic policies to make the process of transformation of a society -> powerless (poor) people-> helpless community -> independent community, at last the community to be civil society in a given time targets.

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