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## ANALYSIS OF PUBLIC SECTOR HUMAN RESOURCE MANAGEMENT IN JUBUNG VILLAGE GOVERNANCE, SUKORAMBI REGENCY THROUGH A THEORETICAL APPROACH (POAC)

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### Abstract

The success of village government is influenced by the leadership of the Village Head as well as the capacity and competence of the village apparatus. The implementation of management functions through the POAC approach is an important aspect in the management of public sector human resources to support the achievement of village government goals. This research aims to analyze how the function of POAC can be applied in human resource management in the jubung village apparatus, as well as identify aspects that have not been running optimally. The method used is a qualitative approach with interviews, observations, and documentation studies. The focus of this research is the analysis of the management of Human Resource Management in the Jubung Village Office through the Theory of Planning, Organization, Mobilization, and Control approach. Data were analyzed using the Miles and Huberman models. The results of the study show that most of the functions of POAC have been implemented, but challenges are still found in the aspects of apparatus competence, division of tasks, support of work facilities, and control mechanisms in human resource management. The novelty of this research lies in the study of the management of human resources of village apparatus in the Jubung Village Government as a research locus with a POAC approach.

**Keywords:** Human Resource Management (HRDM), Village Government, POAC Theory

### 1. Introduction

The State of Indonesia has a government order that is built in the form of a unitary state and a republic, with the implementation of government guided by the national constitution, namely the 1945 Constitution of the Republic of Indonesia. In this system, the central government has the highest authority as the organizer of the state government. Structurally, local government is organized through two levels, namely provincial government and district or city government. In the structure of the local government, the village occupies a position as the most basic level of government under the authority of the district or city. Under the district or city government structure, there is a village government as the smallest government unit in the Indonesian system of government. As stipulated in article 18B paragraph (2) of Law Number 6 of 2014 concerning Villages, The village government has its own authority in the implementation of village community affairs based on social values, local customs, and local potential owned by the village (Undang-Undang No 6 Tentang Desa, 2014).

Village government occupies the most strategic position in the Indonesian government system, because of its role as a public policy implementer who is in direct contact with the community. The village government is led by the Village Head as the highest leader which in its



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implementation is supported by the village apparatus. The village apparatus consists of the Village Secretary, the Head of Affairs in charge of administration and administration, finance, and planning, the Head of Section who handles government, welfare, and community services, and the Head of Hamlet. Based on the provisions of Law Number 6 of 2014 concerning Villages, in Part Three of Article 39 it is explained that the Village Head has a six-year term of service and can return to office for up to three periods, without having to do it consecutively (Undang-Undang No 6 Tentang Desa, 2014). However, this provision was later amended through Law Number 3 of 2024 which was the second amendment to the previous law. In the same article, it is stated that the Village Head serves for eight years and has the opportunity to return to occupy the position for up to two periods, without having to do it continuously (Republik Indonesia, 2024). In practice, the success of village government is highly dependent on the leadership of the Village Head as well as the capacity and competence of the village apparatus. This is in line with the results of the study which shows that the performance of village apparatus has a significant effect on the level of community satisfaction in obtaining services, and is an important indicator in determining the quality of village government implementation (Selviawati & Atep Kustiwa, 2024).

Jubung Village, Sukorambi District, Jember Regency, has shown various achievements in development and public services, which emphasizes the importance of the competence of village apparatus human resources and the active role of the Village Head in managing human resources effectively. The success of the village program as shown above, with the achievement of the lowest stunting rate at the Sukorambi District level, confirms that the effectiveness of competent village apparatus human resources is a key factor in realizing the goals of development and quality services. Through human resource management, there is a strategic role in encouraging the improvement of organizational performance through optimal management of human potential, adjustment of employee competencies to organizational goals, and the creation of a work environment that supports innovation (Poljašević et al., 2025). In addition, in 2023 Jubung Village also received an award given by the Regent of Jember as a Village category *Open defecation free* (OFD) or stop open defecation (SBS).

This achievement shows that the village government is committed to encouraging the implementation of a clean and healthy lifestyle, which cannot be separated from the leadership role of the village head along with the support of the village apparatus to the active participation of the community. This shows that the success of village programs is also influenced by the effectiveness of leaders in coordinating the role of human resources, especially when building work commitments between village apparatus and community elements. Organizational goals can be achieved if village apparatus carry out their duties and responsibilities well (Lewapadang, 2024).

The concept of POAC introduced by George R. Terry in *Principles of Management* 1958 was used as a reference in Human Resource Management to understand the functions of management which include planning, organizing, actuating, controlling (Putri et al., 2024). Management functions in organizational management are very important for the direction of a government organization in achieving a goal. Management is a process that includes directing and guiding a group of individuals so that organizational goals can be achieved through systematically arranged steps (G.R. Terry & L.W. Rue, 1993). Planning (*Planning*) is the initial



stage of management that focuses on setting directions and objectives, accompanied by the formulation of steps to be carried out by utilizing available resources (Yusuf et al., 2023). In the implementation of village government, the village head needs to prepare a work plan that is in harmony with his duties and authority so that every activity can be carried out properly and provide results in accordance with the direction of village development. *Organizing* is the process of arranging a work structure so that each element has roles and responsibilities that are in harmony with the goals and conditions of the organization. With a clear structure, the implementation of tasks in the village government environment can run more orderly and efficiently. At this stage, the village head has an important role in placing village apparatus in accordance with his competence and field of expertise, so that the performance of the village government is more optimal. *Actuating* is a management step that focuses on efforts to invite all elements of the organization to carry out tasks in accordance with the goals that have been formulated.

At this stage, the village head plays a role in moving, motivating, and directing all village apparatus so that they can exercise their authority according to their roles. *Controlling* is an activity to assess the results of work based on the standards that have been set, then evaluate if things are found that are not in accordance with the goals achieved. Through *Controlling* The Village Head can observe, assess, evaluate, and correct the extent to which the implementation of activities can achieve the expected targets. Through good and structured control, the performance of village apparatus will be more directed and the goals of village government can be achieved optimally.

The application of POAC theory proposed by George R. Terry in 1958 is reflected in the research (Afriani, 2025) with the title Government Management in the Management of Traditional Village Tourism in Central Sumba Regency, East Nusa Tenggara Province. The results of the study show that improvements are still needed in the implementation of the functions management. Low human resource capacity and limited infrastructure are obstacles in the implementation of management functions, especially in the aspect of supervision (*Controlling*) and implementation (*Actuating*). These findings show that the implementation of the four management functions has an important role in supporting the achievement of effective human resource management in village government. In addition, it was also conveyed by (Putri et al., 2024) with the title Implementation of Management Functions in the Plant, Food, Horticulture, and Plantation Office of Malang Regency through the results of research that show that the overall aspects of the management function have been implemented well. However, in its implementation, the management function *Controlling* As control, it still needs to be optimized by the Head of Division. This condition shows that the role of leadership in a government organization greatly affects the implementation of management functions. Furthermore, research by (Fahmi et al., 2023) entitled The Implementation of POAC Functions in Efforts to Reduce Stunting Rates in South Sibalaya Village, shows that the implementation of management functions can increase effectiveness in reducing the number of stunting rates of the South Silabaya Village government. The findings show that the application of POAC theory can make a real contribution to improving human resource performance through coordination between *Squirrel* at the village level. The results of this study also reinforce the importance of human resource management based on POAC management functions in the context of village



government, as the focus of research in Jubung Village. In line with previous research, several other studies also highlight that the management of village apparatus has an effect on the achievement of the implementation of management functions in the village government environment. Research by (Apriadi & Dedi Supriadi, 2025) with the title Village Status from Disadvantaged Village to Developing Village Study in Prode Village SP III, Plampang District. The results of the study emphasized that the consistent implementation of POAC management functions is able to encourage village transformation and independence through participatory governance and strengthening the capacity of the apparatus.

Further in the research (Husain & Kartini, 2025) with the title Public Sector Management in Market Arrangement and Sidewalks in Ciputat Market. The results of the study show that the implementation of POAC in the management of public spaces by the South Tangerang city government still faces obstacles in the implementation of the supervisory function (*Controlling*) and consistency of implementation (*Actuating*). Research (Hastuti & Aswan, 2025) with the title Enhancing Government Effectiveness: Human Resource Development in Village Administration. The results of the study show that efforts to increase the capacity of human resources are not fully optimal because they are still faced with limited access to professional development, lack of continuous training programs, and the lack of clear career development pathways, so that the potential of local government apparatus has not been maximized. Research (Zebua, 2025) with the title Village Government Human Resource Management: A Study of The Recruitment and Development Process of Apparatus. The results of the study show that the recruitment of village apparatus still faces various obstacles, such as the limitation of candidates, lack of transparency in the selection process, and the influence of non-technical factors. In addition, the capacity development of the apparatus has not been carried out in a planned and sustainable manner, so that technical and managerial competence has not been optimal.

Jubung Village has won various awards in development and public services, but currently still faces a number of challenges. Some of the main problems include the low skills of village apparatus in operating technology, incompatibility in the division of tasks that also cause overlapping work, and work communication patterns that are too flexible have the potential to cause miscommunication. This condition shows that there is still a gap in the implementation of effective human resource management functions, so an in-depth analysis is needed to understand how planning, organizing, implementing, and controlling are carried out in the context of village government. Based on this, the Jubung Village Government is considered relevant to be researched, with an emphasis on the aspect of human resource management. Human Resource Management refers to the process of handling employees in the form of training, assessment, compensation, employment relations, health and, safety in a fair manner to the functions of human resource management (Kasmir, 2016). HR is a strategic process in managing and maximizing individual potential effectively and efficiently in order to achieve a balance between organization, employee, and community goals (Puspitasari, 2025). In practice, the management of human resources is certainly not easy because of the different factors of ethnic, cultural, religious, racial, and educational backgrounds that shape different behaviors and skills for each individual. This study aims to analyze the management of Human Resource Management in Jubung Village, Sukorambi District, through the POAC theoretical approach.



This research contributes to the development of management theory, especially the POAC theory proposed by George R. Terry in 1958, by applying it to the context of Human Resources (HR) management in village government. This research adds to the theoretical understanding of how management functions are applied in a real village government environment, including planning the placement of human resources, organizing tasks according to competencies, mobilizing and motivating village apparatus, and performance control in facing operational challenges. Thus, this study not only confirms the relevance of POAC theory in the public sector, but also expands its application in the context of human resource management in village government by considering cultural factors, individual abilities, and work dynamics in the field.

## 2. Method

This study uses a descriptive qualitative research method. The purpose of using descriptive qualitative is to describe the phenomenon of Human Resource Management (MSDM) management in Jubung Village through the POAC theory submitted by George R. Terry in 1958. Research was conducted at the Jubung Village Service Office, Sukorambi District, Jember Regency, with a focus on the analysis of human resource management through the theory of planning, organising, actuating, and controlling approach. In the analysis of the management of human resources in Jubung Village, primary data collection was carried out through semi-structured interviews, documentation of a number of written sources, and field observations. As a complement, the researcher also used secondary data obtained from previous research to strengthen and validate the findings. The sampling technique of the data source used is the non-probability sampling type purposive sampling. Through purposive sampling, the sample will be determined through the selection of respondents who are considered most suitable for the needs of the research (Sugiyono, 2013). The informants of this research consisted of the Village Head, the Village Secretary, the Head of Public Affairs and Administration, the Head of Planning Affairs, the Head of the Government Section, the Head of the Welfare Section and government staff. The researcher uses the interactive model data analysis technique in the process of data analysis (Milles et al., 2014). divided into four components, namely: The data collection process (*Data Collection*), Data condensation (*Data Condensation*), Data presentation process (*Data Display*), and conclusion drawing/verification. On the validity of the data, the researcher used the triangulation method. According to (Creswell & Reswell, 2018) Triangulation is done by comparing various data sources and utilizing the evidence to strengthen the consistency of theme formation.

## 3. Results and Discussion

Management is an element that cannot be separated from every activity, both in the scope of individuals and organizations, because it acts as a guide to achieve the goals that have been set (Jannah & Mufidah, 2023). The following findings are processed by the researcher and presented into *Analysis Figure* POAC in Jubung Village.



Human Resource Management of the Jubung Village Government



Figure 3. Analytic Figure POAC Jubung Village

Source : Processed Data of Researchers, 2025

The POAC *analysis figure* model in Jubung Village shows that each management function according to George R. Terry has been actualized in the practice of implementing governance in Jubung Village, albeit with different levels of effectiveness. The *planning function* has been carried out in a participatory manner, *Organizing* has been formed but is still hampered by the limitations of digital competence of devices, the *actuating function* is flexible but raises the potential for overlap in the implementation of tasks, while the *controlling function* is carried out periodically at regular meetings through meetings and evaluation of human resource performance every 6 months. These empirical findings are then critically examined with contemporary public management literature such as Mintzberg's organizational structure model, Denhardt's principles of collaborative management, Paine's concept of accountability, and Osborne's public governance framework to map the extent to which POAC's MSDM practices in villages are aligned with theory. This comparative result mapping is presented in more detail in table format.

Table 1. Analysis of the Findings of the Jubung Village POAC Component

POAC Components	Field Findings	Analysis of the Supporting Literature
Principle of Planning	<ul style="list-style-type: none"> <li>-RPJMDes &amp; RKPDes are systematically compiled from the hamlet Musdes to the village Musdes by involving BPD, PKK, village apparatus, and community leaders.</li> <li>-PKK is involved in the planning and implementation of the program.</li> <li>-Selection of village apparatus is open with administration, academic tests, psychological tests, interviews, and material tests.</li> </ul>	<p>In line with Denhardt &amp; Denhardt (2007) in (Nisa, 2022) which emphasizes the principle of the New Public Service in public services must be democratic and collaborative, with decisions based on deliberation and common interests. Planning is not only top-down, but involves all parties in designing and executing programs to achieve common goals.</p>



POAC Components	Field Findings	Analysis of the Supporting Literature
<i>Principle of Organization</i>	<p>-The village organizational structure is formally structured with a clear division of tasks according to village regulations</p> <p>-Limited device competence in the use of computers and village websites or online media</p>	<p>A clear organizational structure of the village corresponds to Mintzberg's (1979; 1983) view of the importance of formal division of duties. However, the limitations of the digital competence of the village apparatus show that the structure has not been supported by adequate human resource capacity, contrary to the demands of the adaptive apparatus according to Denhardt. Weaknesses in the mastery of technology also weaken public accountability as emphasized by Paine (1994), and are not in line with the principles of New Public Governance from Osborne (2006) which emphasizes the use of technology in modern governance (Osborne, 2010).</p>
<i>Principle of Actuating</i>	<p>-There is appreciation for achievement devices (awards, training opportunities), direct reprimands for negligent devices</p> <p>-The flexibility of work and coordination of the village head is adaptive. The implementation of tasks is not fixated on tupoksi and direct communication via cross-field telephone according to urgent needs</p> <p>-Limited technical facilities of work facilities (measuring instruments, computers, internet)</p> <p>-Overlapping duties due to flexibility create dual roles, task confusion, and unbalanced workloads.</p>	<p>Work flexibility supports cross-field collaboration as stated by Osborne &amp; Brown (2005), but the lack of means triggers the unclarity of roles as Mintzberg reminds (Malemi, 2023). The mechanism of appreciation and reprimand is in accordance with the leadership principles of Denhardt (2015) which emphasizes employee motivation and coaching. The limited technical facilities also show that the administrative capacity of the village still needs to be strengthened (Nisa, 2022).</p>
<i>Principle of Controlling</i>	<p>-Coordination meetings are held weekly to monitor the progress of programs in each field</p> <p>-Human resource evaluation through psychological tests/competency assessments every 6-12 months is used for capacity building or position mutations.</p>	<p>This mechanism is in line with Terry's (1958) view that supervision includes monitoring, comparing results with standards, and providing corrections. Periodic competency assessments reflect practice</p> <p style="text-align: right;"><i>Performance</i></p>



POAC Components	Field Findings	Analysis of the Supporting Literature
		<i>Management</i> as explained by Osborne (2006) in (Osborne, 2010), which is an evaluation directed at improving performance. Community involvement as a source of reports supports the concept of public accountability conveyed by Paine (1994). Regular meetings and ongoing supervision are also in line with the idea <i>Continuous improvement</i> in public administration according to Denhardt & Denhardt (2007).

Source : Data Processing By Researchers, 2025

#### a) Planning

According to George R. Terry 1958 in (Syahputra & Aslami, 2023) Planning is the process of collecting and analyzing existing facts, then compiling them into the basis for making assumptions or estimates of future conditions. Based on the results of the research, it shows that the planning process in Jubung Village has been running systematically through the preparation of RPJMDes and RKPDes. The document was prepared in stages ranging from hamlet-level deliberations to village Musdes involving various elements, such as village apparatus, BPD, hamlet heads, RT/RW, community leaders, Posyandu cadres, and PKK groups. This pattern emphasizes that planning is not only administrative, but based on the aspirations of residents and needs analysis that arise from the deliberative forum. The involvement of the PKK in the planning stage as well as the implementation of the program strengthens the collaborative character in village governance. Through four working groups, the PKK proposes programs related to women's empowerment, family health, and household economy. This shows that Jubung Village planning opens up a space for substantive participation, not just formal participation. In addition, the recruitment process for village apparatus is also carried out openly in accordance with the provisions of Law Number 6 of 2014 concerning Villages. Which includes public announcements, administrative selection, academic tests, psychological tests, interviews, and government material tests, so that each candidate is thoroughly tested before field placement. Overall, this mechanism has reflected the principles of planning as according to George R. Terry, namely planning as a systematic process of setting goals, selecting actions, and making decisions, which prioritizes stakeholder involvement to achieve organizational goals effectively.

#### b) Organizing

According to George R. Terry 1958 in (Syahputra & Aslami, 2023) Implementation includes



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determining and grouping activities, placing employees according to work needs, providing supporting facilities, and regulating the flow of authority so that each task can be carried out effectively. Based on observations made by researchers, this principle has been reflected in the implementation of government in Jubung Village. Each village apparatus has a clear description of duties, an organizational structure is formally regulated in the village government document, and the division of authority by the Village Head.

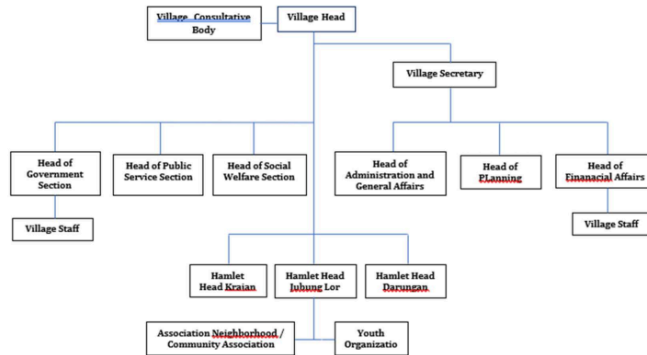


Figure 4. Organizational Structure of Jubung Village Government  
Source: Researcher Documentary, 2025

The picture above shows the structure that is clearly written, as a guideline in the implementation of duties in accordance with the main duties and functions at the Jubung village office. The village organizational structure has been equipped with the division of main tasks and functions in each village apparatus. The determination of the task was carried out through the decision of the Village Head as a follow-up to the provisions of laws and regulations that govern the organization of village government, including Permendagri Number 114 of 2014, 84 of 2015, 18 of 2018, 20 of 2018. However, based on the results of the interviews, it shows that the implementation of organizing in the field still faces several obstacles, especially related to the limited competence of devices in using computers and village digital media. This obstacle makes the implementation of administration run slower and some tasks must be transferred to more technically capable devices (Poernomo & Mursyidah, 2023) Strong cooperation between employees, supported by cross-field coordination in the completion of work is an important factor to support the efficient completion of tasks. In line with the results of the study, based on the results of the interview, it was conveyed that this adjustment was a form of internal adaptation to the limitations of human resources, as well as showing that the organization in Jubung Village did not fully follow the rigid division of tasks. (Hia et al., 2026) Reviewing that the incompatibility between formal duties and daily work practices shows that there is an inequality in the distribution of workload between units, an overlap in the implementation of



tasks in certain situations, and a limitation of human resources in dealing with the dynamics of work volume. The understanding of the job description is not completely uniform, especially for new employees and the results of position rotations, so that work practices are still tend to refer to habitual patterns rather than written tupoksi guidelines. Overall, although the formal structure has been well structured, its implementation is still affected by uneven device capabilities, which demands a more flexible work pattern. Organizing is effective as far as it is able to maintain the sustainability of public services, even though the implementation of duties is not in accordance with the written duties.

#### c) Actuating

According to George R. Terry 1958, in (Syahputra & Aslami, 2023) *Actuating* means directing and motivating all members in the organization to work hard voluntarily and in line with the plan and structure that has been prepared by the leader. Based on field observations and interviews, the Village Head has a central role in ensuring that the implementation of government activities in Jubung Village runs in accordance with the goals that have been set. The mechanism of providing motivation is carried out through a combination of awards and discipline enforcement. Devices that show good performance receive appreciation in the form of opportunities to participate in training or capacity-building activities, while devices that are negligent are given a direct reprimand.

This serves to maintain the quality of work while encouraging a more accountable performance culture. On the other hand, the coordination process takes place flexibly. Work directions are not only conveyed in formal forums, but also through quick communication such as phone calls or text messages. This flexibility allows for more responsive task completion, especially when work is urgent. However, this has the potential to give rise to dual roles and workload imbalances. This condition shows that the effectiveness of task implementation is more determined by the initiative and adaptation of the implementer than compliance with the formal division of tasks. The capacity of village apparatus is also affected by the limited work facilities. The lack of administrative equipment to support work, computers, and unstable internet access hinders the effectiveness of task implementation, especially those that require technological support.

In addition, the internal competency improvement program is still limited, so the mastery of digital skills of village apparatus is not evenly distributed. (Rakhma et al., 2025) Review Effective human resource management is an important factor in increasing employee capacity in the government environment. A comprehensive HR management approach, including training, competency enhancement, and provision of adequate work facilities, can improve organizational performance in achieving public service goals. Overall, the mobilization function in Jubung Village runs through a direct coordination approach, motivational support, and flexibility in completing work. However, Its effectiveness is still affected by the limited technical facilities, and the need for more systematic human resource capacity building.

#### d) Controlling

According to George R. Terry 1958, in (Syahputra & Aslami, 2023) Supervision is the



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process of setting standards or targets that must be achieved, monitoring their implementation, comparing the results that are running with those standards, and taking corrective action if discrepancies are found. Thus, supervision ensures that activities remain on the planned path. Based on the findings of the researchers' observations, the implementation of monitoring in Jubung Village shows a combination of formal mechanisms and adaptive field practices. Weekly coordination meetings are the main means to monitor the progress of the program in each area of the village apparatus, as well as identify obstacles that require follow-up. In addition, supervision is also carried out directly through surprise inspections and informal communication, including handling complaints or input from the public. This approach allows the Village Head and his or her team to quickly adjust the repair steps without waiting for lengthy formal procedures. Human resource evaluations are carried out periodically every six to twelve months through psychological tests and competency assessments. The results of this evaluation are the basis for determining steps for capacity development, coaching, or position mutation so that each apparatus can carry out their duties according to the organization's abilities and needs. This control practice not only emphasizes compliance with the rules, but also strengthens the effectiveness of public services by combining formal supervision, field monitoring, and community participation as social control. Thus, the *Controlling* within the framework of POAC runs continuously and supports the achievement of effective village government performance.

#### 4. Conclusion

The results of this study show that the implementation of the POAC management function by George R. Terry 1958 in the management of Human Resources in Jubung Village is adaptive and collaborative, although it still faces several obstacles. *Planning* is carried out systematically through multi-level deliberations and transparent recruitment of village apparatus. This planning involves various parties, including BPD, PKK, village apparatus, and community leaders, so that the aspirations of residents are reflected in the village program. *Organizing* is carried out with a formal division of tasks, but remains flexible to overcome the limitations of the technical competence of village apparatus. A clear organizational structure supports the execution of tasks, although some of the work must be tailored to individual abilities. The existing obstacles are related to the limited competence of devices in using computers and village digital media. Actuating is carried out through briefing and motivation of village apparatus. The Village Head gives work directions through direct communication and telephone. There are rewards and *punishments* according to the performance of the device, this approach encourages an accountable work culture, although its effectiveness is still influenced by overlapping work, limited technical facilities and minimal capacity building of village apparatus. *Controlling* runs continuously through coordination meetings, surprise inspections, document checks, monitoring community reports, and periodic evaluation of the competence of village apparatus. This mechanism ensures that tasks run to standards and supports continuous improvement. Overall, the implementation of POAC in Jubung Village is able to maintain the continuity of public services and the effectiveness of human resource management, although it is still necessary to strengthen the competence of devices, work facilities, and tupoksi arrangements so that the performance of village government is more



optimal, and the capacity of devices is increased.

Theoretically, this study enriches the study of the application of George R. Terry's 1958 POAC theory in the village government environment by showing that the effectiveness of managerial functions is greatly influenced by the suitability of device competencies, division. The findings of this study also broaden the understanding that administrative obstacles and limited information technology capabilities are determinants in the successful implementation of POAC at the village level. This research is also expected to contribute to increasing the capacity of village apparatus or human resources in Jubung Village. of tasks, and the quality of coordination between devices. The Jubung Village Government needs to hold continuous training or coaching in the field of administration and digital technology, rearrange the task force so that the workload is more evenly distributed, improve work facilities, and strengthen the performance evaluation mechanism of the village apparatus.

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