

# The Influence of Competence and Work Environment on the Performance of Family Planning Counselors (PKB) In Surabaya City with Work Motivation as An Intervening Variable

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## ABSTRACT

**Purpose:** This study investigates the influence of competence and the work environment on the performance of Family Planning Counselors (PKB) in Surabaya, with motivation as a mediating variable. It aims to identify critical factors impacting PKB performance and provide recommendations for improvement.

**Design/methodology/approach:** The study employed Structural Equation Modeling-Partial Least Squares (SEM-PLS) to analyze data collected from 38 PKBs in Surabaya. Data were processed using SmartPLS 4, focusing on the relationships between competence, the work environment, motivation, and performance.

**Findings:** Competence and the work environment do not significantly influence performance directly. However, both variables significantly impact performance indirectly through motivation, with mediating effects of 64.6% and 16.8%, respectively. Motivation emerged as a critical factor in enhancing performance, emphasizing the need for holistic development strategies.

**Research limitations/implications:** The study is limited to PKBs in Surabaya, and the findings may not be generalizable to other regions or sectors. Future research should explore additional variables and broader samples.

**Practical implications:** Organizations should prioritize motivational strategies, competency development, and supportive work environments to enhance employee performance effectively.

**Originality/value:** This study highlights the mediating role of motivation in linking competence and the work environment to performance, providing insights into optimizing human resource strategies for public service organizations.

**Paper type:** Research Paper

**Keyword:** *Competence, Motivation, Performance, Structural Equation Modeling, Work Environment.*

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## I. INTRODUCTION

The Family Planning (FP) program in Surabaya, Indonesia, represents one of the government's most strategic efforts to promote reproductive health and control population growth. Despite its importance, the program faces numerous challenges, particularly concerning the performance of Family Planning Counselors (PKB). Issues such as inadequate motivation, insufficient competence, and an unsupportive work environment significantly hinder the effectiveness of PKBs in executing their roles (Dira et al., 2024). These challenges make it critical to understand the interplay of these factors in shaping the performance of PKBs and, ultimately, the success of the FP program.

Surabaya, as Indonesia's second-largest city after Jakarta, has a vital role in supporting national population control initiatives. Geographically, the city spans 7°9' to 7°21' South Latitude and 112°36' to 112°54' East Longitude, bordered by the Madura Strait to the north and east, Sidoarjo Regency to the south, and Gresik Regency to the west. Surabaya's diverse topography, including coastal plains and hilly areas, and its administrative division

into 31 districts and 154 sub-districts, present unique challenges and opportunities for implementing family planning programs effectively.

According to the 2020 Population Census, Surabaya had a population of 2.87 million, with a nearly equal gender distribution. By 2022, this figure increased to approximately 2.99 million, with a crude birth rate (CBR) of 13.46 births per 1,000 residents and a projected Total Fertility Rate (TFR) of 1.79 for 2023. These demographic trends underscore the urgency of effective population control mechanisms to mitigate the adverse effects of rapid growth on development sectors (BKKBN, 2016). As part of the national strategy to balance population growth, the FP program has evolved from focusing solely on birth control to promoting the "Norma Keluarga Kecil Bahagia dan Sejahtera" (NKKBS), or the norm of a small, happy, and prosperous family.

Family Planning Counselors are civil servants at the forefront of the FP program. Their responsibilities include providing education, mobilizing community participation, delivering services, and evaluating program outcomes. As facilitators, motivators, and catalysts, PKBs play a strategic role in encouraging families to adopt FP practices, especially at the grassroots level. However, the scope of their responsibilities often exceeds their capacity. Currently, only 38 PKBs serve the city's 153 sub-districts, translating to a ratio of 0.2 counselors per sub-district. Ideally, each counselor should manage no more than two sub-districts, as stipulated by BKKBN standards (Kusumaningtyas et al., 2023). To meet these standards, Surabaya requires at least 77 PKBs, leaving a significant gap in human resources.

Despite these limitations, Surabaya's FP program has shown notable results. One of the factors contributing to this success is the competence of PKBs. Competence, defined as the knowledge, skills, and attitudes necessary to perform tasks effectively, is crucial for ensuring that counselors can deliver accurate and persuasive messages to the community. However, competence alone is insufficient. Motivation and work environment also play vital roles in determining the effectiveness of PKBs. Motivation, both intrinsic and extrinsic, drives individuals to exert effort and achieve organizational goals, while a supportive work environment provides the necessary tools, relationships, and conditions for optimal performance.

Previous studies highlight the significance of competence in improving employee performance but often overlook the role of motivation and work environment as influencing factors. For example, research by Sudarmanto, Asnawi and Adji (2023), found a positive and significant relationship between competence and the performance of PKBs in Karawang Regency, while other studies Sjarifudin et al. (2023), suggest that competence alone may not significantly impact performance without additional supporting factors. Similarly, while motivation has been widely recognized as a critical driver of employee performance, its role as an intervening variable between competence and work environment remains underexplored, particularly in the context of city-level family planning programs.

This research seeks to address these gaps by investigating the relationships between competence, work environment, and performance, with motivation serving as an intervening variable. By focusing on PKBs in Surabaya, this study aims to provide a comprehensive understanding of the factors that influence their performance and identify strategies to enhance the effectiveness of the FP program. The study draws on established theories of performance. Kohr and Schroeder (2024), categorized performance determinants into individual factors (e.g., ability, skills, experience), psychological factors (e.g., motivation, perception), and organizational factors (e.g., structure, leadership). Meanwhile, Pinata and Sumartik (2023), introduced a performance model incorporating role clarity, competence, environment, values, preferences, and rewards. These frameworks underscore the multifaceted nature of performance and the need to consider a holistic approach when evaluating factors affecting PKBs. Based on the background of the study, the research questions are formulated as follows:

1. Does competence influence the performance of Family Planning Counselors (PKB) in Surabaya?  
Competence, which encompasses the knowledge, skills, and attitudes necessary for effective task execution, plays a crucial role in determining employee performance. This research seeks to evaluate the direct relationship between competence and the performance of PKBs in Surabaya.
2. Does competence affect the performance of Family Planning Counselors (PKB) in Surabaya with work motivation as an intervening variable?  
Motivation often serves as a bridge that strengthens the link between competence and performance. This study aims to explore whether work motivation mediates the impact of competence on PKB performance, providing a deeper understanding of how intrinsic and extrinsic motivation influences task effectiveness.
3. Does the work environment influence the performance of Family Planning Counselors (PKB) in Surabaya?  
The work environment, including facilities, relationships, and management support, significantly impacts employee performance. This question investigates whether a conducive work environment directly contributes to improved performance among PKBs.
4. Does the work environment affect the performance of Family Planning Counselors (PKB) in Surabaya with work motivation as an intervening variable?

The study also examines whether motivation serves as an intermediary factor, enhancing the influence of a supportive work environment on the performance of PKBs. By understanding this dynamic, the research seeks to identify strategies to optimize the work environment to foster higher motivation and better outcomes.

Given the strategic importance of the FP program in controlling population growth and improving quality of life, understanding the factors that influence PKB performance is essential. This study not only fills critical gaps in the literature but also offers practical insights for improving human resource management in public health programs. By enhancing the competence, motivation, and work environment of PKBs, the findings are expected to contribute to more effective program implementation, ultimately benefiting the broader community. In this research, the FP program in Surabaya serves as a vital instrument for addressing population-related challenges and promoting societal well-being. However, the program's success depends heavily on the performance of PKBs. This research aims to provide a nuanced understanding of the factors that drive PKB performance and to propose evidence-based strategies for enhancing their effectiveness.

## II. METHODS

This study employs a quantitative descriptive research method with a Structural Equation Modeling (SEM) approach. Descriptive research is designed to describe phenomena, events, and occurrences systematically. Quantitative methods involve recording and analyzing data through statistical calculations. Gress, Hernández-Gress and Contla (2021), emphasizes that quantitative research is rooted in positivist philosophy, targeting specific populations or samples and using statistical analysis to test predetermined hypotheses.

The SEM method was chosen for its capacity to analyze complex relationships between observed and latent variables (McFadden, 2021). This method is suitable for exploring and estimating direct and indirect pathways among variables, enabling the investigation of competence, motivation, work environment, and performance among Family Planning Counselors (PKBs) in Surabaya. SEM offers flexibility in examining relationships and ensures validity and reliability within the model.

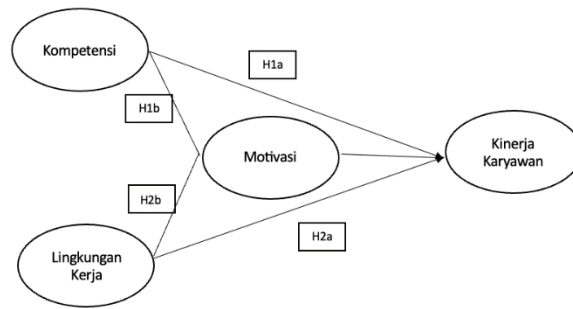
The model incorporates the independent variables of competence (X1) and work environment (X2), the intervening variable of motivation (Z), and the dependent variable of PKB performance (Y). SEM helps identify critical factors influencing performance, providing comprehensive insights for developing strategies to improve future outcomes. The research is scheduled to take place from July to August 2024, ensuring that all stages from preparation and data collection to analysis and report writing—are executed thoroughly. The study will be conducted at the Surabaya City Office for Women Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB). This location is relevant and accessible for collecting accurate, representative data on PKB performance. DP3APPKB plays a crucial role in managing family planning, population control, and family welfare programs, making it an ideal site for this study.

The population includes all 38 Family Planning Counselors (PKBs) serving in various districts across Surabaya. As described by Sugiyono (2013) and Sekaran & Bougie (2010), the population refers to the entire group or entity of interest to the researcher. A total sampling technique is applied, where the sample size equals the total population. This method is chosen because the population size is under 100, making it feasible and statistically valid to include all members. The sample consists of 38 PKBs from across Surabaya, ensuring a representative dataset for analysis. Collected through structured questionnaires distributed to the sample of PKBs. Questions address competencies, motivation, work environment, and performance using a 5-point Likert scale (1 = Strongly Disagree, 5 = Strongly Agree). Obtained from reports, documents, and data provided by DP3APPKB Surabaya.

The data is analyzed using Partial Least Squares Structural Equation Modeling (PLS-SEM) via SmartPLS software. This method emphasizes maximizing the variance explained in dependent variables by independent variables. Unlike covariance-based SEM, PLS-SEM focuses on prediction and variability explanation rather than reproducing covariance matrices. The analysis involves the following steps:

1. **Outer Model Testing:** Ensures validity and reliability of research instruments by evaluating convergent and discriminant validity as well as composite reliability.
2. **Inner Model Testing:** Evaluates structural relationships between latent variables using bootstrapping and R-squared values to measure the variance explained by the model.
3. **Hypothesis Testing:** Assesses path coefficients and significance levels ( $p < 0.05$ ) to determine the validity of the proposed hypotheses.

This study is designed to examine the interplay between competence, work environment, motivation, and the performance of Family Planning Counselors (PKB) in Surabaya. Based on theoretical and empirical foundations, four hypotheses have been formulated to explore both direct and mediated relationships between these variables.



*Figure 1. Hypotheses Framework*

*Source: (Self-Processed, 2024)*

The first hypothesis (H1a) suggests that competence has a significant influence on PKB performance. Competence, which includes knowledge, skills, and attitudes, is critical for ensuring effective execution of tasks and responsibilities. As PKBs play a vital role in implementing family planning programs, it is expected that their competence directly impacts their ability to deliver quality counseling and services.

The second hypothesis (H1b) builds upon the first by introducing motivation as an intervening variable. It posits that competence indirectly influences PKB performance through motivation. Motivation is considered a driving force that translates competence into actionable behaviors. Highly motivated individuals are likely to apply their knowledge and skills more effectively, leading to better performance outcomes. This hypothesis explores the dynamic interplay between individual capabilities and the internal drive to achieve organizational goals.

The third hypothesis (H2a) examines the direct relationship between the work environment and PKB performance. A conducive work environment—characterized by adequate facilities, supportive relationships, and effective management practices—is essential for fostering productivity and job satisfaction. This hypothesis seeks to understand whether external factors, such as the physical and social conditions of the workplace, directly contribute to improved performance among PKBs.

Finally, the fourth hypothesis (H2b) explores whether motivation mediates the relationship between the work environment and PKB performance. While a supportive work environment may create favorable conditions for performance, its full impact may be realized through enhanced motivation. When employees feel valued, supported, and equipped with the necessary resources, their intrinsic and extrinsic motivation increases, which in turn drives higher performance levels.

In summary, the hypotheses aim to elucidate both the direct and mediated effects of competence and work environment on PKB performance. By investigating the role of motivation as an intervening variable, this study provides a comprehensive understanding of the factors influencing PKB performance and offers actionable insights for improving the effectiveness of family planning programs in Surabaya.

### III. RESULTS AND DISCUSSION

#### A. Results

The study's respondents comprised 38 Family Planning Counselors (PKB) in Surabaya. Out of these, 33 were female (86.84%), and only 5 were male (13.16%), as detailed in Table 4.4. This highlights the predominance of female counselors in the PKB workforce, consistent with the demographic composition typically seen in roles related to family planning and community outreach. Despite the small workforce, the counselor-to-sub-district ratio in Surabaya remains significantly below the standard, with only 0.2 counselors per sub-district. This falls short of the ideal ratio stipulated by BKKBN regulations, which recommend one counselor for every two sub-districts. The ideal number of PKBs for Surabaya should be 77 counselors, but only 38 PKBs are active, representing 49.35% of the required workforce. Despite this shortage, the PKB program has managed to achieve notable outcomes, demonstrating the effectiveness of existing personnel under challenging conditions. Age Distribution reveals that the majority of respondents are aged 50-59 years (89.47%), with only a small percentage in the 29-39 age range (7.89%) and 40-49 age range (2.63%).

*Table 1. Age Characteristics Respondent*

<i>Ages</i>	<i>Frequency</i>	<i>Percentage</i>
<i>29-39 years old</i>	<i>3</i>	<i>7.89%</i>
<i>40 - 49 years old</i>	<i>1</i>	<i>2.63%</i>
<i>50 - 59 years old</i>	<i>34</i>	<i>89.47%</i>
<i>Results</i>	<i>38</i>	<i>100,00%</i>

Source: (Self-Processed, 2024)

This indicates that the PKB workforce is aging, with a substantial portion approaching retirement. By 2025, it is projected that 25 PKBs will retire, further exacerbating the workforce shortage. Currently, 16 PKBs fall under the Intermediate Functional category, meaning a significant portion will retire in the near term, highlighting the need for succession planning and recruitment strategies. The educational qualifications of PKBs are presented in Table above. The majority of respondents hold a Bachelor's degree (63.16%), followed by Senior High School/SMK graduates (23.68%), Master's degree holders (10.53%), and a single respondent with a Diploma (2.63%). The dominance of bachelor-level qualifications reflects a reasonably strong educational foundation among PKBs, although ongoing training and professional development remain crucial for maintaining competence and performance.

The analysis of descriptive statistics for the key variables in the study provided valuable insights into the factors influencing the performance of Family Planning Counselors (PKBs) in Surabaya. These variables—competence, work environment, motivation, and performance—were assessed through their respective dimensions and indicators, revealing a comprehensive picture of the current state of PKBs' work and environment. Competence emerged as a critical determinant of PKB performance, evaluated through four dimensions: knowledge, skills, attitude, and experience. The data highlighted strong technical proficiency among the respondents, as both knowledge and skills scored high, reflecting the counselors' ability to perform job-related tasks effectively. While attitude was rated between moderate and high, suggesting a generally positive disposition among PKBs, there remains room for improvement in fostering consistent enthusiasm and commitment. The experience dimension showed that most respondents possessed significant professional exposure, though certain areas, such as adaptability and problem-solving skills, scored moderately, indicating potential gaps in practical expertise. Overall, the competence variable was categorized as "High," signifying that the majority of PKBs have the attributes necessary to effectively execute their roles.

The work environment, another crucial variable, was analyzed through its physical and non-physical aspects. The results demonstrated mixed findings. The physical environment, which included elements like temperature, lighting, and cleanliness, was rated mostly moderate to low. These results reflect dissatisfaction among respondents with the adequacy of the physical workspace, emphasizing the need for improvements to create a more conducive environment for productivity. In contrast, the non-physical environment received ratings from moderate to high, indicating relatively positive interpersonal relationships and management support within the workplace. Although the non-physical environment appears supportive, efforts to enhance both dimensions are essential to ensure a more holistic improvement in workplace satisfaction and employee well-being.

Respondents demonstrated a strong intrinsic and extrinsic drive to achieve professional success, meet performance targets, and actively collaborate with others. High ratings in achievement needs indicated that PKBs are goal-oriented and committed to excelling in their roles, while the high scores for affiliation needs underscored the importance of positive relationships and teamwork. These findings highlight the critical role motivation plays in maintaining high levels of engagement and performance, even in the face of workplace challenges.

## **1. Outer Model Testing**

The outer model testing aims to evaluate the validity and reliability of the measurement model used in the study. Three key criteria were assessed: convergent validity, discriminant validity, and reliability.

### **a. Convergent Validity**

Convergent validity was assessed by examining the loading factors of each indicator relative to its respective variable, as well as the Average Variance Extracted (AVE) values. As per the criteria set by Chin in

(Trenggonowati & Kulsum, 2018), indicators are considered valid if their loading factors exceed 0.5 and their AVE values are above 0.5.

The results, presented in Table below, indicate that all variables and indicators meet these criteria. For instance:

*Table 2. Outer Loading and AVE*

<i>Variables</i>	<i>Indicator</i>	<i>Outer Loading</i>	<i>AVE</i>
<i>Work Performance (Y)</i>	<i>KI1</i>	<i>0.886</i>	<i>0,802</i>
	<i>KI2</i>	<i>0.901</i>	
	<i>KI3</i>	<i>0.651</i>	
	<i>KI4</i>	<i>0.862</i>	
	<i>KI5</i>	<i>0,911</i>	
<i>Competence (X1)</i>	<i>K1</i>	<i>0.754</i>	<i>0.632</i>
	<i>K2</i>	<i>0,877</i>	
	<i>K3</i>	<i>0,651</i>	
	<i>K4</i>	<i>0,876</i>	
<i>Work Environment (X2)</i>	<i>LK1</i>	<i>0.910</i>	<i>0.857</i>
	<i>LK2</i>	<i>0.941</i>	
<i>Motivation (Z)</i>	<i>M1</i>	<i>0.926</i>	<i>0.855</i>
	<i>M2</i>	<i>0.923</i>	

Source: (Self-Processed, 2024)

1. Performance (Y): The loading factors for its indicators (KI1 to KI5) ranged between 0.651 and 0.911, with an AVE of 0.802.
2. Competence (X1): The indicators (K1 to K4) had loading factors between 0.651 and 0.877, with an AVE of 0.632.
3. Work Environment (X2): Indicators (LK1 and LK2) achieved loading factors of 0.910 and 0.941, respectively, with an AVE of 0.857.
4. Motivation (Z): The indicators (M1 and M2) had high loading factors of 0.926 and 0.923, with an AVE of 0.855.
5. These results confirm that the measurement model has adequate convergent validity, ensuring that the indicators reliably measure their respective latent constructs.

### **b. Discriminant Validity**

Discriminant validity was evaluated by examining the cross-loading values of each indicator. An indicator is considered discriminantly valid if its loading value for its respective variable is higher than its cross-loading values for other variables. The results in table below demonstrate that all indicators meet this criterion, confirming that the variables are distinct and measured accurately.

**c. Reliability**

Reliability was assessed using Cronbach’s Alpha and Composite Reliability (CR) values. As per Abdillah (2015), variables are considered reliable if Cronbach’s Alpha is greater than 0.6 and CR exceeds 0.7. Table below shows the results:

Table 3. Reliability Testing

Variables	Cronbach's Alpha	Composite Reliability
X1 Competency	0.812	0.871
X2 Work Environment	0.834	0.923
Y Performance	0.938	0.953
Z Motivation	0.830	0.922

Source: (Self-Processed, 2024)

**2. Inner Model Test**

The inner model or structural model testing focuses on evaluating the relationships between latent variables. The key metrics assessed were the R-squared (R<sup>2</sup>) values, Q-square, and path coefficients for hypothesis testing.

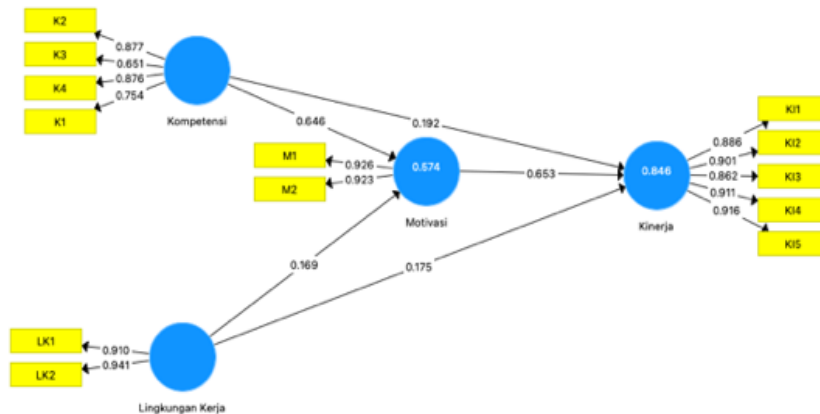


Figure 2. SEM Analysis  
 Source: (Self-Processed, 2024)

**a. R-Squared (R<sup>2</sup>) Values**

The R<sup>2</sup> values indicate the proportion of variance in the dependent variable explained by the independent variables. Chin (Oktavia et al., 2024) categorizes R<sup>2</sup> values as follows:

Table 4. R<sup>2</sup> Values

Variabel	R-Squarae	R-Squarae adjusted
Y Performance	0,846	0,832
Z Motivation	0,574	0,550

Source: (Self-Processed, 2024)

The R<sup>2</sup> values measure the proportion of variance in dependent variables explained by the independent variables in the model. Based on Chin's classification (Oktavia et al., 2024), R<sup>2</sup> values are categorized as substantial ( $\geq 0.67$ ), moderate ( $0.33 < 0.67$ ), and weak ( $< 0.33$ ). The R<sup>2</sup> value for performance is 0.846, indicating that 84.6% of the variance in performance is explained by competence, work environment, and motivation. This is a substantial level of explanatory power, signifying that the independent variables are highly effective in predicting the performance of Family Planning Counselors (PKBs) in Surabaya. The R<sup>2</sup> value for motivation is 0.574, meaning that 57.4% of the variance in motivation is explained by competence and work environment. This is categorized as moderate, showing that the independent variables moderately influence motivation.

**b. Hypothesis Testing (Path Coefficient)**

The hypotheses were tested using path coefficients and p-values, with a significance level set at 5% ( $p < 0.05$ ). The results, as shown in table below, are as follows:

*Table 5. Path Coefficient Results*

<i>Variables</i>	<i>Real Sample (O)</i>	<i>Average Sample (M)</i>	<i>Standard Deviation (STDEV)</i>	<i>T Statistic (O/STD EV)</i>	<i>P Value</i>	<i>Desc.</i>
<i>X1 &gt; Y</i>	<i>0.192</i>	<i>0.206</i>	<i>0.104</i>	<i>1.842</i>	<i>0.066</i>	<i>Not significant</i>
<i>X1 &gt; Z &gt; Y</i>	<i>0.646</i>	<i>0.658</i>	<i>0.107</i>	<i>6.049</i>	<i>0.000</i>	<i>Significant</i>
<i>X2 &gt; Y</i>	<i>0.175</i>	<i>0.164</i>	<i>0.121</i>	<i>1.443</i>	<i>0.150</i>	<i>Not significant</i>
<i>X2 &gt; Z &gt; Y</i>	<i>0.169</i>	<i>0.163</i>	<i>0.159</i>	<i>1.061</i>	<i>0.000</i>	<i>Significant</i>

Source: (Self-Processed, 2024)

The results of the hypothesis testing emphasize the importance of motivation as a key mediating variable in the model. While competence and the work environment are essential contributors to performance, their impact is significantly amplified through motivation. This indicates that motivation serves as the driving force that translates individual capabilities and workplace conditions into tangible performance outcomes. The high R<sup>2</sup> value for performance (0.846) confirms that the model provides a robust explanation for the factors influencing the performance of PKBs in Surabaya. However, the moderate R<sup>2</sup> value for motivation (0.574) suggests that additional variables, such as organizational culture or leadership style, may also play a role in shaping motivation.

The analysis of hypotheses in this study revealed valuable insights into the relationships between competence, work environment, motivation, and performance. For the first hypothesis (H1a), the results showed that competence does not have a significant direct effect on performance. With a path coefficient of 0.192 and a p-value of 0.066 (above the 0.05 threshold), the data indicates that while competence contributes to performance, its direct influence is not statistically significant. This suggests that other factors, such as motivation, may play a crucial role in bridging the gap between competence and performance outcomes.

In contrast, the second hypothesis (H1b) demonstrated that competence significantly influences performance when mediated by motivation. The path coefficient for this relationship was 0.646, with a highly significant p-value of 0.000. This finding confirms that motivation acts as a strong mediating variable, amplifying the effect of competence on performance. It highlights the importance of fostering motivation to unlock the full potential of employees' competence, ensuring that their skills and knowledge translate into improved performance.

For the third hypothesis (H2a), the work environment was found to have no significant direct effect on performance. The path coefficient of 0.175 and a p-value of 0.150 indicate that simply improving the work environment is insufficient to directly enhance performance. While a supportive work environment is essential, its effects on performance are not automatic and require the involvement of other mediating factors.

The fourth hypothesis (H2b) revealed that the work environment significantly influences performance through motivation. With a path coefficient of 0.169 and a p-value of 0.000, the results underscore the pivotal role of motivation as a mediator. A positive and supportive work environment enhances motivation, which in turn drives better performance. This finding highlights that efforts to improve the work environment should be accompanied by strategies to strengthen employees' motivation, ensuring that workplace enhancements translate into tangible performance gains.



These findings collectively emphasize the importance of motivation in connecting both competence and the work environment to performance. Motivation serves as a critical enabler, ensuring that individual skills and organizational support are effectively channeled into productive outcomes. This underscores the need for organizations to invest in motivational initiatives alongside efforts to improve employee competence and workplace conditions, ultimately leading to sustained performance improvements.

These findings highlight the need for targeted interventions to enhance motivation among PKBs. Strategies could include professional development programs, recognition systems, and creating a more engaging and supportive work environment. By prioritizing motivation, organizations can unlock the full potential of their employees, leading to sustained improvements in performance and program outcomes.

## **B. Discussion**

### **1. Competence and its Influence on PKB Performance**

Competence plays a critical role in determining the performance of Penyuluh Keluarga Berencana (PKB) in Surabaya. The national standard for PKB competence, as outlined in the 2017 BKKBN regulation, includes technical, managerial, and socio-cultural skills. These competencies encompass various responsibilities, from family data collection to program counseling, group facilitation, and collaboration with local stakeholders. Despite these detailed requirements and the significant training efforts reported—ranging from technical skill enhancements to functional workshops—this study found no significant direct influence of competence on PKB performance. Specifically, the p-value of 0.066 ( $>0.05$ ) suggests that while competence has a slight impact (19.2%), it is insufficient to directly elevate performance levels.

The findings point to possible limitations in resource allocation, excessive administrative burdens, and uneven workload distribution. With only 38 PKBs serving 31 districts and 153 subdistricts, the current staffing levels fall significantly below the optimal ratio stipulated by BKKBN (1 PKB per 2 subdistricts). This discrepancy not only increases workload pressures but also limits the effective application of their competencies. Challenges such as handling extensive administrative work on the SIGA platform and managing diverse community needs further dilute their capacity to translate training into tangible performance improvements. These challenges suggest that competence, while essential, is not the sole determinant of performance.

Interestingly, this study's results align partially with prior research by Kusumaningtyas et al. (2023), in East Java, which highlighted that structural and community-related barriers often constrain PKB performance. Similarly, the research findings emphasized that while competence positively influences performance, its effectiveness is often contingent upon supportive management systems and operational efficiency. Therefore, to maximize the utility of their competencies, Surabaya's PKBs require enhanced managerial support, streamlined administrative processes, and equitable resource distribution.

These findings suggest that competence, though essential, is not a standalone determinant of performance. Several contextual challenges likely constrain its effectiveness. For instance, the ratio of PKBs to operational areas in Surabaya falls short of the ideal standard set by BKKBN (1 PKB per 2 subdistricts). With only 38 PKBs responsible for 153 subdistricts, each counselor must manage an overwhelming workload. This high workload is further exacerbated by administrative duties, such as the extensive use of the SIGA platform for reporting, which often faces technical disruptions (Nguyen, Nguyen and Phan, 2023). These operational inefficiencies hinder the optimal application of competencies, leaving PKBs unable to focus on their core responsibilities (Clauss, 2024).

Previous studies provide further context to these findings. Research by Kusumaningtyas et al. (2023) in East Java highlighted that structural constraints, such as limited resources and poor operational planning, significantly diminish the impact of PKB competencies on their performance. Similarly, a study by Jumawan (2023), found that the decentralization era in East Java introduced additional complexities in the implementation of family planning programs, including uneven resource distribution and inadequate managerial support. These issues resonate with the challenges faced by PKBs in Surabaya, where competence alone cannot overcome systemic barriers.

Furthermore, Mas et al. (2023), emphasized that competence has a more pronounced effect on performance when complemented by robust managerial systems and supportive work environments. Their study in Pematang Liris demonstrated that the integration of training programs with effective management practices significantly enhanced employee performance. In Surabaya, however, the lack of such integration may explain why competence does not exert a significant direct influence.

In light of these findings, it becomes clear that enhancing PKB performance requires a multi-faceted approach. While improving competencies through training remains crucial, it must be accompanied by strategic interventions such as workload redistribution, better resource allocation, and streamlined administrative processes. These measures would enable PKBs to apply their competencies more effectively, translating them into improved performance outcomes.

## **2. Competence and its Influence on PKB Performance through Motivation**

While competence alone does not directly influence performance, this study reveals its significant mediating effect through motivation. The p-value of 0.000 ( $<0.05$ ) and a mediating influence of 64.6% underscore the pivotal role of motivation in bridging the gap between competence and performance. This finding emphasizes that when PKBs feel empowered and capable, their motivation levels rise, directly impacting their work outcomes.

Training programs such as KIP/Counseling and Advocacy sessions have been instrumental in enhancing the PKBs' interpersonal and managerial skills, enabling them to connect with the community more effectively. PKBs equipped with both technical knowledge and strong interpersonal skills are more likely to feel motivated to tackle the challenges of their roles. For instance, monthly meetings held by DP3APPKB provide opportunities for motivation reinforcement through activity evaluations, goal-setting, and peer interactions. These sessions not only boost morale but also reinforce a sense of purpose, contributing to enhanced performance.

This aligns with studies which suggest that competence fosters intrinsic motivation by instilling confidence and a sense of accomplishment. Moreover, research by highlights that competence, when coupled with motivation, serves as a robust driver for performance in public service roles. Thus, it is imperative to design training initiatives that not only build technical expertise but also cultivate motivation through recognition, support, and opportunities for personal growth.

Although competence does not directly influence PKB performance, this study reveals its significant mediating effect through motivation. The analysis shows a p-value of 0.000 ( $<0.05$ ) and a mediating influence of 64.6%, highlighting the critical role of motivation in translating competence into actionable performance. This finding aligns with the self-determination theory, which posits that individuals are more motivated when they feel competent and capable in their roles.

In practice, PKBs in Surabaya benefit from training programs that enhance both technical expertise and interpersonal skills. For example, the KIP/Counseling and Advocacy training programs, attended by 36 and 25 PKBs respectively, focus on building communication skills and fostering community engagement. These competencies not only boost confidence but also instill a sense of accomplishment, which directly impacts motivation levels. Monthly evaluation meetings organized by DP3APPKB further reinforce this motivation by providing opportunities for goal-setting, peer interaction, and recognition of achievements.

Research supports the idea that motivation acts as a bridge between competence and performance. Wirawan (2020) found that competence significantly enhances intrinsic motivation, which in turn drives performance improvements. Similarly, Pujiyanto (2017) demonstrated that the combined effect of competence and motivation was a strong predictor of performance in public service roles. These studies suggest that the psychological impact of competence—manifested through increased self-efficacy and job satisfaction—is a critical factor in achieving high performance.

The implications of these findings are significant for human resource management. Training programs should not only focus on technical skills but also incorporate elements that foster motivation, such as leadership development, career progression opportunities, and performance-based rewards. By addressing both competence and motivation, organizations can create a synergistic effect that maximizes employee performance.

## **3. Work Environment and its Influence on PKB Performance**

The study's findings indicate that the work environment does not directly influence PKB performance, with a p-value of 0.150 ( $>0.05$ ) and a modest impact of 17.5%. Despite the availability of essential resources such as motorbikes and office spaces, critical gaps remain, including insufficient technology tools and inadequate private spaces for counseling services. Furthermore, many PKBs lack a dedicated operational base, such as a Balai Penyuluhan KB, which hinders their ability to conduct private and impactful interactions with the community.

These findings suggest that while physical infrastructure is important, it is insufficient to drive performance without addressing psychological and social elements. The lack of advanced technological support, such as updated Android devices for data management and reporting, compounds these challenges. The study highlights that performance is more significantly influenced by intrinsic factors such as competence and motivation than by environmental factors alone. Research by Mangkunegara (2016) similarly posits that the work environment's impact on performance is often mediated by internal variables like motivation and job satisfaction.

To address these gaps, there is a need for strategic investments in both physical and social aspects of the work environment. For instance, providing modern technology tools, establishing dedicated counseling spaces, and fostering a collaborative work culture could help PKBs perform their duties more effectively. While these changes may not directly influence performance, they can enhance job satisfaction and engagement, which are critical for long-term success.

## **4. Work Environment and its Influence on PKB Performance through Motivation**

The study further establishes that the work environment significantly impacts performance when mediated by motivation, with a p-value of 0.000 ( $<0.05$ ) and an influence of 16.8%. A supportive environment, both

physical and psychological, can enhance motivation levels, ultimately translating into improved performance. This underscores the role of motivation as a critical intermediary in leveraging the benefits of a conducive work environment.

For PKBs in Surabaya, motivation often stems from organizational support, peer recognition, and clear performance incentives. However, limitations in their work environment—such as outdated technology and high workloads—can dampen their enthusiasm and sense of accomplishment. As highlighted in studies by Rokhilah et al. (2014) and I Gusti Agung Bagus Cakra (2020), motivation serves as a powerful variable that amplifies the impact of external factors like the work environment on performance. By addressing motivational drivers, such as providing regular training updates, recognition programs, and collaborative opportunities, organizations can maximize the potential of their workforce.

The findings also suggest that strategies to improve the work environment should prioritize psychological and social well-being. For instance, monthly review meetings and team-building activities can strengthen social bonds and reinforce a shared sense of purpose. Integrating motivational strategies with work environment improvements can create a synergistic effect, enabling PKBs to excel in their roles despite external challenges.

#### IV. CONCLUSION

Based on the analysis conducted in this study, the following conclusions. The study found that competence does not have a significant direct influence on the performance of Family Planning Counselors (PKB) in Surabaya, with a p-value of 0.066 ( $>0.05$ ) and an impact of only 19.2%. This indicates that while competence contributes to performance, it is not the primary determinant. Other factors such as motivation or the work environment may play a more critical role. The findings also highlight the need for further exploration of other factors influencing performance, alongside improvements in management systems and employee motivation. Competence, although essential, may not be effectively utilized due to on-ground challenges like high workloads, limited resources, and administrative demands, which can hinder optimal performance.

Competence was found to significantly mediate motivation's impact on performance, with a p-value of 0.000 ( $<0.05$ ) and an effect of 64.6%. This demonstrates that competence is vital in enhancing motivation, which subsequently improves PKB performance. Consequently, training programs should focus not only on enhancing technical competence but also on developing interpersonal and managerial skills to boost both motivation and performance. The interplay between competence and motivation underscores the importance of holistic development for PKBs, enabling them to overcome field challenges and deliver effective results.

The work environment was found to have no significant direct impact on PKB performance, with a p-value of 0.150 ( $>0.05$ ) and an effect of 17.5%. Although a conducive work environment supports comfort and productivity, its impact on performance may not be as substantial as expected. Management should instead prioritize factors with greater influence, such as intrinsic motivation or a reward system, while improving elements that foster social interaction and collaboration. Limitations in physical facilities or technological support in the field may restrict the ability of PKBs to perform optimally. Furthermore, the lack of a supportive environment for collaboration and communication could hinder efforts to enhance performance.

The study also found that the work environment mediates motivation's impact on performance, with a p-value of 0.000 ( $<0.05$ ) and an influence of 16.8%. While the work environment does not directly influence performance, it indirectly affects it by enhancing motivation. Improving the work environment should therefore include psychological and social aspects, such as recognition and appreciation, to increase both motivation and performance. A supportive environment creates a comfortable and encouraging workplace, which is critical for maintaining employee motivation. However, if the work environment is suboptimal or employees feel undervalued, its impact on motivation and performance may be limited. Enhancements should address both psychological and social factors, such as rewards and support, to maximize motivation and performance outcomes.

In conclusion, while competence and the work environment are essential, their impacts are significantly mediated by motivation. Therefore, strategic interventions that integrate skill development, motivational programs, and work environment improvements can foster higher performance levels among PKBs.

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