



DETERMINANTS OF COMMUNITY HEALTH CENTER PERFORMANCE: THE MEDIATING ROLE OF EMPLOYEE PERFORMANCE

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ABSTRACT

Community Health Centers are the cornerstone of primary healthcare and play a vital role in meeting regional Minimum Service Standards. A decline in SPM achievement at the Mojokerto District Health Office in 2024—specifically in regional technical implementation unit (RTIU) Community Health Centers Sooko and Jetis—indicates challenges in maintaining service quality, strongly related to employee performance. This study Aim is to analyzes the influence of individual factors (ability and motivation) and organizational factors (workload and compensation) on Puskesmas performance, with employee performance as an intervening variable. A cross-sectional quantitative approach was used, involving 96 civil servants from both Community Health Centers units through total sampling. Data collection in this study is primary data and secondary data, secondary data in this study include: health center performance, employee performance, ability, motivation, workload and compensation by using a Likert scale. Structural Equation Modeling (SEM) with Partial Least Squares (PLS) was applied for analysis. The results of the study show that significant positive effects of: Ability (Sooko: $\beta = 0.218$, $p = 0.020$; Jetis: $\beta = 0.234$, $p = 0.013$), Motivation (Sooko: $\beta = 0.311$, $p = 0.006$; Jetis: $\beta = 0.198$, $p = 0.025$), Workload (Sooko: $\beta = 0.216$, $p = 0.004$; Jetis: $\beta = 0.164$, $p = 0.007$), Compensation (Sooko: $\beta = 0.246$, $p = 0.004$; Jetis: $\beta = 0.249$, $p = 0.007$) on employee performance. Employee performance also significantly affected institutional performance (Sooko: $\beta = 0.312$, $p = 0.000$; Jetis: $\beta = 0.275$, $p = 0.000$). Although indirect effects were not statistically significant, they still contributed positively. The findings underscore the need to strengthen human resource management—through capability development, motivation enhancement, workload balance, and fair compensation—to improve public health service outcomes.

Keywords: ability; employee performance; health care performance; human resource; motivation; workload

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INTRODUCTION

Primary Health Care Centers (Puskesmas) serve as the cornerstone of Indonesia's health system, providing promotive, preventive, curative, and rehabilitative services. Despite the implementation of national Minimum Service Standards (SPM) to ensure equitable and standardized care, service quality remains uneven across regions (Kementerian Kesehatan, 2023). Community Health Centers (Puskesmas) are first-level health facilities (FKTP) that provide health services to the community and serve as a reference in health development (KEMENKES, 2019). According to the 2015-2019 JKN Roadmap Targets and Statistical Indicator References, BPJS Kesehatan targets at least 85% of participants to be satisfied with the services provided by health facilities (Hapsari & Pujilestari, 2024). In Mojokerto District, overall SPM achievement declined from 99.76% in 2023 to 94.34% in 2024, particularly in maternal and neonatal health services (Mojokerto, 2024). At the facility level, contrasting trends were observed: Puskesmas Sooko experienced reduced performance and patient satisfaction, while Puskesmas Jetis showed improvement. These differences underscore the critical role of employee performance, influenced by individual factors (ability, motivation) and organizational factors (workload, compensation) (Lestarina & Safitri, 2024).

Quality plays a crucial role in the delivery of adequate healthcare services in the community. In addition to maintaining existing service standards, quality also determines customers' considerations

and assessments of healthcare providers (Wulansari & Wahyono, 2022). One aspect of service quality is reflected in the performance of human resources implementing those services (Widiarini & Nurannisa, 2022). Employee performance is a strategic factor determining the effectiveness of health services at community health centers. Competent, motivated, and highly committed employees will provide quality services to the community (Prabowo et al., 2023). Researchers (Gibson et al., 2023) also note that a balanced workload tailored to individual abilities will support better performance, while fair compensation, both financial and non-financial, will motivate individuals to work harder and be more productive. These two factors interact to create an optimal work environment where employees can achieve maximum performance.

In the National Health Insurance (JKN) program, one measure of knowledge and understanding of primary health care services at community health centers (Puskesmas) can be seen. Physical facilities partially or simultaneously influence revisit intentions. Community health centers need to gradually improve the cleanliness and comfort of the environment (buildings, structures, rooms, including parking areas), improve sanitation and physical infrastructure, and improve the performance of staff in providing services (Sriatmi & Yoga Pramana, 2022). Medical equipment and supplies are one of the factors that play a crucial role in providing health services to the community (Cahyono et al., 2023). Human Resources (HR) are human resources in the health sector who can be both subjects and objects within an institution. According to world health organization, health workers contribute up to 80% to the success of health development (Widianti et al., 2018). The quality of services at community health centers is still a frequent complaint from the public, and HR issues can impact workloads, including the availability of health workers and competency issues (I Komang Budiassa, 2020). Participant satisfaction is one indicator of the success of providing health services to the community and is achieved if what participants get exceeds their expectations (Utomo et al., 2023). Good service quality at the Community Health Center has a positive impact on participant satisfaction. Several influencing factors are the accessibility of health facilities, communication and interaction between participants and medical staff, the capabilities of medical staff and the availability of medical facilities and equipment (Langi et al., 2023). Based on the above background, the researcher aims to conduct a study entitled “the effects of individual and organizational factors on health care performance, with employee performance as a mediating variable, aiming to inform strategies for optimizing human resources and enhancing decentralized primary health care delivery.

METHOD

The study was conducted at the Sooko and Jetis Community Health Center (Puskesmas) in Mojokerto Regency, by using a quantitative approach. A cross-sectional quantitative approach was used, involving 96 civil servants from both Community Health Centers units through total sampling. Data collection in this study is primary data and secondary data, secondary data in this study include: health center performance, employee performance, ability, motivation, workload and compensation by using a Likert scale. Structural Equation Modeling (SEM) with Partial Least Squares (PLS) was applied for analysis.

The SEM analysis method is a continuation of path analysis and multiple regression. To test the significance of the indirect effect, the t-value of the coefficient is examined. Comparing the calculated t-value with the tabulated t-value, if the calculated t-value is greater than the tabulated value, a mediating effect can be concluded. This is to determine the nature of the relationship between the variables, whether they are perfect mediators, partial mediators, or not. The PLS SEM algorithm calculates the outer loading value greater than 0.7 as acceptable, while those less than 0.4 are eliminated, and those between 0.4 and 0.7 can be considered for elimination. The model validity results using loading factor values greater than 0.7 are considered acceptable, with an R² value of 9.4% being considered weak. Meanwhile, the reliability test is seen from the Composite Reliability (CR) value of 0.946 more than or equal to 0.70 (very good), Cronbach's alpha (CA) 0.939 more

than or equal to 0.90 (very good) and Average variance extracted (AVE) 0.647 more than or equal to 0.50 (Valid).

RESULT

Presents the demographic characteristics of respondents from Health Care Center Sooko and Jetis. Further details of the research results reviewed can be found in Table 1.

Table 1.
The demographic characteristics of respondents

Characteristics	Health Care Center				
	Sooko		Jetis		
	f	%	f	%	
Age (years)	17-25 years old	0	0.0	3	7.3
	26-35 years old	6	10.9	14	34.1
	36-45 years old	24	43.6	11	26.8
	45-59 years old	25	45.5	13	31.7
	> 60 years old	0	0.0	0	0.0
Gender	Male	6	10.9	4	9.8
	Female	49	89.1	37	90.2
Education	Junior High	0	0.0	0	0.0
	Senior High	4	7.3	4	9.8
	Diploma (D3)	18	32.7	14	34.1
	Bachelor (S1)	32	58.2	22	53.7
	Master (S2)	1	1.8	1	2.4
	Doctorate (S3)	0	0.0	0	0.0
Length of services (years)	< 5 th	6	10.9	12	29.3
	≥ 5 th	49	89.1	29	70.7

Table 1 presents the demographic profile of employees at Health Care Center Sooko and Jetis. Most respondents were aged 26–59 years (Sooko: 89.1%; Jetis: 60.9%) and predominantly female (Sooko: 89.1%; Jetis: 90.2%). The majority held a bachelor’s degree (Sooko: 58.2%; Jetis: 53.7%), followed by diploma holders. Regarding work experience, 89.1% of Sooko employees and 70.7% of Jetis employees had served for five years or more, indicating a largely experienced workforce. These demographic patterns highlight a mature, educated, and experienced employee base, which may contribute to differences in individual and organizational performance observed between the two Health Care Centers

Distribution of individual factors (ability and motivation) among respondents at Health Care Center Sooko and Jetis are presented in the table below:

Tabel 2.
Individual factors (ability and motivation) among respondents

Variable		Health Care Center			
		Sooko		Jetis	
		f	%	f	%
X11 Ability	Very low	0	0.0	0	0.0
	Low	0	0.0	0	0.0
	Moderate	17	30.9	17	41.5
	Moderate	38	69.1	24	58.5
	Very High	0	0.0	0	0.0
X12 Motivation	Low	15	27.3	17	41.5
	Moderate	24	43.6	18	43.9
	Moderate	16	29.1	6	14.6

Table 2 presents the distribution of individual factors among employees at Puskesmas Sooko and Jetis. Employee ability was generally high at both Puskesmas Sooko (69.1%) and Jetis (58.5%), with no low ratings. Motivation differed: Sooko showed mostly moderate motivation (43.6%), whereas Jetis had a larger share of moderate to low motivation (85.4%). This indicates that while ability is consistently strong, lower motivation at Jetis may contribute to differences in employee and institutional performance between the two health care centers

The Distribution of organizational factors (Workload and Compensation) at Community Health Center Sooko and Jetis are presented in the table below:

Tabel 3.
Distribution of organizational factors (Workload and Compensation)

Variable Indicator		Health Care Center			
		Sooko		Jetis	
		f	%	f	%
X21_ Workload	Low	17	30.9	4	9.8
	Moderate	30	54.5	27	65.9
	High	8	14.5	10	24.4
	Total	55	100	41	100
X22_ Compensation	Negative	19	34.5	13	31.7
	Positive	36	65.5	28	68.3
	Total	55	100	41	100

Table 3 summarizes organizational factors at Health care center Sooko and Jetis. Most employees reported moderate workload (Sooko: 54.5%; Jetis: 65.9%), with fewer experiencing high workload (Sooko: 14.5%; Jetis: 24.4%). Compensation was largely perceived as positive (Sooko: 65.5%; Jetis: 68.3%), though about one-third reported negative compensation. These results suggest that both Health care centers generally provide a supportive organizational environment, which likely contributes to employee performance and overall institutional outcomes.

The Distribution of Employee Performance at Health care center Sooko and Jetis are presented in the table below:

Tabel 4.
Employee Performance at Health care center Sooko and Jetis

Employee Performance		Health Care Center			
		Sooko		Jetis	
		f	%	f	%
Z11_Peer Assessment	Very Low	25	45.5	4	9.8
	Low	0	0.0	29	70.7
	High	10	18.2	3	7.3
	Very High	20	36.4	5	12.2
Z12_Supervisor Assessment	Very Low	0	0.0	7	17
	Low	0	0.0	0	0.0
	High	50	90.9	6	14.6
	Very High	5	9.1	28	68.3

Table 4 shows employee performance at health care center Sooko and Jetis based on peer and supervisor assessments. Peers rated Sooko employees largely very low (45.5%) and Jetis employees low (70.7%), whereas supervisors rated most employees as high to very high (Sooko: 90.9% high; Jetis: 68.3% very high). This discrepancy indicates that supervisors perceive higher performance levels than peers, highlighting the need to consider multiple evaluation perspectives when assessing employee contributions to institutional outcomes.

Distribution of Health care center Performance at Sooko and Jetis are presented in the table below:

Tabel 5.
Health care center Performance at Sooko and Jetis

Puskesmas Performance	Health care center			
	Sooko		Jetis	
	f	%	f	%
Low	47	85.5	0	0.0
Moderate	0	0.0	4	9.8
High	8	14.5	37	90.2

Table 5 presents overall health care performance at Sooko and Jetis. At Sooko, most respondents rated performance as low (85.5%), with only 14.5% rating it high. In contrast, at Jetis, nearly all respondents rated performance as high (90.2%) or moderate (9.8%), with no low ratings. These findings indicate a stark contrast between the two health centers, suggesting that differences in

organizational management, employee performance, and resource allocation may underlie the observed variation in institutional performance.

DISCUSSION

Influence of Individual Ability (X11) on Employee Performance (Z1)

The study found that individual ability (X11) positively influenced employee performance (Z1) at UPTD health care center Sooko ($\beta = 0.324$) and Jetis ($\beta = 0.234$), with both effects statistically significant ($p < 0.05$). This indicates that higher technical knowledge, work experience, and communication skills are associated with improved employee performance, consistent with prior research (Fini Rahma & Retno Fuji Oktaviani, 2024). This is supported by the results of research conducted by (Dewi et al., 2023), which states that Work Ability, Work Motivation, and Work Discipline have a simultaneous influence on employee performance at the Candimulyo District Health Center. These results suggest that motivation and work discipline are important factors in determining employee performance. Higher work motivation leads to higher employee performance. Conversely, lower work motivation leads to lower employee performance. Although effect sizes were moderate, the results highlight that individual ability is a critical factor in enhancing both administrative and clinical services. In Sooko and Jetis, the proportion of high-ability employees (69.1% and 58.5%, respectively) represents an internal strength, while the presence of employees with moderate abilities underscores the need for targeted training and development. Overall, the findings confirm that investing in employee competencies is essential not only for individual performance but also for strengthening institutional performance in primary healthcare settings. Furthermore, the competency variable, according to findings, has the greatest impact on improving employee performance. Individual behavior has a positive and significant influence in testing the indirect effect of competency on employee performance. Employee competency will improve their abilities and help them perform better. Individual behavior has a positive and significant influence on employee performance. Individual behavior in the workplace is influenced by the work environment, which improves performance (Ratnasari & Tarimin, 2021).

Influence of Individual Motivation (X12) on Employee Performance (Z1)

The results indicate that individual motivation (X12) positively influences employee performance (Z1) at UPTD Puskesmas Sooko ($\beta = 0.311$) and Jetis ($\beta = 0.198$), with both effects statistically significant ($p < 0.05$). This pathway runs from the motivation indicator (X12) through the individual factors construct (X1) to employee performance (Z1), demonstrating a positive relationship. In practical terms, a one-unit increase in employee motivation is associated with a 0.311-unit increase in performance at Sooko and a 0.198-unit increase at Jetis. These findings align with prior studies indicating that work motivation is a critical determinant of employee performance in public service settings (Sagak Rotua Lumban Tobing & Sagala, 2024). In healthcare institutions such as Puskesmas, higher motivation enhances productivity, engagement, and quality of service delivery. The results highlight the importance of prioritizing motivation in human resource management to support employee performance and organizational effectiveness.

Despite the positive effect, the influence of motivation is relatively smaller than that of individual ability. This may reflect that a considerable proportion of employees exhibit moderate motivation levels—43.6% at Sooko, and 43.9% and 41.5% at Jetis for moderate and low motivation, respectively. Such disparities suggest that some employees may perform tasks out of obligation rather than intrinsic drive or professional commitment. From an organizational behavior perspective, this condition could limit service efficiency, reduce job satisfaction, and constrain innovation and interprofessional collaboration, ultimately affecting the quality of primary healthcare services. Overall, the findings emphasize that enhancing employee motivation is essential not only for improving individual performance but also for strengthening institutional performance and service quality in Puskesmas Sooko and Jetis. Besides ability, motivation is another important factor influencing employee performance. Research conducted by (Dewi et al.,

2023) indicates that motivation has a significant positive effect on performance. The higher the motivation, the better the employee's performance.

The Influence of Workload (X21) on Employee Performance (Z1)

The study found that workload (X21) positively influenced employee performance (Z1) at UPTD Puskesmas Sooko ($\beta = 0.216$) and Jetis ($\beta = 0.164$), with both effects statistically significant ($p < 0.05$). This pathway runs from the workload indicator (X21) through the organizational factors construct (X2) to employee performance (Z1), demonstrating a positive relationship. Specifically, an increase of one unit in workload entrusted by the organization is associated with a 0.216-unit increase in performance at Sooko and a 0.164-unit increase at Jetis. These findings align with previous research indicating that workload, when appropriately managed, can enhance employee performance by providing structured challenges and opportunities for engagement (Roberta Veonardo et al., 2023). Excessive workload without adequate support, however, can lead to psychological stress and reduced effectiveness (Aril Ahri et al., 2023). In the context of Sooko and Jetis, the majority of employees experience a moderate workload (54.5% at Sooko and 65.9% at Jetis), suggesting that workload levels are generally within an optimal range. Workload is the physical and mental burden placed on each employee, which constitutes an obligation they must fulfill. Each task has its own weight and is the responsibility of each individual. This means that responsibility can include physical, mental, and social work. There are two factors influencing the workload variable: (1) External factors (2) Internal factors (Haddad et al., 2023). Effectively managed workload contributes to efficiency, responsibility, and quality of healthcare services. These results support by (Souisa et al., 2025) and (I Nyoman Swedana, 2023) that a well-balanced workload can serve as a positive motivator, stimulating performance when aligned with employees' capacity. The workload given by the company to employees must be in accordance with the employee's abilities or capacity because each employee in the company or organization has different skills. If the workload given to employees continues to increase and is not divided appropriately, employee performance will not be optimized or can cause a decline (Jurnal et al., 2024).

The Influence of Organizational Compensation (X22) on Employee Performance (Z1)

Organizational compensation (X22) positively affected employee performance (Z1) at UPTD Puskesmas Sooko ($\beta = 0.246$) and Jetis ($\beta = 0.249$), with both effects significant ($p < 0.05$). This indicates that fair and adequate compensation, including financial incentives, recognition, and career development opportunities, enhances employee motivation, loyalty, and performance, consistent with previous studies (Fitria Sari et al., 2021). Although the effect difference between Sooko and Jetis is minimal, effective and transparent compensation management is crucial to optimize performance, reduce turnover, and improve service quality. Addressing dissatisfaction among a subset of employees with tailored incentives or recognition can further strengthen institutional outcomes.

The Influence of Employee Performance (Z1) on Puskesmas Performance (Y)

Employee performance (Z1) positively influenced Puskesmas performance (Y) at UPTD Puskesmas Sooko ($\beta = 0.312$) and Jetis ($\beta = 0.275$), with both effects significant ($p < 0.05$). This confirms that higher employee competence, professionalism, and engagement directly improve organizational effectiveness and service quality, consistent with prior studies (Chairunnisa et al., 2021). Discrepancies between peer and supervisor evaluations suggest that multi-rater assessments may provide a more accurate reflection of employee contributions. While Jetis demonstrates slightly lower employee coefficients, its overall performance is higher, indicating effective institutional management. In contrast, Sooko's higher individual contributions but lower peer-perceived performance highlight the need to strengthen teamwork, communication, and organizational culture to optimize outcomes.

The Comparative Analysis of UPTD Puskesmas Sooko and Jetis Performance Models

The Multi-Group Comparison (MGC) using SEM-PLS revealed that most structural paths between

individual factors, organizational factors, employee performance, and Puskesmas performance were not significantly different between UPTD Puskesmas Sooko and Jetis, indicating general model invariance across the two units. This suggests that overall managerial approaches and policies can be applied consistently, except for three significant paths: (1) Organizational Factors → Employee Performance → Puskesmas Performance, (2) Employee Performance → Puskesmas Performance, and (3) Individual Factors → Employee Performance. All three paths showed stronger coefficients in Sooko, indicating greater effectiveness of organizational and individual factors in influencing employee performance, and highlighting the role of employees as intermediaries in institutional outcomes.

Further analysis of outer loadings revealed two indicators with significant differences: compensation (X22) and peer evaluation (Z11). In Jetis, compensation was a stronger indicator of organizational factors, suggesting that employees perceive compensation as a key signal of organizational support and legitimacy. Conversely, peer evaluation more strongly explained employee performance in Sooko, reflecting a peer-driven culture with stronger informal feedback, trust, and collaboration. These findings align with prior studies emphasizing the role of structured compensation systems in enhancing employee perceptions and loyalty (Syahputra Gulo & Hidayat Waruwu, 2025) and the importance of peer assessment in promoting teamwork and accountability in primary healthcare settings (Mulainudin & Ikbal Irawan, 2023). Overall, while structural relationships are largely consistent across both Puskesmas, the differential impact of compensation and peer evaluation suggests that Sooko benefits from a collaborative, peer-influenced culture, whereas Jetis relies more on formal compensation mechanisms to drive organizational performance. These insights can guide tailored HR and management strategies to optimize employee and institutional outcomes in both settings

CONCLUSION

Individual factors (ability, motivation) and organizational factors (workload, compensation) significantly affect employee performance, which positively influences Puskesmas performance in Mojokerto District. Direct effects on institutional performance are significant, while the mediating role of employee performance is not. These results underscore the importance of strengthening human resource management—through capability development, motivation enhancement, balanced workload, and fair compensation—to improve service quality and achieve regional Minimum Service Standards (SPM) in community health centers.

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