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ARMY OFFICER EVALUATION REPORT: PAST PRESENT AND FUTURE

JASON BROWNRIGG, B.S.

An Abstract Presented to the Faculty of the Graduate School of Lindenwood University in Partial Fulfillment of the Requirements for the Degree of Master of Science, Corporate Communication

20 September 1998

ABSTRACT

This thesis will focus on the study of performance evaluations of Army officers and the type of evaluation most useful for the future.

The Army has been using performance appraisals to evaluate the performance of officers since its inception over 200 years ago. Since World War II has the Army provided a required format for these evaluations.

The format of these evaluations has changed over the years due to operational requirements along with the expansion and contraction of the total Army structure. Also influencing the content of the evaluation reports are the current moral beliefs of the nations that are being emulated by the armed forces.

The performance appraisals are tolerated as a necessary evil at their very best. They are used primarily to assist in the proper placement of soldiers, promotion of those most deserving and determining who receives higher schooling. They are an important instrument used to ensure that an adequate supply of personnel are sufficiently trained in the performance of higher level tasks.

Judgments about how individuals are performing will be made whether or not a formal performance evaluation system is in place.

People constantly make judgments about others. More impressionistic judgments tend to be more erroneous, and more vulnerable to charges of bias; therefore a formal procedure is needed.

Removing the performance evaluation requirement from the military would be detrimental to order and discipline allowing for unqualified and subjective judgments. What must be done is to correctly identify those areas most beneficial to the military and its soldiers while encompassing those ideas into a evaluation report that will guide the Army as it enters the 21st century. This discussion analyzes strengths and weakness of past performance appraisal approaches in the military and develops guidelines toward meeting that goal.

COMMITTEE IN CHARGE OF CANDIDACY:

Professor Michael Castro, Chairperson and Advisor

Associate Professor Gareth Gardiner

Adjunct Assistant Professor Joseph Lonigro

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Preface

From the very beginning, managers have sought to provide accurate and efficient evaluations of employee performance. Yet, the performance evaluations becomes a far too "relative" term when the evaluation process must proceed through a cumbersome, difficult and time-consuming system before the evaluation finally reaches the employee. The deliberate verification procedures and coordination requirements are still too slow, allowing the employee too much time between the action and the evaluation of that action. Now is the time to make the change.

The application of appropriate and accurate employee evaluations must have fewer constraints in the future. Performance awareness has placed us on the brink of a revolution in the nature of the evaluation report. The knowledge-based organization of tomorrow will have formidable information dominance, unprecedented agility and the most advanced technology available. To capitalize on the potential of the organization managers must exploit these capabilities to provide effective performance evaluations with minimal time separation between action and evaluation.

The quest for immediate evaluation of performance has always been a managerial problem. On the one hand managers strive to provide employees responsive evaluations. On the other hand, managers strive to provide honest

and accurate evaluations. The current requirement for multiple personnel providing inputs toward an evaluation slows the evaluation process. Control measures also restrict the timely completion of evaluations; legal restrictions, organizational codes, and tracking requirements all slow down the process.

Performance awareness, effective interpersonal communication processes and honest evaluations should equate to a valid performance evaluation.

Instead of relying on multiple layered and long term evaluations, information management and advancements in technology will enable managers to achieve the desired effects through the appropriate use of performance evaluations.

Twenty-first century technology has the potential to revolutionize personnel management. It is up to the supervisors and managers to exploit this potential to ensure that performance evaluations correctly and accurately portay an employee's potential. Allowing the organization to place the appropriate employee in the correct position, thereby improving the overall productivity of the department and elevating the stature of the organization, is the ultimate goal of performance management.

Chapter 1

INTRODUCTION

History

"The Importance of the Officer's Evaluation Record. The Army

Officer who aspires to ultimate selection for the higher schools and colleges and
the more important assignments must deserve and receive a commendable series
of evaluation reports. These assignments are selected on the 'best qualified'
basis, which is the best system for the individual as well as the Army. Do a good
job and you will fare well" (Crocker 222).

The requirement for submitting annual efficiency reports began early in the 20th century, with less formal letter reports being created on an ad hoc basis in earlier periods, as illustrated by the example at Figure 24. A standardized rating scale and evaluation system was instituted during World War I.

The system of evaluation ratings and periodic reports on the performance of duty of each officer in the Army has been determined to be of importance to:

- a) The Army: It is believed that the Officer Evaluation Report (OER) will largely determine the quality of the officer corps, the selection of future leaders and the course of each officer's career.
- b) Personnel Management: The information provided in the OER, combined with the needs of the Army and the individual officer's qualifications is

used as the basis for personnel actions, to include promotions, eliminations, retention, command selection, school selection, and assignments.

c) The Rated Officer: The OER encourages communication between the rater and the rated soldier. On one hand, this communication makes the rated officer aware of what his or her duties are and allows the officer to take part in organizational planning. On the other hand, such communication allows the rater to guide and develop his or her subordinates. It stresses the importance of setting standards and giving direction to the performance of subordinate officers. The OER is a program designed to increase human effectiveness. The ultimate goal of the OER system is to provide better opportunities for career progression as well as produce higher standards throughout the Army officer corps.

Every officer wants to receive a favorable evaluation or series of evaluation reports, and to achieve their maximum capability as their knowledge and experience increases. The evaluation reports provide the strongest and most influential determination upon the career path of each officer, starting with the first assignment. The most important periodic contribution to the officer's official military record is the performance rating and description provided by the evaluation report.

Unless the rated officer's capabilities and/or deficiencies are reflected accurately in the evaluation report, intelligent job assignments and personnel actions cannot be accomplished in a manner that provides equality to all officers.

Every individual evaluation report must contain a broad and all-inclusive

appraisal of an officer's abilities and capabilities. Positive recommendations for the correction of weaknesses and deficiencies, together with the results of counseling by the rating officials, serves to provide a foundation for comparison of future reports concerning these deficiencies. In reality they provide a method to track positive or negative trends in a soldier's performance of duty and can assist in selecting appropriate remedial actions to correct those noted deficiencies. The evaluation reports also assist in determining an individual's core competency for future assignments.

The evaluation report requires careful consideration and thorough preparation by the rater and senior rater who must prepare the OER.

Evaluation reports that are lacking in completeness, accuracy, and objectivity deprive commanders and career managers of necessary information required as a basis for evaluating progressive career development opportunities and may injure the officer receiving the non-comprehensive report.

The current evaluation procedure uses a rater and a senior rater for the evaluation of a rated officer. In some situations there may be an intermediate rater in the evaluation process. The rater normally is the immediate supervisor of the rated officer. The senior rater must be senior to the rater and to the intermediate rater. Provisions exist for civilian raters and senior raters of military personnel. The evaluation procedure now used by the Army first became effective on 15 September 1979. It built upon the best features of its predecessors, but it also represents a significant change from the earlier forms and procedures. The aim of

the current procedure is to: A) reduce the inflated ratings that occurred with the

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Rating Officials

RATER

Requirements

Will normally be immediate supervisor of the

rated officer

INTERMEDIATE Rater

Will be senior to the rated officer

Will normally be included when there is a level of supervision between the rater and the

senior rater

If included will be senior to the rated officer

SENIOR Rater

Grade of rated officer is:

The minimum grade for the senior rater is:

Military Senior Rater Civilian Senior Rater

Warrant Officer

Second Lieutenant

First Lieutenant

Captain

LTC/MAJ(P)

MAJ/CPT(P)

GM/GS/UA-15

GM/GS/UA-13

Major

COL/LTC(P)

GM/GS/UA-15

Lieutenant Colonel

COL/LTC(P)

GM/GS/UA-15

Colonel

BG/COL(P)

GM/GS/UA-16

General Officers

Senior to the rater and Intermediate rater

Source: Army Regulation 623-105, Officer Evaluation Reporting System

earlier reports, B) provide mandatory performance counseling to the rated officer,

C) increase communications within the chain of command; and D) provide a more comprehensive evaluation of performance and potential. A major objective of the present procedure is to increase the role of senior officers in the evaluation process.

In the past it was often difficult to identify the best officer within a group of highly-rated officers. Selections for the most important assignments, senior service colleges, and university training are all on the basis of choosing the best qualified officer. Promotions to grades above lieutenant are all highly competitive and also on the basis of best qualified. Evaluation reports that assist in wise selections are clearly essential to the interests of the officers being considered and the Army.

What follows is a historical perspective of the forms and procedures used by the Army in rating officers, from most recent to oldest.

DA Form 67-8, 67-8-1 and 67-8-2:

The current evaluation procedure utilizes 3 forms. DA Form 67-8 is the Officer Evaluation Report (OER) form (Figure 1 and 2). An OER is prepared on each officer in the Army at least annually or more often as prescribed by regulations. Evaluation reports must be submitted for any of the following reasons:

- Change of rater: The evaluation will be submitted when the rated officer ceases to serve under the rating officer.
- Change of duty: An evaluation is mandatory when the rated officer has a change of principal duty, even though the rater may remain the same.
- Annual evaluation: An evaluation report will be submitted upon completion of one calendar year of duty following the "Through" date of the last

report submitted.

- Relief for cause: A report will be generated when an officer is relieved for cause regardless of the rating period involved.
- Complete the record: At the option of the rater, a report may be submitted on a rated officer who is about to be considered by a promotion board.
- Senior rater option: When a change of senior rater occurs, the senior rater may direct that a report be created.
- Rater option: The report may be generated if the rated officer has served continuously under the same rater for 90 days. The DA Form 67-8 has space for the rater, intermediate rater, and the senior rater to provide narrative comments on matters not specifically covered elsewhere or to amplify other parts of the report. It is required that the narrative be completed within the space provided. Careful wording is required to permit concise, yet full evaluation of the rated officer, while avoiding less meaningful and lengthier narratives. It must be understood that brevity is an objective but of greater importance is accuracy, objectivity, fairness, and amplification or explanation of other parts of the reports deserving further comment. The completed OER is then forwarded to the Department of the Army where it becomes a permanent part of the rated officer's personnel records. The current procedure also uses a Support Form, DA Form 67-8-1, which is designed to involve the rated officer in the evaluation process and to improve job performance counseling. The third form, DA 67-8-2, is designed for use by Department of the Army. The form is titled Senior Rater

US ARMY OFFICER EVALUATION REPORT

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3. Maintains appropriate level of physical fitness PASS 9610	1	10. Is adaptable to chi	anging situations	1
4. Motivates, challenges and develops subordinates	1	11. Sets and enterces	high standards	1
5. Performs under physical and mental stress	1	12. Possesses military	bearing and appearance 70/161 YES	1
6 Encourages candor and frankness in subordinates	1	13. Supports EO/EEO)	1
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Figure 1 (DA Form 67-8) Front

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emonstrated that the hest	way to lead is by example. He is a well respected and totally
empetent officer.	commitment and pride in job performance drives him to
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	mass mail system used by officers within the Directorate. This
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nd help manage Individual	Ready Reserve (IRR), Individual Mobilization Augmentee (IMA), an
	ldiers, potentially saving an estimated \$100,000 in long distant
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The state of the s	He aggressively improved the region's deployment capabilities h
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	attachment for points only orders, and placed 19 soldiers in Is provides his population with sound professional guidance and
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**************************************	PART VII - SENIOR RATER * COMMENTS is an exceptionally professional and competent officer. He handles complex tasks with ease, using
TOTOCYC CE23 B ERGRES CPT Y F SSN	PART VII - SENIOR RATER * COMMENTS is an exceptionally professional and competent officer. He handles complex tasks with ease, using an extremely effective system for breaking down situations and solving every component. is dedicated to improving this Directorate, his team, and himself. His
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Figure 2 (DA Form 67-8) Back

Profile Report and is provided to maintain a rating history of each senior rater.

This form tracks the rating history of the senior rater and makes it available to both the senior rater and the Department of the Army.

Under the present procedure, the rated officer has two formal requirements associated with the rating process: 1) the rated officer is required to have a faceto-face discussion with the rating officer within the first 30 days of the rating period. This discussion is designed to encourage communication with and counseling by the rating officer. It is intended to result in development of duties, responsibilities and performance objectives with the approval of the rating officer. These duties, responsibilities and performance objectives are entered in Part IV of the initial working copy of the Support Form. The rated officer and the rating officer then indicate in Part III of the form the date of their discussion, then both initial the form. The results of the discussion and counseling will serve as a guide for performance, but they are not normally all inclusive. 2) Following the face-toface discussion and partially filling out of the initial working copy of the Support Form, the rated officer is then required to maintain the form during the remainder of the rating period. He/she should review the agreed upon duties, responsibilities and performance objectives periodically. If necessary, he/she should request additional meetings with the rating officer to adjust the entries on the form to assure that they reflect any changes in emphasis or job description. At the end of the rating period the rated officer will be expected to completely fill out a final copy of the support form, including his/her significant accomplishments and

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RATING PERIOD	TOOK PLACE ON					E OBJECTIVES FOR TH	E CURRENT
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STATE YOUR SIGN	IFICANT DUTIES AND	RESPONSIBILIT	ES				
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Figure 3 (DA Form 87-8-1) Front

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DATA REQUIRED BY THE PRIVACY AC	T OF 1974 (5 U.S.C. 552a)
. AUTHORITY: Sec 301 Title 5 USC; Sec 3012 Title 10 USC.	
PURPOSE: DA Form 67-8, Officer Evaluation Report, serves as the pri	mary source of information for officer personnel
nanagement decisions. DA Form 67-8-1, Officer Evaluation Support Form	a, serves as a guide for the rated officer's perform-
ince, development of the rated officer, enhances the accomplishment of the performance information to the rating chain.	organization mission, and provides additional
3. ROUTINE USE: DA Form 67-8 will be maintained in the rated officer	
Career Management Individual File (CMIF). A copy will be provided to the r orwarding address shown in Part I, DA Form 67—8. DA Form 67—8—1 is for	
the rated officer after review by the rating chain.	

4. DISCLOSURE: Disclosure of the rated officer's SSN (Part I, DA Form 67-8) is voluntary. However, failure to verify the SSN may result in a delayed or erroneous processing of the officer's OER. Disclosure of the information in Part IV, DA Form 67-8-1 is voluntary. However, failure to provide the information requested will result in an evaluation of the rated officer without the benefits of that officer's comments. Should the rated officer use the Privacy Act as a basis not to provide the information requested in Part IV, the Support Form will contain the rated officer's statement to that effect and be forwarded through the rating chain in accordance with AR 623-105.

*U.S. Government Printing CTics 1991 — 231:465-40454

contributions in Part IVc of the form. Also Part IVc must include the results of the Army Physical Fitness Test (APFT) and the soldier's height and weight. The rated officer will then sign the form in Part IVc. At the same time he/she will receive a copy of the Evaluation Report with administrative data entered in Parts I and II. The officer being rated is responsible for verifying the correctness of this information entered on the form, and will then forward both the Evaluation Report and the completed Support Form to the rating officer.

As stated earlier the rater is required to counsel the rated officer within 30 days of the start of the rating period as to the rated officer's major duties and responsibilities and the performance objectives for the period. At the end of the rating period, the rater then evaluates the rated officer based upon his or her performance of the stated duties and the rated officer's potential for promotion.

The rater will have considerable latitude in developing the rated officer's duties and objectives. The rater may develop them alone or may develop them in discussion with the rated officer or may task the rated officer to develop them based upon guidance that will be provided. It must be remembered that the Support Form is only a guide. The rated officer is still responsible for all that is normally expected of an officer of that grade serving in that specific duty position. During the rating period, the rater should assure that the duty description and major performance objectives of the rated officer are kept current. This periodic review affords the rater an excellent opportunity to coach or counsel the rated officer and to provide him or her with the benefit of the rater's knowledge and

experience.

At the end of the rating period, the rater will receive the completed Support Form and the partially completed OER from the rated officer. The information on the Support Form should enable the rater to write a more accurate and complete OER. If the information on the form is inadequate or inaccurate, it is appropriate to discuss this with the rated officer and to suggest changes. However, the rater may not require the rated officer to change the information on the Support Form (Figure 3 and 4).

Raters must understand that the success of the officer evaluation system depends upon the complete and accurate use of the report and the regulations governing its preparation. The success or failure of the evaluation system depends in part upon the rater's ability to report accurately and objectively. The rater should remember that the OER is ultimately used to assist in determining the future leaders of the Army. The rated officer must be evaluated fairly, as an individual, based upon current grade, experience, and military schooling, in comparison with officers of similar grade.

In most cases there will be no intermediate rater. For those instances where an intermediate rater is designated, the intermediate rater will use Part IV of the OER to comment on the rated officer's performance and potential. If there is no intermediate rater, part IV is left blank.

The senior rater is responsible for both the final rating chain review of the OER and for a critical evaluation of the rated officer's potential. Part VII of the

OER is reserved for the use of the senior rater.

The senior rater is expected to provide an objective evaluation of the performance and potential of the rated officer, based upon additional experience, broad organizational perspective, and a focus on organizational requirements versus actual performance results. The senior rater is required to compare the potential of the rated officer against a hypothetical average population of 100 officers of the same grade, essentially placing all officers into a forced distribution rating. The evaluation should recognize that across the entire officer corps, there should be a normal distribution in terms of quality and potential. It is highly unlikely that all or most of the officers who are senior rated are in the top few percent of the officer corps. The senior rater evaluation must be accurate and fair, both to the rated officer and to the Army. The forced distribution is accomplished by placing an "X" in the appropriate box in the column marked SR, and any comments in Block B. The senior rater comments generally address the potential of the rated officer, but they may also address performance, administrative review, or the comments of the rater and/or intermediate rater. The completed OER is then forwarded to the appropriate Military Personnel Service Center (MPSC) for administrative processing. At the appropriate headquarters, the evaluations of the rated officer will be combined with previous ratings of similar officers to produce an updated profile of the senior rater's tendency. This profile for officers of that specific grade will be entered in part VII of the OER by Department of the Army, providing a graphic indication of the rating tendency and how a particular officer

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compared to all other officers of his or her grade that have been previously rated by that senior rater within the past year.

The box checked most frequently by the senior rater creates a "center of mass" in the profile that may be compared to the box checked for the rated officer in order to determine if the rated officer is above, in or below the center of mass of that particular senior rater's profile. The "center of mass" concept has been selected as the preferred method of interpreting the senior rater profile and is how selection boards interpret the evaluation.

The Senior Rater Profile, DA Form 67-8-2 (Figure 5), is produced annually by DA, based upon the cumulative total by grade of all the senior raters evaluations. One copy of the Senior Rater Profile is retained by DA in the senior rater's personnel records and one copy will be forwarded to the senior rater. The form is designed to track the general rating tendencies of the senior rater and to make this information available to the senior rater and to DA, where it may be used by various selection boards in their consideration of how the senior rater has performed his/her duties.

DA Form 67-7:

Prior to the DA Form 67-8 was the DA Form 67-7 which became effective on 1 April 1973 (Figure 6 and 7). It was similar to the DA Form 67-5. The plan was for the new form to utilize the features of its predecessors while at the same time narrowing the focus, allowing the form to become a streamlined management tool. Instead of a numerical score pertaining to the professional

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Figure 7 (DA Form 67-7) Back

attributes, the rater was required to state yes, no or needs improvement. This form did however provide for a system of scores, to include overall and subtotals to be calculated and recorded. The rater and endorser were provided with identical scoring requirements in the various sections of the report. It should be noted that unlike older versions, higher numbers reflected better scores or a greater degree of goodness. Those scored areas marked with an asterisk required mandatory remarks in the comments or narrative section. Parts IV and VII provided space for the rater and endorser to provide brief comments on items not covered elsewhere or items that require further address. It is required that the comments be completed within the space provided, additional enclosures were not permitted. The rating officer was usually the immediate superior to the rated officer. The endorser was the next higher commander who prepared the efficiency report. The reviewing officer was required to ensure that the comments were correct and understandable. Unlike previous reports, it was the rated officer's duty to ensure that the efficiency report provided complete and accurate information on all the aspects indicated in the report. Upon completion by the reviewing officer, the rated officer was allowed to view the report prior to its being placed into the rated officer's Official Military Personnel File (OMPF). No records were kept pertaining to the statistical rating history of any of the rating officers.

DA Form 67-6:

The DA Form 76-6 (Figures 8 and 9) became effective on 1 April 1968. It was planned to utilize the best features of its predecessors, and introduce new

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sections and new rating requirements to make the total report a broader, more comprehensive and more useful management tool. Past efficiency reports had an overall or total points scoring to offer an immediate grade on an officer's efficiency, performance and potential. This system contains scores, but no overall totals or subtotals are to be calculated or recorded. The rater and the endorser had identical scoring requirements in the various sections of the report. It should be noted that higher numbers sometimes indicated better scores and sometimes the opposite, requiring care and concentration when filling out the report. All scores marked with an asterisk required an explanation in the narrative section. Part IX had space for the rater and endorser to provide brief comments on items not covered elsewhere or to amplify other sections of the report. It was expected that the narrative be completed within the space provided, however enclosures were acceptable if additional space was required. The rating officer was normally the rated officer's immediate superior in the chain of command. The endorsing officer was the next higher commander who prepares the efficiency report. The reviewing officer was usually the endorser's rating officer. The reviewing officer had the responsibility of ensuring that the efficiency report provided complete and accurate information on all of the individual aspects listed in the report form. Upon completion by the reviewing officer, the rated officer was allowed to view the report prior to its placement into the officer's OMPF. No statistical records were kept pertaining to the rater, endorser or reviewing official's rating history.

DA Form 67-5:

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Figure 11 (DA Form 67-5) Back

PERIOD COVERED: 22 Jul 66 - 19 Jun 67 ITEM 19, Continued Further action was considered; however, a rating at the bottom of the "exceptional" category, with a score of 90, and a rating at the middle of the "superior" category. with a score of 79, were not considered as a wide difference of opinion between these two evaluations in Part VI; nor was the evaluation in Part IV considered inconsistent. Therefore, this report was not referred to the rater and indorser for comment. I felt that each rating was an honest evaluation based on each officer's observation of regarding his rethe rated officer. During this period, I counseled sponsibilities as a member of the Army community and the benefits of membership in the Fort Richardson Officers' Open Mess. No further action is considered appropriate at this time. 121st Med Det (Den Svc), Commanding Officer

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Figure 13 (DA Form 67-5) Continuation

DA Form 67-5 (Figure 10 and 13) actually had two effective dates. The first was 1 February 1962 and was replaced on 30 September 1963. The form number was not changed at that time. The DA Form 67-5 at TAB D is the second edition. In the Army's attempt to make the form more relevant for managers and superiors, the DA Form 67-5 was overly technical. It was the first documented use of forced distribution. The rater and endorser were required to place the rated officer into a statistical mean based on performance and potential as can be seen in Part VI. In Part III, the rater and endorser were given much more space to provide comments on performance and to make other recommendations as deemed appropriate or necessary. I am unable to determine the exact function of Part V. My best estimate is that it was used as a method of recommending additional future assignments that the rated officer would be best suited for. The most interesting aspect of the example report is that the endorser did not recommend the rated officer for a Regular Army appointment due to the rated officer having refused to rejoin the Officer's Club, although throughout the entire report, the rated officer has been described as "superior", "exceptional", and "excellent", his career was technically over because he had not lived up to the social obligation of the time.

DA Form 67-4:

Initiated 1 October 1956, the DA Form 67-4 (figure 14 and 15) used a rater, endorser, and reviewing officer. The rater and endorser were given a block

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Figure 14 (DA Form 67-4) Front

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Figure 15 (DA Form 67-4) Back

to check indicating the frequency of contact that was used for the evaluation. A block was provided for a narrative description of the rated officer, "Comments will reflect your appraisal of this officer and will emphasize strengths, weaknesses, behavior, personality, character or other qualities which distinguish this officer". These comments were allowed to be carried over onto a continuation sheet if the rater or endorser felt that additional space was required to provide an accurate reflection of the rated officer. In Section IV, numeric scores were to be given based upon how the rater and endorser felt the rated officer would perform in different potential assignments. Section V, allowed for the selection of three attributes which were observed to be most prominent in the rated officer. Section VI provided for the overall rating of current duty performance. Section VII allowed for reflection of the promotion potential, while Section VIII provided for a rating of the individual's overall value to the service. While this might be a novel approach to the evaluation of an individual's capability and worth, it provides no control over placement based upon a statistical mean; and I would imagine that in practice all officers who were in favor with the rater and endorser were given stellar ratings.

DA Form 67-3:

The DA Form 67-3 (figures 16 and 17) was instituted on 1 October 1953.

The rater and endorser were allowed to rate the officer based upon a scale of satisfactory, unsatisfactory or unknown, an interesting method that would eliminate guesswork of the rated individuals relative goodness, now either good

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Figure 16 (DA Form 67-3) Front

RATED OFFICER'S NAME AND SERVICE NUMBER					
SECTION II ESTIMAT	ED D	DESIR	ABILITY IN VARIOUS CAPACITIES		
Indicate the extent to which you would desire the rated officers and extent each item in terms appropriate to rated officer's grade of icobie for you to make an estimate of his probable usefulnes. RATER 1 2 3 4 5	to serve to	ssional n. ng contion point be raiving	er you in each type of duty described below. Place on X in the public the UNKNOWN column only if the nature of your contacts multiple assignment. Marking UNKNOWN does not penalise the rate in NDORSE A	d office	imeror-
*For technical and administrative services, or staff, interpret SECTION III PERFORMANCE OF DUTY Considering only officers of his grade, branch, and about the same time in grade, rate the officer on performance of his duty assignment. Read all descriptions and place a nearly X in the box opposite best description.	RATER	INDORSER	managerial responsibilities commencurate with command. SECTION V OVER-ALL VALUE What is your estimate of the rated officer's over-all value to the service? Compare him with officers of the same grade, branch, and about the same time in grade. Place a heavy X in the box opposite best description.	ATER	HUDORSER
 Excels any other officer I know in performance of this duty. Cutstanding performance of this duty found in very few afficers. 			S. The most outstanding officer know.	RAT	IND.
Very fine performance of such a nature that this officer is a distinct asset to the service. Performs this duty in a competent, dependable manner.			and principles and extraction of the control of the	-	x
3. Performs this duty acceptably.			7. One of the few highly outstanding officers I know.	X	2
2. Barely adequate in performance of this duty.			6. A very fine officer who is a great asset to the service.		
!. Inadequate in performance of this duty.	Ц				
SECTION IV PROMOTION POTENTIAL Considering officers of his grade, branch, and about the same time in grade, what is your opinion of this officer's pro- motion potential? Place a heavy X in the box opposite best	ER	DORSER	 A competent, dependable officer of distinct value to the service. 		
iescription,	RATER	=	4. A typically effective officer.		
 One of the few exceptional officers who should be con- sidered for more rapid promotion than his contemporaries. Should give an outstanding performance when promoted to next higher grade. 	X		2. An acceptable officer whose value is limited in some respects.		
Should give a competent and dependable performance when promoted to next higher grade. Should give a fairly adequate performance of duty when			2. An officer who performs acceptably in a limited range of assignments, but who could easily be replaced.		
promoted to next higher grade. 2. Has not yet demonstrated potential for promotion to next higher grade. Needs more time in present grade.			1. An afficer who is not of the caliber that one should reason-		
I. Has reached the highest grade level at which satisfactory performance should be expected. Should not be promoted.	Ū		caly expect in an officer.		
	1				

Figure 17 (DA Form 67-3) Back

or bad. In Section II, the evaluation allowed for the ever-present inflation of ratings. Rater and endorser were to rate the individual on "the extent to which you would desire the rated officer to serve under you" in various duty assignments. Obviously if the rated individual was not in favor with the rater or endorser they had a clear opportunity to create a rating that would cause the rated officer to either be transferred out of the unit or most likely to be passed over for promotion, retention or school, effectively ending his/her career. Sections III - V provided for a rating of performance, promotion potential, and overall value to the service in that order. No controls were in place to prevent inflation of the ratings. It appears that if the rated officer was unwilling to be favorably known to his senior officers his career was in jeopardy of becoming very short.

DA Form 67-2:

The DA Form 67-2 (Figures 18 and 19) was implemented on 1 September 1950. The content appears to be identical to the DA Form 67-3 that replaced it. In reality the forms are the same, the arrangement of the data fields was changed apparently to present the image of progress and improvement. Again the primary problems are that the rater and endorser were capable of inflating the ratings of officers in favor and deflating the rating of the officer that they chose to dislike whether that dislike was professional or personal in nature.

DA Form 67-1:

The DA Form 67-1(Figures 20 and 21) initiated on 1 July 1947 was the

OFFICER EFF	ICIENCY REPORT			7)
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Figure 18 (DA Form 67-2) Front

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Figure 22 (WD Form 67-1) page 3

only form located that provided more than 2 pages of rating space (3 pages in this case). As is normal, it provided the rater and endorser the opportunity to evaluate the rated officer. I find the potential ratings in Section II, part C very interesting and entertaining. The ratings were based upon the following criteria in a wartime situation: 1) Not want him, 2) Take a chance on him, 3) Happy to have him, 4) Prefer him to most and 5) Fight to get him. In Section V, Job Proficiency, the rater was to select the most and least likely job traits from a grid of 12 traits each providing 4 choices. I am unable to determine the function or use of Section V: it provided 7 levels of goodness, yet the available blocks for this rating go to 10. In Section VI the rater again was provided 12 blocks of 4 choices this time relating to the rated individual's personal qualifications. In Section VII, the rater and endorser were to rate the individual's personal qualifications on a scale of 1 to 10, with 10 presumably the best or highest score possible. All ratings on this form were to be annotated on a grid scale with the use of an electrostatic pencil. Why or what an electrostatic pencil is I do not know. Without the ability to compile the ratings and evaluate them with the use of a computer I don't understand why a special device was required to mark the blocks. Again this rating system provided for simple inflation of an officer's rating or for the placement of derogatory comments if so desired by the rater or endorser.

WD Form 67:

The WD Form 67(Figure 22 and 23) was the first coordinated

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Figure 23 (WD Form 67) Front

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To: The Adjunant General, Washington A5, 1.0.

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INSTRUCTIONS (EEE AR 600-121)

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- 2. Prior to Alling in Section G of this report consider carefully the la lowing econtines, and the numer oil values attigated to each. According to mind when rating taking into consideration fine length of service of officer you are rating and the opportunites abstract him, which might have a beging upon his purposes of duty, personal characteristics, or professional dual new

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Figure 24 (WD Form 67) Back

This 1813 example of an Army efficiency report is authentic. It is reprinted courtesy of the Army Officers Guide.

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Figure 25 (1813 Efficiency Report)

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documentation of an individual's performance appraisal. It was a simple form, one page in length. All that was required was for the rater to provide his evaluation of the rated officer and then for a reviewing officer to provide additional comments if so desired. The system allowed for easy inflation of the rating system. I doubt the ratings were impartial; if there was a personality conflict between the rater and rated officer the individual being rated was soon processed out of the service.

Obviously it was determined that this form was too simple; within two years the form was revised to the three page DA Form 67-1.

1813 Army Efficiency Report: Figure 24

Throughout the history of the Army, efficiency reports have been a required method of evaluating assigned personnel. In this example from 1813 the rating officer provided frank and candid comments about the officers assigned to his unit. It is not possible to determine if the ratings themselves had any effect on the career paths of the rated officers. It is most likely that the "reviewer" to whom the letter was written did not pay attention to the comments on the officers of lower rank with whom he may never have had any contact. I suspect that the evaluation reports were filed like all documents, most never to be seen a second time, if they were even read in the first place. It is also certain that the officers who were rated were not afforded the privilege of viewing the report prior to its submission. In the event the report had been made available for review I doubt the rating officer would have survived long enough to have sent the review, much

less the next rating period.

The Future Figures 25 through 31

Within the next year the Army plans to institute a new evaluation report, the DA Form 67-9. What has been created by the current form is a conflict among the military members themselves. The primary factor creating this conflict is the use of the forced distribution ranking on a modified bell curve (Daniels, 86). The established performance rating distribution of the Army is as follows:

1% 2% 4% 13% 60% 13% 4% 2% 1%

The competition created as a result of this system is guaranteed to be unhealthy. As one Officer strives to be rated in the top 7%, another officer must be moved down in rating. As stated in the <u>Army Officer Guide</u>, page 222, "The officer who aspires to ultimate selection for the higher schools and colleges and the more important assignments must deserve and receive a commendable series of evaluation reports". What we have effectively created is a formal atmosphere of corporate mistrust, dislike and backstabbing.

It is time for a new form. Senior raters have managed to inflate the rating system, effectively causing all officers to appear as top-rated individuals. In this environment any officer receiving a rating in the 4th or 13th percentile, although performing well above the statistical median is considered an undesirable officer and will most likely be passed over for promotion or selection to service schools.

The new evaluation report system will be comprised of the DA Form 67-9-1 (Officer Evaluation Report Support Form), DA Form 67-9-1c (Junior Officer Developmental Support Form), DA Form 67-9 (Officer Evaluation Report), and DA Form 67-9-2 (Senior Rater Profile Report).

The primary changes to the form will be:

- Support Form Reinvigoration: Requirements are built into the system that are designed to enhance leadership communication from the top down.

 Senior raters will be required to ensure that all rated officers receive a copy of the rater's and senior rater's support form shortly after assuming duties and prior to creation of the rated officer support form.
- Company Grade Officer Leader Development: Mechanisms have been put in place to assist in the Army's commitment to ensure a rapid, equal, and fair transition of junior officers into the Army culture, and to provide a common framework to base their development upon.
- * Junior Officer Developmental Support Form: A mandatory support form worksheet for Lieutenants and Warrant Officers on which developmental training tasks in leadership along with mandatory quarterly counseling summaries are recorded.
- * Regular Follow-Up Performance Counseling: Institutes a policy for regular face-to-face counseling, and provides a method to track that counseling.
 - * Masking of Second Lieutenant Reports: When an officer is

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Figure 26 (DA Form 67-9-1) Front

Figure 3-1, Sample DA Form 67-9-1 (Front Side)

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Figure 3-2. Sample DA Form 67-9-1 (Reverse Side)

Figure 27 (DA Form 67-9-1) Back

AR 623-105 • 1 October 1997

NAME OF MATES OFFICER ILLE. FOR	For use of this Form, se AR 62	ELOPMENTAL SUPPORT FO	
	s. Mil \$54	GRACE CAGANIZATION	
DOE, JOHN A.		11-1111 : ILT B. 1-41 Inf Bn datory for Lieutenants and WO1s: option	noni for all other races
	p-lace (Part II and III)		unsalings (Part V- Reverse)
67:9-1. Discuss Army leader values, partormance and profession. Complete Developmental Acdevalopmental task for each parformance objectives liste. Upon completion of the initial	of face-to-face counseling, date and initial to or rater's initials. Rated officer and rater re	Decuse progress made on development - Bater summanze key bonts in ac Pater and cated officer initial, dat counselings.	propriate block of Part V. te, and keep a file copy for use during la
		secon of values, attributes are state attenting seem	ections. (See FM 22-100)
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SEILLS (Competence) Still deresopment is seri of self-	CONCEPTUAL Composition sound judgment, critical training thinking, more recovering	INTERPOSECULAL Shows stall with poople coaching, leaching, countries and employering	TECHNICAL Possesses the necessary recents to accomplish at task and functions
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DECISION MAXING. Reaches a	ound, legical decisions based on analysisis	synthesis of information, and uses sound we	egment to allocate resources and select
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CANNING. Uses critical and cre		nning, Executing, Assessing	
	ative thinking to develop executable plans	that are suitable, acceptable, and Teasible	

Figure 3-3. Sample DA Form 67-9-1a (Front Side)

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DEVELOPING Teaches train	s coaches and counsels so	ubordinates increasing their b	nowledge, skills and confide	nce
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LEARNING. Actively seems to	if-improvement thou dust i	stude, professional reading, a	tc.1, and feeters a learning e	overnment in the unit (IPRs, AARs, NCOP)
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Figure 3-4. Sample DA Form 67-9-1a (Reverse Side)

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Figure 3-5. Sample DA Form 67-9) (Front Side)

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Figure 3-6. Sample DA Form 67-9 (Reverse Side)

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DA FORM 67-9-2 1 OCT 97

Figure 3-3. Sample DA Form 67-9-2 (Front Side)

being considered for promotion to Captain and above, his efficiency reports as a Second Lieutenant will not be available to the selection board. This is due to the fact that Second Lieutenants are considered to be in a training phase and their evaluation reports should have no further bearing upon their careers past First Lieutenant.

- Rater Evaluation Upgrade: Initiating the use of rating criteria that will enhance the officer corps' familiarity with doctrinal Army values along with being considered for promotion to Captain and above, his efficiency reports as a Second Lieutenant will not be available to the selection board. This is due to the fact that Second Lieutenants are considered to be in a training phase and their evaluation reports should have no further bearing upon their careers past First Lieutenant.
- Rater Evaluation Upgrade: Initiating the use of a rating criteria that will
 enhance the officer corps' familiarity with doctrinal Army values along with
 select leadership skills, emphasizing and reinforcing the most desirable behaviors
 of the officer corps.
- Senior Rater Evaluation: Two box checks and a narrative focused on the rated officer's potential. The first box is an evaluation of the rated officer's promotion potential compared to all officers of the same grade. The second box is an evaluation of the rated officer's potential in comparison to a much narrower group consisting of officers of the same grade which the senior rater has senior rated or are currently in the senior rater's population. Also created has been a

senior rater profile in which less than 50% of rated officers will be able to receive an "Above Center of Mass" rating.

- Rated Officer's Signature: The rated officer is now required to sign the OER after it has been completed by the rater, intermediate rater (if any) and senior rater. This is a significant change from past procedures, where the rated officer had to sign the form prior to the OER being completed, his signature only verifies correctness of name and social security number.

unable to provide any coherent personal evaluation of this form. The only drawback that I can see to the new system is that we are reverting back to the DA Form 67-1 that provided the rater the opportunity to select the attributes most often displayed by the rated individual. This is accomplished with a "Yes" or "No" format. Of 15 attributes in 5 categories the rater is required to select yes or no to indicate which 1 attribute of 3 is most priminently displayed. It is considerably unjust to identify the rated officer with only one prominent attribute when all 3 may be strongly exhibited. I have doubts that the individual who designed the current form has ever reviewed historical documents of performance evaluations.

Statement of Purpose

The military performance appraisal is tolerated as a necessary evil at best.

The information is required for important management decisions. Creating a new performance evaluation report is a difficult job for any organization. Through detailed research of various evaluation techniques I will present a composite

evaluation reporting method that will be suitable for use by the Army. This new evaluation report will provide the necessary information required for personnel managers while removing the potential for inflated rating as much as possible.

Chapter 2

LITERATURE REVIEW

The following discussion is a review of the literature used during the research:

Appraisal": A highly usefulbook that provided much insight into the numerous aspects surrounding the Performance Appraisal. It diagnosed the problems to include correcting poorly constructed processes, wrong attitudes, and inadequate skills. From there it assisted in determining what could be done to correct the deficiencies, such as; training managers to appraise. In emphasized the need for managers and employees to engage in a give and take relationship supported by mutual trust and respect.

Crocker, Lawrence P., "The Army Officers Guide": This book tells all the ins and outs of having a successful career in the Army. There is valuable information here for everyone. A useful reference for research information about military customs and courtesies, as well as historical perspectives.

Creech, Bill, "The Five Pillars of TQM": Written by an educator of the Total Quality Management (TQM) philosophy. This book analyzes TQM's fundamental principles and their implementation, explaining how anyone can introduce the Five Pillars of TQM into an organization. The Five

Pillars of TQM is an excellent book on how to structure and manage an organization for success.

Hersey, Paul., Blanchard, Kenneth H., Johnson, Dewey, "Management of Organizational Behavior": This book provides an examination of the applied behavioral sciences, and focuses on fundamental ideas which have been successfully implemented in academic, business, not-for-profit and administrative environments.

Koontz, Harold., O'Donnell, Cyril., Weinrich, Heinz., "Essential of

Management": This was an introduction to management text based on current
business situations. This book included social responsibilites, and ethics, planning
premises, electronic media and an updated section on international management. It
was not found to be a significantly useful text, however it did provide useful
insight.

Rothwell, William., Sullivan, Roland., and Mclean, Gary., "Practicing

Organizational Development": A simple book written by instructors

of Organizational Development for students as well as for those already employed
the field. Organized around personal competencies essential in the organizational
development field, this book is a useful and valuable resource for all who wish to
facilitate change.

Rummler, Geary., Brache, Alan., "How to Manage the White Space on the Organizational Chart": This is an excellent book that approaches process management from the top of the organization to the individual performer in a

manner that is meaningful to every employee of that organization. It greatly expanded my view of process in effectively managing core business practices. It was by far the best and most practical guide to the real work of identifying, analyzing, validating and improving process in the business organization.

Beginning with the necessary holistic view of the organization, the book sets forth a rational, clear, and yet simple view of the organizational skeleton, process levels, and interdependencies. The authors provide a practical tool to actually doing the work and achieving the benefits of process improvement.

Swan, William S., "How to do a Superior Performance Appraisal": This sourcebook provides coverage of all aspects of performance management; communication, coaching, measuring, rating, reviewing, and developing. This is a useful resource for those who are designing, managing and evaluating performance management systems within an organization. It links performance management to strategy and discusses it as an organizational culture change method.

DA Pamphlet 623-105, "The Officer Evaluation Reporting System in Brief": A short and confusing narrative of the the correct flow and management of the Officer Evaluation Reporting System. Highly technical and often unreadable due to numerous references and sub-reference. A useful tool for the decryption of the theory behind the Officer Evaluation Report. Recommended only for those who have time on their hands.

Army Regulation 623-105, "Officer Evaluation Reporting System": Very

similiar to the DA Pamphlet 623-105, just much longer and equally convoluted. It proved a valuable tool in deciphering the legal and administrative requirements behind the Officer Evaluation Report. Although it is narrow in focus, the sheer number of references proved confusing. Recommended for those researchers who enjoy puzzles.

Some of the most important information uncovered during my research is:

- Performance evaluations have two major functions in an organization.

 First, it is a process that is used for employee development. The comments employees receive from the appraisal assists the employee in recognizing how their performance level compares to the expectations of management, and provides recommendations for training or remedial action. Second a, performance appraisal provides consistent criteria and evaluation for management to use for administrative decisions such as promotion or salary evaluation.
- Performance Evaluations can provide work planning, objective feedback, identification of problems and setting of compensation.

Work Planning: It is commonly believed that evaluations are simply a supervisor's review of the employee's performance and mistakes. Actually, the supervisor and the employee not only review the past year's performance and achievements while identifying areas requiring improvement, but also look toward the future and set performance objectives and targets for the coming evaluation period. This creates for the employee an individual list of accomplishments and gives the supervisor and the employee something

constructive to talk about during the face-to-face part of the evaluation. Setting those goals and objectives together allows for everyone to understand the goals of the organization and how the employee's actions and outcomes fit.

Objective Feedback: The performance evaluation is a constructive way to provide both negative and positive feedback in an objective manner. The inherent structure intended by performance evaluations serves to guide the rater in separating personal biases from valid and objective observations. If the evaluation is successful in providing objective feedback it then serves to lessen the sting of receiving negative feedback. Also, it is often the case that at least some of the performance criteria were created jointly by the supervisor and employee. The employee's involvement in setting criteria further enhances the employee's perception of fairness and objectivity by the rater.

Identify Problems: Performance evaluations are intended to evaluate the performance of individuals, work groups, teams and organizations as a whole. A well structured performance evaluation will not only spot substandard or off-target performance and pinpoint where it is occurring, it also helps to track the reasons, which can be difficult to uncover. The performance evaluation allows the supervisor and the employee to correct the problem(s) in an objective and cooperative manner.

Setting Compensation: Linking the compensation of employees to performance evaluations helps to solve the problem of how to structure the compensation packages, annual raises, and other incentives fairly and reasonably. When work plans and performance targets are being set for the upcoming rating period, salary increase percentages and nonsalary incentives can be attached to those targets up front. When it comes time to complete the evaluation report, and compute each individual's reward for contributing to the organization's success that year, it is clear who deserves what size reward. When the compensation formula is objective, no one gets labeled as a pushover or a scrooge.

There are four predominant schools of thought when it comes to the distinct methods of Performance Evaluations. There is a) Forced Distribution (the military way), b) 360 degree evaluations, c) Performance Based evaluations and d) Personal Trait and/or Work Characteristic evaluations (Landy 144)

The forced distribution model used by the Army was discussed in detail in Chapter 1. It is a valid method of selecting the theoretically best officers for promotion and continued service. Due to the vertical rank structure it has been determined that roughly 30 percent of any given rank will be selected for promotion to the next higher grade. For example:

- Brigadier General
- 3 Colonels
- 9 Lieutenant Colonels
- 27 Majors
- 81 Captains
- 243 First Lieutenants
- 729 Second Lieutenants

This example is highly simplified and does not take into account the officers who elect to resign their commissions, retire or decide to no longer continue in

military service for some reason.

This system tends to limit performance in at least two ways. First, it places a cap on the number of overachievers, and second, the difference between the distribution categories may be very small, yet will provide great disparity in the consequences received, i.e. longevity and promotions (Mohrmans 182).

The 360 Degree Performance Evaluation: By definition a 360 Degree evaluation is based upon the compilation of evaluations pertaining to an employee's performance from multiple sources, such as supervisors, subordinates, peers, customers or any other source that may provide valid observations. These evaluations are designed to provide the rated employee with a snapshot of their knowledge, skills and abilities from numerous point sources that can evaluate different aspects of the employee's performance. The 360 degree evaluation is designed to provide the rated employee with an all-around evaluation of the areas they do well in and also the areas that they must show improvement. Evaluations of this type certainly do not have the ability to improve the quality of the information that individuals receive pertaining to the quality of their performance (O'Reilly).

With pencil and paper or better yet on their computer, each individual fills out an anonymous questionnaire about another employee. Everything can be evaluated: the way the individual deals with others, leadership skills, personality, talents, values and ethics. After a period of time to collate the information, the person being evaluated is given the results and the chance to

compare self perception with those individuals who theoretically should know them best.

Results Based Evaluations: In this case the system used for the appraisal must be based upon documented and measurable goals that have been preselected based upon their importance to the organization. This must be tempered with the need to provide for an evaluation that will cover both the performance in accomplishing goals and plans along with the actual performance of the rated individual as a manager, or ability to assume responsibility for a predetermined outcome. The most common results based evaluation method is, management-by-objectives method. Most sources have credited Peter Drucker with the creation of this approach. This method involves goal setting, action planning, and plan implementation along with period reviews. Most evaluation forms utilizing this method are very simple. The form contains space for the objective to be entered at the beginning of the evaluation cycle and then a space for the evaluation of the performance toward that objective at the end. Common to most organizations utilizing the results based evaluation technique is the provision that the objective and standards are negotiated and agreed upon by the performer and the evaluator. This approach provides a measurement for the objectives to be achieved by the rated individual, along with the measures of the standards of performance that are expected by the organization (Bernadin 69).

<u>Trait Based Evaluations</u>: This type of evaluation has been in use for many years, and is commonly used to evaluate an individual's personal traits and

work characteristics. The typical trait rating system may list up to fifteen personal traits such as ability to work with others, leadership ability, analytical ability, and initiative. The list may also contain work-oriented characteristics such as job knowledge, production ability, and cost savings. Given these rating points the rater is then required to evaluate the rated individual from "unacceptable" to "outstanding". Organizations initiate this approach by listing a group of traits, characteristics, or personal attributes which are believed to be required in the satisfactory job performance. What is not included is employee accomplishments (Grote 44). Whether the person possesses the basic traits needed for adequate performance is the entire focus of the trait based system. The trait based system (also called the performer focused appraisal) is considered the pioneer in performance appraisals. Early attempts at performance appraisals typically consisted of a laundry list of traits that were determined or at least thought to be essential in getting the job completed. This is a dichotomous system which requires the evaluator to simply indicate whether or not the individual possesses each trait. More recently, this rating system was replaced by the scaled score system, wherein the appraiser was required to select a number from one to five to indicate the extent which the trait was present. This is currently a system in use by the Army today.

All four of the evaluation methods described above have valid applications; however, as a military officer, I do not feel that the trait based evaluation method would have any validity in military performance evaluations.

If all members are to be evaluated on a fair and level field then the application of evaluations based upon personal traits is a poor fit. Since the members of the military come from diverse backgrounds and cultures, applying an evaluation technique that demands uniformity of traits is unfair. Each member must be evaluated based upon his ability to perform those tasks necessary to complete the objectives and must therefore be evaluated based upon the degree of completion. The remaining three techniques are all useful yet when combined, will form a solid and reliable basis for evaluation.

Chapter 3

SELECTIVE REVIEW AND EVALUATION OF LITERATURE

If the Army ever decided to recreate the Officer Evaluation Report one more time, creating the DA Form 67-10, I would like to see it redesigned to incorporate and selectively blend the features of the following three models of performance evaluation: a) Forced Distribution, b) Performance Based Evaluations and c) 360 Degree Performance Evaluations.

It is my belief that with the judicious use of the three models listed above
the Army would be able to create a viable evaluation report that would be useful in
selection for promotion, retention, school selection and future job assignments.

What follows is an in depth review and evaluation of those three models that would be combined to create a proposed new Army Officer Evaluation Report.

Forced Distribution: The one finding that has remained consistent among performance appraisal researchers is that leniency and rating inflation are the most common errors (Swan 91). Most evaluators will, in order to avoid conflict, rate individuals higher than their work merits.

The forced distribution system is organized so that a percentage of individuals at each level of performance will roughly approximate the normal distribution of a bell curve. In a normal system roughly two thirds of all

employees will be rated in the middle, or satisfactory. The remaining one third would then be divided between 15 % who are Superior and 15 % who are less than satisfactory. In most systems 2 to 3 % are reserved at both ends of the rating spectrum to account for individuals who are either Exceptional or Unacceptable to the organization.

Although this system will achieve a statistical distribution of performance ratings, this system is appropriate only for a very large random population of employees. No matter how large the organization, the population that is being rated by one individual will not be large enough to ensure the statistical certainty of a bell curve (Hersey 182). It is a virtual guarantee that the distribution is not random. No organization will hire and promote at random, but an organization will hire and promote the most highly qualified candidates that it can find. There is no manner in which the performance of employees in an organization will parallel the performance of the general population.

Another difficulty with the use of the forced distribution system is that improvement within a rating category cannot be recognized. It is possible for the improvement in performance to be significant, yet the final rating will remain unchanged (Hersey 183).

The most important factor in using forced distribution evaluations is what type of distribution will employees be forced into. The requirement of managers to place individuals into a bell curve assumes a normal distribution among the employees, and normal distribution is therefore expecting randomness among

their employees. Most managers are not scientific when it comes to evaluating their employees. They can easily pick out their outstanding performers and also their poorest employees. The majority of all employees become lost somewhere in the middle. The easiest approach to initiate within any organization is to identify the extremes listed above. Within the middle, the evaluator is able to make rewards as he/she sees fit. This method will ensure that those who are overachievers do receive recognition while those who are underachievers are removed from the organization.

Providing guidelines pertaining to the percentages will be the only
efficient manner to instill quality performance appraisals while preventing ratings
inflation, and protecting employees who may be evaluated by excessively strict or
lenient supervisors. A published and enforced distribution format will provide a
necessary guide to the inexperienced evaluator as well. No set of guidelines will
be appropriate for very small groups, but if created and enforced correctly
quality performance appraisals will provide adequate and accurate evaluations for
most organizations.

Results Based Evaluation: The results based evaluation system has many solid benefits to offer an organization. It produces improved short-and long-term planning. The process begins at the highest levels of the organization with the determination of mission, values, etcetera. This leads to the development of broad objectives based upon organizational needs. This objective setting process flowsdown through the organization until every individual has completed the

processof identifying, developing, and committing in writing to the accomplishment of individual goals that will support the organization's efforts. The focus on results will communicate the importance of achieving significant results to all employees of the organization. The results based evaluation technique encourages focused efforts on performance. It specifies what the organization is attempting to achieve and will reduce the probability that time and resources will be expended on the successful completion of unimportant tasks. In most cases the evaluator and the individual being evaluated accept the method as fair. While some members prefer a system that is less demanding, there can be little objection made to the message the organization creates when a results based system is placed into effect. In today's litigious society a major advantage of the results based system is that it is strongly defensible in a court of law. The process is entirely job specific and in most cases directly involves the rated individual's participation in the development of the goals and objectives.

The results based evaluation system does have limitations. It can easily become too results oriented. If end results are the only things that count or are to be rated there is likely to be far too much emphasis placed on the achievement of short-term results, most likely at the expense of long-term results. The system must also remain flexible. There may have been so much emphasis and time put into the original development and refinement of the objectives that there will be reluctance to alter the original goals, even when the operating conditions have changed making the initial objectives inappropriate. The system is also difficult

to create and cumbersome to use. An enormous amount of organizational time and energy is required to make the system work properly. A large amount of time spent in training is required for every individual that will be touched by the system, and the organization must develop controls to ensure that the steps required by the system are working as they have been designed to do.

The results based evaluation system is unable to provide all the required data necessary to ensure that valid decisions are made pertaining to an individual's future with the organization. It is not possible to use the system in an instance where results measured are either nonexistent or become secondary to the manner in which the job is performed. Results oriented systems are unable to provide sufficient information on how a job was performed. They focus on what the individual has achieved without an all encompassing picture of how (Buzzotta 152).

360 Degree Performance Evaluation: There is a large amount of literature written on performance appraisals. Very little has been written pertaining to the 360 Degree Performance Evaluation. It is believed that 360 degree evaluations are typically utilized in organizations with a participatory culture. In the 360 degree evaluation, the value of input from multiple sources is enhanced, unlike the traditional ratings provided by supervisors. The multiple sources used in this evaluation method provide for proving the consistency of the rated individuals behavior and the reliability of the information used in the evaluation (Buzzotta 292). The behavior of the rated individual will vary

depending upon who he/she is interacting with and in what situation, i.e. supervisor, subordinate, peer or customer. In the relations with supervisors, the rated individual may put greater effort into creating a favorable impression, while expending less effort toward subordinates. In this situation, the implementation of 360 Degree Evaluations will prove useful in improving the cohesion and work efficiency of individual teams.

The fact that the customers, both internal and external, are allowed to provide input proves useful. By simultaneously measuring the expectations of the customer versus performance, the focus of the evaluation shifts from the rater to the ability of the rated individual to effectively respond to varied and changing customer requirements. Such an approach proves useful in identifying those individuals with foresight, those who possess the ability to anticipate future needs while responding to the needs of the rater, peers, and subordinates.

The 360 Degree Performance Evaluation has two beneficial aspects for any organization. First, it draws attention to critical performance objectives that have been neglected by the organization. Second, it proves useful in the enhancement of communications. It improves the formal and informal methods of communication. Once communications have opened up, the organization benefits from, improved work relations, opens up additional positions for employee involvement, identifies and solves some items of conflict, and displays to employees that management has respect for their ideas and

opinions.

The primary disadvantage of the 360 Degree Performance Evaluation is the cost in training time and money necessary to prepare and implement the process. What was once a straightforward evaluation process now requires notifying and equipping the proper individuals and collecting and analyzing the data provided. The rated individuals will most likely and inadvertently generate tension between him/herself and the individuals that provides the rating input.

The process generates a massive amount of information to analyze and collate. At this point it may become susceptible to the wrong perception or the information contained will be selectively distorted. Negative input potentially becomes very powerful and difficult to prove incorrect when the individuals providing the ratings agree, and conversely, easy to manipulate or ignore when the rating individuals do not agree.

When properly combined and applied, these three evaluation techniques have the potential to provide the Army with a valid and reliable tool to assist in the promotion, retention, training, and rewarding of military members. As the force becomes smaller it is essential that those who are valuable performers be retained and those who are not contributing be removed to make way for the advancement of others.

Chapter 4

RESULTS

The military is the largest organization in our country with the ethnic/racial diversity most reflective of our American culture. For many, military service offers the first opportunity to meet and interact with persons perceived as being "different". Sometimes these differences are seen through skin color, language, attitude, and even mannerisms. Sometimes these differences are tolerated and sometimes they are not. If not properly managed, or at least recognized, cultural conflicts can and do play out to the detriment of the intercultural relationship. In creating the new evaluation form I have attempted to remove cultural biasing as much as possible. However, there is no way to completely prevent any rater from providing disparaging remarks based solely on the rated individual's differences.

Culture: Culture is not a precise condition or an exact science. As it passed from generation to generation, some elements remain unchanged. As new people of the group relate to their environment, there are adaptations which change the culture (Military Equal Opportunity Management Institute).

Race: Race is a division of mankind that possesses traits that are transmissible by descent and that are sufficiently different as to be characterized as a distinctive human type (Military Equal Opportunity Management Institute).

It must be noted that by joining the military an individual will begin the process of enculturation into the military. This process of enculturation is the passing of the culture, those behaviors and attitudes deemed socially acceptable, from the older to the younger members of the military. It is both conscious and unconscious conditioning which occurs when individuals are learning how to act in order to function successfully in the culture. As with all cultures, the military has certain learned behaviors for certain situations. These behaviors are developed when we enter the organization and are a result of what senior members teach us. When individuals enter the military, they must learn the new culture of the military. This is a two-way process because those who have already been socialized to the requirements of the organization, must now become familiar and sensitive to the diverse cultural groups entering the system. In the supervisor/subordinate relationship the giving of directions, management styles and lack of military training affect the relationship. Work relationships are also affected by cultural factors, how authority figures are viewed, and an individual's work ethic.

Supervisors must ensure the system is not used to victimize cultural minorities. Traditionally, within the military evaluation system, protected classes and minorities have suffered in terms of receiving disproportionate shares of adverse reports. The evaluation process developed is egalitarian as it stands. In concert with the affirmative actions plan, the revised evaluation report will reduce some of the unfairness, but equality must remain a concern.

Employees who are not part of the dominant culture of the organization may have even more apprehension about the performance evaluation process.

Some of the following factors may contribute to evaluation resistance:

-Fear of Repercussions: All of us feel less safe in an organization or culture where we are not the dominant group. Diverse employees, realizing that they are not a majority may experience fear when being evaluated. It is possible that they feel they do not have recourse to a fair evaluation. They may perceive the evaluation as a formalized reprimand for past mistakes and hence may be reluctant to participate.

- "Not One of Us Syndrome": The American judicial system has
mandated that every person on trial be judged by a jury of his/her peers. It is felt
that only those in similar circumstances can make a fair judgment. In a diverse
organization, the rater is not necessarily of the same group as the employee. The
employee may feel that it is not possible to be fairly evaluated by someone who
has little understanding or empathy for the problems of the employee.

-Lack of Understanding of the Process: Employees often see the performance evaluation as a means of reprimand. They do not fully understand the reasons behind the evaluation, nor the actual form and process. In addition, the forms used may be confusing and intimidating for someone not used to such administrative paperwork.

-It is a Foreign Experience: For employees who are from other cultures, the whole evaluation process may be strange and confusing. In many countries, rewards such as promotions and raises are a result of seniority or family connections rather than performance. They may never have experienced this kind of formalized evaluation process. Also, the employee may have little experience with the notion of individual responsibility, goal setting, and monitoring of performance that underlie the evaluation process.

-All Task and No Relationship: In the more structured setting of an evaluation session, the employee may be taken aback when the task takes precedence over the relationship. Suddenly the evaluation form with its boxes and categories seems more important than the person. If the employee has had a comfortable relationship with the boss, the employee may feel betrayed, as though the boss who was so friendly this morning is now cold and all business.

No evaluation method is ever completely unbiased as long as human beings do the evaluating. Using performance based criteria leaves the least room for bias against diverse employees. Performance based objectives are results oriented. Care must be taken to make sure criteria relate to the specific job responsibilities.

Ratings based on traits and characteristics evaluate the individual and tend to produce a defensive response from the employee. This type of evaluation also allows for more subjectivity on the part of the rater, making room for charges of discrimination and accusations of prejudice. Ratings based on performance and behavior on the job are less personally focused and so tend to produce less defensiveness. Behavior is the topic, so both the rater and the subordinate can

discuss performance in a more detached manner. In addition, behavior can be observed, quantified and measured in more objective and equitable ways.

There are of course numerous ways to design and implement an organization wide evaluation system. The content matter may be elusive, and the objectives not quite within reach, but improving employee performance is and will continue to be one of the primary concerns for any organization. In creating the improved Officer Evaluation Report (OER) I have combined the evaluation models detailed in Chapter 3. The following is a description of what components of each method I would recommend utilizing in the new OER:

360 Degree Performance Evaluation: Like all performance appraisals,
360 Degree Evaluations need to be made pertaining to performance criteria that
are relevant to the success or the organization, thereby making the contents
relevant to job performance. In initiating this aspect into the military culture I
would recommend only using the evaluations of superiors, peers and
subordinates. Employing the evaluations of external customers would provide
great latitude in the relationships with those customers, perhaps leading to
unwanted immoral or illegal activities.

Encourage interchangeable jobs through cross training. Employees of the team must cross train themselves to be able to handle any of the potential jobs that a team member may be called upon to perform. All employees must become knowledgeable with the same tasks, so the individuals supplying the rating have an accurate understanding of the rated individuals work.

Ensure that all employees are afforded the maximum opportunity to train in interpersonal skills and problem solving techniques prior to workers beginning their new duties as evaluators. The ultimate goal is for the evaluations to become a continual process not just a twice a year exercise. However in the interest of uniformity the formal evaluation should remain at yearly intervals with variations allowed per the regulations.

Some of the areas that may be evaluated using this method are:

<u>Teamwork</u>: Is capable of working effectively with other employees.

Shares credit and opportunities when appropriate. Helps others when appropriate.

<u>Problem Solving</u>: Recognizes and analyzes work related problems. Uses available resources to evaluate potential solutions.

Accountability: Displays professionalism in approach to work. Accepts responsibilities for all areas of the job. Will not make excuses for errors. Will not blame others for mistakes.

Motivation: Handles several tasks concurrently and comfortably.

Displays enthusiasm for the job. Displays a positive attitude in completing work assignments and interacting with others.

Knowledge of Job: Possesses sufficient skills and abilities to perform all aspects of the job effectively and efficiently. Capable of providing technical assistance to others.

Planning and Organizing: Plans and organizes work effectively.

Identifies available resources required to complete the project. Sets and meets deadlines and appointments.

Communicating: Presents ideas effectively in all situations. Conveys thoughts clearly and concisely. Listens well and asks appropriate questions. Keeps supervisor and co-workers informed.

Quality of Work: Uses time efficiently with a minimum or wasted effort.

Completes work thoroughly in an appropriate amount of time.

Attendance: Is fully ready to work at beginning of work day and continues until work day is completed. Conforms to work hours and schedules. Is present for work every day.

Those areas listed above that are chosen for inclusion in the evaluation format should be rated on a scale as follows.

- Needs Improvement
- Satisfactory
- Beyond Expectations

By providing only three distinct categories those individuals chosen to complete the evaluation will not be burdened with lengthier or more complicated scenarios.

Forced Distribution Performance Evaluations: I do not recommend altering the current breakdown used for the distribution evaluation. The current categories of: Above Center of Mass, Center of Mass, Below Center of Mass Retain and Below Center of Mass Do Not Retain are sufficient to provide for

accurate and useful evaluation. The change I am recommending is the incorporation of the Forced Distribution Evaluation at the Rater level in addition to the current Senior Rater Evaluation. It will provide a more accurate appraisal of how an individual's performance is being appraised by an individual more closely related to the tasks being performed. It is possible that the Senior Rater may rarely or never actually witness the performer at work and therefore is providing his evaluation based solely on written comments provided by the Rater and Intermediate Rater.

Results Based Evaluations: A major part of the Officer Evaluation

Report is the Evaluation Support Form where the rated Officer and the Rater will list his/her significant objectives for the coming rating period and also a space to list or detail how closely those objectives were achieved. For the Results Based Evaluation to be effective it is necessary for the rater and employee to meet at the beginning of the rating period to review A) what the employee will be held accountable for, B) set objectives and C) agree on how performance will be measured.

First it is necessary to create a list of areas of accountability. These areas will obviously differ from one unit to another and one position to another. Some of the more generic areas of accountability to be considered are:

- -Personal Development
- -Professional Development
- -Customer Satisfaction
- -Public Relations
- -Communications

- -Interdepartmental Relations
- -Project Management

After it appears that all of the areas of accountability have been identified correctly, it is now necessary to create objectives for each area of accountability. The employee with the assistance of the rater will now determine the goals or objectives that will be assigned to each individual area of accountability when the appraisal is completed. Once the areas of accountability have been set as well as goals and objectives are expected of the employee, the most important factor is how will accomplishment of these tasks be measured to determine how well the job has been done. Traditionally, this has been the most flawed area within the Officer Evaluation Report. It is imperative that quantifiable standards be set for how task accomplishment will be measured and reported. Realizing that every area of accountability may not be capable of direct measurement, the fewer ambiguous measures made available, the easier it will be for both the rater and the employee to appraise the individual's performance.

In attempting to measure degrees of successful achievement of goals and objectives it is necessary to realize that there are only four measurements of output: quality, quantity, cost and time.

Quality: The measurement of quality can be both objective and subjective. The more objective measurements that can be made, the more accurate and solid the necessary ratings can be.

Quantity: Quantity is by far the easiest to measure objectively. The greatest risk is that the quantity measures do not provide for the accurate

assessment of quality.

<u>Cost</u>: Cost is another easily measured objective. Budget, waste, overtime and profit all provide detailed information that may be used in the evaluation of the employee.

<u>Time</u>: Measurements of time should focus on the timeliness of the results, although this will not take into account quality or quantity. Due dates, staying on schedule and deadlines can all be measures of time.

No matter how good the system may be in theory, no matter how legally solid, if it is not used correctly the entire evaluation process is a waste of time.

The next chapter will deal with implementing the new performance appraisal system.

Chapter 5

DISCUSSION

Supervisors and employees bring their diverse backgrounds and cultures to work, and these variations touch every part of the organization's system.

Performance appraisals are no different. Both cultural and experiential variables of diverse employees have a significant effect on the process of evaluating employee performance.

A performance evaluation generally has three major functions. First, it serves as a tool to help improve performance by giving employees clear feedback about what they are doing well and where they need to improve. Second, it gives the organization a method of measuring to assist in the allocation of equitable rewards. Finally, it helps the employees in their own career growth, giving them feedback and assistance in professional goal planning.

Performance evaluations fail in accomplishing these objectives when employees and supervisors do not understand the purpose of the evaluation. Both supervisors and employees find themselves required to go through the motions of a process that seems to be missing the mark, a waste of time at best, and a morale and productivity reducer at worst. For a performance evaluation to serve its purpose with diverse employees it needs to be clearly explained and perceived as constructive.

The most important factor in determining the success of an evaluation

system is whether or not the evaluators themselves will take their responsibilities seriously and if the evaluators are held accountable for the correct use of the system. One wonders why more time is not being spent on performance appraisals. My belief is that the supervisors are not being held accountable for how well they conduct performance appraisals on their employees. Common sense dictates that little effort will be devoted to an unpleasant task that one will not be held accountable for anyway.

Sufficient training must be provided to all appraisers. This training will serve two purposes. The most obvious is to provide the knowledge and skills necessary to use the system well. The second reason is that raters who are well trained, experience fewer claims of discrimination, along with improving the rater's legal chances in the event that a discriminations claim is filed.

Once the new appraisal system has been implemented, the need for training will continue. Individuals newly promoted to supervisor or individuals transferred into supervisory positions will require training. Refresher training should be made available for individuals who write infrequent appraisals and may be in need of renewing their skills.

A combination of skills is required for supervisors to complete performance appraisals in a successful manner. Technical skills and people skills are not the only requirements. The ability to convey the philosophy of this new system along with why the organization is doing this will lead to success of the new evaluation format.

Ideally the military will conduct a formal and comprehensive training program that all managers will be required to attend as a precondition for their conducting performance appraisals. In absence of this ideal, every unit or organization within the military must afford the time required to conduct a one hour training session to assist raters in carrying out their responsibilities with a minimal degree of understanding. Providing this minimum level of training, in addition to its ability to assist in ensuring accurate performance appraisals, will also be useful to supervisors and the organization in avoiding discrimination complaints.

With this new appraisal system in place, the primary responsibility for management of performance will be borne by the individuals being rated and not by the manager. Over the term of the rating period, the employee will achieve the objectives and demonstrate the various skills and abilities that are required for success. The activities of the rated individuals and the supervisor together will constitute the performance management process.

The rated individual will now be held accountable for:

Goal Achievement: The rated individuals will have to make the conscious decision to invest the time and effort into organizational requirements. Once the individual has willingly chosen to accept these requirements they become goals for the rated individual.

Soliciting Feedback and Coaching: Granted, the manager is responsible for providing performance feedback and coaching, the rated individual must

actively seek feedback and use that feedback to improve performance. The rated individual must initiate a coaching session with the manager in advance of a critical meeting or prior to starting a new project.

Open Communication: Just as the supervisor is responsible for continual feedback and for the revision of goals and objectives during the course of the rating period, the rated individuals bear the obligation to communicate openly and regularly with the supervisor.

<u>Distribution of Performance Data</u>: As the rated individuals completes projects the individual needs to advise the supervisor of the status of the objectives that were originally set at the beginning of the rating period.

Prepare for Performance Review: When the performance review is drawing near the best advise for any individual being rated is to be prepared. The rated individual will be required to list his/her successes and where the goals were not met. This will provide a clear picture of where the rated individual stands when compared to the goals that were agreed upon at the beginning of the rating period.

In this Performance Appraisal, the manager must be held accountable for:

Conditions that Motivate: While the rated individual bears the primary responsibility for managing their performance to achieve the goals and objectives that have been agreed upon in a proper manner, the manager must be held accountable for creating working conditions that allow motivation and personal growth to occur.

Observe and Document Performance: Managers will be encouraged to utilize the performance appraisal form to record any observations made during the rating period. Since the performance appraisal form has been correctly constructed to emphasize both results and behaviors, the manager will find it easy to complete the formal report since a great deal of information already exists from what has been noted throughout the rating period.

Update Objectives and Standards: It is almost guaranteed that over the course of the rating period the objectives will change, making revisions necessary. What will be difficult for the rated individual to accept is the fact that performance standards may change. If the organization changes over the course of the rating period, it should be expected that the standards of performance will change as well.

Provide Feedback and Coaching: It must be understood that feedback is information that will provide the employee an assist in correcting their actions so that the probability of goal attainment is increased. Coaching must be provided to improve or increase performance. It may also be provided when the supervisor witnesses a particularly meritorious act or in advance of an important event.

Provide the Opportunity to Develop: Although the individual employee is responsible for his or her own development, the supervisor must make further opportunities available. At the very least supervisors must encourage the employee's participation in training sessions and developmental programs. It is

possible for supervisors to delegate further responsibility to assist in the growth and development of the employee.

Reinforcement: The final requirement of the performance management process is to reinforce the accomplishments of the employee when progress is made toward the achievement of the objectives set forth in the initial performance meeting.

A sound performance evaluation system draws on both supervisor and employee. Together they negotiate performance expectations for the future. With expectations set, the next step is to monitor progress. There is a wide range in supervisory level of performance in this step. Some employees may need to be monitored closely and frequently. Others, based on managerial experience, may need only occasional contact. However this task is not to be neglected. Supervisors have a right and need to know what progress is being made toward expected results.

Finally, using the information obtained through ongoing monitoring of progress, it is time to evaluate the results. The evaluation of performance prepares the supervisor to provide feedback, make recommendations on administrative decisions, and provide appropriate counsel on performance improvement. It is never an end in itself. The performance evaluation system also provides documentation to substantiate administrative decisions.

Evaluations should reflect a true picture of an employee's contribution.

There are several pitfalls to avoid in order to accomplish this. Evaluators should

consider all relevant issues that can be observed. They should be willing to distinguish among levels of performance, and avoid personal bias and extraneous issues in the process. They must focus on making a simple comparison of what was actually accomplished to what was expected for the rating period.

Being a member of a cohesive team can be an exciting work experience.

Through the proper allocation of supervisory skills and interpersonal ability, the leader can set the stage for the development of an effective team on which everyone's job will be more enjoyable, including the supervisor's.

GLOSSARY

NOTE: These are working definitions, not regulatory ones.

Appraisal: Comparison under an appraisal system of an employee's performance of duties and responsibilities with performance standards.

Criteria: Quality, quantity, timeliness, cost-effectiveness, productivity, reduction in paperwork, courtesy, meeting goals, or other tools which may be used to measure results of performance.

Individual Performance Elements: Those aspects of work that an individual has control over and relate directly to assigned tasks.

Measurement Item: Those specific items (within the selected criteria) which will be measured.

Measurement Method: The means used to determine the degree to which standards have been met.

Performance: An employee's level of accomplishment of duties and responsibilities.

Performance Standards: The expressed measure of level of achievement, including quantity, quality, and timeliness, established by management for the duties and responsibilities of a position or group of positions.

Unacceptable Performance: Performance of an employee which fails to meet established performance standards in one or more critical elements of such employee's position.

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