



## Goal-Setting Appraisal and Employee Motivation of Education in Public sector Organization: A Literature Studies

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### Abstrak

Penilaian kinerja pegawai merupakan proses penting dalam manajemen kinerja organisasi, termasuk di sektor publik. Goal-setting appraisal merupakan metode penilaian kinerja yang semakin populer di sektor publik. Tujuan dari penelitian ini adalah untuk mendeskripsikan strategi goal-setting appraisal dalam peningkatan motivasi kerja pegawai pada organisasi sektor publik. Penelitian ini dilakukan melalui studi literatur yang mengumpulkan dan menganalisis hasil penelitian terdahulu tentang dampak goal-setting appraisal pada motivasi kerja pegawai, faktor-faktor yang mempengaruhinya, beserta strategi dalam penentuan goal-setting appraisal. Hasil dari penelitian ini menunjukkan bahwa goal-setting appraisal memiliki dampak positif dan negatif terhadap motivasi kerja pegawai. Faktor-faktor yang mempengaruhi goal-setting appraisal pada motivasi kerja meliputi seperti kepastian tujuan, komitmen organisasi, dukungan sosial, efikasi diri, dan kepuasan kerja. Selain itu, terdapat beberapa strategi yang dapat diterapkan oleh organisasi dalam menentukan goal-setting appraisal yang efektif dalam peningkatan motivasi kerja pegawai dan kinerja organisasi. Penelitian ini dapat memberikan rekomendasi bagi praktisi dan manajer di sektor publik untuk mengembangkan kebijakan dan praktik manajemen kinerja yang lebih efektif.

**Kata kunci:** Penilaian Kinerja; Goal-setting; Motivasi Kerja; Sektor Publik.

### Abstract

Employee performance appraisal is an important process in organizational performance management, including in the public sector. Goal-setting appraisal is an increasingly popular performance appraisal method in the public sector. The purpose of this research is to describe the goal-setting appraisal strategy in increasing employee motivation in public sector organizations. This research was conducted through a literature study that collected and analyzed the results of previous research on the impact of goal-setting appraisal on employee motivation, the factors that influence it, along with strategies for determining goal-setting appraisal. The results of this study indicate that goal-setting appraisal has a positive and negative impact on employee motivation. Factors that influence goal-setting appraisals on work motivation include goal certainty, organizational commitment, social support, self-efficacy, and job satisfaction. In addition, there are several strategies that can be implemented by organizations in determining effective goal-setting appraisals. increasing employee motivation and organizational performance. This research can provide recommendations for practitioners and managers in the public sector to develop more effective performance management policies and practices.

**Keywords:** Performance Appraisal; Goal-setting; Work motivation; Public Sector.

## **INTRODUCTION**

Study on goal-setting appraisal in employee work motivation in the public sector is important to be researched for three reasons. First, employee performance evaluation is crucial in achieving organizational goals in the public sector (Hadi & Mahmudy, 2015; Murnita et al., 2016; Tunggul et al., 2016; Zulkarnaen et al., 2020). With effective performance assessment, it is expected that organizational performance and employee service can be improved in the public sector. Second, goal-setting appraisal as a relatively new and increasingly popular performance assessment method in the public sector requires further examination of its impact on employee work motivation and organizational performance (Akbar & Irwandi, 2014; Anggaraini, 2013; Hud & Martanti, 2018; S.E., 2014). Third, in the context of bureaucratic reform in Indonesia, employee performance appraisal is a crucial factor that needs to be considered in designing a better performance assessment system to enhance employee work motivation and organizational performance in the public sector (Brier & lia dwi jayanti, 2020; Karmilasari & Pahlevi, 2021; Ramadhan et al., 2019; K. B. Utomo & Tulili, 2016).

Research on performance appraisal in the public sector has been extensively discussed in previous studies, focusing on three aspects. First, leadership and organizational culture. Many studies have examined how factors such as leadership and organizational culture can influence performance appraisal in the public sector (Anwar, 2018; Pps et al., 2021; Rusmiati, 2022). Some studies indicate that strong leadership and supportive organizational culture can ensure fair and effective performance appraisal. Second, performance appraisal methods. Other studies have discussed the methods used for performance appraisal in the public sector (Thayf, 2017; J. Wahyudi, 2014; Wuwungan et al., 2019). Commonly used methods include self-assessment, peer review, and appraisal by supervisors. These studies also explore the advantages and disadvantages of each method, as well as the factors that can influence assessment outcomes. Third, the impact of performance appraisal. Many studies have discussed the impact of performance appraisal in the public sector, indicating that effective performance appraisal can help improve employee performance, job

satisfaction, and career development, while also potentially lowering motivation and productivity.

This study shares similarities with these three aspects as it also discusses a performance appraisal method, namely goal-setting appraisal. Additionally, this research explores the impact of effective performance appraisal on employee work motivation. Therefore, some findings from this study overlap with previous research, indicating a common focus on the effects of effective performance appraisal on various aspects in the public sector. However, this study examines a different aspect, as it does not discuss leadership and organizational culture. Instead, it focuses on the relationship between goal-setting appraisal and work motivation, without considering other organizational factors that may influence performance appraisal in the public sector. This study solely concentrates on goal-setting appraisal as a performance assessment method, whereas previous studies discuss different methods, highlighting differences in focus and research objectives.

Therefore, this research occupies a unique position among previous studies in several aspects. First, it focuses on goal-setting appraisal. While previous studies have addressed performance appraisal in the public sector, this research specifically examines the influence of goal-setting appraisal on the work motivation of public sector employees, highlighting its uniqueness. Second, it focuses on public sector employees, whereas most previous research on performance appraisal in the public sector tends to be more general and does not specifically target public sector employees. This study specifically addresses the work motivation of public sector employees as the main focus.

The objective of this study is to explore and analyze literature on the impact of goal-setting appraisal on employee work motivation in the public sector. Through literature analysis, this research aims to explain the characteristics of goal-setting appraisal as a performance assessment method in the public sector, analyze the impact of goal-setting appraisal on public sector employee work motivation, including the influencing factors, and formulate strategies for implementing goal-setting appraisal to enhance employee work motivation and organizational performance in the public sector. This study is

expected to contribute to the development of more effective performance management policies and practices in the public sector.

The research is based on strong and relevant arguments. Firstly, the use of goal-setting appraisal as a performance evaluation method in the public sector is becoming increasingly popular. Therefore, it is important to understand the impact of goal-setting appraisal on employee work motivation in the public sector. Secondly, high work motivation can improve organizational performance in the public sector. Thus, it is important to understand the impact of employee work motivation on organizational performance in the public sector. Thirdly, most previous studies on the impact of goal-setting appraisal on work motivation and organizational performance in the public sector have been conducted in Western countries. Therefore, this research can provide an important contribution in understanding the different contexts in developing countries, including Indonesia.

## **RESULT AND DISCUSSION**

### **Literature Review**

#### **Goal-Setting Appraisal**

Goal-setting appraisal is a performance evaluation method based on setting goals or targets that employees must achieve during the evaluation period (Akbar & Irwandi, 2014; S.E., 2014). The purpose of this method is to encourage employees to achieve the set performance targets and provide clear and measurable feedback on how far they have succeeded in achieving their goals. According to research conducted by Hud and Martanti in 2018, goal-setting appraisal can be defined as a performance evaluation process based on setting specific, measurable, and achievable performance goals or targets during the evaluation period (Hud & Martanti, 2018). Additionally, there are several characteristics of goal-setting appraisal (Anggaraini, 2013; Hidayat, 2016; Ridwan & Mus'id, 2019), including: 1) Setting specific and measurable performance goals; 2) Providing feedback on the achievement of performance goals; 3) Using performance evaluation information for employee development in the future; 4) Focusing on improving employee performance through setting realistic and challenging performance goals.

Goal setting is categorized into three types (Melia & Sari, 2019; Saputro et al., 2016; D.L. Sari & Susliyanti, 2020), namely: (1) Setting specific goals, (2) Setting challenging goals, and (3) Setting clearly formulated goals. Setting specific goals means that the set goals must be clear and measurable, while setting challenging goals means that the set goals must be challenging but still achievable, and setting clearly formulated goals means that the goals must be explained in detail and contain sufficient information.

### **Work Motivation**

According to Natalia & Netra (2020), work motivation is defined as an internal desire that drives an individual to achieve desired goals in the context of work (Natalia & Netra, 2020). Characteristics of work motivation are related to organizational needs and goals, having strong drive and energy, and motivating employees to work harder and achieve better performance (Nurbaya, 2020; Pratama, 2020). There are several theories of work motivation that identify categories of work motivation (Andjarwati, 2015; Christilia O. Posuma, 2018), including: First, the two-factor theory (Herzberg): This theory distinguishes work motivation into two factors, namely motivator factors and hygiene factors (Andjarwati, 2015; Wardhani et al., 2015). Motivator factors are factors that motivate employees to perform well, such as recognition, responsibility, and opportunities for development. Meanwhile, hygiene factors are work environment factors that can affect employee satisfaction, such as salary, work conditions, and company policies. Second, the need theory (Maslow): This theory identifies work motivation as needs that individuals must fulfill in order to achieve self-actualization (Muazaroh & Subaidi, 2019; Saputra et al., 2021). Maslow grouped human needs into five categories, namely physiological needs, safety needs, social needs, esteem needs, and self-actualization needs. Third, the expectancy theory (Vroom): This theory identifies work motivation as a result of an individual's perception of the relationship between their effort, the results achieved, and the rewards they receive (Husniyawati & Wulandari, 2016; Nilawati, 2013). This theory assumes that individuals will be more motivated to work hard if they believe that their efforts will produce desired results and worthy rewards. Fourth, the self-determination theory (Deci

and Ryan): This theory identifies work motivation as a result of an individual's self-regulation and desire to engage in activities that are considered important or interesting (Rizki, 2021; Sudiarditha et al., 2017). This theory distinguishes between extrinsic and intrinsic motivation and assumes that intrinsic motivation is stronger and more sustainable than extrinsic motivation. Fifth, the goal-setting theory (Locke): This theory identifies work motivation as a result of goal-setting and focuses on the importance of setting clear, specific, and challenging goals for employees (E A Locke & Pearce, 2023; Edwin A. Locke & Latham, 2013; S.E., 2014). This theory assumes that individuals will be more motivated to achieve challenging and meaningful goals than easily achievable and less challenging goals.

### **Publik Sector Organization**

Public Sector Organizations (PSOs) are organizations owned, operated, and funded by the government to provide public services (Fredriksson & Pallas, 2016; Susanti et al., 2015). PSOs are known for their bureaucratic characteristics, which are characterized by a clear hierarchical structure and strict rules and regulations (Ridwan & Mus'id, 2019). The characteristics of PSOs include the use of public resources, such as government budgets and public assets, and the goal of providing effective and efficient services to the public (Biswan & Alim, 2021; Rosiadi et al., 2018; Wuwungan et al., 2019).

Public sector organizations can be categorized into several categories (Khairi, 2021; Oja, 2016), namely: First, public sector organizations can be grouped based on their functions (Amisa & Mubarak, 2021; Martatilova, 2020), such as national security, healthcare, education, social services, and so on. This is based on the organization's goals and missions in providing public services. Examples include the Indonesian National Armed Forces (TNI), the Social Security Administration Agency for Health (BPJS Kesehatan), and the Ministry of Education and Culture. Second, public sector organizations can be divided into three levels of autonomy, namely full autonomy, semi-autonomy, and non-autonomy (Norawati & Fahraini, 2022; Regina Nursedima Marpaung et al., 2022; Wangsajaya et al., 2022). Full autonomy is given to organizations that have the ability to make decisions and take actions

independently. Semi-autonomous organizations are dependent on the parent organization, while non-autonomous organizations rely on decisions from the parent organization. Examples include the Indonesian National Police (Polri), State-Owned Enterprises (BUMN), and PT Pos Indonesia. Third, public sector organizations can also be grouped based on geographical regions, such as the central government, local government, or regional government (Aditama & Widowati, 2017; Laka & Sasmito, 2019). This is based on the organization's level of responsibility in providing public services. Examples include the Ministry of Home Affairs, the Surabaya City Government, and the Ministry of Finance.

## **RESULT AND DISCUSSION**

### **Impact of Goal-Setting Appraisal on Employee Motivation in the Public Sector**

Several studies have found that goal-setting appraisal can increase employee motivation in the public sector (Akbar & Irwandi, 2014; Saukani et al., 2023; Thayf, 2017; Yulianti, 2019). This is evident from the increase in productivity and work quality, as well as the increase in employee job satisfaction. Goal-setting appraisal, or the assessment of goal achievement, has become a popular research topic in industrial and organizational psychology. Some studies also show that goal-setting appraisal has a positive impact on employee motivation in the public sector (Candrakusuma & Jatmiko, 2017; Randy et al., 2019; Thayf, 2017). Goal-setting appraisal can increase employee motivation in the public sector by increasing organizational commitment and job satisfaction (Candrakusuma & Jatmiko, 2017; Mardiyana & Riana, 2019). The goal-setting appraisal referred to is one that is done regularly and effectively, thus increasing employee motivation, performance, and job satisfaction (M. R. Sari, 2016).

However, there are several studies that also show that the use of goal-based assessments can reduce employee motivation and performance (Aji, 2022; Anjarsari & Utomo, 2016; Septyaningsih, R., & Palupiningdyah, 2017; Zihamussholihin et al., 2021), as it can cause excessive stress and pressure. A study conducted by Abdillah et al. in 2018 showed that unrealistic or overly difficult targets can cause frustration and fatigue in employees, which in turn can affect their work motivation (Abdillah et al.,

2022; Valendra et al., 2020). Meanwhile, a study conducted by Akbar & Irwandi in 2014 showed that targets that are too focused on results can cause employees to forget the process or way to achieve those goals, thus having a negative impact on their performance and motivation (Akbar & Irwandi, 2014). However, there are also studies that show the opposite results. For example, a study conducted by Locke & Latham in 2013 showed that appropriate and performance-oriented goal-setting appraisal can increase employee motivation and performance (Edwin A. Locke & Latham, 2013). In this regard, it can be concluded that the use of goal-setting appraisal on employee motivation in the public sector is not entirely bad or good. Its influence can depend on various factors, such as the type of target set, how it is achieved, and how the target is communicated and evaluated.

In general, research shows that too much pressure in setting and achieving goals can have a negative impact on employee motivation in the public sector (Anastasya, 2019; Komariyah et al., 2021; Paramita, 2017; Sataputera & Rostiana, 2022). Some negative impacts that may occur include: 1) Stress and fatigue. Work in the public sector often involves tasks that require a high level of caution and quality (Putri & Rahyuda, 2019; Widyastuti, 2015). If employees are constantly pressured to achieve high goals, this can cause excessive stress and fatigue; 2) Burnout. Excessive pressure in setting and achieving goals can also cause burnout or emotional exhaustion (Hardiyanti, 2013; Wu et al., 2019). Employees may feel like they are working too much and do not have time or energy for activities outside of work; 3) Data manipulation. In an effort to achieve set goals, employees may be tempted to manipulate data or falsify reporting (Abdi & Wahid, 2018; Nurjaman & Yasin, 2020). This can damage the organization's integrity and affect overall performance; 4) Ignoring unmeasured tasks. Too much focus on achieving certain goals can lead employees to ignore tasks that are unmeasured or unrelated to those goals (Abdi & Wahid, 2018; Karmilasari & Pahlevi, 2021; Rahman, 2019). This can harm the organization in the long run. It is important for public sector management to consider the negative impacts that may occur when setting and measuring goals. Performance evaluation should be balanced with other factors that affect employee performance, such as skill development,

job satisfaction, and overall employee well-being (Ridwan & Mus'id, 2019).

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### **Factors That Influence Goal-Setting Appraisal on Work Motivation**

According to several studies, there are several factors that can influence goal-setting appraisal on work motivation, namely: 1) Goal Clarity. A study by Anshori et al. (2019) found that goal clarity is an important factor that can influence goal-setting appraisal on work motivation. Goal clarity is related to how clear the goals that employees want to achieve, so that employees can more easily understand work targets and feel motivated to achieve them (Anshori et al., 2019); 2) Organizational

Commitment. A study by Mardiyana & Riana (2019) showed that organizational commitment can influence goal-setting appraisal on work motivation. Employees who have a high level of commitment to the organization will feel more motivated to achieve organizational goals, including achieving set performance targets (Mardiyana & Riana, 2019); 3) Social Support. A study by Fitriani et al. (2021) found that social support can influence goal-setting appraisal on work motivation. Employees who feel supported by colleagues and managers will feel more motivated to achieve set performance targets, because they feel that they are not alone in achieving those goals (Fitriaty et al., 2021; Waloyo, 2019); 4) Self-efficacy. A study by Sutoro (2022) showed that self-efficacy can influence goal-setting appraisal on work motivation. Self-efficacy is related to employees' belief in their ability to achieve set work goals (Rizki, 2021; Sutoro, 2022). Employees who have a high level of self-efficacy tend to feel more motivated to achieve set performance targets; 5) Job Satisfaction. A study by Alfian et al. (2019) showed that job satisfaction can influence goal-setting appraisal on work motivation. Employees who are satisfied with their job tend to feel more motivated to achieve set performance targets, because they feel that their job provides positive value for themselves (Alfian et al., 2019; Kamijan, 2021). These factors may vary depending on the organizational context and the employees involved.

### **Strategy for Determining Goal-Setting Appraisal in Public Sector Organizations**

In public sector organizations, the strategy for determining goal-setting appraisals involves three stages. The first stage is setting clear and specific goals that are measurable and achievable. The second stage is evaluating performance and achievement of the established goals. The final stage is providing feedback and development for employee performance (Rilliya A et. al, 2018). Goal-setting should be based on organizational needs and consistent with the organization's mission and vision (Muazaroh & Subaidi, 2019). Goals should be specific, measurable, and agreed upon by managers and employees involved (Tutuko et al., 2023). Performance evaluation should be conducted regularly and based on agreed-upon criteria (Thayf, 2017). Feedback on performance should be given regularly, and employee

development should also be conducted periodically (Mone & London, 2018). Several studies indicate that effective goal-setting appraisal strategies involve employee participation in goal-setting, so they feel more motivated to achieve the established goals (Assa, 2022; Dahyar, 2019; Rivaldo & Ratnasari, 2020). Additionally, research shows that the use of technology can help in setting goals and evaluating employee performance, as well as facilitate faster and more accurate feedback (Gustiana, 2021; Nurbaya, 2020; Yulianti, 2019).

Several studies have identified strategies that can be used to improve the goal-setting appraisal process in public sector organizations (Dewi Fitriyani, 2014; Ishak et al., 2017; Nur & Novarina, 2020; Wargadinata, Ella Lesmanawaty, 2017). First, a participatory approach can be used. Research shows that employee participation in goal-setting processes can improve organizational performance (Akbar & Irwandi, 2014; Firana & Abbas, 2020; Mellita & Elpanso, 2020). Therefore, involving employees in the goal-setting appraisal process can increase their commitment to the organization.

Second, setting SMART goals (Specific, Measurable, Achievable, Relevant, Time-based). These goals can help employees understand what is expected of them and help them plan how to achieve them (Intini et al., 2017; Mccue et al., 2019; Pardede, 2015). Third, implementing a reward and punishment system. Rewarding employees who successfully achieve goals can increase their motivation to achieve those goals (Sekar et al., 2018; Syaroh, 2017; D. E. Wahyudi et al., 2020). Conversely, punishment for employees who fail to achieve goals can be an additional motivation to improve performance. Fourth, ensuring consistency and transparency. It is important to ensure that the goal-setting appraisal process is carried out consistently and transparently. Employees should know how their goals are evaluated and how assessment-related decision-making is made (Hardianti et al., 2017; Purnomo & Utami, 2021; Yuswanto et al., 2016). Fifth, paying attention to the organizational context. The established goals must be in line with the organizational context and consider external factors that can affect organizational performance (Anshori et al., 2019; Riniwati, 2016). Sixth, implementing technology. The use of technology can help monitor

and evaluate employee performance more effectively and efficiently (Efendi, 2021; M. N. Utomo, 2019).

## CONCLUSION

Based on the results of this study, it can be concluded that the use of goal-setting appraisal applications can have both positive and negative impacts on the work motivation of government employees, with several factors influencing it such as goal clarity, organizational commitment, social support, self-efficacy, and job satisfaction. Therefore, several strategies can be formulated in determining effective goal-setting appraisal in public sector organizational performance management, where the selection of goal-setting appraisal strategies, organizations need to consider organizational goals and internal and external organizational conditions. In addition, it is also necessary to pay attention to the needs of employees and how these strategies can improve employee motivation and performance.

However, this study has several limitations. Firstly, this study is based on a literature review, so there is no direct data collection from government employees. In addition, this study did not discuss other factors that can affect work motivation, such as positive social support and work environment. As a result, the conclusions drawn may have limitations in their applicability to real-world situations. As a research recommendation, further studies can involve direct data collection from government employees using survey or interview methods. In addition, research can try to expand its scope by considering other factors that can affect work motivation, such as work environment and social support. Thus, the research can provide more comprehensive information about the impact of goal-setting appraisal applications on the work motivation of government employees and provide more appropriate recommendations for government organizations that want to improve their performance

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