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A Phenomenological Exploration of Employee Performance Enhancement Policies at the Department of Manpower and Transmigration of North Toraja

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Abstrak: Penelitian ini bertujuan untuk mengeksplorasi pengalaman pegawai dalam merespons kebijakan peningkatan kinerja di Dinas Tenaga Kerja dan Transmigrasi Kabupaten Toraja Utara. Menggunakan pendekatan kualitatif fenomenologis, data dikumpulkan melalui wawancara mendalam terhadap lima narasumber yang dipilih secara purposif. Hasil penelitian menunjukkan bahwa pemahaman terhadap kebijakan peningkatan kinerja belum merata, fasilitas kerja belum memadai, dan sistem penghargaan-sanksi belum diterapkan secara konsisten. Selain itu, kepemimpinan dinas dinilai terbuka namun belum sepenuhnya partisipatif, dan lingkungan kerja menunjukkan ketimpangan antarbidang. Faktor pendorong kinerja di antaranya adalah motivasi intrinsik, komitmen kerja, dan dukungan rekan sejawat, sedangkan faktor penghambat mencakup ketidakjelasan target kerja, keterbatasan fasilitas, dan komunikasi lintas bagian yang kurang efektif. Penelitian ini merekomendasikan perlunya pendekatan kontekstual dalam perumusan kebijakan kinerja, pemerataan fasilitas, serta penguatan gaya kepemimpinan partisipatif untuk menciptakan budaya kerja yang produktif dan adil.

Kata kunci: kinerja pegawai, fenomenologi, kepemimpinan, reward–punishment, organisasi publik.

Abstract: This study aims to explore employees' experiences in responding to performance improvement policies at the Department of Manpower and Transmigration in North Toraja Regency. Utilizing a qualitative phenomenological approach, data were collected through in-depth interviews with five purposively selected participants. The findings reveal that understanding of performance-related policies remains uneven among employees; workplace facilities are inadequate in several units, and the reward–punishment system lacks consistent implementation. Furthermore, the current leadership style is perceived as open but not fully participatory, and disparities in work environments across divisions contribute to diminished motivation. Key driving factors of performance include intrinsic motivation, work commitment, and peer support, while inhibiting factors involve unclear performance targets, limited infrastructure, and ineffective interdepartmental communication. This study underscores the need for a contextual approach in performance policy formulation, equitable distribution of resources, and the development of participative leadership practices to foster a fair and productive organizational culture.

Keywords: employee performance, phenomenology, leadership, reward–punishment, public organization.

INTRODUCTION

Background

Employee performance is a crucial element in determining organizational effectiveness, particularly in government institutions tasked with delivering public services. Optimal performance not only reflects the achievement of individual duties and responsibilities but also indicates the success of the organization in fulfilling its strategic objectives (Ludin et al., 2023). In the context of public organizations such as the Department of Manpower and Transmigration of North Toraja Regency, employee performance issues have become a serious concern, considering that this institution plays a vital role in managing labor affairs, job training, industrial relations, and transmigration.

Although various policies have been implemented, such as reward and punishment systems, leadership strengthening, and routine performance evaluations, internal data indicate that their implementation has not been fully effective. Problems such as fluctuating employee attendance rates, limited work facilities, and uneven perceptions of fairness in the reward and sanction system remain major obstacles (Panggalo et al., 2025). Some employees reported limited understanding of the established performance indicators and encountered difficulties in completing tasks due to inadequate work resources (Suryadi & Efendi, 2019; Patontongan et al., 2020). This condition reveals a gap between formal policies and the realities of implementation in the field.

Leadership also constitutes an important factor influencing employee performance. Participative leadership styles are believed to enhance employee motivation and engagement (Bass & Riggio, 2006). However, in practice, leadership openness has not been fully accompanied by safe and constructive spaces for dialogue. Furthermore, uneven working environments across divisions have generated differences in perceptions regarding organizational support and opportunities for development, particularly among contract employees who often feel marginalized (Sedarmayanti & Rahadian, 2018).

Research Contribution

Theoretically, this study contributes to enriching the discourse on human resource management in the public sector, particularly

through a phenomenological approach that explores the meanings of employees' lived experiences in depth. This research complements previous studies, which have predominantly employed quantitative approaches and focused on objective performance measurements (Bahri et al., 2022; Sofiati, 2021). By understanding employees' subjective perceptions and experiences regarding performance improvement policies, this study offers a new perspective that is more contextual and humanistic in designing performance management strategies.

Practically, the findings of this research are expected to serve as input for the leadership of the Department of Manpower and Transmigration of North Toraja Regency, as well as other local government institutions, in evaluating and formulating performance improvement policies that are fairer, more participatory, and responsive to the real needs of employees.

Research Urgency

The urgency of this research lies in the need for a new approach in evaluating the effectiveness of employee performance enhancement policies in the public sector. When administrative and structural approaches are insufficient to address problems at the implementation level, understanding employees' subjective experiences becomes essential as a basis for formulating more adaptive and contextual policies. This study provides an empirical and reflective foundation for developing a performance management system that not only prioritizes formal compliance but also takes into account the psychological and social dynamics experienced by employees in their daily work.

LITERATURE REVIEW

Employee Performance in the Public Sector

Employee performance represents the achievement of work outcomes based on the duties, responsibilities, and roles carried by an individual within an organization (Ludin et al., 2023). In the context of the public sector, employee performance is assessed not only in terms of the quantity and quality of work but also through discipline, time effectiveness, collaboration, and accountability in providing services to the community (Yusup, 2024). Minister of Administrative and Bureaucratic Reform Regulation (Permenpan-RB) No. 8 of 2021 emphasizes that performance evaluation within the civil service includes elements of work

behavior and processes, rather than being solely oriented toward administrative outputs.

According to Robbins and Judge (2015), individual performance is influenced by the interaction of three key elements: ability, motivation, and opportunity. Therefore, efforts to improve employee performance must involve systemic improvements in these aspects.

Work Environment and Leadership

A supportive physical and psychosocial work environment has been proven to significantly influence employee motivation and performance (Sedarmayanti & Rahadian, 2018). Factors such as workplace comfort, access to facilities and infrastructure, as well as social relationships among colleagues play an important role in shaping productivity and job satisfaction.

In addition, leadership plays a strategic role in creating a conducive work environment. Transformational leadership—characterized by the ability to inspire, encourage participation, and show concern for individual needs—is believed to foster better performance in the public sector (Bass & Riggio, 2006; Ramadhani et al., 2025). A study by Bakri et al. (2024) found that participation in decision-making and open communication between leaders and staff contribute positively to improving the performance of local government employees.

However, bureaucratic challenges such as rigid hierarchies and the lack of space for critical dialogue often hinder the implementation of participative leadership styles.

Reward and Punishment System

The reward and punishment system is a tool in performance management aimed at shaping work behavior in accordance with organizational targets. Employees who receive recognition for their performance tend to demonstrate higher loyalty and work enthusiasm, while fairly implemented sanctions can improve discipline and responsibility (Sofiati, 2021; Bahri et al., 2022).

However, a study by Bakri et al. (2024) revealed that symbolic and inconsistent reward systems may instead create demotivation, particularly when employees perceive unfair or non-transparent treatment. This highlights the importance of designing incentive systems that are contextual and aligned with the values of public organizations.

Phenomenological Approach in Performance Studies

Qualitative research employing a phenomenological approach emphasizes the importance of understanding the meaning of an individual's subjective experiences toward a phenomenon. In the context of employee performance studies, this approach enables researchers to explore deeply the perceptions, views, and personal dynamics that are not captured in quantitative data (Creswell & Poth, 2018). A similar study conducted by Masud et al. (2022) demonstrated that the phenomenological approach is effective in uncovering hidden aspects of performance, such as perceptions of organizational justice and the influence of social relationships.

Previous Studies and Research Gap

A number of studies have examined factors influencing employee performance, such as motivation (Suryadi & Efendi, 2019), leadership style (Wulandari & Harsono, 2024), and compensation (Ludin et al., 2023). However, most of these studies employed quantitative approaches that focused on measuring performance indicators statistically. Only a few have explored employees' subjective experiences of the performance policies implemented, particularly in the context of local government institutions that face resource limitations and bureaucratic complexities.

This research addresses that gap by qualitatively exploring the direct experiences of employees at the Department of Manpower and Transmigration of North Toraja Regency. The study also enriches the discussion on how perceptions of the work environment, leadership, and the reward–punishment system influence performance from the employees' perspective.

METHOD

This study employed a qualitative approach with a phenomenological design. This approach was chosen to gain an in-depth understanding of employees' subjective experiences in responding to performance enhancement policies implemented in their institution. According to Creswell and Poth (2018), the phenomenological approach aims to reveal the meaning of individuals' lived experiences regarding a particular phenomenon through rich narrative exploration characterized by description and

interpretation. In this context, the study seeks to capture the perceptions, interpretations, and dynamics directly experienced by employees of the Department of Manpower and Transmigration of North Toraja Regency in relation to performance improvement policies.

The research site was the Office of the Department of Manpower and Transmigration of North Toraja Regency, located in the Joint Office Complex, Rantepao District, North Toraja Regency, South Sulawesi. The site was chosen based on contextual considerations, as the institution serves as a public service agency with a strategic mandate in the fields of labor and transmigration, yet faces various internal challenges related to the implementation of performance improvement policies. The study was conducted during the period of May to June 2025, coinciding with the implementation of the agency's annual evaluative policy cycle.

The research subjects consisted of five informants selected purposively, considering specific criteria: having worked at the institution for at least three years, holding different positions within the organizational structure (both structural and functional), and possessing direct experience in the implementation of performance improvement programs. This technique follows the guidance of Miles, Huberman, and Saldaña (2014), who recommend the use of purposive sampling in qualitative research to obtain rich and relevant information from participants with authentic experiences related to the studied phenomenon. The five informants included echelon II and III officials, civil servant staff, and one non-civil servant contract employee engaged in frontline service tasks.

Data were collected using three primary techniques: in-depth interviews, non-participatory observation, and documentation study. Semi-structured interviews were conducted to provide space for informants to freely express their experiences and perceptions while remaining within the research focus. Observation was employed to capture social dynamics and the work atmosphere directly, while documentation data were drawn from internal policy archives, performance evaluation minutes, and employee attendance records. Triangulation techniques were applied to enhance data validity by comparing findings across different sources and methods (Patton, 2015).

The collected data were analyzed using thematic analysis. The steps included interview

transcription, initial coding, identification of key themes, and interpretation of the meanings derived from each theme. This technique aligns with Braun and Clarke (2006), who recommend thematic analysis as a flexible and systematic method for organizing and interpreting qualitative data in depth. During the analysis process, member checking was conducted to ensure that interpretations accurately reflected the informants' intended meanings, and peer debriefing with supervisors was carried out to avoid interpretative bias.

Overall, the research method employed in this study was designed to explore the depth of employees' work experiences and to comprehensively uncover the factors influencing perceptions as well as the implementation of performance enhancement policies within the local government bureaucracy.

RESULTS AND DISCUSSION

Respondent Characteristics

This study involved five informants consisting of two structural officials (echelon II and III), two civil servant staff members (grades IIIA and IIIB), and one non-civil servant contract employee. All informants had worked at the Department of Manpower and Transmigration of North Toraja Regency for more than three years. The selection aimed to capture diverse perspectives based on job position, employment status, and direct involvement in the implementation of performance enhancement policies. The respondents' ages ranged from 30 to 54 years, with educational backgrounds spanning from diploma to postgraduate levels.

Table 1. Characteristics of Research Respondents

Code	Position	Status	Length of work	Education	Role in Performance Program
R1	Head of Service (Echelon II)	ASN	15 years	S2 (Master)	Policy makers and program supervisors
R2	Secretary of Service (Echelon III)	ASN	12 years	S2 (Master)	Technical implementation coordinator
R3	Head of Division (Echelon III)	ASN	10 years	S1 (Bachelor's Degree)	Strategic implementers in certain fields
R4	ASN Executive Staff	ASN	7 years	S1 (Bachelor's Degree)	Administrative executor

Code	Position	Status	Length of work	Education	Role in Performance Program
R5	Contract Employees (Non-ASN)	Non- ASN	5 years	D3 (Diploma)	Frontliner service and technical support

Source: Author's Observation (2025)

Key Research Findings

Understanding of Performance Improvement Policies

Most informants stated that the performance enhancement policy had been socialized by the leadership; however, their understanding of the substance and performance indicators remained varied. Informant 3 expressed:

"We often hear about performance targets, but not everyone knows how to measure them. Sometimes the instructions from superiors change, so we are confused about which one should be prioritized." (Interview, June 2025)

This indicates a gap in the process of policy internalization, particularly at the implementer level. The lack of clarity in performance indicators has affected accountability and the accuracy of employees' work direction.

Perceptions of the Work Environment and Facilities

An uneven work environment emerged as a significant issue. Informant 5, a contract employee, stated:

"We still lack computers, so it is quite difficult to work quickly." (Interview, June 2025)

Meanwhile, Informant 1, who worked at the main office, noted that the available work facilities were relatively adequate. This disparity created a sense of unfairness and could affect employee morale across different units.

Leadership Style and Vertical Relations

Respondents appreciated the leaders' openness to feedback, yet acknowledged that there were still limitations in expressing criticism. Informant 2 stated:

"Our leader is quite open to input from subordinates. But sometimes there is tension if we are too critical." (Interview, June 2025)

This illustrates that vertical relationships remain influenced by hierarchical bureaucratic norms and a culture of seniority, which pose challenges in fostering participatory dialogue.

Effectiveness of the Reward and Punishment System

Although the reward and punishment system has been implemented, employees' perceptions of its effectiveness remain low. Informant 4 stated:

"If we perform well, we usually just get praised in public. But there is no direct incentive." (Interview, June 2025)

At the same time, employees with poor performance records rarely received firm sanctions. This indicates that the implementation of the reward–punishment system has not been consistent, thereby reducing its impact on improving work motivation.

Driving and Inhibiting Factors of Performance

The driving factors of performance identified in this study include personal commitment, coworker support, and opportunities to participate in training programs. Conversely, the inhibiting factors consist of unclear targets, limited facilities, and a lack of transparency in career development—particularly for non-civil servant employees. As Informant 5 noted:

"We work according to our abilities. But sometimes it is unclear what our targets are. So we just perform routine tasks, without a clear direction." (Interview, June 2025)

Discussion

The findings of this study demonstrate that the success of performance improvement policies in the public sector cannot rely solely on formal regulations but also requires employees' emotional engagement and comprehensive understanding. The uneven understanding of policies indicates weak organizational communication processes. This aligns with the

findings of Bahri et al. (2022), which revealed that poor internal communication contributes to the low effectiveness of performance improvement policies.

Disparities in work facilities emerged as one of the main inhibiting factors. Sedarmayanti and Rahadian (2018) highlighted that unequal work environments across units have the potential to create demotivation and a sense of unfairness. This is consistent with the present study's findings, in which employees in service units experienced limited work facilities that directly affected their productivity.

In terms of leadership, although efforts have been made to create spaces for communication, the rigid bureaucratic structure remains a barrier. Bass and Riggio (2006) emphasized that transformational leadership—characterized by participation and inspiration—can significantly drive changes in work behavior. However, in this study's context, such a style has not been fully adopted.

The ineffectiveness of the reward and punishment system also reinforces Sofiaty's (2021) findings, which noted that symbolic rewards not linked to tangible incentives have only a limited effect on employee motivation.

This study offers novelty by revealing that performance barriers are not only structural but also rooted in employees' perceptions of fairness and work meaning. Such perceptions can only be uncovered through a phenomenological approach that places employees' subjective experiences at the center of analysis.

Research Implications

The practical implications of these findings highlight the importance of improving internal communication systems, equalizing work facilities across units, and strengthening a fair and transparent reward–punishment system. Public organizations such as the Department of Manpower and Transmigration need to design policies based on employees' experiences and direct feedback to foster a collaborative work environment that is responsive to real needs.

The theoretical implications of this research lie in its contribution to broadening the understanding of employee performance dynamics in the public sector through a phenomenological approach. The study shows that subjective dimensions such as work meaning, perceived fairness, and interpersonal relationships are critical determinants of the success of

performance improvement policies—dimensions that have often been overlooked in conventional performance management approaches.

CONCLUSION

This study aimed to explore the subjective experiences of employees in responding to the performance improvement policy implemented at the Department of Manpower and Transmigration of North Toraja Regency. Using a phenomenological approach, the findings reveal that employees' understanding of performance policies remains uneven, particularly at the implementation level. The lack of clarity in performance indicators and inconsistent directives from leadership emerged as the main barriers to achieving optimal targets.

The work environment and supporting facilities were found to significantly influence employee motivation and work effectiveness. Inequality in the distribution of facilities across units created perceptions of injustice, which negatively affected morale. Although leadership has shown signs of openness, participatory dialogue has not been fully realized due to the constraints of hierarchical bureaucratic norms.

The reward and punishment system has not been implemented consistently, as recognition tends to be symbolic without tangible incentives, while disciplinary violations are often left unaddressed. This condition reduces the policy's effectiveness in motivating employees.

Overall, performance drivers were found to stem largely from internal aspects such as personal commitment, loyalty, and peer support. In contrast, performance barriers were more closely associated with structural and managerial factors, including unclear policies, limited resources, and insufficient space for participation in decision-making.

Limitations and Suggestions for Future Research

This study is limited by the relatively small number of respondents and its focus on a single local government agency, which restricts the generalizability of the findings. Future research is therefore recommended to involve a larger number of informants across different agencies or districts/municipalities, as well as to adopt a mixed-methods approach that combines the exploratory strength of qualitative inquiry with the generalizability of quantitative analysis. In addition, further investigation is needed to

examine the role of organizational culture and performance-based incentive systems in fostering professionalism among public sector employees.

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