

IMPLEMENTATION OF THE “DESA CANTIK” PROGRAM TO SUPPORT SOCIAL PROTECTION DATA FOR VULNERABLE WORKER GROUPS FOR DEVELOPMENT PLANNING IN LERAN VILLAGE, GRESIK REGENCY

Yunita Putri Wulandari ^{a*)}, M.Agus Muljanto ^{a)}

^{a)} UPN “Veteran” Jawa Timur, Surabaya, Indonesia

^{*)} Corresponding Author: 22041010053@student.upnjatim.ac.id

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Abstract. The Desa Cantik Program (Desa Cinta Statistik), initiated by the Badan Pusat Statistik (BPS), is a strategic program aimed at strengthening data governance at the village level as the foundation for development planning. Based on Law No. 6 of 2014 on Villages and Presidential Regulation No. 39 of 2019 on One Data Indonesia, village governments are required to be capable of conducting sectoral statistical activities to support targeted development. This study aims to analyze the implementation of the Beautiful Village Program in supporting village development planning in Leran Village, Manyar Subdistrict, Gresik Regency, with one of its main outputs being the provision of social protection data for vulnerable worker groups. The method used is descriptive qualitative research employing David C. Korten’s policy implementation theory, which emphasizes the alignment between the program, the implementing organization, and the target group. The research findings indicate that, in terms of program design, the program has been tailored to the village’s needs and employs a structured data collection strategy, although data updates have not yet been conducted consistently. Regarding the implementing organization, coordination between the Gresik Badan Pusat Statistik (BPS) and the Leran Village Government has been effective and supported by training; however, there remain limitations in terms of human resources and implementation time. Regarding the target group, data collection on vulnerable workers has seen a significant increase, with social protection coverage rising from 12% (2023) to 100% (2025) as a result of improved village data governance. It is hoped that the results of this data collection will drive Leran Village toward more responsive and sustainable development planning, while also opening opportunities to strengthen social protection for all segments of the village community.

Keywords: Desa Cantik Program; Village Data Management; Vulnerable Workers; Policy Implementation; Village Development Planning

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]. Inclusive and equitable national development requires a strong data foundation at every level of government, including at the village level. Law No. 6 of 2014 on Villages emphasizes that villages are not merely objects of development, but active subjects that plan, implement, and evaluate their own development programs. To effectively fulfill this role, villages require access to accurate, up-to-date, and integrated data as the basis for planning.

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].

By meeting the basic needs of the community, building adequate infrastructure, and promoting a sustainable environment, village development aims to improve well-being [3]. Under Presidential Regulation No. 39 of 2019 on One Data Indonesia (SDI), both central and local government agencies play a strategic role as providers of microdata that reflect the actual conditions of the community. However, in reality, many villages still face serious challenges in data governance: data is not regularly updated, is not integrated across units, and is not optimally utilized as a basis for development decision-making. For instance, the issue of aid distribution failing to reach intended recipients is one of the challenges faced; this is sometimes caused by the inability of villages to manage the data provided [4].

Bureaucratic obstacles related to data on village potential are common. It is important to improve the quality of village administration. Development efforts can proceed more

smoothly in a more efficient community [5]. This issue prompted the Badan Pusat Statistik (BPS) to launch the “Desa Cinta Statistik” (Statistics-Loving Village) Program, also known as “Desa Cantik,” in 2021. The program was designed as a quick win for the BPS to promote structured, high-quality, and sustainable village data management, in line with the “Satu Data Indonesia” vision. Through this program, the BPS trains village officials to manage sectoral statistical data independently, so that village data can serve as a tangible foundation for development planning. Each local government grants village governments the autonomy to develop their communities in various ways. Broader development should benefit all parties [6]. Therefore, the government’s role in the Beautiful Village program is to provide services to the community, including village officials.

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 [7]. 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 [8]. 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 [9].

The stages of the village development planning process require data on village needs for policy formulation; the policy-making process can be completed quickly because supporting data is readily available and can be accessed at any time [10]. The role of villages in social protection still faces various obstacles, particularly regarding data governance. Village data that is not up-to-date, not integrated, and does not fully reflect the community’s socioeconomic conditions leads to misdirected distribution of social protection programs [11].

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. 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 to manage and utilize data. This program focuses on strengthening the understanding of data-driven local issues, particularly in poverty alleviation and social protection for vulnerable workers [12].

Gresik Regency is one of the regions implementing this program to provide guidance on data management to the 307 villages in the regency. Each village has its own potential and a different population size, which necessitates the collection of village population data 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 well is Leran Village in Manyar Subdistrict, Gresik Regency. This is evident because Leran Village has received the East Java Award as one of the best Informative Village Agencies in terms of public information transparency in Gresik

Regency in 2024. Therefore, the Badan Pusat Statistik (BPS) has designated Leran Village as a model for the “Beautiful Village” (Statistics-Loving Village) initiative.

In 2025, Leran Village, Manyar Subdistrict, was designated as a model “Desa Cantik” village in Gresik Regency, with a focus on data collection regarding vulnerable workers. This theme was chosen because the village is characterized as a coastal area dominated by aquaculture and fishing activities, resulting in many vulnerable workers such as fishermen, aquaculture farmers, and informal laborers who lack social security protection. The socio-economic vulnerability in Leran Village is also evident from the composition of its residents’ employment status.

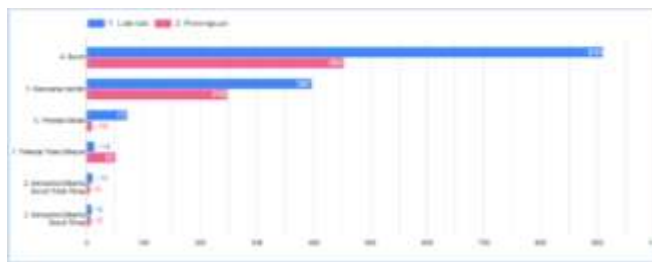


Figure 1: Chart of the Number of Vulnerable Workers by Employment Status and Gender in Leran Village

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 unpaid workers number 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). In the data needs assessment, over 60% of Leran Village residents are recorded in the Integrated Social Welfare Data (DTKS), indicating a high level of socioeconomic vulnerability among the community. This data is the output of the Beautiful Village Program data collection, which subsequently serves as the basis for planning by the Gresik Regency Government and the Social Security Agency for Workers (BPJS Ketenagakerjaan) in determining the recipients of targeted social protection.

The fundamental problem facing Leran Village is not only the large number of vulnerable workers, but also the lack of accurate and standardized data on vulnerable workers. Based on an interview with the Head of the Leran Village Services Section, the latest population data from 2023 does not include employment details, meaning that 732 households are at risk of being excluded from social protection. The lack of standardized criteria for vulnerable workers leads to unclear assistance targets and a high risk of misallocation. The data collection mechanism for vulnerable workers is also not standardized, and village funds cannot be directly used to provide protection. Targeted social protection requires the availability of accurate data regarding the identity, socio-economic conditions, and vulnerabilities of the target groups. This is where the Desa Cantik Program finds its relevance: the program not only

improves the statistical literacy of village officials but also directly supports the village development planning process by generating data that can be used as the basis for determining recipients of social protection for vulnerable workers.

This study aims to analyze the implementation of the Beautiful Village Program in Leran Village, Gresik Regency, as a data-driven village development planning tool. According to Mulyadi in [13], The term “implementation” is used to describe the process of turning a decision into concrete action in order to achieve outcomes consistent with the established objectives. Therefore, the focus of this study is on how the program generates data that supports social protection for vulnerable worker groups. The analysis was conducted using David C. Korten’s theory of implementation, which emphasizes the alignment of three components: the program, the implementing organization, and the target group.

II. RESEARCH METHODS

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 Badan Pusat Statistik (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 [10] 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. Desa Cantik Program

David C. Korten, as cited by [11], 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 Beautiful Village Program in Leran Village was designed based on the identification of specific issues, including the suboptimal quality of the village’s population and labor force data, the lack of standard criteria for vulnerable workers, and the absence of a standardized data collection mechanism. This aligns with the statement by BPS Supervisor Ms. Windari:

“The objective of the ‘Desa Cantik’ program stems from the suboptimal performance or issues related to data at the village level... which results in policies that miss their mark. Therefore, the ‘Desa Cantik’ program is one of the BPS’s efforts to encourage the collection of sectoral statistics by village authorities that directly benefit the village community.”
(Interview, February 20, 2026)

The theme of vulnerable workers was not chosen at random, but rather based on the identification of a real problem: the large number of farmers and fishermen in Leran Village who face high occupational risks yet lack social security coverage. This program is positioned as a “social safety net” to prevent communities from falling below the poverty line; villages must have accurate data to identify those in need of protection.

The objective of the Desa Cantik program is to support data-driven village development planning, with the intermediate goal of improving the quality of village data governance. The concrete output is the availability of accurate profiles of vulnerable workers as the basis for determining recipients of social protection for employment. Additionally, it aims to optimize data collection at the village level so that every government policy and program aligns with the village’s needs and is more targeted. This program is being implemented, among other places, in Leran Village, with the theme focusing on vulnerable workers—a focus aligned with the data needs of the Badan Pusat Statistik (BPS). The launch of the Desa Cantik program in Leran Village stemmed from the identification of existing issues in the village, specifically that over 60% of the population there is 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 Beautiful Village Program implemented in Leran Village involves the data collection of vulnerable workers, specifically those with employment statuses such as disaster volunteers, fish 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 Beautiful Village Program in Leran Village was supported by funding sources used to carry out Beautiful Village activities, namely from the Badan Pusat Statistik (BPS), as well as from the Village Budget (APBDes) and the Regency Government, which had been estimated prior to the program's launch. 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 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 Beautiful Village Program in Leran Village was carried out through several stages of activities involving the village government and the Central Statistics Agency. The program implementation strategy includes the following structured stages: (1) signing of a Memorandum of Understanding (MoU) between the Gresik BPS, the Gresik Regency Government, and the Leran Village Government; (2) guidance and training for village officials by the BPS; (3) the formation of village statistical agents (10 people from the village apparatus) and a field data collection team from the PKK, Village Cadres, and Karang Taruna; (4) participatory data collection using the Android-based SIDATERAN (Vulnerable Workers Data Information System) application; and (5) the preparation of a village profile published on the official website of Leran Village.

The data collection instrument is designed in five questionnaire sections: household head identification data, family member demographic data, employment data (including BPJS enrollment), housing and socioeconomic conditions, and field notes. The employment section is key to identifying the status of vulnerable workers. The SIDATERAN application enables digital data entry, household location mapping, and real-time dashboards, thereby supporting data-driven policy-making based on spatial data. However, based on field research findings, the program's implementation strategy still faces several challenges, particularly regarding the dissemination of information to the public. Some members of the public, especially vulnerable workers, reported not having a clear understanding 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 Badan Pusat Statistik (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 Badan Pusat Statistik (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.

The Program's Contribution to Village Development Planning

According to the research findings, the Beautiful Village Program has made a tangible contribution to Leran Village's development planning in several key areas:

First, the availability of reliable data. Through standardized participatory data collection using Regsosek (Socio-Economic Registration) variables, Leran Village now has an accurate profile of vulnerable workers that is publicly accessible via the village website. This data is not only useful for social protection but also serves as a reference for formulating other village policies.

Second, data integration at the district level. Leran Village became the first village to adopt standardized criteria for vulnerable workers formulated jointly by the Gresik District Government and the Social Security Agency for Workers (BPJS Ketenagakerjaan). This ensures that the generated data is directly compatible with the district system, enabling cross-regional assistance interventions to be carried out more quickly and effectively.

Third, strengthening village institutional capacity. This program has left an institutional legacy in the form of trained village statistical agents and a digital data collection system that can be replicated for data collection on other topics in the future. This reflects the program's orientation not as a one-off activity, but as a long-term investment in village planning capacity. Fourth, strengthening the legal framework. The data generated by the Beautiful Village Program in Leran Village contributed to the drafting of the Gresik Regent's Regulation on the Protection of Vulnerable Workers in the Informal Sector, which will serve as the foundation for social protection policies for vulnerable workers throughout the regency.

IV. CONCLUSIONS

The The Beautiful Village Program in Leran Village has demonstrated a high degree of effectiveness in supporting the strengthening of data governance. From a programmatic perspective, participatory data collection based on Regsosek (Socio-Economic Registration) has successfully produced structured profiles of vulnerable workers that are accessible to the public. From the perspective of the implementing organization, coordination between the Gresik BPS and the Village Government has been synergistic, although the capacity for independent data updating still needs to be strengthened. From the perspective of the target group, social protection coverage has increased significantly from 12% to 100% over two years. The collected data is expected to serve as a foundation for Leran Village to design development that is more adaptive and grounded in the real needs of its residents. Moving forward, the BPS needs to develop standard operating

procedures (SOPs) for data updates that can be implemented independently by village officials; the district government needs to expand social protection schemes to all categories of vulnerable workers identified in the data; and program outreach to the community needs to be enhanced to ensure optimal participation from the target groups.

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