

The Development for Performance Appraisal System of Secondary School Teachers under Local Administrative Organization

Suphawadee Uttaramar¹, Kowat Tesaputa² & Anan Sri-Am-Pai³

Abstract

The objectives of this research were: 1) to study current situation and problem in the Performance Appraisal System of Secondary School Teachers, under jurisdiction of Local Administrative Organization, 2) to develop the Performance Appraisal System of Secondary School Teachers, under jurisdiction of the Local Administrative Organization, and 3) to evaluate the application in the developed Performance Appraisal System of Secondary School Teachers, under jurisdiction of Local Administrative Organization, by using the Research and Development Process. The samples using in Step 1 of this study, were 5 experts. The samples in Step 2, were 758 school directors, the chiefs of Division or the chiefs of Learning Substance in Secondary Schools, under jurisdiction of Local Administrative Organization.

Keywords: System Development, Performance Appraisal System, Work Performance

Introduction

The Performance Appraisal was an important instruments for human resource development the same as Education as well as Training. It was significant in the raise as well as the promotion rather than being used as an instrument for staff development truly. Consequently, it was found that the evaluative model was administered when it was about to raise the salary. Since the evaluation in work practice was an instrument in evaluating the staffs' knowledge as well as competency in work of every kind of work unit.

In addition, it was an indicator of relationship between the staffs' knowledge as well as competency, and the expectation of work unit. (Prawet Maharatsakul, 2002). In the advanced organization with systematic administration, the performance appraisal was the most important administrative instrument. (Noe,2003) It was a positive stimulating force of work practice. But, it was also administered for other purposes such as to raise the salary, planning for future work appraisal, determination of necessity in training and developing the staffs; potentiality for being on promotion etc. (Peck, 1984 cited in Bartol and others, 1998) As a result, the evaluation in work practice became the daily activity which was very important for the administrators based on guidelines for administrative approach. It was a major factor in developing relationship among various processes aimed to improve different work units as well as organization itself by giving an importance to the evaluation for raising the work performance as well as staff development so that they would use their existed potentiality fully. Consequently, the organization would accomplish its expected goal. (The Office of Government Official, 2002)

¹Doctor of Education Degree Candidate (Educational Administration and Development), Faculty of Education, Mahasarakham University, Thailand.

² Ed.D. Faculty of Education, Mahasarakham University, Thailand.

³ Ph.D. Faculty of Education, Mahasarakham University, Thailand.

Tracy (1979) explained 6 factors of evaluative system in work practice as follows: 1) Specify goals and objectives, 2) Decide on means to be used, 3) Determine criteria of performance, 4) Set standards to be met on criteria, 5) Measurement of performance, 6) Comparison with standard.

Likewise, Anthony Kacmar and Perrew (2002) stated 6 kinds of factors in evaluative system in work appraisal as follows: 1) Job analysis 2) Set performance standards 3) Design a performance appraisal system 4) Assess performance 5) Performance review 6) Discuss a future plan of action.

The performance appraisal was specified by the official (The Office of Civil Service, 2008 b) as follows: 1) the practitioners had to pass the Official appraisal twice a year, the First Round (1st October-31st March of the next year), the Second Round (1st April-30th September). In each round, the practitioners had to agree the Official Performance with their super-ordinates from the beginning of the round, and would appraise by comparing the real performance with specified goal in order to concluded into appraisal score at the end of the round, 2) the Official Performance Appraisal would be considered from at least 2 factors because it might be determined as the third factor by the government sectors in addition to the first 2 factors, and 3) the scores from official performance would be classified by the official performance.

For the government officials who were during trying out the official practice, were not only classified their official performance like the general officials but also had to be classified as pass or fail the appraisal.

The situation of Performance Appraisal of Secondary School Teachers, under jurisdiction of Local Administrative Organization, was schools being transferred the Education including problem in Performance Appraisal as well as Promotion by not being focused on Good Governance. As a result, the nepotism as well as group system, (Kanya Wongprajan, 2008): 4) the problem of some kinds of Performance Appraisal was caused by the limitation from system design, application or implementation of Performance Appraisal in organization. According to the survey, found that the administrators spent very little amount of time for Performance Appraisal of staffs. They were not trained systematically in using the Appraisal form or Interview Technique for Appraisal. In addition, they were not ready for accepting the mistake in both of technique or outcome of the appraisal. (Bretz Milkovich and Read, 1992; Milkovich and Wigdor, 1991; Wyatt, 1989). Various problems of Performance Appraisal, for instance, the high appraisal score was caused by limitation of system design as well as its application without appropriate study. Consequently, the guidelines for solving the problem caused by Performance Appraisal were presented by improving the measurement instrument, training project, appraisal policy and process.

However, according to the study of various problems, for example, the high score of appraisal, found that the problem was occurred since 1950. (Bernardin, Orban and Carlisle, 1981; Heron, 1956; Sharon and Bartlett, 1969; Taylor and Wherry, 1951) Although there was the improvement of training, project, appraisal policy and process of Performance Appraisal for 40 years, those problems were still occurred. It was indicated that there were other problems in applying the Performance Appraisal in the organization or the problems were not being able to be solved. Because the researchers of Performance Appraisal might not view the problems relevant to the point. (Robert Wood & Verena Marshall.1993)

According to the above reasons, it was very necessary to implement the development of Performance Appraisal System of Secondary School Teachers, under jurisdiction of Local Administrative Organization, the researcher was interested in studying the current situation and problem of evaluative system in work practice of Secondary School Teachers, under jurisdiction of the Local Administrative Organization, based on approach of system, system development, evaluation in work practice, factor of performance appraisal system, Educational Administrative and Management of Local Administrative Organization, and Good Governance using in developing the evaluative system in work practice of Secondary School Teachers, under jurisdiction of the Local Administrative Organization, as the guidelines for planning in development, following up, and performance appraisal of Secondary School Teachers.

Besides, it was also the development of Educational Administration in performance appraisal system further.

Purpose of the Study

1. To study current situation and problem of performance appraisal system of the Secondary School Teachers, under jurisdiction of Local Administrative Organization.
2. To develop the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization.
3. To evaluate the application in performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization.

Method

Research and Development (R&D) was employed for this study by using mixed methods research techniques by collecting data through quantitative as well as qualitative technique. This study is design to the Development for Performance Appraisal System of Secondary School Teachers, under Local Administrative Organization. and the research steps were classified into 3 steps including:

Step 1: the study of current situation and problem of performance appraisal system of Secondary School Teachers, under jurisdiction of the Local Administrative Organization, consisted of 2 methods: 1) the In-depth Interview from 5 experts regarding to the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administration Organization, the instrument was the Interview Form in performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, the research instrument was the Semi-structured Interview, and the Open-ended, and 2) the Survey of current information in current situation and problem in performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization. The samples were 758 school directors, the assistant school directors, the Chiefs of Divisions or the Chiefs of Learning Substances. The instrument using in this study was the Questionnaire asking current situation and problem of performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, the research instrument was the Questionnaire as Rating Scale, and Open-ended Questions. Its Reliability was 0.789, and 3) the Field Trip Study from 1 Best Practice School, under jurisdiction of Local Administrative Organization.

Step 2: development in performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, consisted of 3 sources of information for developing the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization as: 1) the In-depth Interview from experts regarding to performance appraisal system in work practice of Secondary School Teachers, under jurisdiction of Local Administrative Organization, 2) the Survey of current information on the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, and 3) the Field Trip Study from Best Practice School for using as guidelines in outlining the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization by 9 experts for investigating the propriety as well as feasibility, and revising the tentative performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, and Handbook based on the experts' opinion, the instrument using in this study was the Questionnaire regarding to the propriety as well as feasibility in performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, the instrument was Questionnaire as Rating Scale, and the Open-ended Questions.

Step 3: the evaluation of application in performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, was to apply the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, by implementing with the sample in 1 Secondary School by volunteer for 6 months, total of 24 persons. The application of performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, and the evaluation of Satisfaction in applying the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization after using the tentative appraisal system.

Research Findings

1. For current situation and problem in the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, found that the situation in the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, in overall and each aspect, the practices were in "Moderate" Level. Except the Feedback, the practices were in "High" Level. For the problem in the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, found that the overall problem was in "High" Level. Considering each factor, 3 problems were in "High" Level including: the objective of work practice evaluation, the process of performance appraisal, and the content material in performance appraisal.

2. The development in the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, it consisted of 4 major factors including: the Input consisted of 4 factors: 1) the objective of performance appraisal, 2) the content of performance appraisal, 3) the instrument of performance appraisal, 4) the performance appraisal. The Process consisted of 3 Sub-factors. Each factor was the Sub-system units including: 1) Planning, 2) Action, 3) Conclusions and Report. The Output consisted of 2 factors including: 1) the findings of Secondary School Teachers' performance appraisal were accepted as well as reliable, the teachers' satisfaction on performance appraisal.

The Performance Appraisal System of Secondary School Teachers, under jurisdiction of Local Administrative Organization, was shown in Figure 1:

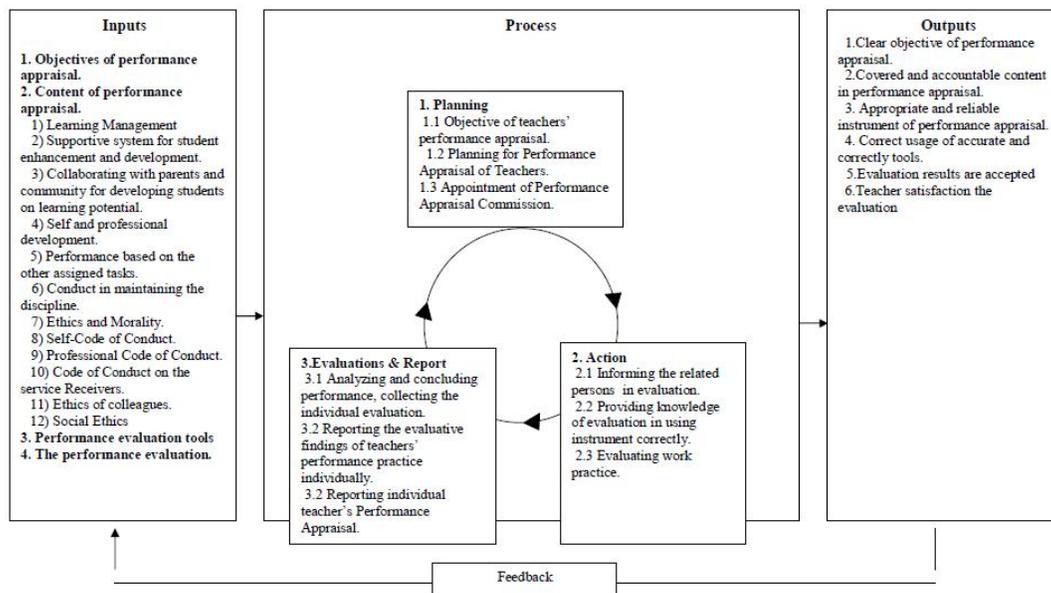


Figure 1: The Performance Appraisal System of Secondary School Teachers, under Local Administrative Organization

The Guidelines for application in the performance appraisal system of Secondary School Teachers, consisted of 3 Step as follows:

Step 1: Planning, was the preparation stage for developing the awareness and significance by following implementations:

1. The administrators as well as teachers collaborated in determining the objective, and analyzing the current situation as well as problem in performance appraisal.
2. The administrators as well as teachers collaborated in determining the objective, and designing the performance appraisal.
3. The committee was appointed for implementing the performance appraisal including the school director, assistant school directors, Chiefs of Divisions or Chiefs of Learning Substances.
4. The workshop was held for organizing activities relevant to the objective of performance appraisal.
5. The plan of performance appraisal, revision, improving, and recommendations.

Step 2: Actions, was the stage of implementation based on the action plan in performance appraisal of Secondary School Teachers including the implementations as follows:

1. The administrators held the conference for informing and developing the awareness in performance appraisal of Secondary School Teachers.
2. The evaluators were provided knowledge to be able to administer the evaluative instrument correctly.
3. The details of content in work practice evaluation in the content of performance appraisal, were determined as follows:
 - 1) Learning Management.
 - 2) Student Supportive System Management was performed for student enhancement and development.
 - 3) Collaboration with students' parents as well as community people was performed in collaborating for student development based on their potentiality.

- 4) Self and Professional Development.
 - 5) Work Performance in other work tasks.
 - 6) Code of conduct for disciplinary enforcement.
 - 7) Ethics and Morality.
 - 8) Self-Code of Conduct.
 - 9) Professional Code of Conduct.
 - 10) Code of conduct for service receivers.
 - 11) Code of conduct for professional colleagues.
 - 12) Code of conduct for society.
4. The evaluators in performance appraisal consisted of the director, assistant directors, Chiefs of Divisions or Chiefs of Learning Substances, and teachers determine the duration of evaluation.
 5. The evaluators the work performance evaluators evaluated the work practice evaluation as follows:
 - 1) The school director evaluated teachers' performances.
 - 2) The assistant school directors evaluated the teachers' performances.
 - 3) The Chiefs of work Groups or Chiefs of Divisions evaluated the teachers' performances.
 - 4) The Chiefs of Learning Substances evaluated the teachers' performances.
 - 5) The teachers' co-workers evaluated the teachers' performances.
 - 6) The teachers' evaluated themselves.
 6. The teachers were informed the evaluative findings.
 7. The evaluative findings were applied for promotion as well as other rewards.

Step 3: Evaluations & Reporting. The evaluations and reporting were implemented as follows:

1. The appointed evaluators investigated, supervised, followed up the evaluative findings in Performance appraisal of Secondary School Teachers based on criterion as well as schedule.
2. The evaluators investigated and reported the evaluative findings in September.
3. The evaluative committee in work practice of teachers, collected the individual evaluative findings.
4. The implementation findings in performance appraisal of Secondary School Teachers, were concluded for informing the teachers in order to be on promotion as well as rewarded.
5. The information obtaining from performance appraisal was used as information for reviewing the work practice evaluation in order to plan for developing the performance appraisal system of Secondary School Teachers next year.

3. The evaluative findings of application in performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, found that:

5.3.1 The evaluative findings in the application of performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, was practiced, in overall, was in "the Highest" Level.

5.3.2 The satisfaction on the application of performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, was practiced, in overall and each aspect, were in "High" Level.

Discussions

1. *The current situation and problem in performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization*, in overall and each aspect, the practices were in "Moderate" level except the Feedback, the practice was in "High" level. For the overall current problem in performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, the problem was in "High" level.

Considering each factor, the problems of 3 factors were in "High" level including: 1) the objective of performance appraisal, 2) the process of performance appraisal, and 3) the content material of performance appraisal respectively. It might be due to the administrators spent very little amount of time in performance appraisal, didn't use the good governance. Although the implementation was in the form of committee following the steps, the focus on evaluative criterion based on indicators. There was no clear evaluation. It was to order rather than participation. As a result, it affected the teachers' morale in working. Consequently, supportive system and nepotism were occurred. There was no clear evaluative system. The evaluators administered the instrument incorrectly. It was supported by Bretz Milkovich and Read' (1992) statement in some problems of performance appraisal that they were caused by system design, application or implementation of performance appraisal in organization. There was a survey found that the administrators spent very little amount of time in evaluating their staffs, they were not trained systematically in administering the evaluative form or interview technique in evaluation. In addition, they were not ready for accepting the mistake in evaluative technique or outcome. It was congruent with Bernardin, Orban and Carlisle (1981) that the different problems in performance appraisal such as the high score of evaluation was caused by limitation in designing and applying the system which were not studied appropriately. Therefore, the guidelines for solving the problem caused by work practice evaluation, were presented by improving the measurement instrument, training program, policy as well as process of work performance appraisal.

It was supported by the findings in Pramual Roojanaseri's (2002) study titled "Improvement of Local Administrative Organization," found that the present occurred problem of staff management in locality, the problem in professional progress could be classified into: the power of staff management was depended on the administrators of Local Administrative Organization.

If they didn't emphasize on ethical principle, it would affect the advancement of staffs in locality, for instance, their salary was not raised, the frame power of position was not expanded. As a result, the government officials or staffs of Locality couldn't have progress according to the system. It was congruent with the Office of Local Staff Management Committee's (2003) study in "Problem of Staff Management in Sub-district Administrative Organization," found that there were problems of salary raising as follows: 1) 3 teams of Central Government Officials or Local Staffs attended the conference as well as agreed with guidelines in practicing for improving the government work efficiency as well as effectiveness for Local Administrative Organization, found that there were some problems of practice: A Case Study of Municipality and Sub-district Administrative Organization as follows: 1) there were not more than 6 staffs or employees in salary raising on the 1st of April. For Quota Calculation, 15 % of staff or employee number, there would be no staffs who would be on promotion for one step, 2) in salary promotion, on the 1st of October, Quota Calculation, 6% of salary rate, there would be less than 1 person who had one's right to be on promotion for one step, 3) the money spending for extra revenue as 2% or 4%, for 6 months for staffs or employees who had full step salary. Furthermore, the extra revenue was not classified as salary. So, it shouldn't be counted in Quota of promotion, and 4) the classification of staff or employee groups based on agreement of Ministry Team as: Group 1-8, and Group 9-11 might not be appropriate with Municipality. It was relevant to Lin Park-Lin's (1996) study in "System Evaluation and Implementation Evaluation in Public Secondary School, found that the evaluation was a necessary part of their school work, although it was true that the efficiency of recent evaluative system, there were a lot needed to be improved.

2. The performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization consisted of 4 major factors of Input including: 1) the objective of performance appraisal, 2) the content of performance appraisal, 3) the instrument of performance appraisal, and 4) the evaluators evaluated the work performances. For the Process, consisted of 3 Sub-factors. Each factor was the Sub-system unit. Each Sub-system Unit was a working unit of evaluative system in performance appraisal including: 1) Planning, 2) Action, 3) Conclusions and Report.

The Output consisted of 2 factors including: 1) the findings of Secondary School Teachers' performance appraisal was accepted as well as reliable, the teachers' satisfaction in performance appraisal.

For the performance appraisal of Secondary School Teachers, under jurisdiction of Local Administrative Organization in Feedback consisted of 2 factors including: the Feedback for those who were evaluated, and the Feedback for school. It was supported by Dressler (2000) statement in major factors of evaluative process in work practice as: 1) the determination of work framework, 2) the steps of performance appraisal, and 3) the evaluative findings and feedback. It was congruent with Pontep Ru-pan's (2003) study in Development of Performance Appraisal System of Basic Education Commission," consisted of 4 major structures as: Input, Process, Output, and Feedback. 2) the Input factor consisted of the objective of evaluation, indicators, and criterion of evaluation, instrument and document of evaluation, evaluators and those who were evaluated. 3) the Process Factor consisted of the planning for evaluation, work practice, construction and development of instrument for performance appraisal, collection of information findings in work performance, data analysis and evaluation of performance appraisal by comparing with the specified criterion. 4) the Output Factor, was the Record Form of conclusions in work practice evaluation of Basic Education Commission in overall team. 5) The Feedback Factor consisted of the feedback for Basic Education Commission as well as the Office of Educational Service Area. 6) According to the application in work practice of Basic Education Commission, found that every item of system factor was appropriate in "High" level. Moreover, the evaluative findings were standardized based on standard criterion. The evaluative work in utility, feasibility, and correctness was in "High" Level in every aspect.

Chaturong Intrararong (2009) conducted research titled "Development in Performance Appraisal System of Official Teachers," found that there were 4 steps of evaluative implementation. Step 1: was the appointment of committee for concluding the evaluative findings in work practice. Step 2, the details of evaluative system were informed for the committee in performance evaluation. Step 3, the evaluation was performed by using the determined instrument. Step 4, the system analysis, the data analysis and interpretation.

It was supported by Chaloenchi Hankla's (2002) "Research and Development of audited and following up the Internal Quality of Rajabhat Institution," including 5 factors as follows: 1) the factor Input Factor of system including: the objective of auditing and following up, the principle of auditing and following up, the staffs being responsible in auditing and following up, and the instrument using in following up system, 2) the factor in process of system included the following steps: planning for auditing and following up, implementing in auditing and following up, concluding in the auditing and following up, evaluating the effectiveness in auditing and following up, reviewing by the administrative division, and acting for improving and following up in auditing and following up, 3) the factor in Output of system, was the report in auditing and following up the quality, 4) the factor in the Feedback of system, included the information obtaining from evaluating the effectiveness in auditing and following up, reviewing by the administrative division, and the practice of correcting and following up in auditing and following up, 5) the factor in environmental situation of system, was the management in outside environmental situation. It was congruent with Boonsri Prommapan et.al., (2004) study in "Development of Indicator for Evaluation in Local Staff Management," found that the model and guidelines for establishing the system including the resources using for Input, Process, and Outcome. For the guidelines in evaluation consisted of 6 steps: the development of awareness, the readiness preparation, the planning for self-assessment, the report writing and disseminating, and the application of evaluative findings.

3. The findings in application of developed performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, found that:

1. The application in the performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, the development of work implementation system, in overall, was in "the Highest" Level. It was supported by the findings of Chaturong Intrararoong's (2009) study in "Development in Performance Appraisal System of Teacher Officials," found that every factor of the system was appropriate in "High" Level. Furthermore, the evaluative findings of evaluation in standard based on standard criterion of system evaluation in Accuracy, Feasibility, Propriety, and Utility was in "High" Level in every aspect.

It was congruent with Pornthep Rupan's (2003) study in "Development in Performance Appraisal System of Basic Education Commission," found that the factors in every item of system, were appropriate in "High" Level. Besides, the obtained evaluative findings were standardized based on standard criterion of evaluation in Utility, Feasibility, Propriety, and Accuracy was in "High" Level in every aspect. It was supported by Amonrat Tipayachan's (2003) study in "Development of Evaluative Model in work practice of Rajabhat Instructors," found that the development of Evaluative Model in work practice from total of 7 factors, included the Feasibility to be used in real situation, the Accuracy as the truth, the Propriety which was appropriate with evaluative policy of administrators in administrative policy of Rajabhat Institute. It was supported by the findings of Alfredo Ramirez's (2005) study in "The Administrators' Responsibility in using the Performance Appraisal System of Successful School Teachers in Texas," found that the integration trying out in evaluative process for school teachers in many years by using the teachers teaching the system which could cover the evaluation in order to support teachers in the need for supporting as final instrument in providing advice as well as auditing teacher development, and providing opportunity in training so that the teachers would establish clear expectation.

2. The satisfaction on the application in performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, in overall, it was in "Very Good," Level. Considering each aspect, found that it was in "High" Level in every aspect. It was supported by Chaturong Intrararoong's (2009) study in "Development of Performance Appraisal System of Official Teachers," found that the findings of application in performance appraisal of official teachers, the factor in every item of system included Propriety in "High" Level. In addition, the obtained findings were standardized based on standard criterion of system evaluation in Accuracy, Feasibility, Propriety, and Utility was in "High" Level in every aspect. It was congruent with Pornthep Rupan's (2003) study in "Development of Application in Performance Appraisal System of Basic Education Commission," found that the factor in every item of system included Propriety in "High" Level. Moreover, the obtained evaluative findings were standardized based on standard criterion of evaluative work in Utility, Feasibility, Propriety, and Accuracy in "High" Level in every aspect.

Conclusions of the Findings

1. The current situation of performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, in overall and each aspect, the practices were in "Moderate" level except the Feedback, the practice was in "High" level. For the overall current problem of performance appraisal of Secondary School Teachers, under jurisdiction of Local Administrative Organization, the problem was in "High" level. Considering each factor, the problems of 3 factors were in "High" level including: 1) the objective of performance appraisal, 2) the process of performance appraisal, and 3) the content material of performance appraisal respectively.

2. The performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, consisted of 4 major factors of the Input including: 1) the objective of performance appraisal, 2) the content of performance appraisal, 3) the instrument of performance appraisal, and 4) the evaluators of performance appraisal.

The Process consisted of 3 sub-systems. Each sub-system was a working unit of performance appraisal system including: (1) Planning, (2) Action, and (3) the Evaluation and Report, and 4) the Feedback.

3. For application in the developed performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, found that:

1. For the overall performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, it was in "the Highest" level.
2. For the overall satisfaction in application of performance appraisal system of Secondary School Teachers, under jurisdiction of Local Administrative Organization, it was in "High" level. Considering each aspect, found that every aspect was in "High" level.

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