

IMPLEMENTING THE “DESA CINTA STATISTIK” PROGRAM IN SOCIAL PROTECTION FOR VULNERABLE WORKERS: DAVID C. KORTEN’S PERSPECTIVE IN LERAN VILLAGE, GRESIK

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Abstract. Inaccurate and unintegrated data on vulnerable workers have caused social protection programs at the village level to fail to reach their intended beneficiaries. This situation prompted the implementation of the Desa Cantik Program (Desa Cinta Statistik) to improve village data management. This study aims to analyze the implementation of the Desa Cantik Program in supporting social protection for vulnerable workers in Leran Village, Manyar Subdistrict, Gresik Regency. This study employs a descriptive qualitative method based on David C. Korten’s policy implementation theory, focusing on program fit, implementing organizations, and target groups. Data were collected through observation, interviews, and documentation. The results indicate that the program has been implemented fairly well through data collection activities, training, and statistical literacy initiatives. From a program perspective, the program’s objectives align with community needs, although data updates remain inconsistent. From an organizational perspective, coordination between the BPS and the village government was effective and supported by training; however, human resource limitations and time constraints hindered optimal implementation. From the perspective of the target group, vulnerable workers were better recorded, but participation remained low due to unstable employment and high mobility. In conclusion, the Desa Cantik Program has been relatively effective in improving the quality of data for social protection. However, improvements in data updates, capacity building, and community participation are still needed to ensure more accurate and inclusive results.

Keywords: Desa Cantik Program, social protection, vulnerable workers, data management, policy implementation

I. INTRODUCTION

National development plays a strategic role in achieving equitable and sustainable development. Indonesia is a developing country with a vast territory and a large population [1]. However, the country’s vast territory and large population continue to pose various development challenges, such as inter-regional disparities, poverty, and unemployment. These conditions indicate that the benefits of development have not yet been fully and equitably felt by all segments of society, particularly vulnerable groups.

In March 2025, Indonesia’s poverty rate fell to 8.47%, affecting approximately 23.85 million people a 0.10 percentage point decrease from September 2024 marking an encouraging decline; yet the gap between urban (6.73%) and rural (11.03%) areas remains wide, with the poverty line set at Rp609,160 per capita per month approximately Rp20,305 per day. Additionally, the percentage of the workforce in the informal sector remains high, at around 59.11% of Indonesia’s total labor force. These data indicate that although development programs are implemented nationwide, economic inequality

and social vulnerability remain significant, particularly for groups in the informal sector [2].

One of the groups most affected by development disparities is vulnerable workers. Vulnerable workers typically work in the informal sector, where they face unstable incomes, unsafe working conditions, and limited access to social security and protection [3]. In line with the government’s commitment to explore the transition to a universal national social security system, Indonesia began expanding social protection to the informal sector in 2014 [4]. The government continues to promote social security programs for informal workers through the Social Security Administration Agency (BPJS) for Employment. However, the coverage rate in the informal sector stands at only 1.13%, and the participation rate remains quite low [5].

Therefore, to achieve the welfare of the community, participation from every region is necessary in the national development plan, which can be implemented by local governments. In accordance with Law No. 9 of 2015 amending Law No. 23 of 2014 on Regional Government, which states that

regions have the right to establish policies in administering regional government affairs, manage resources, and decide on matters affecting their territories. This can begin with village development, as villages play a strategic role in the implementation of social protection because they are the level of government closest to the community and understand the conditions of their residents firsthand [6]. Law No. 6 of 2014 on Villages stipulates that villages have the authority to regulate and manage the interests of their communities based on ancestral rights, customs, the actual needs of the village community, and local potential.

The stages of the village development planning process require data on village needs; the policy-making process can be completed quickly because supporting data is readily available and can be accessed at any time [7]. The role of villages in social protection still faces various challenges, particularly regarding data management. Village data that is outdated, not integrated, and does not fully reflect the socioeconomic conditions of the community leads to misallocation in the distribution of social protection programs [8].

Sectoral statistical capacity building helps village governments become more aware of the role of statistics in supporting development. The implementation of development strategies tailored to the characteristics of each village will be made possible by the availability of data and information, which will facilitate the village development process. The Government of Indonesia, through Presidential Regulation No. 39 of 2019 on One Data Indonesia (SDI), emphasizes the importance of implementing integrated data governance at all levels of government.

The Gresik BPS has developed the “Desa Cinta Statistik” (Desa Cantik) strategy for villages that already have websites aligned with the objectives of the “Satu Data Indonesia” (SDI) initiative. This program is implemented by the Gresik Regency BPS to provide guidance on data management to the 307 villages in Gresik Regency. Each village has its own potential with varying population sizes; this relates to the implementation of village population data collection, which must be conducted in a more standardized, high-quality, and sustainable manner. Based on the data obtained, one village that has implemented a village website and actively manages village data effectively is Leran Village in Manyar Subdistrict, Gresik Regency.

This is evident because Leran Village has been recognized with the East Java Award as one of the best “Informative Village Bodies” for public information transparency in Gresik Regency in 2024. Consequently, the Central Statistics Agency (BPS) has designated Leran Village as a model “Beautiful Village” (Desa Cantik). It is noted that Leran Village has a population of 6,113 people spread across several hamlets with

diverse social and economic backgrounds. This poses a challenge regarding data collection; Leran Village in Manyar Subdistrict faces difficulties in surveying vulnerable workers, particularly those in the informal sector such as fishermen, farmers, and small-scale traders.

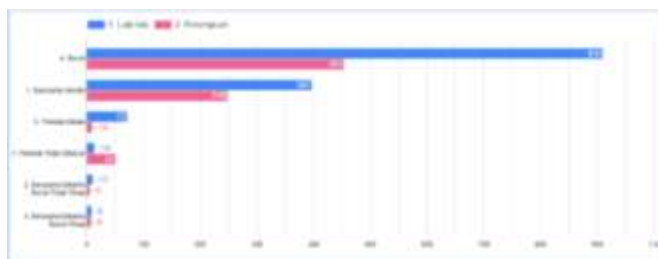
Figure 1: Chart of the Number of Vulnerable Workers by Employment Status and Gender in Leran Village

It appears that the majority of the population classified as vulnerable workers are employed as laborers, with 910 men and 454 women. The next largest category consists of self-employed individuals, totaling 397 men and 248 women. Meanwhile, the group of freelance workers comprises 72 men and 10 women, and the group of unpaid workers consists of 14 men and 52 women. The groups with the smallest numbers are those running businesses assisted by permanent workers (9 men and 8 women) and those running businesses assisted by temporary workers (11 men and 6 women).

Based on village data, Leran Village has a significant number of vulnerable workers, particularly in the labor, fishing, and small-scale self-employment sectors. However, the process of identifying vulnerable workers in Leran Village still faces various challenges, such as suboptimal data updates, limited access to in-depth socioeconomic information, and the fact that some vulnerable workers remain unregistered in social protection programs. As a result, some social assistance and protection programs have not fully reached their intended targets. Therefore, BPS is implementing the “Desa Cinta Statistik” (Desa Cantik) Program at the village and sub-district levels as an effort to enhance villages’ capacity in managing and utilizing data. This program focuses on strengthening data-driven understanding of local issues, particularly in poverty alleviation and social protection for vulnerable workers [9].

The “Desa Cinta Statistik” (Desa Cantik) program was launched nationwide in 2021, reaching 100 villages and urban neighborhoods across various regions of Indonesia. This program is highly relevant to the conditions in Gresik Regency, which is one of the regions with a large population and rapid economic development. Therefore, strengthening village data governance has become an urgent need so that every village’s needs can be accurately mapped and utilized to support inclusive and sustainable regional development policies. The comprehensive data collection activity on vulnerable workers in Leran Village, Manyar Subdistrict, Gresik Regency, is a key component in the implementation of the “Desa Cinta Statistik” (Desa Cantik) Program, initiated by the Gresik Regency BPS in collaboration with the Leran Village Government.

Therefore, has the implementation of the Desa Cantik Program in Leran Village brought about significant changes regarding the data collection of vulnerable workers? This is a critical issue to address, as they constitute a significant portion of the village community yet are often not recorded in detail within the village data system. Although Leran Village possesses population data, the processes of data updating and information verification have not been carried out consistently or comprehensively. This situation has resulted in a number of aid programs and social interventions failing to fully reach their intended targets. Consequently, a comprehensive data collection effort was conducted covering the entire population, including non-Leran ID card holders who actually reside within



the village, to ensure more complete and accurate data representation [10].

Given the conditions and phenomena described above, the objective of this study is to examine the implementation of the Desa Cantik Program (Statistics-Loving Village) in efforts to provide social protection for vulnerable workers in Leran Village, Manyar Subdistrict, Gresik Regency, using the approach proposed by David C. Korten. According to Mulyadi in [11], the term “implementation” is used to describe the stages of transforming a decision into concrete action to achieve results consistent with the established choices.

Therefore, using David C. Korten’s theory of implementation, this study was conducted to determine the extent to which the objectives of the Desa Cantik Program have been achieved. In this theory, David C. Korten emphasizes the alignment between the program, the implementing organization, and the target group. When these three elements are in place, the implementation of a program can be evaluated as a unified whole. This allows for the identification of program weaknesses and improvement efforts.

II. RESEARCH METHODE

The research method used in this study is a descriptive qualitative approach, which aims to analyze and describe in depth the implementation of the Desa Cantik Program in the social protection of vulnerable workers carried out in Leran Village, Manyar District, Gresik Regency. The focus of the study refers to David C. Korten’s implementation theory, which covers program aspects, implementing organizations, and target groups. Data collection techniques were conducted through interviews, observations, and documentation, with informants consisting of the Central Statistics Agency (BPS), village government officials, and the community as the target group. Data analysis was carried out through the stages of data reduction, data presentation, and drawing conclusions, while data validity was tested using source triangulation techniques.

III. RESULT AND DISCUSSION

The results and discussion of this study examine the implementation of the Desa Cantik (Desa Cinta Statistik) program in providing social protection for vulnerable workers in Leran Village, Manyar Subdistrict, Gresik Regency, based on David C. Korten’s implementation model as cited by [12] which comprises three aspects: the program, the implementing organization, and the target group. Each aspect was analyzed to assess the success of the Desa Cantik program in managing data in Leran Village.

1. Implementation of the Beautiful Village Program

David C. Korten, as cited by [13], highlights in the first section that one of the key components of the implementation process is the alignment of the program with the needs of the target group. The actual needs and circumstances of the beneficiaries must be fully reflected in the program design. The extent to which the program directly influences and benefits the target population will depend on this relevance, making it particularly important. The Desa Cantik Program implemented in Leran Village is expected to have a positive impact on the target groups and the implementing organizations in terms of

data processing related to the social protection of vulnerable workers. The program focuses on the extent to which the plans and objectives outlined in the program can address existing issues in Leran Village.

a. Program Goals

The objective of the “Desa Cantik” program is to optimize data collection at the village level so that all government policies and programs align with the needs of the village and are more targeted. This program is being implemented in Leran Village, among other places, with a focus on vulnerable workers a theme that aligns with the data requirements of the Central Statistics Agency (BPS). The implementation of the Desa Cantik program in Leran Village stemmed from the identification of existing issues in the village, specifically that over 60% of the residents there are listed in the DTKS. This indicates that the residents of Leran Village are still economically disadvantaged, resulting in a significant number of vulnerable workers in the village.

The Desa Cantik Program implemented in Leran Village involves the data collection of vulnerable workers, specifically those with employment statuses such as disaster volunteers, pond farmers, fishermen, and casual laborers. Through the data collection conducted under the Beautiful Village Program, the village government can gain a clearer picture of the community’s socioeconomic conditions as well as the number of vulnerable workers in need of social protection. However, research findings indicate that not all community members clearly understand the objectives of the Beautiful Village Program. Some residents are only aware that data collection activities are being conducted by village officials, but do not realize that these activities are part of the Beautiful Village Program, which has a broader objective of improving the village data system.

b. Program Budget Planning

Budget availability is a key factor influencing the success of program implementation. According to the research findings, the implementation of the Desa Cantik Program in Leran Village was supported by funding sources used to carry out Beautiful Village activities, namely from the Central Government (BPS), as well as from the Village Budget (APBDes) and the Regency Government, which had been estimated prior to launching the program. This made Leran Village willing to implement the program because if the budget had come solely from the Village Budget (APBDes), it would not have been sufficient due to the village’s limited funds. The budget was primarily allocated to activities aimed at enhancing the capacity of village officials, such as data management training, technical assistance, and community data collection. Consequently, the program’s implementation focused more on strengthening human resource capacity rather than on large-scale budget expenditures. For social protection of vulnerable workers, funds from PT. Petro Graha’s CSR program are utilized; however, not all vulnerable workers have received assistance—only those meeting specific criteria selected by the relevant CSR program.

c. Implementation Strategy

According to David C. Korten, implementation strategies play a crucial role in program implementation because they determine how a designed program can be applied in the field.

The implementation strategy for the Desa Cantik Program in Leran Village was carried out through several stages of activities involving the village government and the Central Statistics Agency. The initial stage involved socializing the program to village officials and parties involved in village data management. The next strategy was to conduct training and provide technical assistance to village officials to improve their capabilities in data collection, data processing, and the management of village statistical information.

In addition, the program implementation strategy involves conducting direct data collection among the community to identify their socioeconomic conditions, including vulnerable workers who lack social protection. However, based on field research findings, the program implementation strategy still faces several challenges, particularly regarding the dissemination of information to the community. Some members of the community, especially vulnerable workers, reported that they were not fully aware of the Desa Cantik program.

2. Implementing Organization

In David C. Korten's implementation model, the implementing organization plays a crucial role in determining the success of program implementation. The implementing organization is responsible for carrying out the program in accordance with the established objectives

a. Cognition (Understanding and Knowledge)

Regarding understanding and knowledge, the implementing organizations in this study include the Leran Village Government and the Central Statistics Agency (BPS) as the supervising body for the implementation of the Beautiful Village Program. Based on initial observations, Leran Village officials essentially already possess population data and data related to vulnerable workers. However, their ability to process, analyze, and utilize this data optimally remains limited. This situation served as the basis for the BPS to provide guidance through the Beautiful Village Program, which focuses not only on data collection but also on improving statistical literacy and the capacity of village officials.

Through various activities such as training, mentoring, and outreach, Leran Village officials were provided with an understanding of the importance of accurate data, data processing techniques, and the use of data to support village policies. They were able to absorb and understand the material presented by the BPS and began applying it in data collection and management activities throughout the program. Thus, the capacity building of village officials through this initiative became a key factor in supporting the successful implementation of the Beautiful Village Program in Leran Village.

b. Implementer Response Direction

Based on the results of research in Leran Village, it is evident that the village government has responded positively to the implementation of the Beautiful Village Program. The village government believes that this program helps improve the quality of village data management. Acceptance of the program is also influenced by the village government's need for more organized and accurate data. Before the Desa Cantik Program was introduced, village data management was still conducted in a rudimentary manner and was not fully

integrated. With the program in place, the village government receives guidance and support from the Central Statistics Agency in managing village data more systematically.

c. Intensitas Respon Pelaksana

The intensity of the response indicates the extent of the implementing organization's level of involvement, commitment, and dedication in carrying out the program it has undertaken. Based on the research findings in Leran Village, the intensity of the implementers' response in the implementation of the Desa Cantik Program can be seen in the village government's active involvement in various activities related to the program. The village government not only formally accepted the program but also participated in outreach activities, data management training, and the community data collection process. This involvement demonstrates the village government's commitment to supporting the program's implementation, which aims to improve the quality of village data.

3. Target group of the Desa Cantik program

In the implementation model proposed by David C. Korten, the target group consists of those who benefit from a program. The success of a program's implementation is greatly influenced by the alignment between the program's objectives and the needs of the target group.

a. Alignment of the Program with Village Needs

The Desa Cantik Program is considered to be well-aligned with the needs of Leran Village. This is because the village has a significant number of vulnerable workers, such as fishermen, fish farm workers, small-scale traders, motorcycle taxi drivers, and those in other informal jobs. These community groups face significant economic risks, and some of them lack social protection. Following the implementation of the Desa Cantik Program facilitated by the Gresik Central Statistics Agency (BPS), the village government began to have a more accurate and integrated data system.

As a result, the village government is now able to clearly identify the number of residents who have not yet received social protection and can follow up by proposing protection programs through the relevant agencies.

Table 1. Comparison of the Number of Vulnerable Workers Who Have Been Covered

Year	Number of Vulnerable Workers on Record	Social Security Protection	Coverage Percentage
2023	98 org	12 orang	12%
2024	112 org	33 orang	29%
2025	141 org	141 orang	100%

Sumber: Pemerintah Desa Leran, diolah penulis (2025)

The table above shows a significant increase in social security coverage for vulnerable workers in Leran Village over the past three years. In 2023, only 12% of workers were covered due to the lack of an integrated data system; this figure rose to 29% in 2024, and following the implementation of the Desa Cantik Program, the number of covered workers reached 100% in 2025. This increase reflects the program's success in

strengthening a data-driven social protection system at the village level.

b. Program Targeting Accuracy

Targeting accuracy indicates the extent to which the implemented program has reached the specific community groups intended as its targets or beneficiaries. Research findings indicate that the Desa Cantik Program has successfully identified vulnerable worker groups as its program targets. This is evident from the data collection activities conducted among various informal worker groups in Leran Village. This data collection serves as the first step in efforts to improve the village data management system and as the basis for determining social protection policies for those in need. However, based on field research findings, the program's targeting accuracy regarding the distribution of program benefits remains uneven.

Therefore, the program's

targeting in terms of benefit distribution remains uneven. Although data collection has been conducted on various vulnerable worker groups, not all of these groups have received direct social protection. The social protection provided by the Desa Cantik program remains limited to specific groups supported through Corporate Social Responsibility (CSR) programs, namely fishermen and BPBD volunteers. Meanwhile, other vulnerable worker groups such as fish pond farmers, small merchants, and motorcycle taxi drivers are still in the data collection phase and have not yet received direct social protection.

IV. CONCLUSIONS

The implementation of the Desa Cantik Program in Leran Village has yielded positive results in terms of program design, implementing organizations, and target groups. The program has been relevant to the village's needs and has improved the quality of data management and utilization as a basis for planning and social protection for vulnerable workers. Regarding the implementing organizations, there has been strong support and cooperation between the Central Statistics Agency (BPS) and the village government, although limitations remain in terms of human resource capacity and data management systems. Meanwhile, the target group has been appropriately identified, but the coverage of program benefits and the participation of vulnerable workers have not yet been optimal. Overall, the program's implementation has been proceeding well, but it still requires strengthening in terms of implementing capacity, data collection systems, and community engagement to ensure that social protection objectives can be fully achieved.

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