Job Satisfaction and Commitment in The Era of Decentralization: Case Study of Family Planning Design

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Abstract

Implementation of law number 22 in the year of 1999 on regional autonomy has changed the management of government of Indonesia, both on the national scale and on a regional one. One of the government institutions that got their impact is the Family Planning Program. This program has implications, not only to advisor's attitudes and work behaviors, such as job performance and working motivation but also to government commitment on the reception and implementation of this program namely formation of family planning institutions at the regional level. One of the attitudes indicated by the advisor in the form of complaints related to salary wages and operating costs not considered balance with the workload that causes the motivation and performance of work to decrease. Other phenomena are to turn over the workers in the family planning and other government institutions. Accumulation of these could be the cue of advisors' weak commitment towards their institutions. Implications: This study can provide an understanding of job satisfaction and increase the extension's commitment to performing its duties.

Keywords: job satisfaction; decentralization; commitment; extension worker

Introduction

The family planning or extension worker is one of the elements of the national family planning institution (BKKBN), which has an essential role in implementing the Indonesian family planning program, and is responsible for maintaining and controlling the growth of births based on the Law, No. 52 / Year 2009 and the vision and mission of family planning program in Indonesia (Kurniawan, 2009; Pradana, et.al., 2012).

The adviser is a person's involvement in communicating and conveying information knowingly to help his or her own opinion or opinion so that one can make the right decisions (Van den Ban & Hawkins, 1988). Advisors also have the role of educating and influencing people with the purpose of altering planned behavior (Asngari, 2003). In order to realize the task, advisors as a pioneer or backbone of the institution of the institution need to be built to fulfill its primary duty of quality and continuity and have the power of various ages (Syarief, 2011). To achieve this, the Institution needs to have an advisor with high commitment and dedication, ethical behavior and loyalty to its institution.

Commitment in drawing up the individual's commitment and loyalty to his organization. However, the phenomenon that is happening nowadays in the planning program of the family is that the tendency of the consultant (turn over) is to turn over, there is a complaint regarding the unequal employment burden of wages, as well as the lack of operational costs to carry out duties, applicable (Hubeis, 2007; Puspita, 2011 & 2013).
Challenges and other obstacles faced by various family planning institutions to each district, such as political and operational support and commitment from policymakers (local governments) as well as changes in strategic environments in various dimensions to influence the activities of government institutions/organizations (Sanapiah, 2009). The half-hearted government of the district receives this program causes the family planning program not to work maximally, making the program poor. This weakness is also due to the lower budget in the District Budget and Regional Budget (APBD) to support the program. The situation exacerbated by the provision of human resource development for family planning programs in the region decreases drastically, so the program's performance is unlikely to grow in the last ten years (Syarief, 2011; Milnawati & Haris 2011; Haris, 2011).

Furthermore, the issues which are seen to undermine the artistry and performance of the advisors are after the implementation of decentralization or regional autonomy (Djusan, 2012; Kurniawan, 2010). Logically, in the context of regional autonomy, there will be an increasingly open opportunity for the region to improve and refine. The implementation of development through the empowerment of various potentials to improve the well-being of the community, although it is undeniable that during the decentralization exercise has contributed much to performance and has been demonstrated by each district, but the district's response to the family planning program varies across regions (Djusan, 2012; Puspita, 2012; Darmawan, 2013).

In the concept of change, it said that an organization that made a change would bring the organization to another situation from before, but the change would not have ascertained that the organization would be better. What is the determinant is the behavior of human resources in the organization (Siregar, 2008)? In the family planning program, the advisors are the resources that play an essential role as a liaison of aspirations to the community to make this family planning campaign a success. Its to know the impact of decentralization implementation and its relationship between advisor commitment related to job satisfaction in Family Planning Institutions in Indonesia.

**Method**

This research is quantitative research. Data sources are taken from 285 instructors. Data analysis techniques used are SPSS and SEM-Amos software. The results of the analysis show that there is an influence of job satisfaction and commitment of in structure (Extension of KB) in the era of decentralization in running its activities.

**Result and Discussion**

**Decentralization**

The change of regional government system in Indonesia, based on the Law No.22 of 1999 which was revised by Law No.32 Year2004 on Regional Government. This policy based on an increasing demand from regions in Indonesia to seek fair treatment from the federal government. Thus, the central government provides opportunities for the region to advance their respective regions according to their potential by establishing an autonomous system. The core of Law No.32 / 2004 is broad autonomy, meaning that all government authorities (central) give power to districts managing their respective district affairs except foreign affairs, defense, and security (defense), judiciary, finance and fiscal, as well as the field of religion. Whereas certain areas are handed over to the district as a whole, a comprehensive and comprehensive set of government regulations (MoNE, 2004). This independent authority in its implementation starts from planning, implementation, monitoring, control, and evaluation, which is needed to develop the district. The purpose of this autonomy is to improve the betterment of the welfare of society, to develop the democratic life, justice and equality and to maintain the harmonious relationship between the central and regional levels to maintain the integrity of the Unitary Republic of Indonesia. (Explanation of Law No. 22 of 1999).
In the study of Djusan, (2012) various expert views such as Pratikno (2008) state that in theory, the implementation of regional autonomy has the potential to develop or to undermine the development of the district. Lamaksminarayanan (2003), based on the results of the study states that decentralization itself does not always improve efficiency, effectiveness in the health sector. On the contrary, it can increase the gap, weakening the district's commitment to the priority of health issues and reducing the efficiency and effectiveness of service delivery by cutting chains.

The implementation of decentralization (regional autonomy) has brought great responsibility for the local government to support the development and development of the district. Accordingly, according to Djusan (2012), it states that there are at least four challenges as an implementation of the district autonomy that must complete namely (1) human resources, (2). Organizational / regional institutions, (3) .Infrastructures that support work and (4) Synergies between government and working units. A program implementation can be said to be successful if the desired goals achieved. ) Edward, (1980) states that the successful implementation of policy influenced by four dimensions: (1). Communication, (2) Resources, (3) Disposition and (4) Bureaucracy Structures. Although in Muluk (2002) and Smith, (1985) research reveals that there is no single theory in understanding decentralization. Therefore decentralization is more to the interpretation of theories social issues alone, does not specifically address the theory of decentralization. Thus, local government, according to Smith, (1985), comprises liberal democratic theory, economic interpretation, and Marxist interpretation.

Whereas Cheema & Rondinelli, (1983) identify decentralized types such as: a) deconcentration, ie the administration or responsibility of subordinating to a lower level of government ministries or agents; b) delegation to semi-autonomous parastatal organizations transfer of responsibilities for functions described in detail outside the organization of the typical bureaucracy structure and only indirectly controlled by the federal government.) Evolution (devolution), namely the establishment and consolidation of sub-national government units with significant activities beyond federal control government. d) Privatization (transfer of functions from the government to non-government institutions), i.e., assigning all responsibilities to the functions of non-governmental organizations (NGOs) or private companies that are free from government.

Commitment

The organization's commitment can define as a value orientation toward an organization demonstrated by an individual by his or her work or organization. So it is reflected how a worker provides all efforts to help the organization achieve its goals. Commitment is a picture of a worker's attachment to work and organization. Meyer and Allen (1997) emphasize the commitment as an emotional attachment to an organization, a purpose, and values that make it possible to mobilize maximum efforts to achieve organizational goals. According to Hanisch and Hulin, (1991) that commitment is a construct that can explain the consistency with attitudes, beliefs, and behaviors. This consistency can be seen in one's behavior to achieve a goal. While Mowday, Porter, and Steers (1982) identified organizational commitment as (1) firm belief in organizational goals and values, (2) a great desire to work for the organization, and (3) a strong desire to remain a member of the organization. The attitude shown by a high-commitment worker can see how he behaved toward his organization. In Bateman & Stresser (1984) as well as Angle & Perry (1981), states that a person with high commitment has the following features: (1) able to adjust (2) Low turnover, in low working, (4) High level of satisfaction.

While Muthuveloo & Rose, (2005) states, that commitment is seen as an attitudinal attachment to the organization, which leads to specific behavior-related work. (high-commitment workers reduce absenteeism compared to low commitment workers), while Steers (1977) states that commitments relate to the intent to stay within an organization. From the side of the form, Allen & Meyer (1996) divides the commitment with three models namely affective commitment, continuous commitment, and normative commitment, where affective commitment means emotional bonding, having a close working relationship with the organization. The constant commitment to the awareness of a worker/individual will be a considerable loss when determined to leave the organization while
normative commitments based on the feelings of workers and the obligation to repay the benefits of the organization has been received or perceived. Seniati, (2010) states that affective commitments relate to the strong desire to work within the organization as they want to carry out the matter. Continued commitment is related to the profit-loss, the desire to work or to leave the organization. So employees with an ongoing commitment remain in the organization as they need to. While normative commitment is related to the feeling of compulsion to remain in the organization (ought to).

**Job Satisfaction The**

Human resource expert and organizational behavior define job satisfaction with different views and language reviews although the meaning and content of the definition they express are generally the same, that job satisfaction is the general attitude and feeling of an employee towards his work. Jax, (2002) states that job satisfaction is related to the attitude of the worker at his workplace. Such behavior takes place in the cognitive and behavioral aspects. In cognitive aspects, job satisfaction is the belief of the worker and work conditions, and the worker believes that his work attracts, stimulates, tedious or demanding. In terms of behavior is the tendency of the worker's behavior in his work to be demonstrated through work performed, persisting in his or her position, or working regularly and discipline.

According to Robbins, (1996) job satisfaction is how an individual views their work. Handoko, (1998), describes job satisfaction as a pleasant or disagreeable emotional condition of workers towards their work. Wexley & Yulk (1998) categorizes workplace theories of theories into three groups: equality theory, (discrepancy theory), and and the two-factor theory (Herzberg theory). The Equity Theory proposes what is seen or what the perceived worker is as fair or unfair, While The theory of discrepancy or gap theory (Discrepancy Theory) from Locke (1969) states that satisfaction and dissatisfaction with aspects work on the gap or discrepancy between the employee’s perception of what he or she gets what he wants. An employee will feel satisfied if he feels the absence of a gap between the working conditions he wants with the real working conditions while two-factor theory states that there is a satisfaction factor and the job dissatisfaction factor is a different thing. This theory summarizes job characteristics into two groups of satisfies or (motivator) and dissatisfies. Satisfies are factors or the circumstances needed as a source of job satisfaction consisting of attractive jobs, challenges, opportunities for achievement, opportunities for awarding and promoting. The fulfillment of these factors will lead to satisfaction, but the non-fulfillment of these factors does not always lead to dissatisfaction.

**The effect of job satisfaction on organizational commitment**

In the workplace, excellent human resources are those who have a strong commitment to their organization, because of the many benefits to having committed employees (Locke & Latham, 1990; Meyer & Allen, 1997; Pinder, 1998). A committed employee is a valuable asset for the organization, as well as helping the organization achieve its goals more effectively (Meyer et al., 1993) because high-commitment employees will always be in the organization and strive to achieve organizational goals (Mowday et al., 1982).

Job satisfaction is essential in the work world because with good job satisfaction with the work itself or with the organization will increase one's commitment and will undoubtedly improve the quality of work as expected which leads to a love for their workplace. Baruch, (1988) states that one individual will feel attached to work if they have a strong sense of duty or have a duty on a job, thus putting the intrinsic value for work as a vital part of life.

In the views of Mathieu and Zajac (1990), it also states that differences in levels of commitment may be due to individual differences, in terms of commitment to the organization depending on the individual and their assessment of work and organization. For example, when a person is satisfied with what his organization expects to determine he will survive to continue working on the organization and will increase their level of commitment. On the contrary, if assessed by the individual does not provide comfort in work and dissatisfaction, it may be related to salary, supervision, or co-worker (Smith, 1969) may only work for other jobs, because of the satisfaction of an employee...
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according to (Rabbins, 2002) that is how the person looks at his work (Rowley and Jackson, 2012) also states that when a person does not find a person in his job then he or she will initiate someone thinking of moving, greater profitability to remain in the organization/institution or get a decrease in the level of morale.

One way to Mathieu, Zajac & Steers, (1977), in his study indicated that job satisfaction leads to organizational commitment, while Bateman and Strasser, 1984; Vandenberg & Lance, 1992) states that organizational commitment leads to job satisfaction, although other studies also indicates that job satisfaction and commitment have reciprocal relationships (Mathieu & Zajac; Williams & Hazar). Therefore, in this study, it is assumed that job satisfaction affects a worker's commitment to his organization.

The influence of decentralization with the commitment of family planning advisers

In a family planning program in Indonesia, a number of recent studies have shown the phenomenon of the tendency of family planning advisors to move to other institutions, moving jobs into lecturers in the same institution, being village principals, thus implying an unbalanced number of advisories with the existing working area, let alone the remaining advisors get greater workload and the unbalanced workload with the salaries they receive, the minimum operating cost causes the advisor to find it difficult to work in remote areas that require transportation costs, until an advisor must issue personal expenses to carry out their duties (Hubeis, 2007; Kurniawan, 2010; Puspita, 2011; Puspita, 2013). It can be an indication of the dissatisfaction of advisors to the work and its institutions. This phenomenon may also send an advisor to the weakness of its commitment to its institution or organization, as shown in Kurniawan's study, (2010) states that after the implementation of decentralization of family planning advisers generally indicates unsatisfactory performance in achieving programs.

The success of a policy depends mainly on how leadership and the implementation of the policy itself conducted as well as the responses of the policy recipients. (Korten, 1980). Decentralization implemented in Indonesia brings impact to the family planning institution in Indonesia (BKKBN). Puspita's study (2010) shows that autonomy has made the district government deal with half-hearted family planning programs in receiving programs, 50 percent of the ad hoc advisers moved to other government institutions, (Djusan, 2012) even the establishment of family planning institutions in every area, (Djusan, 2012 ). In the Kurniawan study, (2010) states that after the implementation of decentralization of family planning programs generally implies the decline in the performance of the advisors and the family planning program becomes stagnant, (Seniati, 2010).

Logically, in the context of regional autonomy will be more open regional opportunities for improvement and the completion of the implementation of development through the empowerment of various potentials to improve the well-being of the community, although it is also undeniable that in the course of decentralization has contributed much to the achievement and has been demonstrated by each district, but the district's response to the family planning program varies in every area (Djusan, 2012; Puspita, 2012; Darmawan, 2013).

From the above statement, it can say that the advisor faced various challenges in carrying out his duties. Unclear Institutions (Population or health institutions), heavy workload due to the accumulation of duties caused by the increasing number of advisors, weak human resources, less budget, and others are most likely to imply an employee's mental burden, which can only think to join themselves with other institutions. In this literature study, we are trying to answer the main problems that formulated, namely: “How is the work satisfaction and commitment of the family planning counselor to the institutionalization of the era of decentralization (regional autonomy)?”.

Facing the current challenges that are so stingy, it is very desirable that an advisor feels dissatisfaction in performing his duties. The various challenges and obstacles that must be undertaken when they remain committed under the umbrella of the BKKBN Institution. However, each's satisfaction must be different in assessing a job, according to individual character, situation, type, and workload. However, it is not as important as what the individual perceives the value of the work. An individual has changed the paradigm in casting every job. Whenever someone can change
the dissatisfaction with a job being satisfied when putting "satisfaction" in the affective and normative aspects, sometimes "contentment" becomes dissatisfied only because it placed on a continuous aspect (thinking aspect of profit/loss)

Specifically, can it is said that an employee with an affirmative commitment to "satisfaction" may not be a priority because of the emotions that unite him with the organization and are always comfortable with the existence of his organization. Similarly, with a normative commitment, a worker with normative commitment aspect deals with "satisfied/dissatisfied "does not become a burden because it feels that there is a value (worship) in carrying out its duties. While with constant commitment, always assessing a job based on its profitability. Therefore" contentment "tends always to be a claim in carrying out its work.

The Implementation of Decentralization (Regional Autonomy) can influence the commitment of an advisor to the institution. With the transfer of advisors to various sectors and other institutions, it is enough to signal the weakness of the adviser's commitment to the institution, though every job has a challenge an employee must get the challenge in carrying out the task. The challenge usually comes from the worker himself or the institution as a supporter of work and may also come from the government. Therefore, it is necessary to synergize or cooperate in this regard, especially the attention of the institution, since institutional or organizational support has a significant role to play in an employee, (Mudaim, 2014). Institutions need to understand what is the obligation and the rights and needs of an employee in carrying out his duties. The government is expected to be fair in giving priority to each institution. On the other hand, advisors are also required to work with high awareness, sincerity, and understanding that budget and financial resources (APBDs) of each different district allow employees in the district concerned to be less satisfied.

**Conclusion**

This study can be a guide for employees/advisors to increase their commitment in carrying out every activity, especially when in performing their duties, and this will happen when an employee places itself on the affective and normative aspects. Meanwhile, BKKBN institutions can illustrate how employees/advisor always put hope to organizations/institutions as a means of protecting and meeting their needs.

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