

# PERFORMANCE MANAGEMENT – A TOOL FOR STRENGTHENING THE EDUCATION PROCESSES? METHODS OF INTEGRATION INTO THE HMES

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**Abstract:** *We argue that the principles and practices specific to the performance management can be used as levers in the education system and in the professional training of military personnel, especially in the higher military education system. We will focus particularly on the most important aspects of performance management: planning and goal setting, monitoring, evaluation and feedback. Beyond the conceptual aspects, we will discuss the implications that these practices have on the teaching-learning process and we will highlight their value in the military academia by elaborating on how they can be applied in three problematic situations. Thus, this article provides teachers and instructors in the military education system with learning-oriented methods that will create a productive classroom environment and highlights the opportunities that students have and the benefits at the institutional level.*

**Keywords:** *performance management; education; teaching-learning; higher military education.*

## Introduction

In the context of the 21<sup>st</sup> century learning environment, relying on singular ways of assessing the teaching and learning process, such as conventional tests that measure predominantly formal knowledge, can no longer be an effective strategy for pupils, students, trainees and teachers to prepare themselves to become more productive in applying knowledge, skills and competencies in authentic contexts. Building on this point, this research aims to provide insight into the understanding of performance management in educational organizations and to propose some methods of integrating it into the higher military education system. As a result, this paper can be summarized as follows: after the introduction we set the conceptual framework, conducted a literature review on the adoption of performance management in the education sector and elaborated on how its specific practices can be embedded, so that students, teachers and leaders of military educational institutions can bring improvements to their work in three challenging situations. Finally we state our conclusions.

### 1. The conceptual framework: theory and hypotheses

The idea that performance management can be a tool for improving individual and organizational outcomes is rooted in the expectancy theory which posits that people’s motivation to engage in an activity depends on a combination of the employee’s subjective expectations regarding the value of the potential rewards they might enjoy after achieving their goals, the estimated likelihood of achieving those goals, and the possibility that the promised benefits will actually be granted when the expected key-results are achieved.

First, the literature has conceptualized performance management in different ways. In this paper, we will focus on the developments that have been at the heart of intense debate in the literature and among practitioners, such as the elimination of annual appraisals or other

formal aspects of PM (Cappelli and Tavis n.d.), and the configuration of the high-performance management of human resources that we have dwelled upon in a previous paper (Ionaşcu (Huluba), Alina Elena; Pleşanu, Toma 2021). As such, in this paper we will refer to a broadly defined content approach concerned with the study of the “continuous process of performance improvement through setting individual and team goals that are aligned with the organization’s strategic objectives, performance planning to achieve its targets, reviewing and evaluating progress and developing people’s knowledge, skills and competencies” (Armstrong 2017). This paper explores the ways in which the practices specific to performance management can shape the process of military professional preparation (MPP). The fundamental premise is that military education can use performance management as a tool to improve military education. The main argument is that performance management proves to be an effective strategy for improving outcomes in civilian, public and even educational organizations.

Second, this article argues for a broader approach to professional training, in line with Janowitz’s farseeing assertions (Janowitz 1960) that militate for a broader approach to military education, especially with regard to the officer corps, which will be responsible for meeting the needs of national and collective defense in a context governed by uncertainty. Such an approach is supported by a more recent paper that draws attention to the fact that effective military training involves a system geared towards “education rather than training, intellectually preparing officers so that they can cope with future uncertainty” (Mukherjee 2017). Following this line, in our review of the evolution of the study on the professionalization of the armed forces in agreement with the evolving security environment, we also highlight the difference between the two dimensions of the military profession, military education and training, and the importance that their relationship carries in training the officer corps (Ionaşcu (Huluba), Alina-Elena; Pleşanu, Toma 2021). Therefore, in this paper we focus more on the education seen as the cognitive process through which officers shape and develop their critical thinking, innovative thinking and abstract reasoning, become familiar with ambiguity and uncertainty and broaden their horizons regarding complex problems (Johnson-Freese 2012) marked by uncertainty, and less on training as a result of which they gain knowledge and skill sets essential for managing specific and clear activities.

Therefore, we can state that the rationale for using performance management in military education is the procedural development of specific mechanisms for identifying and setting goals, monitoring progress, evaluation and feedback at the level of the relationship between teachers, students and the institution.

## **2. PM in education**

### *2.1. Principles and practices specific to PM, associated with better outcomes*

Education research indicates that the adoption and implementation of performance management approaches to improve the teaching-learning process and achieve key-outcomes has become an important component because of its potential to provide critical information, evaluate actions, make better decisions, allocate resources more effectively, and strengthen institutional accountability. Building on the findings of Aguinis (Aguinis 2013) who defined two prerequisites for effective PM systems in civilian organizations (acknowledging the organization’s mission and goals and the employee’s workplace), one of the few studies in education that examines the relationship between performance management practices and educational outcomes as measured by standardized test scores has developed. Using data from New York public schools, Rusi Sun and Gregg Van Ryzin proved that institutions which do a better job along the lines of leveraging the information gained from the use of specific PM

elements have better outcomes (Sun, Rusi; Gregg Van Ryzin G. 2014). The study points to the elements that defined the effective application of performance management as follows:

1. collaboration between school managers and teachers in order to set rigorous, objectively measurable and time-bound targets;
2. integrating intermediate targets into plans for improving the results of students and teachers, with the ability to be subject to possible adjustments and to measure success;
3. the use of regular assessments and other diagnostic tools by teachers to measure the effectiveness of plans and interventions for individuals and groups of students in key-areas;
4. the use of information generated by regular assessments and other measures of progress by teachers to immediately revise plans to meet set targets;
5. monitoring the results of regular assessments and other diagnostic measures by school managers and using the results to make strategic decisions to change practices and improve student outcomes;
6. planning of future targets is carried out by school managers and staff based on the intermediate and final results of previous plans.

Therefore, these elements describe the conditions under which performance management can be a tool for improving education. They highlight the cause-effect link between the main practices associated with performance management – planning and goal setting, monitoring progress over time, assessment and feedback (mediated by process fairness) and their positive influence on the expected outcomes for the three main components of the learning system: students, teachers and school managers. Along these lines, performance management can be a catalytic model through which professional training can be improved.

First, the literature is consistent when it comes to planning and setting targets accurately. On the one hand it is proven that setting clear goals by leaders is “*far more effective in attracting performance than setting easily attainable ones*” (Locke, Edwin A. 1968) because they encourage employees to use all their resources to achieve key-results, even developing innovative ways of approaching tasks specific to their work (Locke, Edwin A.; Latham, Gary P. 2002). On the other hand, the more specific the goals, the more employees prioritize their tasks, focusing their attention on the most important ones. These aspects provide a context for feedback as well as motivational strategies for achieving organizational goals (Taylor, Jannette; Beh, Loo-See 2013). In the context of the education system, the role of the teacher is not so decisive in setting the objectives of the course as in guiding students towards setting specific objectives tailored to their expectations. For example, when a teacher does not take this role into consideration, a student with a high level of knowledge and skills may set easily attainable learning and performance goals (e.g. mastering 4 out of 7 courses, obtaining the grade of 7), missing out on possible opportunities to demonstrate their skills and develop themselves (Gillespie, Treena L.; Parry, Richard O. 2008). Also, in research using completions of qualifications as a measure of performance assessment in higher education institutions, the author draws attention to the importance of using an appropriate language when formulating targets and describing what is being measured in order to have a healthy, accountable and valuable course (Alach 2016).

One method to foster alignment and overlap between the student’s goals and those of the organization is to create a vision and/or a mission of the discipline, followed by the creation of a clear student task sheet. Designing a statement of the aspirations (the vision) or the identity and the purpose (the mission) of the course encourages student accountability, interest and effort (Luechauer, David L.; Shulman, Gary M. 2002). In other words, if the mission of the course is directional, a job description delineates measurable course objectives sequentially into concrete steps that are consciously and consistently pursued, scaled and monitored.

Second, monitoring progress over time is documented by Luenchauer and Shulman in the cited paper as having positive effects when students are involved in defining the parameters. At a practical level, this approach is associated with a learner-centered learning process.

One method of encouraging progress monitoring over time and minimizing or eliminating the subjective nature of assessment (Doerr 2019) is for students to create an agenda to guide discussion with the teacher. In this case, students guide the conversation and teachers share their technical expertise and practical experience, suggesting a range of ways to approach the tasks and encouraging them to discuss the sensitive issues that are the most important barriers in their work. Therefore, an important aspect is encouraging students to engage in ongoing communication with the teacher, ask questions, seek clarification and identify resources to improve performance. In turn, the teacher reviews the student's steps towards improvement (Kunkel 2002). In this way plans are followed and students, together with their teachers, adapt to new circumstances while meeting deadlines for achieving their goals. In this respect, a study on the analysis of different forms of teaching university courses (Hattie 2015) points out that what is of greater importance is the way in which teachers – regardless of the teaching method – clarify their criteria for success and provide challenge and feedback, together with the quality of interaction between students and between students and their teachers.

Last but not least, monitoring progress is connected to evaluation and feedback. In a broad sense, evaluation “involves a way of gathering information and judging the process, the products or the program, either during the program or at the end of it.” (Schleicher, Deidra J., Baumann, Heidi M. , Sullivan, David W. , Levy. Paul E. , Hargrove, Darel C., Barros-Rivera, Brenda A. 2018). A wide range of methods can be adapted and used in the evaluation of students by teachers and of the latter by leaders of educational institutions. In the first case, from formal teacher evaluations, supported by the strategies specific to performance management mentioned above, to those carried out among students at team or class level, to self-evaluation – all of them can be seen as effective methods of objectively analyzing the students' results, represented by statements that dwell upon the students' achievements at the end of the course, seminar or training program. In the second case, 360 degree feedback and evaluation done by managers (e.g. evaluation of students, department colleagues, self-evaluation and evaluation of the manager) is a good way to promote the teachers' strong points and to improve the weak ones with the intention of designing new ways of improvement through continuous learning. Designed in this way, assessment is seen as a means of learning and gaining knowledge (Senge, Peter, Cambron-McCabe, Nelda, Lucas, Timothy, Smith, Bryan , Dutton, Janis, Kleiner, Art 2016). Likewise, a strategy of recognizing and rewarding teaching in the academic environment – as a component of assessment in performance management, is considered to have positive effects such as: “an approach to learning that is more learner-oriented; enthusiasm among academics for transitioning to a newly perceived discipline; and the professional and personal benefits of establishing communities of practice around teaching and learning” (Mathison 2015).

Arguably, this approach is not something singular and new in education, as it falls under what literature calls systemic thinking in education. This is characterized by: discussing problematic goals by pilot groups, analyzing them from multiple perspectives, mapping the forces involved in it, identifying similarities and differences in archetypes and structures, identifying leverage that can produce major changes through relatively small actions (Senge, Peter, Cambron-McCabe, Nelda, Lucas, Timothy, Smith, Bryan , Dutton, Janis, Kleiner, Art 2016). Moreover, planning and setting goals before learning, monitoring progress during learning, and self-assessing performance after learning are part of what education specialists

call proactive processes that make up self-regulated learning – a characteristic of students associated with higher performance (Zimmerman 2008).

Therefore, the practices of monitoring learning outcomes carried out by the management of educational institutions and using them to adjust, develop and promote their teachers is a tool for improvement and recognizes their importance in the success of the organization. In turn, teachers use this information for two purposes. The first one is to guide students and provide them with individualized support to minimize or eliminate the risk of not meeting their goals. The second one is to reflect on the methods used and develop new approaches aligned to the needs of the students by engaging in ongoing teacher and subject specialist training. Last but not least, it is the students – the actors for whom all these actions are staged – who have the least influence on how these practices are organized and applied. However, being part of such a mechanism, not only do they receive adequate support to improve performance, but they are also engaged in a system that develops their vision of their own learning, knowledge and skills.

Thus, the targeted key-practices associated with performance management in education have the ability to adjust learning processes in a targeted way that can sometimes produce significant improvements if done at the right place and time.

## 2.2. Criticism, limits and complaints

Besides the fact that performance management is widely considered to be an effective strategy for improving educational outcomes, the literature mentions a number of initiatives that are considered less effective and undesirable to be integrated into the education system.

Pollitt argues that managerial performance management schemes are “inappropriate for universities because they are unsuited to services dominated by highly organized professional providers, they contradict such organizational cultures and are (correctly) perceived by many of the professionals concerned as hostile political ploys” (Pollit 1988).

In the same line, Kirsi-Mari Kallio, Tomi J Kallio and Janne Tienari address the main criticisms of the use of performance management in academia in their paper *Ethos at stake: Performance management and academic work in universities*. Making use of mixed methods to study how performance management is understood by academics in Finnish universities and departments, they captured the overall critical and negative view that Finnish academics have when it comes to performance management (Kallio, Kirsi-Mari, Kallio, Tomi J., Tienari, Janne, Hyvönen, Timo 2015). Their respondents described as their main dissatisfaction the emergence of a “new kind of academic ideal” that favors competition and short-term results encouraging individualism over collegiality and academic discussion. Another grievance that they state is that performance management increases the power of leaders and diminishes the autonomy of academics. To exemplify this, they bring up the rewarding of teachers based on maximizing publications and the fact that this method attracts people capable of performing mechanical tasks such as co-authoring articles using the same quantitative data at the expense of qualitative research that seeks novelty, thus producing a negative effect on the construction of the scientific vision.

Analyzing the performance management implemented in Finnish universities, Chris Hughes and Cathy Sohler draw attention to the need to address some of the issues raised by the application of performance management in an academic context, such as: “establishing realistic links to a participatory planning process; ensuring visible high-level commitment; providing adequate staff resources and practices to ensure tangible results; developing unit-based plans that have realistic targets” (Hughes, Chris, and Sohler, Chaty 1992). To address these limiting issues they propose a list of recommendations inspired by the practices of the private sector that involve: developing a visible institutional commitment to performance management; setting clear and simple goals that have the support of all those involved; encouraging open communication; focusing on actual evaluation criteria; monitoring progress

followed by making recommendations that can be implemented quickly; linking the program with career development.

Taking into account these issues identified in the literature, it can be noted that the integration of specific performance management principles and practices that are successful in civil organizations or in specific education sectors in different countries cannot be applicable to a particular education system without taking into account changes appropriate to the context and building a learning environment with “sensitivity” for teachers and students.

### **3. Applying PM in HMES: How can performance management contribute to strengthening training programs?**

Militaries are the oldest and arguably the largest organizations in the world, with an extensive experience in managing personnel for the most fearsome and troubling situation that can arise: real war. That is why, in today’s strategic environment, the professional training of military personnel is a central area of defense reforms, particularly in terms of the education and development of the officer corps as future leaders. In this context, a strategic objective of the Romanian Army is *“to provide trained and equipped human resources as an essential part of interoperable capabilities, able to act in a coherent and convergent way to effectively counter risks and threats to national security by anticipating trends in the security environment and incorporating technological progress”* (The National Defense Strategy of the country for the period 2020-2024).

Regarding the topic of the article, we note that the pioneers in the literature concerning research projects related to academic learning – the United States military services – have included in their system of learning strategy principles and support practices (associated with the performance management defined in the previous section), such as: goal setting, monitoring, self-assessment through self-report questionnaires (Seymour, George Edw; Main, Ray E.; Randel, Josephine M. and Morris, Barbara A. 1991). As a result, we can say that the mission of the higher military education system is to achieve the professional training of personnel in the Ministry of National Defense in accordance with the set of skills and competencies required by the jobs in the beneficiary units and to promote their abilities to adapt to the changes in the security environment.

Taking these issues and the benchmarks indicated in the previous section into consideration, in this part of the paper we set out to identify and elaborate on some concerns of the higher military education system where elements of performance management that are consistent with effective teaching and self-regulated learning practices can be applied to produce improvements.

A first concern is meeting the requirements of the final employer for each specialization in a context of reduced human resources. We propose the idea that aligning military students’ goals as closely as possible with those of the military specialization results in performance behaviors that are more valuable to the student’s learning process and to the student’s successful integration into the function that they will occupy after graduation, while being in line with the expectations of potential military employing units. To this end, data collected from employers on the most sought-after and critical skills, knowledge and competencies in a particular specialization can be shared with students at university level. This could be facilitated through the creation of a dedicated section on military academy websites or through conferences held by delegated unit leaders of university campuses at the beginning of the first academic year.

The second concern is related to the involvement of students in research activities and projects. More often than not students take part in such activities because they are set as their mastery goals which are result-oriented (a condition for passing a study program), when they

could be achieved by them as a development and performance goal (deepening a subject, gaining academic recognition, achieving higher performance, which can result in extended knowledge and skills in a field and a very good grade). If a less productive collaboration with the teacher is added to these conditions, there is a risk that the student's research talent may not prevail. The student faces the risk that despite their high level of research skills, they will not consider writing a challenging paper, thus missing the opportunity to demonstrate their skills. Moreover, students often engage in research activities for which they take relatively little time for documentation because they do not consider them as important as other military academy-specific activities whose consequences are clearly defined and immediate (physical training, training in specific fields), and their relevance may be impaired. For teachers, this situation illustrates a missed opportunity to connect their potential students to their field of expertise and to the possibility of mentoring them, instilling a passion for teaching. For the system, the opportunity to counter the threat of insufficient human resources in relation to the final beneficiary's requirements is lost. In this situation, students could be co-opted into the development of tasks specific to the military student status, whereby the objective would be to commit to writing a research paper during the course that meets the performance standards and is free of plagiarism, grammatical errors and other ethical or quality issues. Since military students are more determined if they see an activity as a tool for their career success, teachers have the role of guiding them in choosing a valuable topic for their future position, giving them leverage to improve their potential and accepting their work only if they have achieved professional quality. In addition to these levers associated with monitoring and feedback, teachers can also make use of the recognition of the students' work by giving them a diploma for professionalism for the most appreciated work according to the results of their own evaluation and that of other students – methods specific to the process of transparent evaluation followed by reward. As such, if military students are engaged in interesting and worthwhile activities, not only do they benefit from them, but so do the teachers, the academy and the beneficiary units.

The third concern: the effective management of learning based on the use of computer-based tools requires key-elements of performance management to be used to develop students' skills in timetabling activities in e-learning environments. This is established in the literature (Baker, Rachel; Evans, Brent; Li, Qiuji; Cung, Bianca 2018) as an essential component of success in online and hybrid learning. According to scientific research on the conditions under which teaching and learning in digital environments become more effective, one of the conclusions is that students' training depends more on metacognitive strategies, as well as internal and external strategies related to resources that help them plan, monitor and regulate their learning processes in a targeted way (Broadbent, Jaclyn; Poon, W. L. 2015). Consequently, we consider the role of the teacher to be extremely important in this context. Clarifying objectives and success criteria, providing scientific challenges and feedback based on quality interaction, is an approach that is centered more on students and less on issues that suppress their proactive behavior, such as teaching based on the accumulation of knowledge through rote memorization or communication governed strictly by military and teaching grades.

Given the magnitude of this issue, we believe that understanding how performance management – which as a technical and developmental tool for knowledge deepening in the context of blended learning contributes to the ability of military students to gradually develop and strengthen self-efficacy in the process of training based on computer-based tools – can be seen as a significant research topic. This reflects an important issue: understanding the actual state of how military students practice learning by using computer-based tools and determining their profile and the factors that relate to their experiences.

Finally, we note that the situations we have identified here as suitable for interventions associated with specific performance management practices and advanced methods of producing improvements, probably need to be adjusted by those with expertise in the issues involved, but we believe that they are ways of thinking that can provide the premises for concerns in the higher military education system.

## Conclusion

The main contribution of this paper is to determine how to apply specific elements of performance management in the education field, with reference to the micro level of proactive teaching-learning as accepted in the literature. The article also proposes the perspective of incorporating performance management practices in higher military educational institutions by outlining ways of action in relation to three topical concerns in the field. Moreover, the idea of integrating performance management into the military education system that we have proposed in this paper is diligently connected to important aspects of proactive teaching (e.g.: scientific support for students, teachers' openness to discuss with their students, acceptance of student feedback, fairness of assessment etc.) and self-regulated learning considered to be a fundamental predictor of academic performance for traditional education and in particular for education based on the adoption of computer-based tools (e-learning platforms, cloud-computing etc.). However, the paper has the specific limitations of a literature review and content analysis approach, therefore research is needed in order to provide empirical evidence on the integration of performance management into the higher military education system to see to what extent the generalization of our proposals is confirmed.

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